CO-LOCATION AND OTHER INTEGRATION INITIATIVES STRATEGIC EVALUATION

FINAL REPORT NOVEMBER 2014

urbis

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Executive Summary

This document is the Final Report of the Co-location and other Integration Initiatives Strategic Evaluation (CIISE). Urbis was engaged by the Department of Education and Early Childhood Development (DEECD or the department) to complete a strategic evaluation of the Victorian Government's co-location and other integration initiatives (integration) in educational settings. Strategic evaluations differ from program evaluation because they provide intelligence on collective impacts of reform efforts, rather than on specific outcomes associated with discrete investments or programs.

The objectives of the strategic evaluation were to:

- secure an evidence base to understand the impact of integration efforts to date and provide direction for future investment and policy development

- gain conclusive findings of the impacts of current investments along the co-location and integration continuum on improved outcomes for children, young people, families, schools and the community.

Preliminary analysis of the range of investments and policy directions led to the Department of Education and Early Childhood Development (DEECD or the department) determining four general types of outcomes that are commonly the intent of co-location and integration efforts. These outcomes are:

- minimising the financial burden of failing to, or delaying action to address developmental issues

- children experiencing improved early cognitive and social development

- greater aspiration amongst young people, families and the community

- more effective use of scarce community resources and infrastructure.

This report is the final product of the strategic evaluation. The findings within this report will inform development of further products that will aid decision makers within the department to make policy and strategy choices informed by the best available evidence.

METHODOLOGY SUMMARY

This report presents the integrated findings of analysis from several distinct strands of work. These include:

- a review of the general and economic literature on co-location and integration in education contexts, to collate the general evidence-base for these types of policy approaches

- a retrospective analysis of the Victorian policy narrative relating to co-location and integration investment in the period 2004-2014, to document application in Victoria and summarise learnings from these efforts

- development of an evaluation framework for focusing effort on key gaps in the knowledge that emerge from the evidence and policy reviews and guiding further investigation at selected study sites

- case study analysis of six locations in which DEECD-funded co-location or integration efforts have occurred to varying extents and under diverse conditions

- case study analysis of five 'counterfactual' study sites which did not receive specific DEECD funding for co-location or integrative effort

- case-based return on investment (ROI) analysis of six of the study sites which received specific injections of funding to pursue co-location and investment analysis.

STUDY SITES

The six study sites identified by the department are representative of a range of investment approaches, but share co-location or integration as a key strategy for achieving change. The six study sites were:

- **Broadmeadows School Regeneration Project**, with a focusing on the Town Park Campus

- **Doveton College**, which grew out of the Doveton Regeneration Project

- **Yuille Park P-8 Community College**, part of a broader neighbourhood renewal

- **Frankston North**, an extended school hubs pilot site, including Aldercourt Primary School (PS), Mahogany Rise PS and Monterey Secondary College (SC)

- **Sherbrooke Early Learning Centre**, an integrated children's centre funded through the Children's Facilities Capital Program (CFCP)

- **Moe PLACE**, incorporating an integrated children's centre, also funded through the CFCP.

In addition, five counterfactual study sites were identified to enable exploration of the extent to which changes in outcomes are attributable to (or contributed to by) funding co-location and integration effort. This was done by comparing and contrasting the strategies employed and outcomes achieved at these sites (which did not received specific funding), providing a perspective on what can be achieved in the absence of DEECD funding.

The five counterfactual locations (and specific services examined) were:

- **Tarneit**: Tarneit Community Learning Centre

- **Whittington**: Whittington PS, Early Learning and Family Centre @ Apollo, City Learning and Care Children's Centre

- **Hoppers Crossing**: Hoppers Crossing SC, Mossfiel PS

- **Dandenong North**: Dandenong North PS, Dandenong North East Kindergarten

- **Deer Park**: Victoria University SC, Deer Park PS, Welwyn Kindergarten.

GENERAL IMPLICATIONS ARISING FROM THE RESEARCH

While specific recommendations are outside the scope of the report, there are a number of general strategic implications for policy and decision makers that arise from the research findings. These cluster around four key themes of investment decision making, leadership, planning, and monitoring and evaluation.

PLANNING

Co-location and/or integration enables a number of specific change mechanisms that act on key problem drivers. Understanding which problems are inhibiting the desired education and community outcomes and selecting the co-location/integration response most likely to act on those drivers is critical to success.

When considering new investment in integrated or co-located service models, achievable outcomes should ideally be defined and reference made to study sites and other case studies available through this study to allow forecasting of potential outcomes, benefits and the expected ROI.

LEADERSHIP

Effective leadership is well acknowledged as being crucial to the success of significant change initiatives; this is especially so in the context of change that spans multiple service boundaries. Leadership in this context has a central role in 'raising the bar' in terms of setting aside sector/service specific interests in

pursuit of a broader common purpose. The authorising environment should provide leaders with a high level of autonomy within a broad strategic space.

INVESTMENT DECISION MAKING

Co-locating and/or integration are generally an effective strategic response to problems that are driven by poor access, participation and engagement in education and early childhood services, particularly where clients have complex needs. In the right contexts, co-location and integration can also help to address capability or capacity shortfalls in underperforming local service systems.

Investments which allow asset rationalisation or where refurbishment or upgrade costs would otherwise have been incurred even in the absence of co-location/integration, offer significantly better value for money because of the capital offset available. A positive ROI where there is a high net capital investment in co-location and//or integration is more difficult to achieve.

MONITORING AND EVALUATION

Establishing a clear investment logic and monitoring/evaluation framework is important to understanding the early and longer term trajectories of specific investments. More generally, better monitoring of the mechanisms of integration/co-location would enable better assessment of their contribution to outcomes and the contribution of co-location or integration leading to a deeper evidence base to inform future decision making.

WHAT FORMS CAN INTEGRATION TAKE?

Service integration describes the processes through which different services organise themselves and define their relationships with each other. It encompasses concepts such as the integration of workforces, professional practice, governance, processes and funding.

The term service integration is used to differentiate these types of activities from efforts directed at the co-location of physical infrastructure. The key findings of this strategic evaluation in relation to co-location are dealt with separately to those relating to the integration of services.

There are a number of models for conceptualising service integration, and which focus on the extent and nature of services' relationships with each other across the health, human services, early childhood and education sectors. These models tend to focus on the depth and nature of working relationships between professionals rather than on the model of service delivery itself. The term 'integration' is often used to describe the most evolved form of collaborative activity.

This report adopts Horwath's five stage continuum for integration of services as a useful frame for analysis (Horwath, 2007). The five stages are communication, cooperation, coordination, coalition and integration (Figure 1). A sixth possibility — no interaction — essentially falls outside the integration continuum.

FIGURE 1 – INTEGRATION CONTINUUM

MINIMAL INTERACTION	COMMUNICATION	COOPERATION	COORDINATION	COALITION	INTEGRATION
Professionals and organisations have minimal interaction, with no information sharing	Individuals or groups of professionals across organisations are sharing information in informal, ad-hoc ways. No formal mandates or authority to share information or make joint decisions exist. Communication is usually through individual relationships and may cease if staff change.	Individuals or groups of professionals are sharing information and working together informally towards shared goals. No formal mandates or authority for shared decision-making exists. Relationships might be longer-term or more embedded in practice.	Joint working is more formalised, and there may be some authority for joint decision-making or planning. Formalised connections exist between agencies that are designed to outlast individual relationships. No sanctions are in place for failure to cooperate.	Formalised joint structures exist including a formal agreement to sacrifice some agency authority to the shared planning arrangement, such as MOU or Interagency Agreement. Strategic planning towards shared goals exists and is embedded throughout the organisation	Agencies join together to form a new entity, or have significant formal structures in place to ensure that agencies operate as one. Staff and leadership see themselves as part of one organisation and share resources.

Source: Adapted from Horwath 2007.

WHAT ARE THE BENEFITS OF INTEGRATION?

Integration means organising or delivering two or more service components in a way that leads to one or more of the following outcomes:

- a more joined-up experience for service consumers (client level outcome)

- improvement in service effectiveness (service level outcome)

- an increased efficiency of service operation (investor level outcome).

Both the general literature and evidence from Victorian sites provide good evidence for a range of potential benefits to investors, services and clients that follow from the integration effort focused on education and early childhood services. These benefits are realised to different degrees through various mechanisms that are facilitated by integration strategies.

Table 1 summarises seven core problems located in either the community or the service system that inhibit achievement of the four long term outcomes in focus for this strategic evaluation. The evidence from Victorian sites and from the general literature suggests each of these problems is amenable to an integration response, and some or all are targeted with varying degrees of emphasis at study sites.

TABLE 1 – UNDERLYING PROBLEM, STRATEGIC INTERVENTION AND GENERALISED BENEFIT

	UNDERLYING PROBLEM	STRATEGIC INTERVENTION AND EFFECT	GENERALISED BENEFIT
PROBLEMS LOCATED IN THE COMMUNITY	Low levels of participation and engagement in key early childhood services by children and parents	Integration creates systems with multiple points of service entry and engagement enabled by integration and facilitate trust transfer and increase participation in early childhood services by hard to reach and at-risk groups	Vulnerable families increase participation in early childhood services
	Low levels of participation and engagement in learning environments by children and parents	Integration generates better pathways between educational services (i.e. at traditional boundaries between educational settings), reduces barriers to continued engagement and improves transition outcomes	Vulnerable families experience better continuity of engagement across key transition points
	Cumulative impact of complex needs is entrenching disadvantage	Integration enables services to work cohesively and collectively to provide wrap around, whole family services that are better able to address complex needs and tackle entrenched disadvantage at the community level	Vulnerable families receive a more complete and coordinated service response
	Low levels of social capital and aspiration within the local community	Integration creates pathways into learning through linking education with other services, improving participation and engagement in the learning environment by parents and children	Vulnerable families and communities increase engagement with the learning environment and participation in education
PROBLEMS LOCATED IN THE SERVICE SYSTEM	Educational services are disconnected from the community	Integration of educational and other service systems within the local community builds a sense of collective purpose and facilitates diverse and positive learning experiences	Communities increase their collective aspiration, particularly around learning
	Services are disconnected from each other	Integration facilitates negotiation of shared understanding of roles, responsibilities and streamlined pathways at the local system level	Services work more efficiently and effectively, with reduced duplication and gaps
	Capability and capacity deficits limit service system's ability to respond coherently to complexity	Integration enables knowledge transfer and collaboration between professionals and organisations, facilitating collective quality improvement and deepening capabilities	Local systems improve responses to complexity at the individual, family and community level

There is a good theoretical basis for the presumption that each of the generalised benefits described in Table 1 will contribute to achievement of the four long term outcomes that are the focus of this strategic evaluation, although the level of empirical evidence is limited in Victoria. This is in part due to the lengthy timeframes required to observe measurable change, and partly due to limited or no ongoing evaluative activity being undertaken at study sites.

The extent to which specific benefits are realised is highly dependent on selection and adaptation of the integration approach to respond to the nuances of the problem drivers. Consequently, development of a detailed intervention logic coupled with a strategy for monitoring and evaluating progress is important to effective implementation management.

KEY FINDINGS

1. **There is a strong theoretical foundation for the value of integrative effort in addressing some specific types of problems at the community and system level.**

2. **Local evaluation of effort and measurement of benefit capture to date has been minimal in Victoria, which limits the strength of conclusions that can be drawn about specific investments**

WHICH INTEGRATION APPROACHES ARE EFFECTIVE?

There are two key decisions that shape effectiveness of integration approaches: which services should be integrated, and what form of integration is most appropriate.

WHICH APPROACH?

Integration of services is occurring to different extents within the study sites examined. In all cases, however, there were multiple services and organisations involved and different levels of integration were pursued within a single site. This reflects the purposeful nature of integrative effort; the level of integration depends on the change mechanism required to efficiently pursue the desired benefit.

A moderate level of integration (communication, cooperation) has most commonly been employed where services have clear spheres of operation, clients tend to receive distinct types of services, and where the focus of integrative effort is on transactions between services at the client level (e.g. improving referral pathways), professional level (e.g. sharing professional development) or organisational level (e.g. sequencing of services).

More significant integrative efforts (coordination, coalition or integration) are evident where services have significant overlaps in terms of their service goals and required resources. The focus of integrative efforts at this level frequently includes joint service planning, wrap around services or complex augmentation of "core" services (for example, extended school services).

A key mechanism for increasing client participation and engagement through service integration is trust transfer, where a professional with an established relationship of trust with a client is able to leverage that trust to facilitate the client's willingness to access another service. More highly integrated (and often co-located) services are also able to activate *passive* trust transfer, where sharing branding, communications, facilities or front of house services signals a more trustworthy environment for clients.

WHICH SERVICES?

Three different strategic approaches to the types of services that are integrated emerged through the strategic evaluation. These were:

- Vertical integration of education services access across life stages (e.g. ECE > Kinder > PS > SC)

- Integration of education and other services provided at the same life stage (e.g. ECE + MCH)

- Integration of education services with the broader community

Because **vertical integration** brings together sequentially accessed services, it is likely to deliver benefits driven by effective client transition. Benefits also arise that are associated with resource and knowledge sharing between services, as well as operational efficiencies. In particular, strengthening transition from kindergarten to prep is well supported in the evidence, particularly for children with developmental issues or disability.

Service integration supports attainment of benefits driven by effective client participation and engagement with appropriate services. These types of integrative practices improve ease of access to services, increase client contact and provide a platform for quality improvement at the service and system level. Benefits accrue in relation to knowledge and resource sharing and the generation of operational efficiencies associated with larger service scales. The evidence is particularly strong for the cognitive and social developmental benefits of service integration that helps to bring families into contact with appropriate supports including early childhood education.

Integration strategies which incorporate **community integration** are likely to support attainment of benefits driven by client and community social inclusion and connectedness and the relationship between the community and the learning environment. Integration approaches which provide pathways for parents to access programs and services related both to parenting and general skills can deliver a double benefit to the parent and child. Extended school models are exemplars of these approaches, and have a growing international evidence base for their positive impact on social capital and community aspiration.

Table 12 summarises the strength of evidence found through this study for the hypotheses that integrating various services along the education journey will make a positive contribution toward achievement of each of the four focus outcomes of this evaluation.

Importantly, each of these approaches harnesses different mechanisms of change, takes place in highly variable contexts and drives different types of benefits. As a consequence, statements about the actual level of benefit or contribution to the outcome of any particular grouping cannot yet be made on the evidence available.

TABLE 2 – STRENGTH OF EVIDENCE FOR INTEGRATION CONTRIBUTING TO THE FOCUS OUTCOMES

INTEGRATION TYPE	ADDRESSING DEVELOPMENTAL ISSUES	IMPROVING EARLY COGNITIVE AND SOCIAL DEVELOPMENT	GREATER ASPIRATION	EFFECTIVE USE OF RESOURCES AND INFRASTRUCTURE
VERTICAL INTEGRATION				
ECE + kindergarten	Some evidence	Some evidence	Unclear	Some evidence
Kindergarten + primary	Strong evidence	Strong evidence	Unclear	Some evidence
Primary + secondary	Some evidence	Unclear	Some evidence	Some evidence
Secondary + higher education	Unclear	Unclear	Moderate evidence	Some evidence
SERVICES INTEGRATION				
ECE/Kindergarten + family services + MCH	Moderate evidence	Strong evidence	Unclear	Some evidence
COMMUNITY INTEGRATION				
ECE/Schools + community	Unclear	Unclear	Strong evidence	Moderate evidence

KEY FINDINGS

3. **Less intensive models of integration primarily create change at service boundaries, while more intensive models also act on areas of service overlaps.**

4. **When integrative effort focuses on increasing service access and/or quality, the positive impact of effective programs and interventions is amplified.**

5. **Integrated early childhood services have the strongest potential to deliver identifiable economic benefits, because of the expected impact on predictors of long term economic markers.**

6. **Extended school hubs are likely to deliver significant social return on investment, as collective impact of diverse programs and pathways is likely to drive sustainable change in community aspiration over the longer term.**

WHAT HELPS INTEGRATION EFFORTS TO SUCCEED?

Three overriding factors are influential in facilitating successful integration efforts, including:

- having a deep understanding of the implementation context, including community and service systems

- visionary, adaptive and capable leadership

- co-location, which is directly enabling of service integration.

UNDERSTANDING THE IMPLEMENTATION CONTEXT

There is strong evidence for the critical role of effective planning in successful integration initiatives. In particular, investment of effort in clearly defining the dimensions of the problem that is to be subject to an integration response. Table 11 provides a summary of the key aspects of the implementation context that exert influence over the choice of intervention and implementation approach.

TABLE 3 – DEFINING THE PROBLEM: KEY CONSIDERATIONS AND AREAS FOR EXPLORATION

	PROBLEM DIMENSION	RELEVANCE
UNDERSTANDING THE COMMUNITY	**Nature and extent of disadvantage**	Developing a firm understanding of the nature and extent of disadvantage and how it manifests within a specific community is an essential starting point for the design of interventions in response. This includes exploration of a broad range of socio-economic factors and indicators of disadvantage, including levels of developmental vulnerability, educational achievement and attainment, employment, household income, housing stability, justice-system involvement, as well as other indicators of social capital and other strengths.
	Distribution and concentration of disadvantage	The relative distribution of disadvantage across different cohorts and within localities within a community is an important consideration. Identifying the presence of specific demographic or geographic concentrations of disadvantage may provide insights into more efficient or targeted interventions. Similarly, highly transient populations can influence measures of disadvantage year to year and can also influence the effectiveness of intervention strategies.
	Key drivers (causes) of disadvantage	Understanding the key drivers of disadvantage in an area is important to the selection of appropriate policy interventions available to treat the cause not the effect.
	Strengths	Strengths-based approaches to community building adopt as a starting point the position that all communities (and local systems) also have inherent capabilities that should also be considered when defining the problem.
UNDERSTANDING THE SERVICE SYSTEM	**Resources and infrastructure**	The condition, design or configuration and the location of existing infrastructure may contribute to systemic underperformance. The contribution needs to be understood in order to explore the potential 'upside' of different infrastructure options. Run-down infrastructure that is in poor condition can increase maintenance costs, adversely impact workforce morale and detrimentally influence community perceptions about services.
		Design or configuration characteristics of existing infrastructure can create operating inefficiencies and limit opportunity for shared use. This includes both a lack of space in general or a lack of flexible-use spaces.
		While co-location or proximity does not always lead to inter-service collaboration, dispersed service infrastructure, particularly where there are geographical barriers (e.g. freeways, train lines, waterways) creates barriers to workforces developing effective relationships and for the movement of clients between services.

	PROBLEM DIMENSION	RELEVANCE
	Governance and leadership	Service systems may underperform where there are failures (or absence) of governance and leadership at the service or system levels leading to siloed services. Understanding the authorising environments, strategic drivers and relationships that motivate different services (and their leaders) is an important diagnostic process in underperforming systems.
	Workforce and organisational factors	The extent to which workforce issues are contributing to system underperformance is important to explore at the problem definition stage. Potential issues include workforce shortages which are impacting continuity of service and hampering inter-service relationships, entrenched practices which are not supportive of service improvement or specific knowledge/skill deficits which place a ceiling on service quality. In many instances, organisational factors may limit a capable workforce's *capacity* to deliver the best possible service. This includes practical support in terms of providing access to the time, resources and systems needed to work more collaboratively, as well as a leadership culture that is supportive of collaborative working and practice improvement.
	Stakeholder and community relationships	The relationships between services and the community influence how people access services; poor relationships or an 'us and them' perception can be detrimental to services' efforts to engage and lead to low participation. Integrated services may offer opportunities to recalibrate these relationships. Conversely, where there are services which have established strong community linkages, this may present an opportunity to leverage that trust to bring people into contact with further supports, or strengthen engagement that may be otherwise minimal.
	Strengths and capabilities	Strengths-based approaches to community building adopt as a starting point the position that all communities also have inherent capabilities that should also be considered when defining the problem. Similarly, underperforming service systems are unlikely to be wholly "broken" and in most cases contain elements that are working effectively and a narrative which can influence understandings about what works and what doesn't in a particular community.

LEADERSHIP

Leadership is detailed in the literature as a critical success factor for change processes, including service integration and collaborative practice. Study sites with a clear vision and trajectory toward integration attributed this progress in part to strength of leadership.

Leadership structures varied across study sites. In some cases, the concentrated influence of key personalities is evident, while in others leadership functions are more dispersed and individuals are less prominent in the 'narrative'. In those locations where key individuals featured heavily (and had also enjoyed continuity of leadership), a more ambitious vision and purpose was observed, however, these were larger scale regeneration projects with a mandate for integration, compared to other cases where integration is more reliant on local level service leadership.

School and external stakeholders affirmed that good leadership (whether individual or team-based) is highly enabling of success. Three key characteristics of good leadership were thematic across all integration models and contexts:

▪ Visionary: able to see past their core service's goals/boundaries and perceive and communicate a bigger picture/integration narrative. Visionary leaders help to create a common purpose.

▪ Adaptive: enabled by funders and willing to flexibly negotiate with stakeholders to achieve the best collective outcome; willingness to think outside the square. Enabling of boundary spanning.

- Capable: able to effectively drive and implement change in change-resistant contexts. Establishes traction / pull factors to drive change.

CO-LOCATION AND PROXIMITY

Integrating services requires effort and imposes direct and indirect costs on individual organisations and their workforces. Co-location or proximity does not assure the occurrence of service integration, but is highly likely to reduce the costs — both real and perceived — of integrative effort. A key factor in the success of integrative effort is the perception by co-located professionals of the reduced effort required to initiate an interaction with other services at the strategic, operational or client level.

The impact of co-location on service integration is moderated by a range of factors. These include design features that:

- creates opportunity for incidental and intentional interactions between professionals in order to enhance knowledge transfer

- influence how people (service providers and recipients) experience facilities, such as noise, air quality, space, lighting, and colour.

Stakeholders at sites visited through the evaluation confirmed the influence of co-location on the development of relationships with particular reference to the value of opportunistic and informal conversations in building relationships and in facilitating exchange of information (appropriately) across professional groups. In turn, this was reported to enhance understanding of different professional practices and perspectives. This appeared to be most evident in the early years context, where multiple services were engaging with the same families.

In contrast, relationships at counter-factual sites where services were not co-located or proximate, were described as more tenuous and dispersed, with integrative effort limited to specific program activities, such as low intensity transition programs.

KEY FINDINGS

7. **Effective integration effort is built on a sound understanding of the implementation context.**

8. **Leveraging strengths in local communities and systems supports implementation success and longer term sustainability.**

9. **Integrative effort is enabled by visionary, adaptive and capable leaders or groups of leaders.**

10. **Integration effort is significantly enabled by physical co-location, which can reduce the costs of integrative effort.**

11. **Integrative practices can arise spontaneously at co-located sites, where positive relationships and shared purpose also exist. However, specifically funded integrative effort at co-located sites leads to broader and less person-dependent integrative effort.**

12. **The relatively low cost of integrating services suggests that return on investment analysis is likely to return positive outcomes, although a number of services may yield higher outcomes if services are also co-located.**

WHAT FORMS CAN CO-LOCATION TAKE?

One distinct strategy that has been employed in support of integration outcomes is co-location. Co-location is the physical placement of one system element in proximity with at least one other, including within the same building, campus or precinct.

A four point continuum has been adopted for this report, encompassing proximity, co-location, partial shared use, holistic shared use (Figure 2). For the purposes of distinguishing proximate services, a separation of 400 metres or less is considered to be a walkable distance.

FIGURE 2 – CO-LOCATION CONTINUUM

NO PROXIMITY	PROXIMITY	CO-LOCATION	PARTIAL SHARED USE	HOLISTIC SHARED USE
Services are located on separate sites and are not within easy walking distance (>400m).	Services are located within easy walking distance of each other (<400m), including within distinct areas within a campus or precinct. Minimal or no sharing of infrastructure or facilities occurs.	Services are physically housed in the same facility or on a distinct site, and some limited/incidental sharing of infrastructure or facilities (e.g. public spaces) may occur.	Services are physically housed in the same facility or on a distinct site, and regularly make use of a fixed range of shared resources, e.g. public spaces, amenities, training rooms.	Services are physically housed in the same facility or on a distinct site, and flexibly access most areas of the site, e.g. public spaces, amenities, administrative and, hot desks, interview or consulting rooms, meeting and training rooms. Some areas may be used simultaneously by multiple services.

WHAT ARE THE BENEFITS OF CO-LOCATING SERVICES?

The direct economic benefits of co-location include reduced capital expenditure, increased operational efficiencies and convenience benefits to service recipients in some circumstances.

These observations are consistent with a 2009 inquiry into shared facilities in Victoria (Victorian Competition and Efficiency Commission, 2009), which determined that there were four main economic benefits to the shared use of facilities:

- lower capital costs due to economies of scale and scope

- lower operating costs associated with a single facility

- lower marginal costs due to increased utilisation of facilities

- improved infrastructure quality.

These benefits were evident in the co-located study sites where facilities were used by a range of services whose functional requirements were similar, such as shared reception and waiting spaces, multi-purpose training rooms, gymnasiums and other assets including chairs, play equipment, buses. Sites commonly reported increased utilisation of resources or avoided costs where resources were shared.

In some cases, shared facility use enabled by co-location reduces the marginal costs of access to infrastructure that would otherwise be out of reach for isolated services. Co-location also reduces the cost of inter-organisational and inter-professional interactions and so directly supports integrative practices, as discussed earlier.

Co-located services that were able to leverage their increased overall "buying power" were also able to negotiate better pricing on utilities and service contracts. Conversely, differences in operating standards can reduce efficient cost sharing – for example, variations in cleaning standards between early childhood services and schools meant that co-located services cannot always achieve such efficiencies.

KEY FINDINGS

13. **There is good evidence that co-location alone (even without integrative effort) offers direct economic and other benefits.**

14. **Co-location that releases surplus assets reduces net capital expenditure, in turn reducing the benefit threshold for positive return on investment.**

15. **Efficiencies associated with increased purchasing power are achievable provided there is co-operation between co-located services.**

16. Convenience and travel cost benefits to service users can also be secured, depending on how frequently clients need to access co-located services.

17. When the _net_ cost of co-location investment is relatively high (case studies suggest greater than $5 million), a positive return on investment outcome will be more difficult to achieve.

WHICH SERVICES SHOULD BE CO-LOCATED?

Benefits associated with reductions in net capital expenditure relate less to the types of services integrated and more to the pre-existing distribution and condition of assets and resources. It follows that from a capital perspective, co-location of services that are housed in underutilised assets or assets that are not fit for purpose is likely to provide greater scope for achieving capital savings.

Co-location of providers providing complementary services to families with complex needs delivers direct practical benefits to those families by significantly reducing barriers to access associated with travelling to and attending services. Co-location is also particularly enabling of passive trust transfer noted in 0, making it easier for clients to engage with new programs or services. These benefits are greatest where co-located services are servicing a large proportion of the same client families, which is most likely to be the case for early childhood services operating in a defined community.

The benefits of co-locating kindergartens and PS were also clearly observed in study sites. In study sites with co-located kinder and PS, transition programs were more extensive, effective and cheaper to run. In contrast, in non-co-located counterfactual study sites the comparative absence of strong relationships and logistical/cost barriers meant fewer interactions between kindergarten and primary school settings and a much higher reliance on transition statements. A particularly notable benefit was the reportedly much higher likelihood that Program for Students with Disabilities (PSD) funding would be in place for children in prep; more generally, schools reported working earlier with families/children requiring support.

While capital savings and operating efficiencies are also available to co-locations of primary and secondary schools, there was no clear substantial benefit observed at study sites or in the literature for children transitioning into secondary school. In several cases the co-location with secondary school facilities reportedly enabled access to specialised resources that broadened the educational experiences available to primary school aged children (sports facilities, workshops, science laboratories etc). However, this is also evident where nearby (but not necessarily co-located) schools have good relationships. An unintended consequence reported at study sites where there is no senior secondary school (e.g. at P-9 schools) is that many students with higher aspirations leave in year 7 to go to other "full service" secondary schools. This can result in a more complex cohort remaining behind and may lead to distortions of apparent school performance.

KEY FINDINGS

18. Co-location of early childhood services (particularly early learning, kindergarten, family support services) directly benefits clients who need to access multiple services – often those with complex needs.

19. Co-locating kindergartens and primary schools enables better kinder to prep transitions by providing continuity of environment, social networks and pedagogy, and can ameliorate weaknesses in other processes, including timely provision of PSD support.

20. Primary school and early secondary school co-location delivers economic return while benefit to students is not clear. There are possible aspiration, retention and wellbeing benefits primarily associated with at-risk children.

WHAT HELPS CO-LOCATION TO SUCCEED?

Factors supporting successful co-location are broadly similar to those outlined earlier for integration. A clear understanding of the targeted problems, the mechanisms through which co-location will address these problems and a deep understanding of the context of implementation are pre-requisite for planning effective and efficient co-location strategies. Similarly, effective and collaborative leadership across co-located services enables those services to identify and secure benefits associated with operating efficiencies and to their client base.

It is worth observing that in most study sites the quantification of benefits associated with co-location is complicated by two factors. Firstly, multiple sources of funding and policy decisions to 'scale up' services can increase total cost but also increase the potential benefits available. Secondly, it can be complex to develop a clear picture of what capital investment would otherwise have been in a business as usual (no co-location) context.

Nevertheless, the specific benefits available through co-location are maximised through:

- purposeful selection of co-located services with compatible functional requirements for their shared infrastructure

- purposeful and efficient design of the physical infrastructure that maximises functional flexibility and rates of utilisation

- effective cost-sharing arrangements to leverage scale and capture operating efficiency benefits.

Co-location which is able to deliver low levels of net investment through asset rationalisation presents a much lower threshold for generating a positive return on capital component of an investment, and is more likely to deliver better value for money.

KEY FINDINGS

21. **The benefits available from co-location are maximised when co-located services have similar infrastructure requirements and agree to share operating costs.**

22. **Purposeful and efficient design of the physical infrastructure to increase functional flexibility and maximise utilisation improves overall returns from co-location.**

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Acronyms and abbreviations

TABLE 4 – ACRONYMS AND ABBREVIATIONS USED IN THIS DOCUMENT

ACRONYM	DESCRIPTION
ACCO	Aboriginal and Torres Strait Islander Community-Controlled Organisation
AEL	Access to Early Learning
AEDC	Australian Early Development Census (formerly the Australian Early Development Index — AEDI)
AIM	Achievement Improvement Monitor
AVID	Advancement via Individual Determination program
BCR	Benefit-Cost Ratio
BER	Building the Education Revolution funding program
BSRP	Broadmeadows School Regeneration Project
CCCH	Centre for Community Child Health (Royal Children's Hospital)
CCS	Coalition for Community Schools
Child FIRST	Child and Family Information Referral and Support Team
CJS	Criminal Justice System
DEECD	Department of Education and Early Childhood Development
DHS	Department of Human Services
DLC	Doveton Learning Centre
DNEK	Dandenong North East Kindergarten
DNPS	Dandenong North Primary School
DPCD	Department of Planning and Community Development
ECE	Early Childhood Education
ECEC	Early Childhood Education and Care
ELC	Early Learning Centre
ESH	Extended School Hub
ESS	Extended Schools Services
ICC	Integrated Children's Centre
LOTE	Language Other Than English
LBOTE	Language Background Other Than English
LDC	Long Day Care
MCRI	Murdoch Children's Research Institute
MCH	Maternal and Child Health
Moe PLACE	Moe (people, learning, activity, community, education)
MOU	Memorandum of Understanding
NP	National Partnerships
NP-ECE	National Partnership Agreement on Universal Access to Early Childhood Education
OECD	Organisation for Economic Co-operation and Development

ACRONYM	DESCRIPTION
PEW	Parent Engagement Worker
PS	Primary school
PSD	Program for Students with Disabilities
RCH	Royal Children's Hospital
ROI	Return on Investment
SC	Secondary college
SEIFA	Socioeconomic Indexes for Areas
SFOI	Student Family Occupation Index
SNAICC	Secretariat of National Aboriginal and Islander Child Care
SRU	Social Research Unit
TAFE	Technical and Further Education
TVLC	Towards Victoria as a Learning Community
U3A	University of the Third Age
UK	United Kingdom
USA	United States of America
VCAL	Victorian Certificate of Applied Learning
VCE	Victorian Certificate of Education
VELS	Victorian Essential Learning Standards
VET	Vocational Education and Training
VU	Victoria University
VUSC	Victoria University Secondary College
WSIPP	Washington State Institute of Public Policy
WWLH	Wendouree West Community Learning Hub
YPCC	Yuille Park Community College

Glossary of terms

TERM	DEFINITION
Integration	Integration means organising or delivering two or more service components in a way that leads to one or more of the following outcomes: a more joined up experience for service consumers (client level outcome), improvement in service effectiveness (service level outcome), or increased efficiency of service operation (investor level outcome).
Co-location	Co-location is the physical placement of one system element in proximity with at least one other, including within the same building, campus or precinct This term is used to differentiate between integration of the built environment, and integration of the non-physical elements described in service integration.
Vertical integration	Integration of services across the life course such that most clients will naturally transition from one service to the next over the life course, and generally where there is a fairly clear 'pipeline'. e.g. Childcare > Kindergarten > Primary School > Secondary School.
Service integration	Integration of services across specialties or content areas so that clients may engage in one, or many, services at the same time. e.g. Maternal and Child Health + Long Day Care + Early Childhood Intervention Services
Community integration	A subset of horizontal integration that involves integration of services that are not large scale formalised organisations and may be locally specific. Some of these organisations may not operate under policy frameworks, contracts or guidelines e.g. a Secondary school + local business

PART A: Context and approach

1 Introduction

This document is the Final Report of the Co-location and other Integration Initiatives Strategic Evaluation (CIISE). Urbis was engaged by the Department of Education and Early Childhood Development (DEECD or the department) to complete a strategic evaluation of the Victorian Government's co-location and other integration initiatives (integration) in educational settings.

It follows from the Overview Report, which established the evidence base for co-location and integration. Building on these findings, this Report also uses evidence from representative case studies. These case studies have been developed from schools and services across Victoria that received co-location and integration specific funding, and others that did not. Using this evidence has resulted in both a return on investment (ROI) analysis and qualitative research findings, which explore the impact of DEECD's investments in co-location and integration over the last decade.

1.1 OBJECTIVES

The overall objectives of the CIISE project have informed development of this document. These objectives are to:

- secure an evidence base to understand the impact of integration efforts to date and provide direction for future investment and policy development

- gain conclusive findings of the impacts of current investments along the co-location and integration continuum on improved outcomes for children, young people, families, schools and the community.

There is broad range of potential benefits or outcomes associated with the types of strategic investments and policy platforms that are within the scope of the evaluation. The Department has identified four high level outcomes as being of specific interest; and the evaluation's focus is on the extent to which co-location and integration investments or policy has contributed to:

- minimising the financial burden of failing to, or delaying action to address developmental issues

- children experiencing improved early cognitive and social development

- greater aspiration amongst young people, families and the community

- more effective use of scarce community resources and infrastructure.

The CIISE project is, a strategic evaluation[1] that is not intended to replicate past evaluative effort. Nor is it intended to specifically evaluate the individual investments that are examined as part of the data collection methodology. Instead it aims to build on the evidence base by:

- including investigation of co-location/integration projects, which span both the integration continuum and educational settings

- including both built (capital) and service (output) investments

- building on the significant evaluation and research work that has taken place in Victoria, nationally and internationally

- supplementing this knowledge with case studies that have been selected to provide new data and answer specific questions.

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[1] A Strategic evaluation is a large scale, usually multi-year evaluation of reform, significant strategies, or a suite of programs to understand how system activities contribute to improving outcomes. They are distinct from discrete program evaluation in that they combine the findings of a number of inputs, identifying patterns and relationships, provide intelligence on the collective impact of our reform strategies and investment on outcomes.

1.2   BACKGROUND AND CONTEXT

Co-location and integration initiatives have occurred in Victoria with increasing intensity, scope and complexity since 2005. Victorian integration initiatives began with select schools sharing facilities with the local community, and progressed to large-scale neighbourhood renewal projects involving the integration of a range of education, early childhood and community services. During the period from 2005 to 2014 a wide range of integration and co-location initiatives were implemented, which had differing intended outcomes, involved differing organisations, and which differed in their scope. Although some projects occurred within specified guidelines, there has not been an overarching policy statement in Victoria that outlines an explicit set of intended outcomes for co-location and integration initiatives.

Few policy documents prior to 2005 were explicit in mentioning or promoting the co-location and integration agenda, and for this reason it is assumed that there was no specific policy intent to promote integration, although integration initiatives may have been occurring at a local level.

Co-location and integration policy in Victoria has been pursued with different areas of focus and in pursuit of different longer-term outcomes.

1.3   DEFINING CO-LOCATION AND INTEGRATION

The focus of the CIISE project is on investments that enable elements of the education and early childhood development system to provide services in a more integrated way.

Broadly, the term integration is generally used in this document to refer to the integration of services, while co-location refers to the physical proximity of built infrastructure.

In more detail, **integration** means organising or delivering two or more service components in a way that leads to one or more of the following outcomes:

- a more joined-up experience for service consumers (client level outcome)

- improvement in service effectiveness (service level outcome)

- an increased efficiency of service operation (investor level outcome).

This definition of integration is an 'outcome' focused one that doesn't presuppose any specific strategy, nor approach in support of integration. Integration initiatives captured by this definition fall on a broad continuum, and include efforts across early childhood services, educational settings and communities.

One strategy that has been employed in support of integration outcomes is **co-location**. Co-location is the physical placement of one system element in proximity with at least one other, including within the same building, campus or precinct. Co-location alone does not achieve integration, however it can make it easier to achieve service integration (Department of Education and Early Childhood Development, 2009). In the absence of other integrative efforts, co-location alone may still deliver benefits; for example, some consumers may experience reduced time and costs associated with accessing multiple services.

Service integration is also referred to in this document and describes the processes through which different services organise themselves. It encompasses concepts such as the integration of workforces, professional practice, governance, processes and funding. This term is used to differentiate these types of activities from efforts directed at the co-location of physical infrastructure.

1.4   CO-LOCATION AND INTEGRATION: THE KNOWN EVIDENCE BASE

Both internationally and within Australia, a wide range of models of co-location and integration have been trialled or implemented across the health, human services, early childhood and education sectors (Black, Lemon, & Walsh, 2010; KPMG, 2010; Moore, 2008). It is also evident from the literature that co-location and integration models exist on multi-dimensional continua.

The approach adopted for the CIISE project conceptualises the co-location of built infrastructure separately to the integration of services, which utilises that infrastructure as part of their operations.

Services within a defined community can be identified as sitting at particular points along both co-location and integration continua, relative to each other (see Table 72 in Appendix C for the matrix developed for this project which details these two continua).

1.4.1   INTEGRATION OF SERVICES

There are a number of models for conceptualising service integration, and which focus on the extent and nature of services' relationships with each other across the health, human services, early childhood and education sectors (Black et al., 2010; KPMG, 2010; Moore, 2008). These models tend to focus on the depth and nature of working relationships between professionals rather than on the model of service delivery itself (Valentine, Katz, & Grifiths, 2007). The term 'integration' is often used to describe the most evolved form of collaborative activity (Horwath, 2007; Moore & Skinner, 2010; Selden, Sowa, & Sandfort, 2006; Wong, Press, et al., 2012).

Horwath (2007) identified five stages of service delivery integration in the human services sector: communication, cooperation, coordination, coalition and integration. In more detail, Horwath's five stages are:

- **Communication**: Individuals or groups of professionals across organisations are sharing information in informal, ad-hoc ways. No formal mandates or authority to share information or make joint decisions exist. Communication is usually through individual relationships and may cease if staff change.

- **Cooperation**: Individuals or groups of professionals are sharing information and working together informally towards shared goals. No formal mandates or authority for shared decision-making exists. Relationships might be longer term or more embedded in practice.

- **Coordination**: Joint working is more formalised, and there may be some authority for joint decision-making or planning. Formalised connections exist between agencies that are designed to outlast individual relationships. No sanctions are in place for failure to cooperate.

- **Coalition**: Formalised joint structures exist including a formal agreement to sacrifice some agency authority to the shared planning arrangement, such as a Memorandum of Understanding (MOU) or Interagency Agreement. Strategic planning towards shared goals exists and is embedded throughout the organisation.

- **Integration**: Agencies join together to form a new entity, or have significant formal structures in place to ensure that agencies operate as one. Staff and leadership see themselves as part of one organisation and share resources.

Evidence in the literature suggests that service integration necessitates significant change for all stakeholders involved. The level of change required during integration initiatives is high, and would meet Bartunek and Mock's (1987) description of third-order change. That is, in third-order change participants need to recognise and manipulate the different models of organisational thinking and working, in order to develop new shared understandings.

Press (2012, p. 30) observes that integration 'involves the renegotiation of professional boundaries, hence ways of being at work and learning'; and that the complexity of integrating services is much more than shared proximity and cooperation. Additionally, integrated services in Australia, although homogeneous in their purpose, are characterised by heterogenic structures. New ways of working in integrated service environments depends on capitalising on trust between and within staff teams, between families and staff, and between management, staff and families (Wong & Press, 2012; Wong, Press, Sumison, & Hard, 2012; Wong, Sumsion, & Press, 2012) This breaks down professional hierarchies, and engenders openness to new ideas and willingness to try new ways of working (Corter, Janmohamed, & Pelletier, 2012; Press, 2012).

A recent review of a range of collaborative practices among Victorian early childhood services also identified a broad set of key enablers (Wong, Press, et al., 2012). Of particular relevance, co-location and the purposeful use of existing space are enabling of collaborative practice, and strengthening the capacity to work with others is important (Wong, Press, et al., 2012).

1.4.2   INFRASTRUCTURE CO-LOCATION

There is significantly less literature on the impacts of co-locating infrastructure compared to that on service integration. Although evaluations included anecdotal comments about the impact of infrastructure integration, they tended to focus on the impact of service integration that was supported by co-location (Grossman et al., 2002; Ofsted, 2008, 2009; Walker, Grossman, Raley, Fellerath, & Holton, 2000). Additionally, in all cases cited, infrastructure integration did not stand alone but co-existed instead with some form of service integration. The lack of evidence for the intrinsic benefits of co-location alone is unsurprising given that it is generally pursued as an enabler of service integration.

Knowledge transfer studies show that the transfer and exchange of knowledge is enhanced by co-location (Forsman & Solitander, 2003). Forsman and Solitander report that co-location increases the number of incidental and intentional interactions between professionals, which increases the quantity of information shared. Increasing the number of interactions between professionals also increases the likelihood of trust and rapport developing, which impacts on the quality of information shared, and increases the likelihood of collaboration. Unplanned and incidental interactions facilitate knowledge exchange through the observation of competitors, comparability of solutions, the circulation of gossip and rumours, as well as through spill over effects.[2]

1.4.3   QUANTIFYING THE ECONOMIC BENEFITS

Most notably, the literature review has shown that there is currently limited evidence available on the economic benefits of co-location and integration strategies, and therefore the literature has little to say about how a program's positioning on the integration continuum will affect economic outcomes. However, evidence does exist regarding the economic benefits of certain programs that may be improved or be made more accessible through these co-location and integration strategies.

In an evaluation of 'Community Schools', a broad term referring to public schools including health and social services, Dryfoos (2000) observed that 46 out of 49 schools reported improvements in student behaviour, academic achievement, school attendance and parental involvement; along with evidence of crime reduction. However the economic benefits of these improvements were not measured by way of a structured cost benefit analysis. In a similar vein, Dobbie and Fryer (2010) investigated student outcomes in the Harlem Community Zone, a '97-block area in Harlem, New York, that combines "No Excuses" charter schools with a web of community services' which could be considered partially analogous to the Broadmeadows model. Again, the authors found positive impacts in terms of academic achievements. While a broad comparison was given between the costs of the program and the benefits of converting a high school 'dropout' to a college graduate, no formal cost benefit analysis or ROI calculation was undertaken.

While these studies support the hypothesis that co-location and integration does provide benefits such as improved academic performance, there are several issues that make them of limited usefulness to this ROI analysis. Firstly, neither are rigorous cost-benefit analyses. Secondly, neither involves a longitudinal study to determine whether there are significant improvements in lifetime outcomes arising from the programs. Finally, and most importantly, each study examines a very specific model of co-location, and does not identify which components of the model contribute to the measured benefits, limiting the broader applicability of the studies.

One of the touchstone studies evaluating the economic benefits of pre-school interventions was the HighScope Perry Pre-School Project (Schweinhart et al., 2005). This study of 123 African American children from low socio-economic backgrounds used a randomised control trial where the treatment group were given a high-quality pre-school service, and the control group had no pre-schooling. The progress of both groups was tracked through to the age of 40, and this longitudinal data was used to show that program participants were not only more likely to achieve better at school, but they were also more likely to have graduated, hold a job, have higher earnings and less likely to have committed a crime. The study used these outcomes to estimate a benefit cost ratio (BCR) of 12.90:1, meaning a $12.90 return per dollar invested in the program; however it is important to note that a very large proportion of these savings (approximately 88 per cent) accrue as crime savings.

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[2]   Spill over effects are the unintentional benefits that can accrue from incidental professional contact that allow knowledge, ideas and energy to spread.

Further studies of pre-school programs have supported the findings of Perry in terms of improved outcomes for participants. Significant studies of this sort mainly originate from the US and include the Carolina Abecedarian Early Intervention Project (see Campbell, Ramey, Pungello, Sparling, and Miller-Johnson (2002)) and reviews of the Head Start Program (Lee, Brooks-Gunn, and Schnur (1988); Garces, Thomas, and Currie (2002)). Helpfully, these programs have also been subjected to a detailed economic analysis by the SRU and the Washington State Institute for Public Policy (WSIPP) respectively. WSIPP calculated a BCR of 2.63:1 for the Head Start Program implying that the costs of the program outweighed the benefits (at least in a UK context). While much of the available research around the benefits of pre-school interventions relates to overseas jurisdictions, of relevance for this study is recent Australian research (Brinkman et al., 2013) that shows a clear link between the Australian Early Development Census (AEDC) and later literacy and numeracy outcomes, as assessed by the National Assessment Program Literacy And Numeracy (NAPLAN) standardised testing in primary school in Australia.

From an economic analysis perspective, the weakness in the current literature into the economic value of co-location and integration is in the lack of studies linking improved student performance in primary school to improved outcomes at high school and later in life. Establishing this causal relationship is crucial if the costs and benefits of a program are to be evaluated over a participant's lifetime. The regression results of Hall and Farkas (2011) provide a correlation between lifetime wages and results of a cognitive ability test. While this test is somewhat comparable to standardised school tests, problematically it was applied to a cohort between the ages of 15-23. The aggregate result does not determine whether improvements at earlier ages have a greater impact (as per Heckman's hypothesis – see, for instance, Heckman (2008)). The fact that WSIPP and SRU both employ this coefficient across all primary and secondary students suggests there is indeed a gap in the literature at this time, but also that the results of Hall and Farkas provide a credible and useful benchmark.

Aside from direct teaching programs, there is substantial evidence of the economic benefit of programs that offer parental support to parents of children deemed to be high-risk. These programs can be from before birth through to teenage years, and are comparable to some of the social support services offered in the CIISE case studies. A program investing in the education and support of parents as a preventative measure is the Positive Parenting Program (Triple P), which was developed in Australia and is now also applied internationally. The aim of the program is to "increase the skills and confidence of parents in order to prevent the development of serious behavioural and emotional problems in their children" (SRU, 2013). It provides parenting resources ranging from media-based communications (Level 1) through to classes for groups or individuals (Levels 4 and 5). Wise, Silva, Webster, and Sanson (2005) describe a cost effectiveness study performed for the program in Australia, which found "Triple P costs range from 75c at Level 1 to $422.45 at Level 4 (individual) in Australian 2003 dollars. The cost-effectiveness analysis indicated that… an aversion rate of 7 per cent or more would result in a cost saving". The program has also been subject to more comprehensive cost benefit analyses, again by WSIPP and SRU. WSIPP (2013b) found that the program (all levels) had a BCR of 8.74:1, whereas the SRU (2013) found a figure of 5.05:1 for the UK.

In the context of co-location and integration initiatives, we note that, due to the strong correlations between health and education, it is likely that a significant impact of health programs will be reflected in measures of academic achievement. The main area where economic benefits may accrue, which has not been estimated in previous literature, is in lifetime healthcare savings originating from childhood health interventions. For instance, healthy eating programs for school-age children may reduce the burden of obesity on the healthcare system in later years. While there is not yet a significant body of literature which links childhood health programs to long-term savings for the healthcare system, general inferences can be made.

The literature on operational efficiencies, the focus of this section, has typically concentrated on tertiary education 'clusters' and the benefits of knowledge transfer and industry agglomeration that may be enabled. Research shows that outcomes are mixed and rely on numerous factors (Paytas, 2004).

Knowledge transfer and teacher support models at the pre-school, primary and secondary level have been assessed from a qualitative (for example, see Lock (2011)) but not quantitative perspective: it is highly likely that such studies would be impossible to design in a way that yielded robust quantitative outcomes.

A lack of literature relevant to non-tertiary education providers, however, is not an impediment to assessing this aspect of the ROI. Indeed, the key evidence base for cost efficiencies will be derived from

hub-level data and caution must be applied in applying the findings from any single hub across all co-located facilities.

2 Methodology

Using a mixed methodology, the approach to this strategic evaluation incorporates a literature and policy review; a case study-based exploration of co-location and integration initiatives at nominated study sites, as well as counterfactual sites; and the integrated analysis of these aspects, including a ROI analysis.

The key analytical strategy was to both establish and summarise what is already known about different strategies for co-location and integration in the education and early childhood context; and to test and extend this conceptual or theoretical knowledge through investigation at a number of Victorian sites. Counterfactual comparison sites were included to provide a 'business as usual' base case, against which observations about outcomes achieved and causal attribution to co-location or integration can be examined.

The process and key project products that are associated with this strategic evaluation are outlined in Figure 3. Key products are summarised in Figure 3, with the subsequent sections providing further detail on the key products.

FIGURE 3 – METHODOLOGICAL SUMMARY

Objectives
- To secure an evidence base to understand the impact of integration efforts to date and provide direction for future investment and policy development
- To gain conclusive findings of the impacts of current investments along the co-location and integration continuum on improved outcomes for children, young people, families, schools and the community.

Potential Impacts
- minimise the financial burden of failing to, or delaying action to address developmental issues
- children experience improved early cognitive and social development
- greater aspiration amongst young people, families and the community
- more effective use of scarce community resources and infrastructure

Feb-Mar 14 | Mar-Apr 14 | Apr-May 14 | May-Aug 14 | Aug-Sep 14 | Sep-Nov 14

Process

Review knowledge — Review prior evidence, summarise the state of knowledge, identify gaps

Plan approach — Develop evaluative approach (including ROI methodology) and general areas of enquiry

Develop tools — Adapt general areas of enquiry to the context of investigation sites

Collect information — Gather data from DEECD and through field visits to case study locations

Analyse data — Complete blended analysis of quantitative and quantitative findings, contrasted with counterfactual locations

Report findings — Synthesise and test findings; prepare report and refined evaluation framework

Products & dependencies

Overview Report · Core program logic · Research in Schools Application · Descriptive case studies · Evaluation Framework · Return on Investment model · Site-specific consultation guide · Site selection method · Detailed field notes · Collected site-specific data · State-wide data extracts · Explanatory case studies · Return on investment analysis · Plain English summary · Final Project Report · Refined Evaluation Framework

2.1 EVALUATION COMPONENTS

This section reviews each of the key phases of the evaluation.

2.1.1 RAPID EVIDENCE REVIEW

A rapid evidence review covered the evidence that already exists relating to the benefits, or otherwise, of co-location and integration. Particular emphasis was made on the economic benefits of co-location and integration.

The rapid review also covered policy documents and existing evaluations relating to the co-location and integration initiatives under consideration in this evaluation. Existing evidence on the case sites included:

- Process evaluations and case reports of the Broadmeadows School Regeneration Project (2010)

- early process reports for Doveton College

- an OECD case study of Yuille Park

- extended school hubs (2013), including Frankston North ESH (extended school hub).

A significant gap in the existing evaluation literature was for integrated children's centres (ICCs). To date no evaluations of these ICCs have been undertaken, or are planned.

2.1.2 EVALUATION FRAMEWORK DEVELOPMENT

This evaluation framework provides the 'organising frame' for data collection and analysis. Key evaluation questions are identified for each short, medium and long term outcome. Indicators that are expected to allow questions to be answered are flagged, as are potential data sources. The study sites to which each outcome is relevant are also identified.

The components of the core evaluation framework and their purposes are indicated in Figure 4.

FIGURE 4 – EVALUATION FRAMEWORK COMPONENTS
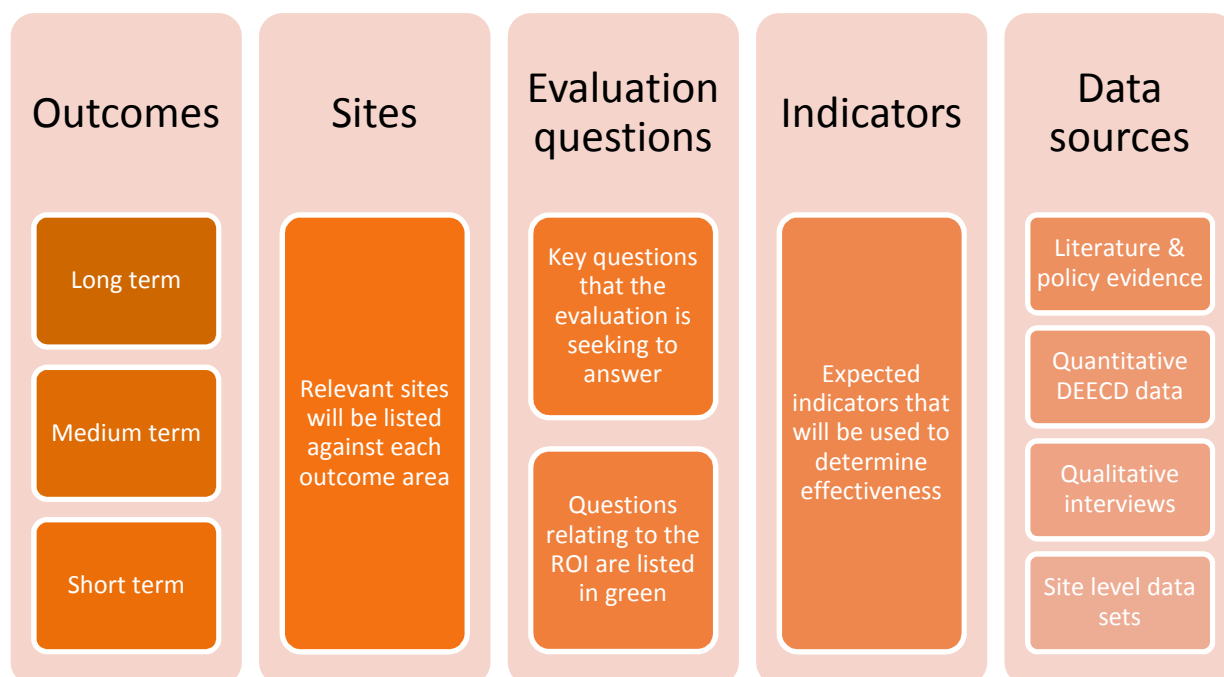
This framework identifies the key data sources — the literature, site data, and site consultations — required to understand each question. The framework informed the production of individual consultation guides that are tailored to the interviewee and context. The evaluation framework used in this project is outlined in Appendix A.

2.1.3 PROGRAM LOGIC

The program logic provides a high level overview of the various inputs, activities, outputs and outcomes that are typical of co-location and integration initiatives in Victoria. The elements that exist at each site vary significantly, and no single site will contain all the elements listed in the program logic.

Co-location and integration initiatives in Victoria have not operated under a single program umbrella, and an overarching program logic model is not available. A program logic presented at Figure 5 was developed using information gathered from policy, project and evaluation documents and is designed to capture the range of high level inputs, activities, outputs and outcomes that have occurred. It provides the logic for the development of key evaluation questions.

The model conceptualises how investments lead to their intended outcomes through enabling activities and outputs. Development of a program logic helps to identify and select indicators that will best inform the areas of enquiry for the evaluation.

The program logic developed sets out the four long term impacts which are the areas of focus for this evaluation, and the short and medium term indicators. In the case of short and medium term outcomes, the long term outcome with which they share the strongest alignment is indicated through colour coding. In practice, the relationship between outcomes is non-linear, and some earlier outcomes contribute to more than one subsequent outcome.

FIGURE 5 – PROGRAM LOGIC MODEL

SITUATIONAL ANALYSIS

- ❖ Poor health, learning and development outcomes amongst some populations
- ❖ Poor quality facilities
- ❖ Lack of community facilities
- ❖ Some children/families not engaging with services

- ❖ Low levels of community engagement with learning environment
- ❖ Low aspirations amongst young people, families and communities
- ❖ Some children/families missing out on early cognitive and social development opportunities

INPUT	ACTIVITIES	OUTPUT	Short-term OUTCOMES	Medium-term OUTCOMES	Long-term OUTCOMES

DEECD investment in support of co-location and integration

Other contributory sources of funding and resources

A1. Vertical infrastructure Integration

A2. Vertical service delivery integration

A3. Horizontal integration: infrastructure or community facilities

A4. Horizontal integration: service delivery across service sectors

O1. Spectrum of co-location and integration

S1. Children with developmental needs are identified earlier

S2. Increased system capability to identify children with developmental needs

S3. Service access barriers are reduced and families and children experience seamless service delivery

S4. Shared understandings of professional practice develop across ECEC/schools

S5. High quality facilities support improved service and program delivery

S6. Increased pride in facilities and services available

S7. Increased engagement between communities and target cohorts, and the learning environment

S8. Overall utilisation of specialised and shared-use facilities increases (e.g. sports, arts, theatre, libraries)

S9. Reduced operating costs associated with facilities

M1. The risk of adverse outcomes associated with developmental issues is reduced

M2. Children with developmental needs (and their families) receive timely and appropriate support

M3. ECEC/schools deliver effective and coordinated services and programs

M4. Children and families experience smoother transitions between ECEC/school settings

M5. Increased participation by children and families in ECEC programs and services

M6. Improved pathways to further education and/or employment for students

M7. Improved pathways into learning or employment for disengaged groups

M8. Increase in the total community and individual benefit accruing from activities enabled by use of specialised and shared use facilities

L1. Minimise the financial burden of failing to, or delaying action to address developmental issues

L2. Children experience improved early cognitive and social development

L3. Greater aspiration amongst young people, families and the community

L4. More effective use of scarce community resources and infrastructure

Assumptions
- Consideration of the impact on outcomes of particular approaches to professional practice are out of scope
- The mix of services and facilities available will differ from site to site, placing emphasis on different outcomes depending on community needs/opportunities
- Individual site evaluations are out of scope
- Colourisation of arrows indicates the strongest relationship, but does not indicate an exclusive relationship

2.1.4 STUDY SITE INVESTIGATION AND CONSULTATION

The six study sites were selected by DEECD and are intended to reflect the range of co-location and integration initiatives that exist in Victoria. The criteria for selection of these sites included that they:

- were specifically funded for outcomes identified on the integration spectrum

- are representative of the various integration initiatives across the integration continuum in terms of governance, funding, location (metro and regional), size, educational settings, cohorts, length of operation and implementation success

- provide a combination of universal access (early childhood sites) and/or shared services (early childhood, schools and higher education) as appropriate to setting, location, cohort, community and industry engagement.

- provide a balance of school-based sites and early childhood sites to ensure that differences between the sectors could be adequately captured.

The ICCs were identified due to the paucity of previous research activity on these sites. The case study sites for which additional fieldwork will be undertaken are set out in Table 5.

TABLE 5 – FIELDWORK CASE STUDY SITES

LEAD ORGANISATION	PROJECT TYPE	LOCATION
Hume Central Secondary College	Broadmeadows Schools Regeneration Project	Broadmeadows, outer metropolitan Melbourne
Doveton College	Doveton College	Doveton, outer metropolitan Melbourne
Yuille Park Community College	Wendouree West Regeneration Project	Wendouree West, regional Victoria
Frankston North ESH	ESH	Frankston, outer metropolitan Melbourne
Sherbrooke Early Learning Centre	ICC	Upwey, outer metropolitan Victoria
Moe Early Learning Centre at PLACE	ICC	Moe, regional Victoria

2.1.5 COUNTERFACTUAL STUDY SITE INVESTIGATION AND CONSULTATION

To enable a comparison to be drawn between case study sites and other more traditional approaches to early childhood services and schooling, a counterfactual site was selected for each case study site. In some cases, the same counterfactual site may apply to more than one case study site.

In general terms, counterfactual sites ideally share characteristics such as demographics, size, and community type, but will not have received specific co-location or integration funding and have low — if any — levels of pre-existing integration. This enabled the case study approach to explore both the success factors or hindrances attributable to co-location or integration; as well as the extent to which changes in outcomes are attributable to co-location and integration.

Table 6 shows the range of study sites, with sites that received funding indicated in bold. The counterfactual study sites are also indicated.

TABLE 6 – REPRESENTATIVE AND COUNTERFACTUAL SITES

CO-LOCATION CONTINUUM	ICCS	PRIMARY	SECONDARY
Funded co-location/integration	**Moe Early Learning Centre (PLACE)** **Sherbrooke Family and Children's Centre**	**Doveton College** **Yuille Park P-8 Community College**	**Hume Central Secondary College**
		Frankston North Extended School Hub	
No integration funding, but co-location or incidental proximity	Tarneit Community Learning Centre	Whittington Primary School and neighbouring services	Hoppers Crossing Secondary College and neighbouring primary school
No integration funding, no co-location or proximity	Community A (Dandenong North Kindergarten)	Community B (Welwyn Kindergarten, Deer Park Primary School and Victoria University Secondary College)	

The selection of counterfactual sites involved two stages. The first stage, which was completed by DEECD, identified locations with some features of integrative effort without specific funding. The key steps in the selection process were:

- identify schools with a similar Student Family Occupation Index (SFOI) profile to that of the representative site (<10 per cent variance)

- identify schools with a similar enrolment profile (<20 per cent variance)

- identify schools with a similar budget

- validation of short-listed 'peer' locations by the service leader at the representative site

- examine additional location characteristics that might confound analysis, e.g. significant investments, vulnerable children, new arrivals/refugees

- consider capacity/burden on potential participant site.

This approach yielded two locations that still included an element of co-location: Whittington Primary School and Hoppers Crossing Secondary College, which both have neighbouring services.

A supplementary approach was then agreed to identify further counterfactual locations with no element of physical proximity. This does not preclude the possibility of some organisational integration having occurred, but provides a clear point of contrast and enables examination of the role that co-location plays in facilitating integration, generating operating efficiencies, and potentially improving outcomes.

The supplementary site selection focused on identifying two specific counterfactual case studies for further examination:

- **Community A:** a low socioeconomic community with a stand-alone kindergarten at least 500 metres away from the nearest long day care (LDC) centre, government primary school, maternal and child health (MACH) clinic, and community centre.

- **Community B:** a low socioeconomic community with a stand-alone P–6 government primary school at least 500 metres away from the nearest kindergarten and government secondary school.

The methodology used to identify **Community A** comprised a number of key steps. These are:

- identification of all early childhood education (ECE) facilities in the metropolitan area, including childcare and kindergartens, identified through 2014 Melways' data

- selection of ECE facilities in an area with a Socioeconomic Indexes for Areas (SEIFA) score in the bottom three deciles, i.e. the lowest 30 per cent

- selection of ECE facilities that are greater than 500 metres (Euclidian distance) from the nearest:

  – LDC centre

  – MACH clinic

  – government primary school

  – community centre, although this criterion may be voided if it results in too broad an exclusion

- exclusion of kindergarten facilities also offering LDC

- review by DEECD and exclusion of any facilities in receipt of integration funding

- case-by-case review of the shortlisted childcare and kindergartens to exclude from selection those with any known performance issues

- selection by DEECD of best-fit community following consultation with the region.

The methodology used to identify **Community B** comprised a number of key steps. These are:

- identification of all government P-6 primary schools in the metropolitan area.

- selection of schools in an area with a Socio-Economic Indexes for Areas (SEIFA) score in the bottom three deciles (lowest 30 per cent)

- selection of schools that are greater than 500 metres (Euclidian distance) from the nearest:

  – kindergarten or LDC

  – government secondary school

- review by DEECD and exclusion of any facilities in receipt of integration funding.

- case by case review of the shortlist to exclude schools with any known performance issues

- selection by DEECD of best-fit community following consultation with the region.

2.1.6   CASE STUDY DEVELOPMENT

The case study approach provided a range of perspectives on different co-location and integration initiatives at different points on the infrastructure co-location and service integration matrix. The location of each site on the matrix was confirmed through a consensus coding exercise undertaken with each site leader during fieldwork. It is acknowledged that services usually spanned more than one category.

Initially, case studies were developed in descriptive form prior to conducting fieldwork in order to both guide a targeted inquiry during site visits and to avoid duplication of any prior evaluative effort. Descriptive case studies aim to provide a narrative account of the origin and development of the site under investigation; articulate the intended outcomes; and summarise any known evaluative findings from prior work. Descriptive case studies provide limited new analysis, but provide the baseline account of the investment being explored.

The interview guides supported the completion of fieldwork in each site, drawing on the evaluation framework and the preliminary descriptive case studies. Site-specific guides, developed for each site visit were designed to elicit responses that would build on the descriptive case studies and respond to the outcomes most relevant to each site. A sample interview guide is shown in Table 73 (Appendix C). These guides were intended to be applied flexibly in the field and interviewers switched or adapted questions to suit the flow of consultation, or the specific knowledge of the interviewee.

The evaluation framework provided an organising framework for the collection and integrated analysis of data from a range of sources, organised around key evaluation questions. The evaluation questions focused on exploring the outcomes achieved at study sites; the extent to which these are attributable to co-location and integration initiatives; and the influence of the evaluation variables. Areas for focus included both qualitative and quantitative change in processes, outputs and outcomes, including financial outcomes in terms of avoided costs or benefits gained that will inform the ROI analysis.

Prior to commencement of fieldwork, a field team briefing confirmed the key areas of focus to ensure consistency of approach between evaluation team members. Interviews were conducted by the Project Director or Project Manager, supported by another team member. All interviews were recorded, with consent, and transcribed where required. Detailed field notes were taken and a field team debrief occurred immediately after each site visit to reconcile the most significant observations recorded.

As part of the fieldwork, access to locally available data was explored on location. Data that could be accessed centrally was secured through DEECD, with the intention of minimising supplementary data requests to locations.

The final consultation phase for each site was a debrief with the site leader, where key observations were validated or discussed further, and the availability of site-specific datasets explored. Where possible, agreement to supply additional relevant data was confirmed at this point.

After completion of the fieldwork period, analysis moved to the development of **explanatory** case studies, which integrated a comparative analysis of counterfactual sites that compared and contrasted the phenomena evident in each context. These explanatory case studies also examined the extent to which co-location and integration investment contributed to change in the outcome areas; identified how the contribution of co-location and integration had occurred; and explored the contextual factors — the evaluation variables — that influenced the outcomes. The analysis comprised an integrated analysis of primary and secondary data to formulate more detailed explanatory case studies. Where possible, themes emerging from interview data were compared with quantitative analysis of state-wide data sets to confirm, contrast, or augment informant statements. However, an analysis of state-wide performance data varied for sites depended on the relevance and availability of data. Triangulation compared, confirmed and validated qualitative analysis, enabling broader conclusions to be drawn.

2.1.7 RETURN ON INVESTMENT METHODOLOGY

The purpose of the Return on Investment (ROI) analysis is to demonstrate, where possible, the quantitative value of outcomes resulting from monies spent as a direct result of the co-location and integration initiatives, drawing on evidence presented through the evaluation process.

This analysis is particularly critical against the current landscape of increasingly competitive demands for government funding and the concurrent reduction in available funding due to demographic and economic trends. In such an environment, it is imperative that economic benefits of government investments be evidenced wherever possible. Urbis notes, however, that the nature and complexity of colocation and integration strategies does not lend itself well to the constraints of an ROI without also giving due consideration to the qualitative evaluation findings.

While this analysis was able to identify a range of outcomes that can be quantified, neither the investments themselves nor the full range of outcomes can be completely captured through the ROI approach. This is in part because of the limitations around the data itself. These limitation reflect not only a paucity of data, much of which might be collected over time for future studies of this type, but also because the nature of outcomes reported is not reflected in readily available data sets.

For example, students at Hume Central Secondary Campus were reported by staff to be more 'life ready' as a result of the colocation, but measuring this outcome is challenging and requires long term follow up of students post completion of high school.

In some instances, a Social Return on Investment (SROI) approach can help to capture the value, rather than the economic outcome, of an intervention. As an example, increased aspirations of students might be seen reflected in their answers to questions about positive motivation on the Attitudes to School Survey.

The colocation and integration experience in the Victorian education system varies widely. A systemic ROI analysis – whereby all investments and outcomes were aggregated – would therefore not only be immensely complex but would say little about the relative merits of different degrees of co-location and integration initiatives along the education spectrum.

A case study approach has therefore been adopted for the ROI, with ROIs reported to reflect the level of integration as measured using the infrastructure and service integration matrix

The ROI is calculated as:

$$\text{ROI} \;=\; \frac{NPV \; Net \; additional \; benefits}{NPV \; additional \; investment}$$

Where NPV = Net Present Value, derived using a 4% discount rate on future benefit values.

An extensive literature search showed co-location and integration strategies to be untested from an economic perspective; however, many of the specific goals of the initiative, such as increased retention, academic achievement, and increased workforce engagement have been examined and demonstrate considerable economic returns in non- co-location and integration settings. Similarly, many of the types of support enabled by the strategies deliver significant returns on investment. Examples of relevant initiatives, which have informed the methodology for this analysis, are shown in Table 7

TABLE 7 – ROI FROM EDUCATION INVESTMENT – CASE STUDIES

STRATEGY	METHOD	IMPACT MEASURED	BCA	ROI
High Scope Preschool[3] [Improved cognitive and social development]	A program for children, from birth to 5 years, with or without special needs and from diverse socio-economic backgrounds and ethnicities. Aims to enhance children's cognitive, socio-emotional, and physical development, imparting skills that will help children succeed in school and be more productive and responsible throughout their lives. Children participate in the preschool programme for 1 to 3 years.	Improved test scores (lifetime earnings) Reduced crime Reduced grade repetition and special education	1.8	6%
Families and Schools Together (FAST) [Improved cognitive and social development]	A two year program focussing on 5 – 10 year olds. The objective is to prevent school failure, improve social behaviour and reduce delinquency. Using school facilities, 8 to 12 families meet for 8 consecutive weeks for 2.5 hour sessions. The sessions are guided by a mental health specialist, school representatives and trained facilitators (usually FAST graduates).	Improved test scores (lifetime earnings) Decrease in externalised antisocial behaviour symptoms Decrease in health care costs Decrease in crime rates	3.3	8%
K-12 Tutoring by Peers [Improved cognitive and social development]	Program involves students from the same classroom or higher year groups providing one-to-one help – with teacher oversight – to students (aged 6 – 7) who are struggling to learn to read. Sessions take place during school hours.	Statistically significant increase in test scores, leads to improved lifetime earnings	8.4	11%

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[3]   Based on the US Perry Preschool longitudinal study, but adapted for the UK to reflect differences in crime rates and associated costs

STRATEGY	METHOD	IMPACT MEASURED	BCA	ROI
Reading Recovery (K-12 Tutoring) [Improved cognitive and social development]	An intensive one-to-one programme focussed on delivering 30 minute lessons to children aged 6-7 years old. The lessons are guided by a teacher who has been trained specifically for the programme. Lessons involve reading small story books, composing and writing stories. Specific skills are honed such as self-monitoring, cross-checking, predicating and confirming. Children will engage with the programme over 12 to 16 weeks.	Statistically significant increase in test scores, leads to improved lifetime earnings	4.4	8%
Family Nurse Partnership [Focuses on long-term developmental issues]	While not a school-based initiative, this programme demonstrates the benefit of a mother's access to the services offered by a nurse. Designed to serve low-income, at-risk pregnant women, this programme provides support and instructive parenting skills to mothers.	Statistically significant decrease in child abuse and neglect Decrease in crime rates Decrease in substance abuse by mother Decrease in public assistance for mother Higher rates of employment for mother	1.94	6%
Parent Involvement Programmes (parents of 4-18 year olds) [Focuses on long-term developmental issues]	Programs that incorporate parenting, communicating, volunteering, support for learning at home, participating in decision making, and collaborating with the community. Parenting, volunteering, and supporting home learning result primarily from the efforts of parents; but communicating, participating in decision making, and collaborating with the community also require commitment and effort from schools.	Statistically significant increase in test scores, leads to improved lifetime earnings	2.80	8%

Source: Dartington Social Research Unit (2012)

The Dartington (2012) meta-analysis of 21 early years and education initiatives across the UK showed a range of ROIs from 0.3% to 68%. Only two of the programs had a Benefit Cost Ratio of less than 1.

The wide range of studies from both the UK and other jurisdictions provides confidence that initiatives enabled by colocation and integration strategies are capable of delivering meaningful returns on investment.

2.1.7.1 CALCULATION OF NET INVESTMENT

The principal investment (cost) associated with the collocated sites has been capital expenditure in new facilities. Additional recurrent funding is provided in a variety of ways

DEECD has provided gross investment figures for the case study sites, as shown in Table 8. Gross investment outcomes, however, do not reflect the monies that would have had to be spent for maintenance and capital upgrades required in the absence of colocation. DEECD has estimated this *net* capital investment in each school which is then used for the calculation of the ROI.

TABLE 8 – GROSS CAPITAL INVESTMENT

| CASE STUDY | CAPITAL INVESTMENT ($ MILLION) | | OTHER FUNDING |
	GROSS	NET	
Hume Central Secondary College	$24.4 (of total BSRP funds of $57.4)	$0.91	Investment in leadership and curriculum development (not specified) Philanthropic donations (not specified)
Doveton College	$33.8	$3.5	$1.8 million towards infrastructure and $500,000/year for a minimum of eight years through the Colman Foundation
Yuille Park Community College	$12	0.90	Direct and in-kind support from community, Council and NFPs (not specified)
Frankston North Extended School Services	$4.95	$2.76 (Mahogany Rise only)	$333,000 per annum for three years through National Partnership for Low SES School Communities Additional in-kind support from community, Council and NFPs (not specified)
Sherbrooke Early Learning Centre	$7.4	n/a	Not specified separately in Council accounts
Moe Early Learning Centre at PLACE	$3.9	n/a	Not specified separately in Council accounts

Source: DEECD

For the purpose of the ROI, only expenditure that would not otherwise have occurred should be included in the calculation of additional investment. For example, in the case of regeneration projects such as Broadmeadows, some investment in the schools would have been made regardless of whether colocation was to be undertaken.

In capturing **net** investment spending, consideration needs to be given to:

▪ the degree to which capital and recurrent expenditure would have occurred under a business-as-usual (BAU) scenario, as shown in Table 8 above

▪ the (opportunity) value of land and/or assets freed up through sites mergers (e.g. Eumerrring PS was sold for $4.1 million)

▪ avoided costs delivered as a result of shared facilities, for example Broadmeadows Primary School music and drama facilities, library and cafeteria are shared with the HCSC Blair Street 7 – 9 Campus

As land values and avoided costs have not been able to be confirmed and quantified, the ROI estimate is based on net investment costs and therefore underestimates the ROI, most notably for regeneration sites.

2.1.7.2 CALCULATION OF NET BENEFITS: ATTRIBUTION

The literature suggests that there are myriad potential factors that may influence education outcomes; for example, income levels of parents, school leadership and teacher quality, and mandated school exit age.

To try and control for these factors, case study sites were compared with counterfactual sites with similar characteristics, but either no integration or no colocation or integration. This allowed comparison across a range of indicators for example for pre-school enrolment levels, VELS and NAPLAN scores and exit destinations.

Counterfactual sites do not represent a perfect BAU case, and therefore some judgement is required about the degree to which outcomes achieved are directly attributable to colocation or to other factors. Attribution is therefore, of necessity, discussed qualitatively.

2.1.7.3   CALCULATION OF NET BENEFITS: OUTCOMES

Research to date demonstrates that the quantifiable benefits of childhood health and education investment are chiefly transmitted through increased employment and earnings potential and reduced reliance on Government transfer payments. Reduced interaction with the criminal justice system is also an important indicator. This analysis looked at those outcomes for which a clear economic linkage, which might also be measured at case study sites, has been previously demonstrated in academic literature.

Specifically, this ROI analysis examined quantitative evidence that would support the estimation of the degree and value that colocation and integration strategies have delivered via:

- improved health outcomes, for example through greater use of MCH services or ESS student participation in sport

- improved cognitive outcomes, as demonstrated by:

  - increased pre-school attendance and early learning outcomes (ICCs)

  - improved test score results (Doveton, Yuille Park, Frankston North)

  - increased retention for years 11 and 12, and increased numbers transitioning to tertiary education (Hume Central)

  - reduction in grade repetition and special education support.

- increased employment opportunities for parents, through participation in support programs and through greater access to child care, including for teenage mothers (Moe).

- improved social outcomes, as measured by a reduction in crime rates

- increased aspiration, as measured by student surveys

- operational savings via economies of scale, increased use of facilities, or reduced reliance on transport.

In translating outcomes into quantifiable economic benefits, Urbis has used a number of methodologies. For some indicators, such as level of secondary educational attainment, increased parental employment, or reduction in crime, the economic links are clear and direct.

However, for cognitive development, the linkages are more complex.

The clearest quantitative indicator of the economic benefits of improved educational outcomes is the increase in economic wealth generated as a result of improved employment and earnings outcomes, and reduced welfare reliance.

Urbis has used two key studies to translate changes in cognitive outcomes into economic benefits.

PRE-SCHOOL ATTENDANCE

An evaluation by the Washington State Institute for Public Policy (WSIPP) into early childhood education programs yielded statistically significant results for the impact of pre-school attendance on lifetime earnings outcomes (WSIPP, 2013).

The WSSIP study reviewed and analysed 49 credible studies on successful early education programs for low-income children. The WSIPP study found that for every additional pre-school attendee, an additional 0.16 students complete high school in comparison to those not attending pre-school.

The National Centre for Social and Economic Modelling (NATSEM) calculated Australian lifetime earnings for individuals with different levels of education attained, incorporating lifetime participation trends. The assumptions used by NATSEM to determine an individual's lifetime earnings are detailed in the following passage,

> *"In this report, the lifetime earnings figures refer to the synthetic estimates derived by summing up the age-specific average annual employee income for people aged 25 to 59 years. The resulting total suggests what an average individual could expect to earn in 2011–12 dollars, during a 35-year working life. This analysis focused on people aged 25–59 years assuming that this age segment best represents the working life. People below 25 years of age are excluded as many of them would still be studying and those aged 60–64 years are excluded owing to insufficient sample size. The data are sourced from the primary analysis of the 2009–10 ABS Survey of Income and Housing. The annual income refers to the previous financial year employee income and is uprated to 2011–12 financial year dollars by using ABS indices on average weekly total earnings for adults working full time between 2008–09 and 2011–12. The individuals reporting zero income and those out of scope for the previous financial year income data item are excluded from the analysis."*

Source: NATSEM (2012), p. 40

Using the NATSEM data, lifetime earnings will increase by an average of $330,000 for a person completing year 12 compared to one who did not. With an effect size of 0.16 (16%), this equates to an average of $52,800 per pre-school attendee in 2011-12 dollars.

TEST SCORES

Hall and Farkas (2011) conducted a study in the US to estimate the effects of cognitive skills on wages earned. The study found increased cognitive skills, as measured by relative z-scores for standardised testing, had a positive effect on lifetime wages earned (0.053 for males and 0.08 for females, excluding African-American and Latino populations).

Using these findings, Urbis estimated that an increase of one standard deviation from the mean in cognitive abilities results in an average increase in real wages earned of 14% for men and 10% for women over their working life, or a weighted average increase of $274,662 (in 2011-12 dollars), using average annual income estimates by NATSEM.

The Hall and Farkas study allows changes in standardised test outcomes such as VELS and NAPLAN, which are attributable to colocation and integration, to be used to indicate changes in lifetime earnings potential.

ASPIRATION

Aspiration has been shown to influence academic and employment outcomes, although in conjunction with numerous other factors such as parental income and aspiration, race and sex. An alternative approach to measure the economic value of increased aspiration is to use the Social Return on Investment (SROI) methodology.

Using the Attitudes to School survey data, any increase in the number of students reporting positive motivation is measured and a proxy value assigned to each additional child. Urbis has used the value of private school fees over primary and secondary schooling as a proxy of increased aspiration; parents paying private school fees do so despite evidence that there is no significant impact on educational outcomes. The value of the impact is assumed to hold throughout the period of time enrolled at the primary or secondary school being assessed.

IMPROVED CHILDHOOD HEALTH OUTCOMES

Numerous studies show the benefits of improved childhood health on educational and earnings outcomes. To the extent that colocation and integration deliver increased use of MCH resources and lead to improved outcomes for parents and children, this will provide long term economic benefits.

One means of capturing these benefits would be to measure AEDC outcomes for children accessing services. Brinkman et al (2013) links AEDC to NAPLAN outcomes, which in turn might be used by applying the Hall and Farkas methodology, as discussed above. These results would need to be captured at the individual level, however, to isolate from other explanatory variables such as teacher quality or other support services.

TIMEFRAMES

An appropriate timeframe for measuring benefits is determined based on the longevity of outcomes and the degree of 'drop off'. The timeframes for benefits accruing as a result of an ICC are summarised in Table 7.

TABLE 9 – ICC ECONOMIC BENEFITS (LONGEVITY)

BENEFIT	DROP OFF	MEASUREMENT
Parental workforce engagement	Benefits will accrue for the year(s) in which any new employment directly relates to the colocation; that is; only when parents are accessing both pre-school and LDC for one or more children (one to two years per child). Benefits will continue to accrue, however, to new parental cohorts each year.	No. of parents engaged in workforce per annum as a result of ICC collocated facilities
Improved childhood health outcomes	Improved health outcomes as a result of increased visits to collocated MCH result in both short and long term health benefits	Short term benefits measurable only with individualised data Long term benefits captured through improved lifetime earnings outcomes applied across numbers receiving health services
Improved lifetime earnings outcomes	Benefits are incurred after schooling completed, attributable to cohort attending pre-school as a direct result of colocation and/or integration	NPV of lifetime earnings as a result of pre-school attendance.

2.1.8   LIMITATIONS

Even where outcomes are able to be reliably measured, it remained a challenge to determine the level of outcome improvement that can be attributed to the impact of co-location and integration initiatives. Co-location and integration initiatives generally entail a significant degree of change in key areas, such as professional practice, pedagogy, workforce, and client cohort change that impact on outcomes.

Where possible, the impact of these factors is explored using data from key informant interviews or site level data collected, however in most cases assessment of the impact of these elements at a site level was qualitative.

2.2   RESEARCH IN SCHOOLS APPROVAL

As this research involved interviews with key service leaders and access to departmental data, approval was sought and received through the Research In Schools approval process on 16 May 2014.

PART B: Key findings

3 Key findings

This section sets out the key findings of the evaluation, including their implications for policy makers. The summary findings are set out in section 3.1, and draw on the synopsis of findings relating to the top-line evaluation questions, set out in Section 3.2.

Sections 4, 5 and 6 provide further depth to the analysis, focusing in turn on

- Vertical integration of education services access across life stages (Section 4)

- Integration of education and other services provided at the same life stage (Section 5)

- Integration of education services with the broader community (Section 6).

Section 7 sets out a simplified and updated evaluative framework with proposed enhancements to data collection that will better inform future decision making around co-location and investment investments.

3.1 SUMMARY FINDINGS AND IMPLICATIONS FOR POLICY MAKERS

This section summarises the key findings of the evaluation, groups under key questions of relevance to policy makers. These findings draw on observations documented in more detail in Sections 3.2 and 4 through to 6.

3.1.1 GENERAL THEMES

While specific recommendations are outside the scope of the report, there are a number of general strategic implications for policy and decision makers that arise from the research findings. These cluster around four key themes of investment decision making, leadership, planning, and monitoring and evaluation.

3.1.1.1 INVESTMENT DECISION MAKING

Co-locating and/or integration are generally an effective strategic response to problems that are driven by poor access, participation and engagement in education and early childhood services, particularly where clients have complex needs. In the right contexts, they can also help to address capability or capacity shortfalls in underperforming local service systems.

Investments which allow asset rationalisation or where refurbishment or upgrade costs would otherwise have been incurred even in the absence of co-location/integration offer significantly better value for money because of the capital offset available. A positive ROI where there is a high *net* capital investment in co-location and//or integration is more difficult to achieve.

3.1.1.2 PLANNING

Co-location and/or integration is not a panacea, but enables a number of specific change mechanisms that act on key problem drivers. Understanding which problems are inhibiting the desired outcomes and selecting the co-location/integration response most likely to act on those drivers is critical to success.

When considering new investment in integrated or co-located service models, achievable outcomes should ideally be defined and reference made to study sites and other case studies to allow forecasting of potential outcomes, benefits and the expected ROI.

3.1.1.3 LEADERSHIP

Effective leadership is well acknowledged as being crucial to the success of significant change initiatives; this is especially so in the context of change that spans multiple services. Leadership in this context has a central role in 'raising the bar' in terms of setting aside sector/service specific interests in pursuit of a broader common purpose. The authorising environment should provide leaders with a high level of autonomy within a broad strategic space.

3.1.1.4 MONITORING AND EVALUATION

Establishing a clear investment logic and monitoring/evaluation framework is important to understanding the early and longer term trajectories of specific investments. More generally, better monitoring of the mechanisms of integration/co-location would enable better assessment of their contribution to outcomes and the contribution of co-location or integration and provide deeper evidence base to inform future decision making.

3.1.2 SUMMARY RESEARCH FINDINGS

Table 10 sets out the key findings that have emerged from an integrated analysis of the existing evidence base, the eleven case studies and ROI analysis. Findings are groups around key policy questions underpinning the objectives of the evaluation.

TABLE 10 – SUMMARY OF KEY FINDINGS

POLICY QUESTION	KEY FINDINGS
What are the benefits of integration?	1. There is a strong theoretical foundation for the value of integrative effort in addressing some specific types of problems at the community and system level.
	2. Local evaluation of effort and measurement of benefit capture to date has been minimal in Victoria, which limits the strength of conclusions that can be drawn about specific investments
Which integration approaches are effective?	3. Less intensive models of integration primarily create change at service boundaries, while more intensive models also act on areas of service overlaps.
	4. When integrative effort focuses on increasing service access and/or quality, the positive impact of effective programs and interventions is amplified.
	5. Integrated early childhood services have the strongest potential to deliver identifiable economic benefits, because of the expected impact on predictors of long term economic markers.
	6. Extended school hubs are likely to deliver significant social return on investment, as collective impact of diverse programs and pathways is likely to drive sustainable change in community aspiration over the longer term.
What helps integration efforts to succeed?	7. Effective integration effort is built on a sound understanding of the implementation context.
	8. Leveraging strengths in local communities and systems supports implementation success and longer term sustainability.
	9. Integrative effort is enabled by visionary, adaptive and capable leaders or groups of leaders.
	10. Integration effort is significantly enabled by physical co-location, which can reduce the costs of integrative effort.
	11. Integrative practices can arise spontaneously at co-located sites, where positive relationships and shared purpose also exist. However, specifically funded integrative effort at co-located sites leads to broader and less person-dependent integrative effort.
	12. The relatively low cost of integrating services suggests that return on investment analysis is likely to return positive outcomes, although a number of services may yield higher outcomes if services are also co-located.
What are the benefits of co-locating services?	13. There is good evidence that co-location alone (even without integrative effort) offers direct economic and other benefits.
	14. Co-location that releases surplus assets reduces net capital expenditure, in turn reducing the benefit threshold for positive return on investment.
	15. Efficiencies associated with increased purchasing power are achievable provided there is co-operation between co-located services.
	16. Convenience and travel cost benefits to service users can also be secured, depending on how frequently clients need to access co-located services.
	17. When the net cost of co-location investment is relatively high (case studies suggest greater than $5 million), a positive return on investment outcome will be more difficult to achieve.

POLICY QUESTION	KEY FINDINGS
Which services should be co-located?	18. Co-location of early childhood services (particularly early learning, kindergarten, family support services) directly benefits clients who need to access multiple services – often those with complex needs.
	19. Co-locating kindergartens and primary schools enables better kinder to prep transitions by providing continuity of environment, social networks and pedagogy, and can ameliorate weaknesses in other processes, including timely provision of PSD support.
	20. Primary school and early secondary school co-location delivers economic return while benefit to students is not clear. There are possible aspiration, retention and wellbeing benefits primarily associated with at-risk children.
What helps co-location to succeed?	21. The benefits available from co-location are maximised when co-located services have similar infrastructure requirements and agree to share operating costs.
	22. Purposeful and efficient design of the physical infrastructure to increase functional flexibility and maximise utilisation improves overall returns from co-location.

3.1.3 IMPLICATIONS FOR DECISION MAKERS

This section applies the key findings from this strategic evaluation to key policy and investment decision making activities. The intention of the framework is to distil the critical observations and link them to key practices which form part of the Department of Treasury and Finance's Investment Management Standard (IMS) (Department of Treasury and Finance, 2012).

The practices selected for exploration include:

- calculating potential return on investment

- problem and benefit definition

- strategic response and solution definition

The relevance of findings from this evaluation to each of these practices is examined in the sections following.

Section 7 also has particular relevance for two further practices under the IMS: monitoring and managing the delivery of benefits, and evaluating an investment.

3.1.3.1 CALCULATING POTENTIAL RETURN ON INVESTMENTS

As with any investment of public monies, an understanding of the ROI on co-location and integration of education initiatives is of key importance.

The ROI analysis undertaken for this study faced a number of hurdles, particularly around quality and length of data series available for analysis. Further, even where data were available, limited instances were found that could support the hypotheses around expected outcomes; for example, NAPLAN and VELS outcomes at case study sites showed variable and volatile performance.

Nevertheless, despite this paucity of data, there is sufficient evidence at both study sites and in the wider body of literature to conclude that improvements in educational and social outcomes have the capacity to deliver significant economic benefits. In particular, when the net investment in initiatives such as integration and co-location are modest, positive ROI outcomes can be delivered.

Delivery of such outcomes is contingent on a number of factors:

- The net new investment needs to be set in the context of the expected range of outcomes; based on the case studies undertaken:

- where current facilities are maintained at a good standard and the target population is not facing serious socio-economic disadvantage, it appears unlikely that large scale investment in new facilities would yield positive returns

- in areas of disadvantage, where outcomes for target populations are currently below state averages and physical capital is diminished, investments can yield strongly positive results

- The current paucity of data related to expected outcomes impedes forecasting of expected ROI on investments

  - extant studies demonstrate significant returns for a range of outcomes that could be expected to be delivered as a result of co-location and integration initiatives

  - this gap can be addressed over time by identifying key data sets and establishing means to collect these data over time.

- Economic benefits as a result of economies of scale across shared facilities can be maximised by ensuring appropriate levels of financial management assistance.

3.1.3.2 PROBLEM AND BENEFIT DEFINITION

The IMS suggest that: 'at the heart of a good *problem statement* is the articulation of the cause or what's broken and the evidentially linked effect or consequence that we care about…' (Department of Treasury and Finance, 2012, p. 9). Co-location and integration is commonly initiated to address a range of different problems (Department of Education and Early Childhood Development, 2009; Moore & Skinner, 2010; Packard, Patti, Daly, & Tucker-Tatlow, 2013). There are, however, three related 'core' problems that appear to have driven initiatives in Victoria and which are likely to be responsive to investment to support integration:

- socioeconomic disadvantage within a community (or a cohort within a community) manifests in families and children with multiple and complex needs

- underperforming or disconnected local education and early childhood development systems are ill-equipped to respond to the complexity within their client communities, and as a result are failing to contribute to improvement in developmental and educational outcomes

- failure of local systems to positively impact on developmental and educational outcomes reinforces a cycle of disadvantage for children and young people, families and communities, limiting long term social and economic participation.

The specific issues relevant to a particular community are diverse and the causes and effects of each of these problems vary. For example, in regeneration or renewal projects, the nature of the problems that are intending to be addressed through co-location and integrated infrastructure are interrelated and complex.

Benefits definition is a defined process within the IMS which seeks to produce *benefit statements*. Benefit statements 'should provide an obvious connection to government or the organisation's outcomes but be contextualised to indicate their local impact' (Department of Treasury and Finance, 2012, p. 11). They are supported by meaningful, attributable and measurable key performance indicators (KPIs).

Developing a deep understanding the nuances of complex social problems, their causes and effects is important to the generation of accurate problem statements and to defining the benefits anticipated to follow from their resolution. At the core of the IMS, meaningful problem and benefit statements are intended to guide the informed selection of potentially effective solutions – in the present context, this includes the selection of the optimal co-location or integration strategy or combination thereof.

The specific factors which warrant exploration during the process of problem definition are:

- Understanding the community

  - nature and extent of disadvantage

  - distribution and concentration of disadvantage

–   key drivers (causes) of disadvantage

–   strengths.

▪ Understanding the service system

–   resources and infrastructure

–   governance and leadership

–   workforce and organisational factors

–   stakeholder and community relationships

–   Understanding strengths and capabilities.

Table 11 expands briefly on each of these points, and selectively highlights examples from the case studies.

TABLE 11 – DEFINING THE PROBLEM: KEY CONSIDERATIONS AND AREAS FOR EXPLORATION

PROBLEM DIMENSION	RELEVANCE	SELECTED CASE STUDY INSIGHTS
Understanding the community		
Nature and extent of disadvantage	Developing a firm understanding of the nature and extent of disadvantage and how it manifests within a specific community is an essential starting point for the design of interventions in response. This includes exploration of a broad range of socio-economic factors and indicators of disadvantage, including levels of developmental vulnerability, educational achievement and attainment, employment, household income, housing stability, justice-system involvement, as well as other indicators of social capital and other strengths.	Most case studies were located in disadvantaged localities. However, there was a high level of variability across different markers of disadvantage, confirming the importance of localised analysis of indicators of different dimensions of disadvantage. **Sherbrooke** and **Tarneit** were the least disadvantaged communities in which cases were explored.
Distribution and concentration of disadvantage	The relative distribution of disadvantage across different cohorts and within localities within a community is an important consideration. Identifying the presence of specific demographic or geographic concentrations of disadvantage may provide insights into more efficient or targeted interventions. Similarly, highly transient populations can influence measures of disadvantage year to year and can also influence the effectiveness of intervention strategies.	Intergenerational disadvantage was a feature in most case studies, but was most evident in the **Yuille Park** case. Several case studies reported very high levels of year on year change in the populations they were working with (**Yuille Park, Doveton, Dandenong**), while others had a relatively more stable populations (**Moe, Sherbrooke**). High levels of transience alter the way services develop engagement strategies.
Key drivers (causes) of disadvantage	Understanding the key drivers of disadvantage in an area is important to the selection of appropriate policy interventions available to treat the cause not the effect.	In the **Doveton** and **Dandenong** case studies, experience of disadvantage for families with a refugee background was qualitatively different.
Strengths	Strengths-based approaches to community building adopt as a starting point the position that all communities (and local systems) also have inherent capabilities that should also be considered when defining the problem (Young, 2006).	At **Doveton** and **Dandenong**, it appeared that migrant and refugee families were often heavily invested in their children's educational outcomes – an enabler for increasing positive parental engagement. In **Frankston North**, pre-existing collaborative networks formed the basis for the development of the extended school services pilot, which was able to build on existing social capital inherent in the network.

PROBLEM DIMENSION	RELEVANCE	SELECTED CASE STUDY INSIGHTS
Understanding the system		
Resources and infrastructure	The condition, design or configuration and the location of existing infrastructure may contribute to systemic underperformance. The contribution needs to be understood in order to explore the potential 'upside' of different infrastructure options. Run-down infrastructure that is in poor condition can increase maintenance costs, adversely impact workforce morale and detrimentally influence community perceptions about services. Design or configuration characteristics of existing infrastructure can create operating inefficiencies and limit opportunity for shared use. This includes both a lack of space in general or a lack of flexible-use spaces. While co-location or proximity does not always lead to inter-service collaboration, dispersed service infrastructure, particularly where there are geographical barriers (e.g. freeways, train lines, waterways) creates barriers to workforces developing effective relationships and for the movement of clients between services.	In several cases without capital investment, the built environment was highlighted as a barrier to integrative efforts – particularly community integration. Issues included the run-down nature of some facilities possibly deterring potential users, only having perimeter security (limiting ability to grant selective access within a facility), and the general limitation associated with a lack of fit-for-purpose spaces. The existence of geographical barriers was reported to influence families' choices about where children attend schools/services (**Broadmeadows, Moe PLACE, Deer Park**) .
Governance and leadership	Service systems may underperform where there are failures (or absence) of governance and leadership at the service or system levels leading to siloed services. Understanding the authorising environments, strategic drivers and relationships that motivate different services (and their leaders) is an important diagnostic process in underperforming systems.	In counterfactual locations, there was a notable absence of an explicitly enabling authorising environment which prioritised integrative activity, and some services were operating in a state of relative disconnection. In the **Dandenong** and **Deer Park** cases, reportedly effective networks existed within each of the early childhood education and schools, but there was less focus on crossovers between the sectors. In **Yuille Park**, the infrastructure is in place to allow long day care and MCH to operate on site but these still operate elsewhere due to different strategic drivers leading Council to prioritise operation from different venues.

PROBLEM DIMENSION	RELEVANCE	SELECTED CASE STUDY INSIGHTS
Workforce and organisational factors	The extent to which workforce issues are contributing to system underperformance is important to explore at the problem definition stage. Potential issues include workforce shortages which are impacting continuity of service and hampering inter-service relationships, entrenched practices which are not supportive of service improvement or specific knowledge/skill deficits which place a ceiling on service quality. In many instances, organisational factors may limit a capable workforce's capacity to deliver the best possible service. This includes practical support in terms of providing access to the time, resources and systems needed to work more collaboratively, as well as a leadership culture that is supportive of collaborative working and practice improvement.	Within a number of case studies, there has been a significant turnover of staff reported since inception of the integrated model. In some cases this was thought to reflect the departure of an "old guard" who were resistant to new practices. At sites with highly visible and supportive leadership, explicit (and resourced) commitment to a vision of integration (**Doveton, Yuille Park, Sherbrooke, Moe PLACE, Frankston North ESS**), staff reported feeling enabled and supported to pursue new ways of working not possible under pre-integration organisational arrangements. In several counterfactual cases where integrative practices were not well advanced, the constraints of time and resources were consistently cited as a barrier by workers.
Stakeholder and community relationships	The relationships between services and the community influence how people access services; poor relationships or an 'us and them' perception can be detrimental to services' efforts to engage and lead to low participation. Integrated services may offer opportunities to recalibrate these relationships. Conversely, where there are services which have established strong community linkages, this may present an opportunity to leverage that trust to bring people into contact with further supports, or strengthen engagement that may be otherwise minimal.	In **Frankston**, **Yuille Park**, **Doveton** and **Broadmeadows**, service leaders said that prior to investment there had been very poor relationships between the 'system' and community. Strategies put in place through integration investments were aimed at repairing this relationship.
Strengths and capabilities	Strengths-based approaches to community building adopt as a starting point the position that all communities also have inherent capabilities that should also be considered when defining the problem (Young, 2006). Similarly, underperforming service systems are unlikely to be wholly "broken" and in most cases contain elements that are working effectively and a narrative which can influence understandings about what works and what doesn't in a particular community.	At **Doveton** and **Dandenong**, it appeared that migrant and refugee families were often heavily invested in their children's educational outcomes – an enabler for increasing positive parental engagement. In **Frankston North**, pre-existing collaborative networks formed the basis for the development of the extended school services pilot, which was able to build on existing social capital inherent in the network.

3.1.3.3 STRATEGIC RESPONSE

Where the problem and benefits definition process has narrowed the focus of decision makers on core issues and value propositions, the next key step is to select an appropriate strategic response. The strategic response is defined within the IMS as comprising one or more strategic interventions, which are high-level strategic actions taken as a response to an identified problem. In the context of co-location and integration, the selection of appropriate strategic interventions relies on identification of the effective and efficient integration approach (or combination of approaches) that will best deliver the types of priority benefits sought.

This evaluation has focused on three broad categories of strategic intervention. To recap:

▪ Vertical integration refers to the integration of sequential services generally accessed over the life course (Contandriopoulos, Denis, Touati, & Rodriquez, 2003). Detailed findings of the evaluation in relation to vertical integration are examined in section 4.

▪ Services integration refers to the integration of a number of different services that are generally provided to clients at the same life stage (most commonly early childhood), and is discussed in section 5.

▪ Community integration is the engagement and partnership of early childhood services or schools with a broader spectrum of community services, organisations and individuals, and encompassing the business, not-for-profit and government sectors. Community integration is discussed in section 6.

These forms of integration acts on different types of underlying problems.

Table 12 summarises the strength of evidence found through this study for the hypotheses that integrating various services along the education journey will make a positive contribution toward achievement of each of the four focus outcomes of this evaluation.

Importantly, each of these approaches harnesses different mechanisms of change, takes place in highly variable contexts and drives different types of benefits. As a consequence, statements about the actual level of benefit or contribution to the outcome of any particular grouping cannot yet be made on the evidence available.

TABLE 12 – STRENGTH OF EVIDENCE FOR BENEFITS ASSOCIATED WITH INTEGRATION APPROACHES

INTEGRATION TYPE	ADDRESSING DEVELOPMENTAL ISSUES	IMPROVING EARLY COGNITIVE AND SOCIAL DEVELOPMENT	GREATER ASPIRATION	EFFECTIVE USE OF RESOURCES AND INFRASTRUCTURE
VERTICAL INTEGRATION				
ECE + kindergarten	Some evidence	Some evidence	Unclear	Some evidence
Kindergarten + primary	Strong evidence	Strong evidence	Unclear	Some evidence
Primary + secondary	Some evidence	Unclear	Some evidence	Some evidence
Secondary + higher education	Unclear	Unclear	Moderate evidence	Some evidence
SERVICES INTEGRATION				
ECE/Kindergarten + family services + MCH	Moderate evidence	Strong evidence	Unclear	Some evidence
COMMUNITY INTEGRATION				
ECE/Schools + community	Unclear	Unclear	Strong evidence	Moderate evidence

Because **vertical integration** brings together sequentially accessed services, it is likely to deliver benefits driven by effective client transition. Benefits also arise that are associated with resource and knowledge

sharing between services, as well as operational efficiencies. In particular, strengthening transition from kindergarten to prep is well supported in the evidence, particularly for children with developmental issues or disability. Table 13 sets out some of the possible benefits associated with vertical integration, drawing on the case studies examined in this evaluation.

TABLE 13 – EXAMPLES OF POSSIBLE BENEFITS ASSOCIATED WITH VERTICAL INTEGRATION

CONTEXT	EXAMPLES OF POSSIBLE BENEFITS
ECE and kindergarten	▪ Smoother transitions for children and families progressing through co-located play groups, childcare, 3 year old kindergarten and 4 year old kindergarten ▪ Knowledge transfer between early childhood educators and kindergarten teachers that may facilitate improved responses to children with developmental issues ▪ Increased service scale may provide opportunities to broaden the range of resources available to educators and enhancement to programming quality ▪ Increased scale may create operational efficiencies
Kindergarten and primary school	▪ Smoother transitions for children beginning school ▪ Reduced cost and increased scope of transition programs, likely to benefit children with developmental issues in particular ▪ Knowledge transfer and pedagogical exchange between kindergarten and primary school teachers ▪ Access by kindergarten to school resources (libraries, sports equipment etc) ▪ Increased scale may create operational efficiencies
Primary school and secondary school	▪ Smoother transitions for children beginning year 7 ▪ Alignment of middle years (years 5-8) curriculum ▪ Access by primary school to secondary school resources ▪ Increased service scale may create operational efficiencies
Secondary school and higher education	▪ Accessible pathways to further education for students ▪ Access by secondary school to specialised resources and facilities associated with higher education ▪ Increased scale may create operational efficiencies

Service integration supports attainment of benefits driven by effective client participation and engagement with appropriate services. These types of integrative practices improve ease of access to services, increase client contact and provide a platform for quality improvement at the service and system level. Benefits accrue in relation to knowledge and resource sharing and the generation of operational efficiencies associated with larger service scales. The evidence is particularly strong for the cognitive and social developmental benefits of service integration that helps to bring families into contact with appropriate supports including early childhood education. Table 14 provides examples of the types of benefits associated with services integration that were observed at case study sites or appear in the literature.

TABLE 14 – EXAMPLES OF POSSIBLE BENEFITS ASSOCIATED WITH SERVICES INTEGRATION

CONTEXT	EXAMPLES OF POSSIBLE BENEFITS
ECE + family services + MCH	▪ Co-location may decrease time and travel costs of accessing multiple services for some clients ▪ Increased ease of (warm) referral between co-located services may boost client participation, e.g. ECE referral to family or parent support programs ▪ Creates opportunities to engage parents and increase attendance at KAS visits through cross promotion/referral ▪ Decreased costs of service and professional interactions may enhance cross-disciplinary knowledge sharing ▪ Joint service planning to develop 'wrap around' service offerings able to better address the needs of families with complex needs ▪ Increased scale may create operational efficiencies

Integration strategies which incorporate **community integration** are likely to support attainment of benefits driven by client and community social inclusion and connectedness and the relationship between the community and the learning environment. Integration approaches which provide pathways for parents to access programs and services related both to parenting and general skills can deliver a double benefit to the parent and child. Extended school models are exemplars of these approaches, and have a growing international evidence base for their positive impact on social capital and community aspiration. Table 15 sets out a number of examples of benefits observed in cases examined for this evaluation which are attributable to community integration efforts.

TABLE 15 – EXAMPLES OF POSSIBLE BENEFITS ASSOCIATED WITH COMMUNITY INTEGRATION

CONTEXT	EXAMPLES OF POSSIBLE BENEFITS
ECE/schools + community	▪ Provides an opportunity to strengthen relationships between educational providers (ECE and schools), other service providers and organisations, and the community more generally ▪ Diversifies opportunities for experiential learning for children in partnership with community organisations and businesses ▪ Enables pathways into social inclusion and economic participation for parents (and other community members), e.g. through social and community activities as well as adult learning opportunities ▪ Creates opportunity to redress negative past experiences of the education system for some families ▪ Improvement in parental engagement with learning environment benefits children ▪ Community programs and service may benefit from access to school resources and facilities

3.1.3.4 SOLUTION DEFINITION AND INFLUENCING VARIABLES

The focus of this section is on understanding the factors that influence the success — or otherwise — of co-location and integration initiatives. The Department identified the following set of variables as the most relevant in influencing the outcomes of investment in co-location and other integration initiatives. Each variable is considered in terms of its centrality to effective outcomes, noting the critical role played by context in drawing conclusions.

AUTONOMY, GOVERNANCE AND LOCAL LEADERSHIP

Much of the literature around co-location and integration initiatives focuses on the value of place-based responses to complex social issues, and gives emphasis to the appropriate delegation of decision-making to those who have a deep understanding of the local context. A further benefit to devolved decision-making is that it affords greater scope for local communities and stakeholders to assume an 'ownership' stake in the investment where they have been active and genuine participants in its design and implementation (Department of Education and Early Childhood Development, 2012a, 2012c; Mourshed, Chijioke, & Barber, 2010). This is consistent with observations at case study sites — at Frankston North, Doveton and Yuille Park in particular — where engagement of communities and services in the development and design decisions on integration initiatives was highlighted as a key enabler for the ongoing engagement of the community.

In addition to the sustainability of continuing engagement with the co-location or integration initiative, greater ongoing autonomy at the operational level was also associated with addressing systemic barriers that commonly arise at service or sector boundaries. This included instances where decision makers were authorised to make pragmatic decisions about infrastructure and resource utilisation, but also about professional roles and expectations.

The creation of an autonomous "strategic space" in which organisations are able to make decisions does not in all instances mean that they will fill that space; this requires local leadership. Influential leaders and the leadership groups in these settings were described by stakeholders in terms suggesting that they were:

- visionary — able to see past their core service's goals and perceive the bigger picture (the broader strategic space in Figure 6)

- adaptive — able to respond to challenges that arise during the organisational change process and negotiate with stakeholders to achieve the best collective outcome (the crossover zones in Figure 6)

- capable — able to effectively drive and implement change processes that take their own organisation outside their usual sphere of operation, enabling a shared strategic space for lateral solutions (the arrows and dashed lines in Figure 6).

FIGURE 6 – LEADERSHIP FUNCTIONS WITHIN AN AUTONOMOUS STRATEGIC SPACE
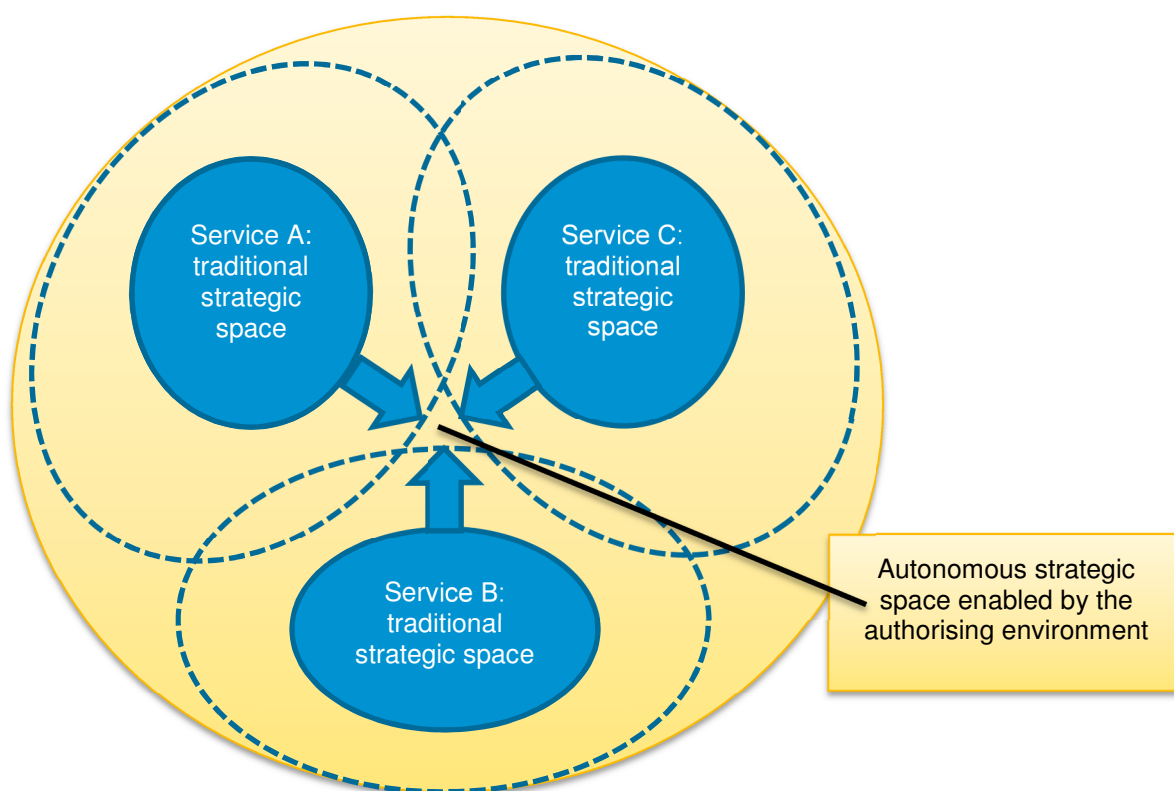
Governance arrangements that support effective leadership, decision making and accountability are critically informed by the model of integration being pursued, the number and diversity of partners and the local strategic context. In this context, governance structures referred to are those which are focused specifically on the integration process – except in the most fully integrated examples, separate services are likely to retain some form of independent governance

Governance structures which are supported by consultative or advisory mechanisms that enable key local stakeholders (including services users) to contribute to or participate in the decision making process were a feature at the more highly integrated sites (Doveton and Yuille Park in particular).

On the one hand there is integration between similar entities, for example, schools, where each entity has its core business, a clear point of connection with the other, and continuous (daily) engagement with the integrative process. *Vertical integration* is amenable to simpler governance structures that focus on transition and crossover points.

Services integration involves multiple service providers engaging with the same clients around the same life stage but in different ways and for different core purposes. In this context, formalised governance arrangements are generally preferable and are best focused on the strategic and operational levels.

Community integration involves a number of organisations and agencies with fluid or transient levels of strategic interest and involvement. Devolved governance arrangements within a partnership framework may often be most appropriate in this context.

LOCATION

While the distribution of services and communities within a geographical area influences the design of co-location and integration initiatives, the particular characteristics of the target community were more relevant than the degree of rurality, or urbanisation *per se*. At one level, the distribution of services in an area and their designated catchments may influence their willingness to engage in integration initiatives; and in the case of co-location, there may be cost or benefits to individual organisations associated with a change in operating premises.

At the consumer level, geography influences choices about which services to access. In some cases, natural, or artificially imposed barriers can make it more difficult for consumers to access services.

More closely defined communities may offer better prospects for integrative effort, particularly where there are fewer competing services, who may already have established relationships. There is some literature to suggest that rural communities have higher levels of social capital on some domains, which may provide a stronger base for community integration. At the same time, low levels of social capital may signal greater levels of need for enhanced services.

POLICIES AND LEGISLATION

Integrative effort often involves intersections of different funding streams emerging from programs which may prioritise different outcomes. This can potentially pose a threat to a cohesive local vision for integration, although in case study sites this was partly ameliorated where local leaders were willing to adopt flexible approaches to resolve conflicts of policy or priority. A clear example of this occurred at Doveton, where the ability to employ staff across both the early learning centre and the school was seen to be highly beneficial to the overall cohesion and integrative effort at the site.

There are some instances of regulatory barriers, including differences in service of operational standards between LDC, MCH, schools settings, which may also require lateral approaches to achieving efficient outcomes.

SPECIFIC COHORTS

As discussed in section 3.1.3.1, the profile of the community in which a co-location and integration initiative is situated influences the scope and nature of the services offered and the agencies engaged, but within this evaluation's relatively small sample, it was not apparent that any specific model of integration was more or less effective than another for particular cohorts. Groups within the community experience disadvantage in different ways and for different reasons, and it appears to be the selection of interventions or programs associated with the underlying causes of disadvantage that ultimately influence the improvement attainable.

The probable benefits of integrative effort increase for cohorts with multiple service needs. Areas with significant cohorts with complex needs appear more likely to benefit from service integration delivering more joined up services, while those with low community aspiration benefit from community integration which builds social capital. In many cases, the two features overlap and a model combining both service and community integration may offer the best result.

None of the sites visited had a particularly high proportion of Aboriginal and Torres Strait Islander students, although Yuille Park reported that six per cent of their students were Indigenous. There were no specific

examples of integration with Aboriginal organisations identified within the cases examined, and it was not possible to explore the implications of different approaches. However, there is a significant literature associated with best practice in delivery of services to Aboriginal and Torres Strait Islander communities (Bowes & Grace, 2014), which is supportive of integrative, community driven and holistic approaches.

A high proportion of refugees and asylum seekers are present in the community at Doveton College and at the Dandenong counterfactual cluster. In both locations efforts were in place to provide meaningful opportunities for engagement, social inclusion and learning, although these efforts were not specifically associated with integrative practices.

STAKEHOLDER ENGAGEMENT AND PARTNERSHIPS

A greater investment in understanding stakeholder context as well as in building a collective vision are features in more highly integrated cases, particularly at Doveton College and the Frankston North ESS pilot. Here the greatest number and diversity of services providers and agencies were actively involved in providing services. However, the value of investing time and effort to secure stakeholder buy-in is evident in all sites, and is a necessary pre-condition for any integrative practices.

The participation of stakeholders, from both community and from key services and organisations in decision-making and governance is also expected to be supportive of the longer-term sustainability of co-location and integration investments.

SUSTAINABILITY, SCALABILITY AND TRANSFERABILITY OF MODELS

The evidence reviewed consistently states that there is no single model of co-location and integration that would be successful in all locations, and this was affirmed by stakeholders in all cases examined. In all cases, the particular approaches adopted were specific to the local context and were designed to address localised problems.

However, there are a number of generalised factors which are likely to contribute to the sustainability and transferability of co-location and integration models:

- design and operation that respond to specific community needs

- strong leadership and effective governance

- capacity building within schools, partner organisations and communities

- strength-based approaches to designing solutions

- partnership development between organisations and with community

- security of funding resources for the longevity of the initiative

- conscious change processes designed to embed the initiative in the culture of the organisations involved.

WORKFORCE PRODUCTIVITY

Both the literature and professional stakeholder commentary in case study locations confirms that integration of services commonly requires significant change for all involved. The co-location and integration initiatives in the study sites were often seen as a "paradigm shift" for the workforce, described by Sanjeevan and colleagues as a process where, 'services and their staff are required to rethink existing practice to move to an inclusive practices framework at a professional and community level' (2012).

These changes require effort and impose direct and indirect costs on individual organisations and their workforces. Each 'actor' in a local system has a different perspective on costs and benefits, and this influences their participation in an integrative effort. Einbinder et al identified four key pre-requisites which need to be present for change in practice to occur in favour of integration:

1. **Incentives to collaborate:** successful collaborations require that the costs of collaboration, including time and reduced autonomy, be outweighed by the benefits, which include effectiveness and

efficiency. Analysis particularly showed that alignment of inter-agency and organisational goals is critical to the motivation of professionals to participate effectively in collaborative efforts.

2. **Willingness to collaborate:** willingness to collaborate is determined in large part by the extent to which professionals feel trust, respect, and have shared values with other collaborators and their organisations; and the degree to which they feel collaboration is the best way of addressing the needs of clients.

3. **Ability to collaborate:** ability to collaborate is determined by the extent to which professionals feel they have the knowledge, skills and authority to participate effectively in collaborative efforts.

4. **Capacity to collaborate:** capacity to collaborate is determined by the extent to which professionals feel they have received, or will receive, adequate training to support their involvement in the collaboration. This factor also contributed to their ratings of ability. The presence of an effective capacity building mechanism was also significant in predicting collaborative success (Einbinder, Robertson, Garcia, Vuckovic, & Patti, 2000).

On a more practical level, co-location of services creates opportunities for organisations to share physical infrastructure, but, as in several case study sites, it also provided the service scale necessary to share costs of engaging administrative support. The flow-on effect was a reduction in the administrative burden imposed on key professionals (particularly educators), enabling them to invest more time in program/service planning and direct delivery.

Potential productivity gains are also evident in sites which, through integration are effective at sharing relevant information, which enables professionals to make more effective workplace decisions and improve the quality, and productivity, of the services they offer.

3.2 SYNOPSIS OF FINDINGS IN RESPONSE TO TOP-LINE EVALUATION QUESTIONS

This section outlines the approach to assessment of evidence underpinning key findings of the evaluation, and sets out the findings themselves in respect of each of the top line evaluation questions.

3.2.1 ASSESSMENT OF EVIDENCE AND STRENGTH OF FINDINGS

This section provides a summary of the findings associated with the 'top-line' evaluation questions (those associated with the four key outcomes investigated), and provides an indication of the strength of evidence supporting the finding. The schema utilised to assess the evidentiary strength of case study observations and findings within the broader literature is shown at left in Figure 7, while the matrix at right shows how the evidentiary value of case study observations and the available literature are considered together to derive the strength of the finding they support.

FIGURE 7 – EVIDENTIARY VALUE ASSESSMENT: LITERATURE AND CASE STUDIES

SOURCE	UNCLEAR	SOME EVIDENCE	MODERATE EVIDENCE	STRONG EVIDENCE
Case studies	Inconsistent or contradictory observations exist	Supported by observations in at least one case study site	Supported by observations in at least two case study sites	Supported by observations in at least three case study sites
Literature	Not covered within the identified literature, or is limited to speculative/hypothetical commentary, or highly contested	Strong support by theorists and opinion leaders, but lacking empirical studies	Strong support from theorists and opinion leaders and through empirical studies	Supported by at least one high quality empirical study or consistency across a range of lesser quality empirical studies (ideally a review)

STRENGTH OF EVALUATION FINDINGS SCHEMA
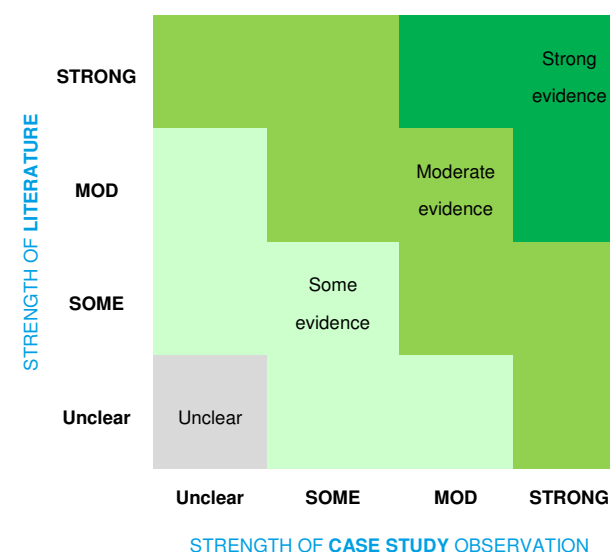
This approach provides a consistent and defensible way of assessing the strength of evaluation findings. However, it is appropriate to acknowledge that the literature review was a rapid assessment not a formal systematic review, and case studies are a small sample of a significant breadth of co-location and integration examples within Victoria.

3.2.2 FINDINGS AGAINST TOP LINE EVALUATION QUESTIONS

Table 16 summarises the key findings emerging from this strategic evaluation against each of the top line evaluation questions associated with the long term outcomes that are the focus of inquiry. In some cases, key observations about the absence of data or limitations on the available information are also documented and appear with an 'unclear' or grey strength of finding rating.

TABLE 16 – EVALUATION FINDINGS IN RESPONSE TO KEY EVALUATION QUESTIONS

OUTCOME	EVALUATION QUESTIONS	SUMMARY FINDINGS RELEVANT TO EVALUATION QUESTIONS	STRENGTH
L1. Minimise the financial burden of failing to, or delaying action to address developmental issues	To what extent has there been any change in the detection and response to developmental issues?	▪ Sites integrating early childhood services were not able to explicitly confirm any change in rates of detection of developmental issues. No increased rates of MCH attendance, or detection and response to development issues associated with co-location and integration was confirmed by quantifiable data. In general, this was attributed to the recency of integrative effort and the absence of a readily available indicator/data source.	
		▪ AEDC results for localities were mixed, with no clear association between co-located or integrated services and better outcomes evident. A possible exception was Frankston Extended School Services where large and statistically significant decrease in the number of children with multiple developmental vulnerabilities coincided with the implementation of the Early Childhood Network, and may suggest a contributory relationship.	
		▪ Sites where there was a strong relationship between kindergarten and primary schools reported that there had been improvements in the preparedness of the schools to support children arriving in prep with developmental issues.	
		▪ Similarly, co-location was reported to significantly reduce the costs associated with effective transition programs between kinder and primary school that were of particular benefit to children with developmental issues.	
		▪ At locations where MCH services were provided on-site with other high-frequency services (e.g. ECE services) this creates opportunities to engage parents and increase attendance at KAS visits through cross promotion/referral, scheduling consultations at drop-off time and other co-location enabled strategies.	
	To what extent does earlier intervention in families and students with developmental issues result in avoidance of future socio-economic costs?	▪ There is strong evidence in the literature that access to parenting support and quality early childhood services for families of children at risk of developmental issues is likely to result in improved medium and long term outcomes, including avoidance of future socio-economic costs. This was consistent with short term observations in several case studies.	
		▪ The specific contribution that co-location or integration makes to the earlier intervention (and so the total avoided cost) is not able to be quantified.	
		▪ Where primary school and kindergarten were co-located and working well together, there was a much greater likelihood that funding available under the Program for Students with Disabilities (PSD) would be in place at the start of the year for children with disabilities, compared to children from non-co-located kindergartens. The literature on intervention for developmental issues advocates early intervention; the corollary is that delayed or disrupted intervention and support is presumed to adversely impact on later outcomes.	

OUTCOME	EVALUATION QUESTIONS	SUMMARY FINDINGS RELEVANT TO EVALUATION QUESTIONS	STRENGTH
	What is the total monetised value of these benefits? How does this compare to input costs?	▪ No specific change in rates of detection or earlier response to developmental issues was identified in any of the cases; consequently the specific benefit is not able to be monetised. There is evidence in the broader literature of positive returns for interventions for at-risk children; there is less evidence about the separable effect of service integration.	
	What are the enabling/hindering variables for earlier detection and assessment of developmental issues?	▪ Co-located early childhood services reported that increased opportunities for early, positive contact with families of children at risk of developmental issues provided opportunities to identify issues and supports development of relationships of trust that enable further engagement with services to address vulnerabilities.	
		▪ Having a workforce with the knowledge and skills to detect developmental issues, and the capacity to act on those concerns (e.g. with own skills, formal or informal referral pathways and inter-professional connections) was important to the early detection of issues.	
		▪ At co-located sites with significant capital investment, a well-planned physical environment was enabling of client engagement, as well as fostering organisational and staff interactions and integrative activities by reducing the perceived cost/complexity of these activities. The influence of the built environment on integrative practices and client engagement is also supported in the literature.	
	To what extent can earlier intervention be attributed to the co-location/integration initiatives?	▪ When coupled with increased intra-service communication, co-location increased opportunities for 'touch points' with families (e.g. through MCH, playgroups, family services, early learning, kinder), which in turn increased the opportunities for developmental issues to be identified.	
		▪ Co-location also decreased barriers to service engagement by disadvantaged families through warm referral, familiarity with the service environment and reduced costs of access (time/travel/convenience).	
		▪ Co-location of kindergartens and primary schools lowered transportation and time costs and regulatory barriers (excursion permissions), enabling more frequent contact between kindergarten children and both the school environment and teaching staff. This in turn made for a more seamless transition process for children and a more settled start to schooling.	
		▪ Service integration provided significant opportunity for knowledge sharing between different professions and created opportunity for individual professionals to broaden consciousness of, and develop their skills in identifying developmental issues.	
		▪ Counterfactual sites where services were not co-located or proximate, relationships were described as more tenuous and dispersed, with integrative effort limited to specific program activities (for example, low intensity transition programs). The time and financial cost of developing and sustaining relationships are key barriers.	

OUTCOME	EVALUATION QUESTIONS	SUMMARY FINDINGS RELEVANT TO EVALUATION QUESTIONS	STRENGTH
L2. Children experience improved early cognitive and social development	To what extent has there been any change in levels of early cognitive and social development?	• Sites integrating early childhood services, and primary schools either co-located or integrated the early childhood services were not able to explicitly confirm a quantifiable improvement in early cognitive and social development outcomes.	
		• VELS and NAPLAN data explored for case study sites for which this data was available did not reveal statistically significant change when compared to counterfactual sites or to state-wide data that could be attributed to co-location or integration. This may be due to the recency of intervention rather than a lack of impact.	
		• The literature is clear that participation in early learning in the years before school has a positive effect on cognitive development and later academic achievement. This includes early learning in both the formal educational settings and the home environment: parent engagement influences cognitive development.	
		• Primary schools integrated with or co-located with kindergartens did report a qualitative improvement in prep students' levels of cognitive and social development where these children had come through the co-located kindergarten.	
		• Sites which actively engaged with parents, including through formal parenting skills programs or supported playgroups also hypothesised that this was having a positive impact on children's' cognitive development. This is consistent with the available literature on the impacts of parenting skills programs.	
	What are the enabling/hindering variables associated with changes in early cognitive and social development?	• Gains in terms of cognitive and social developmental outcomes are primarily driven by participation in, and quality of early education programs, as well as parent and family engagement and skills development. The economic evidence for the predictive value of earlier intervention (early in life and early in a problem) suggests that focused effort in the early years delivers significant economic returns later in life, particularly for at-risk groups. However, in general, the benefits for families and children are only realised to the extent that service integration improves either the quality of services or service's ability to engage and retain clients.	
		• Co-location of kindergarten with affordable before and after care (e.g. through integration with long day care) reduces barriers to economic participation for working families (AMP & NATSEM, 2014; PwC, 2011).	
		• Access to a broader and more diverse range of educational resources and facilities was thought by early years educational services to be enabling of improved quality of educational programming.	

OUTCOME	EVALUATION QUESTIONS	SUMMARY FINDINGS RELEVANT TO EVALUATION QUESTIONS	STRENGTH
		▪ In some counterfactual locations, having fewer and less diverse service offerings made it more difficult to create opportunities for parental engagement, particularly in the context of complex disadvantage. There is a strong and growing body of research that argues for an integrated service model that brings together health, education and welfare as the optimum early intervention service model for families who have been identified as vulnerable (Grace, Bowes, Tudgett, McFarlane, & Honig, 2010).	
		▪ In the two specific contexts where primary years are integrated with junior secondary school years – Doveton and Yuille Park – an unintended consequence was the reported tendency for better performing students to transfer to a mainstream secondary school at year 7, leaving a relatively more challenging cohort behind, which was then deprived of the benefits of exposure to and mixing with better performing peers.	
	To what extent can change be attributed to co-location and integration initiatives?	▪ Primary school sites which reported better cognitive developmental outcomes for children coming through the co-located kindergarten tended to attribute this to quality early years educational programming, improved parent engagement and effective transition programs.	
		▪ Co-location and integration of early education services with long day care, primary schools and with parent and family support programs provide opportunity to increase participation and lift programming quality. The main mechanisms for this appear to be access to before and after kinder care through day care integration, pedagogical exchange between kindergarten and primary teachers, access to program-enhancing resources (e.g. shared facilities), and increased range of opportunities to deepen engagement of parents (e.g. playgroups, parenting skills programs).	
	What impacts (if any) are evident from changes in early cognitive and social developmental outcomes?	▪ No statistically significant changes were observed at any of the cases; however primary schools reported that improvement in cognitive and social development impacted positively on prep students' school-readiness. This observation is consistent with the broader literature (Warren & Haisken-DeNew, 2013; Webster-Stratton & Reid, 2004).	
	To what extent can change in levels of early cognitive and social development be associated with longer term socio-economic benefits?	▪ A number of studies have explored the costs of improvement to early cognitive and social development and the benefits derived from better long term outcomes. Although these have limitations (see section 1.4.3), it appears that there is likely to be net benefits in the longer term. A key weakness in the current literature into the economic value of co-location and integration is in the lack of studies linking improved student performance in primary school to improved outcomes at high school and later in life.	
	What is the total monetised value of these benefits? How does this compare to input costs?	▪ No statistically significant changes in cognitive and social development outcomes were identified at any site other than Frankston Extended School Services pilot. At that site, results could not be confidently attributed to the Extended School Services activities.	

OUTCOME	EVALUATION QUESTIONS	SUMMARY FINDINGS RELEVANT TO EVALUATION QUESTIONS	STRENGTH
	To what extent have enrolments in preschool increased?	▪ Reliable data was not readily available for any of the sites which included kindergartens in the case. This was partly due to the difficulty isolating an real increase in enrolments where sites have undergone capital works and increased their total capacity, re-located, or experienced disruption during construction.	
		▪ There were qualitative reports at some integrated centres that families were enrolling who had not previously been engaged with early learning services, although this could not be quantified.	
		▪ There were qualitative reports from two primary schools at co-located sites that the proportion of prep children who had attended kindergarten the previous year had increased, but this was not able to be verified, nor attributed specifically to the co-located kindergarten (as most schools have multiple feeder kindergartens).	
	To what extent do pre-school programs improve educational outcomes in school years?	▪ No statistically significant change in academic performance on NAPLAN or VELS was identified at any of the study sites when compared to counterfactual sites and state wide data. However, there is recent literature to support the general finding that participation in quality early years education has positive effects on later NAPLAN performance (Brinkman et al., 2013; Warren & Haisken-DeNew, 2013).	
	To what extent is improved academic performance evident at primary school and high school?	▪ No statistically significant change in academic performance was identified in any of the case study sites. There was no correlation identified between primary and secondary integration and improvement in academic results. This may be due to the recency of intervention rather than a lack of impact.	
	In what ways does improved academic performance at primary school relate to high school performance?	▪ No specific relationship was identified in the case study sites between primary school and secondary school performance; and as noted earlier, there is a paucity of literature on this link. At the state level, Adams et al (2012) have found that 2008 NAPLAN performance across all domains accounted for 50-70 per cent of the variance in 2010 results.	
L3. Greater aspiration amongst young people, families and the community	To what extent has there been any change in the aspirations of young people, families and communities?	▪ At most sites, no suitable data was available that would act as a proxy for quantifying changes in aspiration; the exception was Hume Secondary College where there was an 11 per cent up-lift in the proportion of students leaving school and going to university (completion and destination data is considered a proxy for aspiration) between 2008-10 and 2011-13.	
		▪ There were consistent positive reports at site level about the impact of community integrative activities on those who participated. In particular, children who were exposed to a greater diversity of experiences within or beyond the school environment were reported to hold higher aspirations for what they might expect to achieve.	
		▪ At locations with significant community integrative activity occurring, this was thought to have created new opportunities for community members to participate, connect with services, and engage in their child's education.	

OUTCOME	EVALUATION QUESTIONS	SUMMARY FINDINGS RELEVANT TO EVALUATION QUESTIONS	STRENGTH
		▪ In some cases, there were reports of improvements in parents' ability to participate in the economy, where integrated services directly provide adult learning and volunteering opportunities or enabling of participation in external learning opportunities through provision of onsite and/or extend hours of childcare.	
		▪ In all sites where there had been significant capital investment, this was reported to have significant potential impact had on local communities' sense of pride in place, and signalled the importance of early development and education.	
	What are the variables which have influenced change in aspirations?	▪ There is significant variation between communities in which study sites were located, in the nature of 'baseline' aspirations held by families, and in the underlying causes of that variation.	
		▪ Prior negative experience of education/school was thought to be influential in terms of parents' willingness to engage with their children's education and their expectations for them (Grace et al., 2010). In cohorts with past experience of significant trauma and dislocation (including refugee populations), parents' aspiration for children may initially be focused on health, safety and security rather than specifically on educational attainment, although this may change over time with skilled engagement.	
	To what extent are changes in aspiration attributable to the integration/co-location initiative?	▪ Gains made at Hume Central Secondary College in university attendance post school were not readily attributable to co-location/integration investment; these were more likely to be associated with concerted efforts to improve teacher quality at that school.	
		▪ While the capital investment in 'flagship' facilities is not intrinsically a co-location or integrative effort, it would appear that the concentration of investment that often occurs where multiple services come together may increase the facility's visibility and impact on the community as a physical space generating pride.	
		▪ Where integration has extended the range of opportunities and experiences available to students (most evident in community integration), this was thought by stakeholders to directly influence their longer term aspirations in a positive way.	
	What impacts (if any) are evident from changes in aspiration?	▪ Generalisable observations about the impact of change in parents' aspiration for their children are not able to be made in relation to the case study locations, although the literature points to parental engagement in a child's education as important to their longer term achievement (Finn, 1998; Hattie, 2009; OECD, 2012b).	
		▪ Where parents have been afforded access to education and training through co-located or integrated services, this was qualitatively reported to have enabled some to pursue further education, employment or increase their social participation.	

OUTCOME	EVALUATION QUESTIONS	SUMMARY FINDINGS RELEVANT TO EVALUATION QUESTIONS	STRENGTH
	Is there evidence of improvement in non-academic outcomes after school?	▪ No specific data was available to the evaluation on post-school outcomes for students at colocation and integration sites other than exit destination data for cases involving a post-compulsory secondary school. No reliable data was available to provide a perspective on non-academic post-secondary outcomes.	
L4. More effective use of scarce community resources and infrastructure	To what extent are resources and infrastructure aligned to the uses to which they are put ('fit for purpose')?	▪ At all locations where there was a significant capital investment, the infrastructure was generally thought by services to be highly 'fit for purpose', and in most instances there were specific features that added value and which were enabled by either construction scale or design flexibility. These included shared administrative areas; multi-purpose spaces and resources; a design 'flow' that increased community engagement with the space; and design characteristics enabling workforce interactions.	
		▪ Counterfactual locations offered a greater diversity of perspectives but were generally significantly less positive about the infrastructure available to them, including significant underutilisation to an oversized school footprint (Whittington), lack of available or suitable spaces constraining capacity for enhanced or partnered services to operate (Dandenong), or security concerns limiting wider utilisation (Hoppers Crossing, Victoria University Secondary College).	
	To what extent do resources and infrastructure have a high rate of utilisation?	▪ Specific data on rates of utilisation for co-located or integrated facilities was not readily available at any case study location. However, most sites reported relatively high levels of utilisation of shared access infrastructure, including out of hours access. This was true of both purpose-built facilities and the schools involved in the Frankston Extended School services.	
		▪ Counterfactual locations without co-located services were less likely to report utilisation of services out of hours.	
	To what extent are any changes in patterns of use attributable to integration/co-location initiatives?	▪ Infrastructure purposefully designed to facilitate co-location and integration were directly enabling of higher rates of utilisation, including in hours and out of hours use. This appears particularly the case where services selected for co-location have similar functional requirements of key infrastructure, minimising duplication of effort and resources.	
		▪ There are potential operational cost-savings associated with co-location; however these benefits are only captured where there are arrangements in place to leverage scale and share costs.	
		▪ In the case of the Frankston Extended School Services pilot, the increase in utilisation was attributed to organisational commitment to 'opening up' the schools and providing community access to existing infrastructure.	
		▪ Counterfactual locations without purposefully designed infrastructure or specific community integrative initiatives in place were less open to broadening access to existing infrastructure.	
	How does use of the resources and infrastructure impact on the	▪ The increased availability of accessible community infrastructure was reported to result in a greater diversity of uses (and users) engaging with the learning environment, and in some cases was enabling of community activities or groups that would not otherwise have been able to occur.	

OUTCOME	EVALUATION QUESTIONS	SUMMARY FINDINGS RELEVANT TO EVALUATION QUESTIONS	STRENGTH
	community?	▪ Users who access more than one service at a co-located service are likely to benefit from lower time and travel costs associated with attending the site. The extent of the benefit depends on the frequency of service use.	
	To what extent is more higher/more efficient use of resources and infrastructure associated with longer term socio-economic benefits?	▪ The direct economic benefits of co-location include reduced capital expenditure, increased operational efficiencies and convenience benefits to service recipients. This findings is supported in the literature and was evident in the co-located study sites where facilities were used by a range of services where functional requirements were similar, that is, shared reception and waiting spaces, multi-purpose training rooms, gymnasiums and other assets including chairs, play equipment, buses. Sites commonly reported increased utilisation of resources or avoided costs where resources were shared. This was most evident within integrated children's centres, but also at Doveton College and Yuille Park.	
		▪ Co-located services that were able to leverage their increased overall 'buying power' were also able to negotiate better pricing on utilities and service contracts. Conversely, differences in operating standards can reduce efficient cost sharing: for example, variations in cleaning standards differ between early childhood services and schools meant that co-located services cannot always achieve such efficiencies.	
		▪ Direct financial savings associated with reduced operating cost could not be quantified; however they were qualitatively reported to create opportunities to redirect funding to value creating purposes.	
		▪ Specific productivity gains are not able to be quantified; however gains were qualitatively associated with better inter-professional collaboration, increased service/facility utilisation and program throughput, and in some cases increased client-facing time for professionals. These improvements to the quantum or quality of service transactions are likely to deliver benefits to clients over time.	
	What is the total monetised value of these benefits? How does this compare to input costs?	▪ In the absence of reliable usage data it is not possible to quantify the benefits associated with increased utilisation reported at case study sites.	

4 Vertical integration

This section discusses the range of strategies that fall within the concept of vertical integration, most usefully defined as the "education pipeline". Drawing on the literature and the study sites, the extent to which findings may be generalised is also considered. Key points are illustrated with excerpts from the case studies, which are provided in full in section 8.

4.1 WHAT IS VERTICAL INTEGRATION?

Vertical integration refers to the integration of sequential services generally accessed over the life course (Contandriopoulos et al., 2003). In the context of education, this includes early childhood education (ECE), kindergarten, primary, secondary and tertiary education.

Investment in vertical integration has been most evident in Victoria through:

- co-location of early childhood services and kindergartens with primary schools

- co-locating primary and secondary schools

- integration of post-secondary vocational training within secondary schools.

In particular, co-location of ICCs with schools has been a consistent theme within Victorian government policy commitments over the past decade (Department of Education and Early Childhood Development, 2009, 2012b), most recently affirmed by the decision to fund early years centres on ten Victorian school sites through the capital grants program (Lovell, 2014).

4.2 KEY OBSERVATIONS

There is some literature on the importance of primary to secondary school transitions (Blyth, Simmons, & Carlton-Ford, 1983; Hanewald, 2013; Orth, Trzesniewski, & Robins, 2010; Wigfield, Eccles, Mac Iver, Reuman, & Midgley, 1991). Consequently, it makes intuitive sense that co-location of primary and secondary schools makes the practical establishment of transitional programs more straightforward. However, the specific benefit to student outcomes was not calculable during this evaluation, but was observed by educators to have resulted in an improvement in transition for some children. The key observations related to vertical integration involving kindergartens and primary school include:

- transition programs were more intensive, were cheaper to operate and some sites reported observing direct benefits for children who entered prep from the co-located kinder

- the increased likelihood PSD funding would be in place at the start of the first year in school for children with disabilities

- lowered transportation and time costs, as well as reduced regulatory barriers such as excursion permissions, enabling more frequent contact between kindergarten children, the school environment and teaching staff

- better performing students tended to change schools at year 7 in an environment that offered integrated primary and junior secondary school with the result that the remaining students were not exposed to the benefits of mixing with better performing peers.

In contrast to these observations, the stand-alone kindergartens at counterfactual sites generally reported a lack of deep engagement with schools, less communication and more limited transitional programs.

4.2.1 CURRENT LEVELS OF CO-LOCATION AND PROXIMITY

There are a significant number of existing schools offering tuition outside the traditional primary and secondary years. In 2014 there are 77 government schools offering tuition that spans both primary and

secondary school years, e.g. P–10, P–12 schools).[4] About two-thirds of these schools have a SFOI greater than 0.5, signalling that they serve relatively disadvantaged populations[5], and the significant majority are located in communities outside of metropolitan Melbourne.

Exploratory analysis of geospatial (Melways) data indicates generally low levels of co-location, at least in metropolitan areas. Analysis included approximately 1800 metropolitan early childhood centres (childcare and/or kinder), which showed that 83 are located within 100 metres of a government primary school, while 556, or just under one-third of the sample were within walking distance (400 metres) — see Table 17. (The data does not differentiate community, Council or privately operated centres, nor childcare from formal kindergarten programs).

TABLE 17 – METROPOLITAN EARLY CHILDHOOD EDUCATION CENTRE DISTANCE TO NEAREST GOVT PRIMARY SCHOOL

ECE - PS DISTANCE	<100 METRES	<400 METRES	<800 METRES
Number	83	556	1237
Cumulative proportion	4%	29%	65%

A similar analysis of metropolitan government primary schools Euclidian distance to the nearest government secondary college confirms a relatively low proportion of co-location or proximity, at least in metropolitan areas, with only 12 per cent of primary schools within walking distance of a secondary college. This figure includes schools that offer both primary and secondary schooling.

TABLE 18 – METROPOLITAN GOVT PRIMARY SCHOOL DISTANCE TO NEAREST GOVT SECONDARY COLLEGE

PS - SC DISTANCE	<100 METRES	<400 METRES	<800 METRES
Number	34	82	156
Cumulative proportion	5%	12%	23%

Note: The information contained in Table 17 and Table 18 should be considered indicative only, as distances are generally based on the street address of the main campus.

Another factor that can influence decisions around co-location is the effect this may have on feeder school relationships. While local feeder networks are complex and are influenced by a variety of factors, one partial proxy for these relationships is the distance between an ECE facility and a primary school. Figure 8 draws on an analysis of which primary school is closest to each of 1800 ECE facilities in the metropolitan area.

It shows that about two-thirds of metropolitan primary schools are the nearest primary school for two or more ECE facilities, with whom it is reasonable to assume they have feeder relationships. Approximately one-third of schools in the metropolitan sample have one or no ECE facilities to which they are the closest government school.

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[4] http://www.education.vic.gov.au/about/department/Pages/factsandfigures.aspx

[5] Unpublished DEECD data.
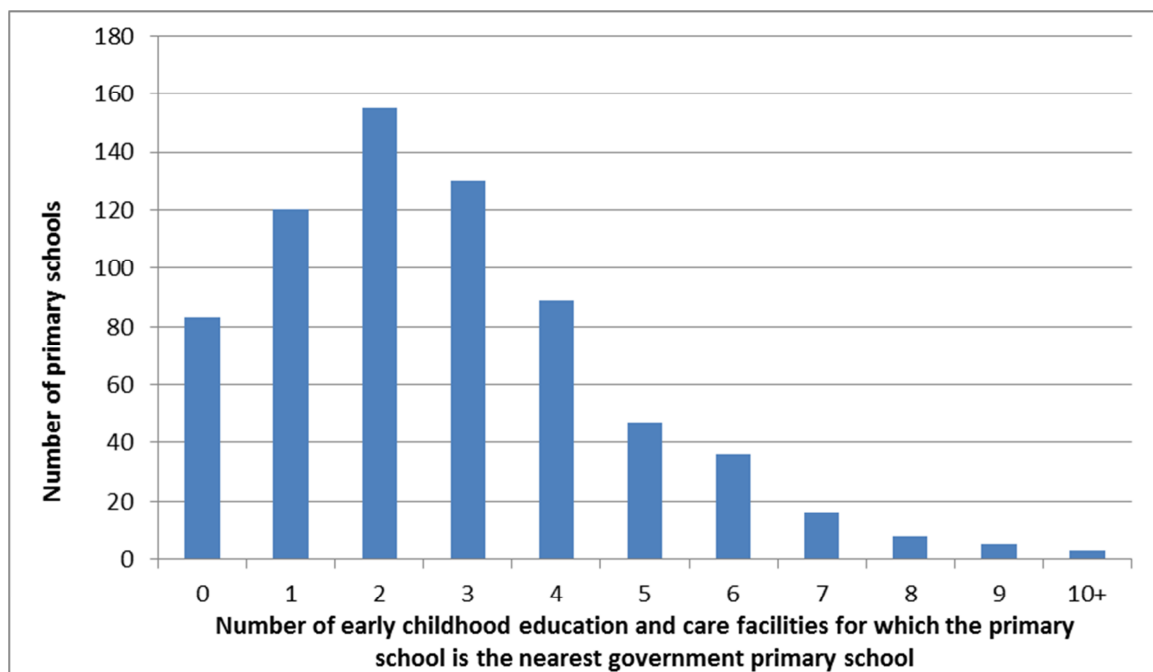
This approach is acknowledged to over-simplify the feeder relationships, but does provide some perspective on the degree of variation between primary schools, on the basis that destinations for kindergarten children are likely to be influenced by geography.

4.2.2   CASE STUDY SITES

To differing degrees, all of the case studies examined within this evaluation have explicitly incorporated vertical integration strategies. In particular, this has included:

- Doveton College, which aspires to deliver integrated services from birth through to year 9 at a single location

- Yuille Park Community College, which includes a kindergarten co-located with a prep to year 8 school

- the Broadmeadows School Regeneration Program (BSRP), which included co-location of early learning, primary school, junior and senior secondary schools and TAFE (along with a VCAL unit and a special development school).

- the Frankston North ESS pilot also features engagement across early childhood, two primary schools and a secondary college.

- to a lesser extent, ICCs — Sherbrooke Family and Children's Centre and Moe PLACE — also include elements of vertical integration where there is an explicit pathway from ECE provided in LDC settings through to four-year old kindergarten; both Sherbrooke and Moe sites were adjacent to a primary school.

Elements of vertical integration, or at least potential through proximity, were also present in some counterfactual sites, although generally to a lesser extent. Specifically:

- Whittington Primary School is on the same site as a LDC centre and a kindergarten is located a very short distance away across a pedestrian public square

- Hoppers Crossing Secondary College is very close to Mossfiel Primary School although not co-located.

4.3 OUTCOMES FROM VERTICAL INTEGRATION

This section provides an explanatory analysis of the outcomes associated with vertical integration, which includes a consideration of both qualitative and quantitative evidence, as well as consideration of the enabling and hindering contextual factors, or evaluation variables.

4.3.1 DEVELOPMENTAL ISSUES

This section focuses on outcomes associated with developmental issues, including exploration of the specific contribution that vertical integration has made. A consistently reported theme was the significant benefit that vertical integration offered at key transition points to ensuring continuity of support for children with developmental issues. This section gives separate consideration to the kindergarten to primary, and primary to secondary transitions.

4.3.1.1 KINDERGARTEN TO PRIMARY SCHOOL TRANSITIONS

A clear strength of sites with co-located or adjacent kindergartens and primary schools, particularly Doveton, Yuille Park, Moe and Whittington, was their transition programming. Early and frequent engagement with a child's destination primary school is seen to enable a sense of being part of that school, consistent with the literature on the critical importance of a sense of belonging to successful transition and adjustment to school (Fabian & Dunlop, 2007; Margetts, 2014). Transition as continuity framed in three ways: communication linkages, coherence of experience, and system coherence, with the value of each to children supported in literature (Petriwskyj, 2013; Petriwskyj, Thorpe, & Taylor, 2005). Significant discontinuity in pedagogical approaches adversely impacts a broad range of children (McTurk, Nutton, Lea, Robinson, & Carapetis, 2008; Rietveld, 2008).

While transition statements are required for all kindergarten students, there were varying perspectives on the extent to which they were being done and the extent to which they were being used. Primary schools often reported not receiving the statements, while stand-alone kindergartens reported low confidence about whether the statements they were preparing were being closely read and acted upon. A key concern for these kindergarten teachers was a lack of contact with primary school teachers that would enable discussion of issues flagged in the statements. These concerns were not evident in co-located or adjacent sites, which reported generally more effective information transfer overall, via transition statements as well as the more continuous and informal communication and transition processes that were directly enabled by co-location.

A specific benefit reported to follow from better communication across kindergarten and primary school was that there was a much greater likelihood that PSD funding would be applied for and in place at the start of the year for children with developmental issues. This was generally attributed to much improved — and earlier — communication between schools and kindergartens, in contrast to the reported experiences of kindergartens and stand-alone primary schools in Dandenong, Deer Park, and Hoppers Crossing, where PSD support was often reported to be delayed until a child's second year in school.

Key mechanisms for successful transitioning is the effect that co-location has on key relationships across the kindergarten to primary school boundaries. However, there are also examples of successful integrative efforts between settings which have improved transition processes without physical co-location. These include cross-sector networking and coordination activities, which bring early childhood and primary school leaders and staff together — evident in Frankston and to an extent in Deer Park. Networks such as these have shown to promote a collective responsibility and shared purpose; as well as facilitating the practical exchange of information (Ainscow, Muijs, & West, 2006; Harris & Chrispeels, 2008), and the cases reflect that. These approaches are likely to be more feasible in communities with complex feeder relationships and networks.

While this sub-section has focused on co-location as a positive enabler of integrated practices that help to forge successful transitions for children beginning

> 'We are having conversations with families around developmental concerns earlier with parents so that we are able to get in [PSD] funding applications where we need to…
>
> We do lots of transition and orientation programs when children are going to move rooms or into the school…When you move into the [four-year old kindergarten] rooms, the children can see the school which helps them to get used to it. Parents are also able to drop children off in the front of the building and the children walk through [to the primary school] because it's nice and safe for them to do that. Last year we had the kindergarten children watch a dress rehearsal of the primary school's play.'
>
> Moe PLACE

school — particularly those with developmental issues, the reality is that in most communities, early childhood services significantly outnumber primary schools, and are operated by a range of organisations. This can create barriers to integration between services: Whittington Primary School noted a reluctance to reach out to other kindergartens for fear that they would be perceived as poaching students. Competition has been noted as a barrier to collaboration (Ainscow et al., 2006). Nevertheless, there are likely to be benefits to selective co-location and integration, particularly in areas of disadvantage where children are at greater risk of developmental issues.

4.3.1.2 PRIMARY TO SECONDARY TRANSITION

The move from primary to secondary school is an important transition point for children, coinciding with adolescence and carrying risks of disengagement from the educational system (Ganeson, 2006; Hanewald, 2013). There is also some evidence that the stability afforded by integration of primary and junior high school may reduce the risk of decline in academic and social self-concept (Scott & Santos de Barona, 2011). The literature also highlights that greater communication between families, primary and secondary schools can influence children's academic outcomes across the primary to secondary transition (Crosnoe, 2010), and that perceptions of declining support from peers and teachers correlates with worse mental health in transitioning children (DeWit, Karioja, Rye, & Shain, 2011). The continuation of existing family relationships with the school, as well as those between a student and their peers and teachers, that have been built up through the traditional primary school years, may then be expected to positively influence outcomes for children transitioning to the secondary system.

Two case locations that included extended primary school, were Doveton, operating through to year 9 and Yuille Park through to year 8. Although there were no specific beneficial student outcomes that were quantifiable during this evaluation, there were some qualitatively reported improvements in progression past grade 6 for some children. Doveton and Yuille Park reflected that children who are at risk of disengagement through transition to secondary school, benefited from staying in a familiar environment with an existing network of peer and teacher supports around them. These observations are consistent with the limited literature available. Relationships between schools enabled additional transition activities at both Frankston and Hoppers Crossing. For example, Hoppers Crossing Secondary College runs orientation days for at-risk students in addition to the state-wide orientation day, targeted not just at students with developmental needs, but also for those with anxiety about the transition.

However, at both Doveton and Yuille Park, the 'residualisation' effect was evident, where better performing students tended to transfer to another school because their opportunities to pursue specialised streams was limited. The net effect was to leave a relatively more challenging cohort behind, which may result in diminishing positive peer supports and increased risks of adverse outcomes for developmentally vulnerable children.

Primary schools which were not co-located held mixed views about the transition processes to secondary school. In most cases it was thought to be generally effective, but there was some concern for children with developmental issues who were receiving support in primary school but then experienced significantly less support once they transitioned to secondary school. A particular issue flagged by one stakeholder was the completion of PSD reviews in year six, which sometimes resulted in the student having to deal with both a transition to secondary school and the simultaneous loss of their aide. Motivation among counterfactual sites for investing in transition programs included achieving enrolment targets, in a 'competitive school environment'.

4.3.2 EARLY COGNITIVE AND SOCIAL DEVELOPMENT

This section focuses on outcomes associated with cognitive and social development in children, including exploration of the specific contribution that co-location and/or integration has made to any reported change. The focus of enquiry into the early cognitive and social development of children is on the early childhood years (0–8); and the relevant co-location or integration point in

'…at this point, none of the students in prep that I am pursuing cognitive testing for are from PLACE. I think the centre has a broad range of families, so I think that the difference is from the centre. We are very, very happy with the cognitive skills of the children coming from PLACE.

Prior to this centre being built transition was traumatic for many children, they really struggled with the social component, and it's just a dream now. Because we both work at it all year to make it great. My library teacher is over the moon at the behaviour that is demonstrated by the new cohort of children and how they are learning to manage themselves, sharing, self-regulation, taking care of things, it's really excellent and they've only been at kinder for such a short time this year.'

MOE PLACE

the vertical integration context is that of early childhood learning, kindergarten and primary school services.

Recent Australian research suggests that kindergartens which employ teachers with specific qualifications in ECE are associated with better NAPLAN results (Warren & Haisken-DeNew, 2013). This finding may support observations from the field that some primary teachers and early childhood educators were benefiting from insights into the educative practices of kindergarten teachers.

Educators commented on the benefits associated with the exchange of pedagogical approaches to their professional practice at sites with co-located kindergarten and primary schools, as well as at a number of locations without co-located services. Research demonstrates the value of collaborative workforce development (Hattie, 2009; Moran, 2007). In particular, the introduction of primary school teachers to the play-based approaches commonly employed in early childhood and kindergarten settings was thought to be beneficial both in support of a graduated transition for children, and as an effective teaching approach allowing elements to be integrated into prep teaching (Fabian & Dunlop, 2007).

Similarly, where kindergartens were co-located with day care providers, in some cases the professional practices of early years educators were reported to be benefiting from professional engagement with kindergarten teachers. This appeared evident at both the ICCs visited, at Doveton College and Whittington. Educational leadership by kindergarten teachers was evident in each of these sites, with several teachers playing a mentor role to prep teachers and LDC staff.

This is a specific example of localised professional knowledge transfer that is occurring through a mix of formalised and informal practices. Co-location appears to be highly enabling of this kind of informal knowledge transfer. There are other approaches to transfer evident in other non-co-located settings, such as establishing a local professional early years' education network across sector boundaries, as was done through the Frankston North ESS pilot. At Yuille Park, the pedagogical crossover extended to children completing a second year of four-year old kinder, during which they are able to engage in some of the prep programming at the primary school. This was reported to result in children receiving a mix of educative experiences more appropriate to their developmental stage. The kindergarten reported that this approach had not been able to be implemented in other schools because of funding constraints, but was enabled by co-location and a flexible, child-centred approach that was shared by the leadership of the primary school and kindergarten.

At the other end of the spectrum, there did not appear to be a focus on professional knowledge exchange at case sites without specific integrative effort in place, other than transitional programming that focused on specific children rather than teaching practices. In most of these cases, the relationships between the ECE and primary schools were tenuous; it appeared that in some areas the inter-professional networking opportunities in place did not span the ECE–school divide, but effectively operated as two separate networks in the same geographical location. For example, Welwyn Kindergarten is cluster managed, and development activities occur within the cluster. This means that the kindergarten's development focus sits within a large outer and inner northern Melbourne geography, not necessarily with local services.

As has been noted in section 4.3.1.1, co-location of kindergarten and primary school has been shown to enable better transition programs and to facilitate communication between primary school and kindergarten teachers which increases the likelihood that continuity in support for developmental issues will be sustained.

4.3.3 ASPIRATION AMONGST YOUNG PEOPLE, FAMILIES AND THE COMMUNITY

This section focuses on outcomes associated with aspiration amongst young people, families and the community, including exploration of the specific contribution that co-location and/or integration has made to any reported change.

A preliminary observation by stakeholders is that in all sites where there had been significant capital investment there was an impact on the local community's sense of pride in place, which also signalled the importance of early development and education. While the capital investment in 'flagship' facilities is not intrinsically a co-location or integrative effort, it would appear that a concentration of investment where multiple services come together may increase the facility's visibility and generate community pride in the physical space.

At Doveton, Sherbrooke and Yuille Park, stakeholders also reported community pride and a sense of ownership over the facilities, which they attributed in part to a planning approach and establishment phase that had actively sought to bring local communities into the process. In Moe PLACE, the process of collective advocacy had engendered pride in the centre as a 'hard-won' community asset.

4.3.3.1 EARLY CHILDHOOD EDUCATION – KINDERGARTEN – PRIMARY INTEGRATION

The benefit to long-term aspirations associated with co-locating early childhood services and primary schools operates through opportunities for services to moderate negative community and family perceptions of education, which often stem from poor past experiences. In communities with high numbers of recently arrived refugees — Doveton and Dandenong — it was not so much a negative experience of education, but rather limited exposure to, and experience of, formal education. In all cases, sites affirmed that parents wanted the best for their children but did not always appreciate or value the role of the education system in supporting these aspirations.

Stakeholders at Doveton, Yuille Park and Moe — all of which have co-located early years and primary schools — thought that the opportunity to bring families into the school environment well before their child started school had two main benefits. That is, bringing families in created positive encounters with the school system, which in turn made a difference to some families' perceptions, not only of the 'system' but of the value and potential of education. This is particularly important in communities where a significant number of people have had a negative experience with education (Grace et al., 2010). It is believed that enhanced parental aspiration associated with the co-location of a kindergarten and primary school resulted from integrative efforts enabled by co-location, rather than co-location *per se*.

This is in contrast to stand-alone kindergartens visited in Deer Park and Dandenong. Here, early family encounters with primary schools were generally limited to a relatively small number of transition-related activities toward the end of the four-year old kindergarten year. It should be noted however, that Deer Park North Primary School was making considerable effort through their partnership with the Council to engage families with kindergarten through playgroups onsite. Low levels of parental engagement with these smaller facilities was also reflected in the facilities not being incorporated and lacking active parent committees. Stakeholders also perceived that there were significant barriers to parental participation associated with socioeconomic disadvantage. A low-level of parental involvement in the kindergarten was also reported at Yuille Park but staff there attributed this, in part, to the kindergarten's own assumptions about the capacity and interest in the local parent community, and were actively working to change this.

At some co-located study sites the increase in overall service scale created more opportunities for families and communities to engage with the formal learning environment. Locating early childhood services with primary schools may increase the extent that families and communities associated early childhood services with education and learning, rather than with child minding services. Co-location may also increase perceptions of the transition to primary school as a gradual progression along a continuum of learning environments rather than a 'step-change', with all of its associated anxieties and apprehension. Stakeholders in Broadmeadows noted the impact of having services from birth through to TAFE in the same precinct because it demonstrated the continuum of education to families in a non-confrontational way.

It is important to note that these types of benefits were generally described in the context of other activities taking place within the co-located setting, and were often partly attributed to other interventions that sought to engage disaffected families and parents. Consequently, the extent of attribution to early learning and primary co-location is not clear. However, the ease and frequency with which co-located services are able to create incidental or planned positive encounters before a child begins in prep, appears to be an element that is unique to co-located services.

> 'In Wendouree West, prior to the regeneration project and development of Yuille Park Community College, the value placed on education by the community was low. Many parents had a poor personal experience of education and perceived the journey through the education system as a process of survival.
>
> What has changed since, is that parents are coming into the learning spaces and are interacting in a positive way with the school and with early learning. What we've noticed is that they feel empowered to expect more from their children…'
>
> *Yuille Park*

4.3.3.2   PRIMARY – SECONDARY INTEGRATION

The co-location of primary schools with secondary schools may enable clearer pathways to educational attainment for children and their families because:

▪ the increased familiarity with the physical environment of the next stage destination may decrease barriers to aspirational thinking that are associated with anxieties around transition to an "unknown" destination. Examples include integrated campuses where students are exposed to the more senior campus on a regular basis.

▪ increased opportunities for incidental interactions with students who are at a later point in the pathway and who may function as positive role models for future attainment.

▪ the scale of integrated facilities in some cases increases access to specialised facilities, equipment or resources that would not otherwise be as readily accessible. These provide opportunities of a broader set of experiences for students.

While each of these mechanisms doesn't occur through co-location alone, benefits are likely to be increased where there is conscious effort to build on the co-location opportunity and pursue integrative activity. Some of these efforts are enabled by co-location but are also evident in other contexts and do not require co-location as a pre-condition for their implementation.

Integrative efforts may include facility design that de-segregates students and enables purposeful sharing of resources, e.g. sports facilities, specialised teaching environments such as workshops, kitchens and computer labs. This may increase younger students' familiarity with the wider campus and broaden their experiential engagement with the different learning environments available to them.

Creating access to resources was evident at a number of case study locations with co-located primary and secondary years, although the approaches were different. At some locations with a high-level of integration, such as Doveton and Yuille Park, the access to specific resources was not clearly differentiated between primary and secondary years and so was accessible across the year levels. Where schools were not co-located, there were still effective transitional efforts in place to enable primary school children to experience secondary school facilities, although this required specific programming and logistical coordination, at Hoppers Crossing, for example.

It is also clear that co-location of distinct school entities will not automatically ensure these opportunities are pursued and that this type of cooperation is dependent on effective working relationships being in place. In one instance, it was reported that a poor relationship between the primary school and secondary school meant that parent-teacher transition events coordinated by the primary school involved most secondary schools in the area, but *not* the co-located secondary school.

Conversely, similar benefits were being achieved through partnership approaches at other case study sites. These involved transition programs which provided primary school children with experiential opportunities at the secondary college, or which brought secondary students into the primary school through buddy programs, the latter of which occurs at Hoppers Crossing and the Victoria University Secondary College. Buddy or leadership programs are designed to encourage positive interactions and role modelling between younger and older students, as well as to build confidence, self-esteem, and support the development of greater life aspirations. The evidence for the effectiveness of these types of programs is limited however, with much of the research focusing on pairing adult mentors with children and young people (Nelson, 2003; Parsons et al., 2008; Roach, 2014).

Vertically integrating educational services across the primary–secondary and secondary–tertiary transitions offers some benefits to children and families that are likely to support enhanced aspiration, although the full extent and nature of these effects is not clear. The increased clarity of the attainment pathway within vertically integrated settings may enable children and families to more readily visualise continuation of their education.

4.3.3.3 INCLUSION INTEGRATION

In addition to the vertical transition through educational services, the Broadmeadows case study includes integration of the Broadmeadows Special Development School and Hume Valley School, which provides education for students with mild intellectual disabilities and includes a VCAL unit. The schools have worked with the primary and secondary schools to ensure integration across all services.

The Special Development School and Broadmeadows Valley Primary School run the same teaching model, which enables students to attend both schools. Some students attend each school for two or three days a week. This enables seamless transition between the two and has reduced the stigma and anxieties of students and parents.

Interactions between VCAL students and those at Hume Central Secondary College increase the sense of pride in their achievements and improve relationships between students across services. For example, students at VCAL wear the same school uniform as at that worn at the College, breaking down the visual barriers to integration. Stakeholders from the VCAL unit reported that access to the facilities at the precinct has enhanced students' experiences; and positive student experiences are reported back to parents, creating a feedback loop as parents then have more positive expectations of what their child can achieve.

4.3.4 EFFECTIVE USE RESOURCES AND INFRASTRUCTURE

This section focuses on outcomes associated with the effective use of resources and infrastructure, including exploration of the specific contribution that co-location and/or integration has made to any reported change.

In cases where services were vertically integrated, there were numerous examples of improved efficiency, generally achieved either through higher resource utilisation or through economies of scale that followed from integrating two or more smaller entities. Benefits described included:

- higher utilisation of multipurpose facilities, such as meeting rooms, libraries, gyms, staff amenities, which increases their notional cost effectiveness

- higher utilisation of special purpose facilities, including workshops, science labs, arts rooms, kitchens, which increased their notional cost effectiveness but also brought their availability within reach for smaller services

- cost-sharing that enabled economies of scale to be realised for some types of service contracts or operational costs.

The benefits that accrued from higher utilisation in vertically integrated services were generally in favour of the "user'" rather than the "owner" because in most cases, the marginal cost of additional use to the owner was very low, while the benefit to the user was high. Users commonly spoke about the significant costs that would otherwise be associated with providing access to similar facilities, which were avoided through co-location, such as the costs of transport hire and time costs associated with travel.

Users also saw considerable benefit to the opportunities they were able to offer through their programming. In some cases, for example, early years services co-located with primary schools were able to access indoor gymnasiums, primary school libraries, or sports facilities usually associated with primary schools. To a lesser extent, primary schools co-located with, or proximate to secondary schools also reported being able to occasionally access facilities generally associated with secondary colleges, including sports facilities, workshops, science labs and technology centres.

Benefits associated with being able to share access to non-fixed infrastructure are also consistently reported. In particular, the shared use of buses to enable services to increase their mobility and ability to provide experiences offsite was highlighted, although this was not necessarily associated with co-location, but rather the existence of a partnership or coordinated approaches among local services.

There was however, evidence at a number of sites that some types of equipment including play equipment, chairs, sports equipment and some consumables were able to be shared because of the co-location of services.

In some cases, arrangements were also in place to share the costs associated with maintenance, cleaning, telecommunications, utilities and other costs associated with infrastructure management and operation. The extent to which efficiencies were delivered depended on services having similar requirements, which were at times constrained by regulatory or funding barriers. As reported above, at two co-located sites involving early childhood and primary school services the differences in cleaning standards required was reported as a barrier to maximising the cost sharing requirements. Additionally, differences in the expenditure allowed under different funding streams for state schools and early childhood centres could also operate as a constraint.

Finally, co-location in some instances enables value-adding operational approaches to be adopted, particularly shared reception and administrative services. This approach was evident at mid-sized facilities such as Doveton, Sherbrooke and Yuille Park, where the front desk was able to support multiple services in the complex and reduced the administrative burden on specialised staff, particularly early years educators. This administrative set up enabled these staff to increase the proportion of time spent on educational practice. This was a practical benefit to co-location and integration that was clearly absent in stand-alone services, with educational staff at both independent kindergartens indicating that administration demands created a relatively higher level of diversion from their 'core business'.

5 Services integration

5.1 WHAT IS SERVICES INTEGRATION?

In the context of this evaluation, *services integration* refers to the integration of a number of different services that are generally provided to clients at the same life stage. In the context of this evaluation report, this is focused on the integration of services in the early years at ICCs and at Doveton College. The type of services involved included MCH, child health, child care, kindergartens, and family services.

The range of services engaged in integration models varied across locations, and the nature of involvement also generally varied depending on the extent of collaborative activity at the integration sites. Core services tended to be have a permanent physical presence, while other services used facilities on a sessional or in-reach basis. While the strength of the relationships between services varied, it was generally strengthened by co-location.

There is an existing and sound evidence base for the benefits of integrating services in the early years, particularly in relation to disadvantaged cohorts with complex needs. The economic evidence for the predictive value of earlier intervention suggests that focused effort in the early years delivers significant economic returns later in life, particularly for at-risk groups. However, in general, the benefits for families and children are only realised to the extent that service integration improves either the quality of services or a service's ability to engage and retain clients.

Within the study sites, specific service quality improvements were not able to be ascertained through this evaluation. However, there were a number of pre-cursors to quality improvement evident at the early childhood sites — where services reported working in a more collaborative way — including inter-professional knowledge transfer and some indications of more cohesive responses to individuals.

At the ICCs where good relationships existed between the co-located services, the ability to provide 'warm transfers', which involve taking clients to services and introducing them. Warm transfers were perceived to be highly beneficial to increase rapport and trust towards services, which were then more likely to successfully engage with the client.

Several of the sites examined within this evaluation have a key focus on services integration in the early years, including:

▪ the ICCs — Sherbrooke Family and Children's Centre and Moe PLACE — which bring together early learning, MCH and other local services

▪ Doveton College's early learning centre, which provides a range of education, health, MCH and parenting services

▪ Tarneit Community Learning Centre, which provides a three-year old and four-year old kindergarten and MCH services at the same site.

5.2 OUTCOMES REPORTED

5.2.1 DEVELOPMENTAL ISSUES

At locations that brought multiple services together, changes in the rate or timing of the identification of developmental issues were being observed by stakeholders, but were not able to be quantified. Nor were specific changes measurable in outcomes for developmentally vulnerable children and families. This was generally because services had not been operating long enough in an integrated way, nor collecting relevant data to gauge the extent and nature of impacts.

For example, at Doveton, the 2015 AEDC results are expected to show some reductions in the proportion of developmentally vulnerable children, given the wide range of wrap-around services available to parents and children prior to school entry, and the quality early learning program and staff within the ELC. This expectation was supported by reported improvements in children's developmental outcomes where they and their families were engaged with the early learning programs and services.

Similarly, at Moe PLACE the primary school confirmed that children coming through the integrated centre were displaying greater school readiness, and a lower proportion of children were exhibiting fewer developmental concerns. The early childhood services reported that Sherbrooke had not been operating for a sufficient length of time to confirm any change.

However, in each case, stakeholders were generally confident that bringing multiple professional perspectives to bear on families and children with potential issues increased the likelihood that improvement to the identification of, and response to, developmental issues was occurring. There are four main mechanisms through which this improvement is thought to operate:

1. **Cross-professional learning:** improved relationships and increased interactions with different professionals leads to informal — and in some cases formal — learning about developmental issues. This is thought to increase the likelihood that individual professionals would identify and act on warning signs or signals, particularly if these were outside their core service area.

2. **Increased opportunities for observation**: increased opportunity for informal interaction with children and families by different professionals in shared spaces, for example, MCH nurses observing behaviours in the ECE space; four-year old kindergarten teachers 'keeping an eye' on younger children in shared play spaces; or increased parent/family presence in the centre, which provides an opportunity to observe family interactions and behaviours.

3. **Better cross-professional communication and validation of observations:** improved relationships and increased interactions with different professionals leads to informal learning about developmental issues and provides opportunities to 'check in' with someone about possible concerns held about a particular family or child, for example, ECE staff discussing developmental issues with MCH services.

4. **More effective referral and engagement:** the ease with which 'warm transfers' to co-located services can be made when a possible issue is identified, and the consequent improvement in service uptake and engagement by service users. This has included, for example, MCH services introducing at-risk families to the ECE, or the ECE promoting the completion of key ages and stages checks or introducing parenting services.

Each of these mechanisms has been enabled by co-location, but only to the extent that co-location of services translated into improved communication and coordination between professionals and organisations. While at both ICCs and at Doveton, the relationships between different professionals — particularly MCH and early childhood educators — were reported to have been enhanced by physical proximity and a shared understanding of the integrative purpose of the facility, this was not the case in Tarneit. Key differences apparent between the locations was the presence or otherwise of an enabling leadership, a shared intent and commitment to working together, in a physical space that was conducive to integrative practice.

In the most highly integrated site, at Doveton, all services working in the early learning centre were coordinated through an early years' leadership position, and were asked to commit to a shared vision for an integrated way of working. The site itself has a single point of reception for all services — including school services — and there is considerable use of shared space. At Moe and Sherbrooke ICCs, the commitment to integrative practice was not explicitly articulated in the same way, but a high-level of inter-service communication and coordination was evident in the practices on site and supported by service leaders. At Tarneit there were few inter-service relationships evident in spite of co-location and no shared stated purpose, attributed in part to the absence of a key coordinating role.

> 'The impact is about everyone being on board and all pushing in the same direction. So we can get one person to take the lead in a more coherent way and we find it really helpful to know about what other programs can and can't do. Then if there are still things that we can't deal with — then we can all know that and continue to refer elsewhere to make sure that everything is covered.
>
> Families are not bounced around — we find out what we can do and what else needs to be added in. We get more right the first time.…'
>
> *Doveton College*

5.2.2 COGNITIVE AND SOCIAL DEVELOPMENT

Children's cognitive and social development in the early years is enhanced by exposure to higher quality early learning services. Engagement in quality early years education in the years before school is well established as a predictor of future development, internationally and in Australia (Heckman, 2008; Lally, Mangione, & Honig, 1987; Pungello, Campbell, & Barnett, 2006; Sylva, Melhuish, Sammons, Siraj-Blatchford, & Taggart, 2004; Warren & Haisken-DeNew, 2013). There is also good evidence to support the impact that interventions to enhance parenting behaviours and skills can have on a child's developmental trajectory (Besharov, Germanis, Higney, & Call, 2011; Sanders, Kirby, Tellegen, & Day, 2014). More generally the importance of the home environment on children's cognitive and social developmental outcomes is well documented (see for example, Sylva et al., 2004).

Much of the literature has focused on understanding the effects of particular interventions and there is less information available on the specific added effects of service integration on cognitive and social development. Integrated service systems may not directly deliver better outcomes for children and families, but improving intermediate processes can in turn enhance outcomes (Moore & Skinner, 2010). The extent to which integration of different intervention streams — MCH, ECE, parent/family development — adds value is likely to depend on the extent to which the integrative effort acts on access and engagement or service quality:

- **access and engagement:** increase in the likelihood that families that would benefit from particular programs or services are identified, participate and/or engage with those interventions

- **service quality:** improvement to the quality of the programs or services offered.

In terms of increasing access and engagement of families in services, integrated sites reported that the co-location of a number of services increased the total 'throughput' of families who attended the facility for one service or another. This provided an opportunity to introduce them to additional services or to familiarise them with a shared service environment, and was also thought to increase the likelihood of engagement with other services. While co-location alone brought parents into incidental contact with services and delivered some of the benefits of environmental familiarity, active linkage and referral processes in sites with an integrative focus were more likely to increase families' engagement across service types. This is because services were able to leverage existing relationships of trust, and decrease the barriers to their participation.

More integrated sites may also feature more conscious pathways between programs than do non-integrated sites, with some intended as an entry point or stepping stone to other services, or expected to raise overall engagement with the integrated services. This was most evident at Doveton, where there was a range of programs focused on families and parents, in addition to the provision of early learning and development services for young children. Participation in these programs leveraged the universal services — MCH and ECE — that were bringing families into contact with the centre, but were in turn also encouraging families to engage with those services. Evidence supports programs such as these that strengthen links between parents and educational services, and the broader community (Grace et al., 2010). This stands in contrast to the experience of Welwyn Kindergarten, where stakeholders noted the limitations to their service of being geographically isolated from MCH services and the library.

The opportunities afforded to parents to develop parenting and leadership skills, through supported playgroups and formal courses, and to socialise at the centre, have intrinsic benefit to the parents, but are also an investment in the relationships between Doveton College and families. This is likely to have contributed to the high-level of parental engagement evident at Doveton — 45 parents are engaged in a regular volunteering role, which also equips them with specific skills that are likely to contribute to better developmental outcomes for their children. Engagement of parents has been shown to have a positive impact on student outcomes (Finn, 1998; OECD, 2012b).

At ICCs there was less focus on parenting and family services, with MCH, ECE and kindergarten services being the dominant services in place. However, relationships between these services is enabled by co-location and increases the likelihood that MCH services could identify and refer families that would benefit from ECE engagement, and vice versa. These relationships also decrease any apprehension associated with engaging for the first time with a new site. Grace et al. (2010) note a growing body of evidence suggesting that integrated health, education and welfare services are the "optimum early intervention service model for families who have been identified as vulnerable".

Increased participation in services was difficult in most cases to quantify, in part because some core services —particularly ECE — had scaled up as part of the integrative effort in Sherbrooke and Moe and the proportion of families who were substituting for a different prior service was unknown. Stakeholders also speculated that where new, high quality infrastructure had been put in place, this created interest and influenced perceptions about the benefits of engaging with the services, which may translate into increase participation.

There was some evidence of enhancement to the quality of services on offer at integrated services, although attribution to co-location or integration was sometimes tenuous. The strongest contribution made to service quality appears to stem from three key sources:

- workforce efficiencies

- better access to program enhancing infrastructure and resources

- improved communication and coordination between services.

Increased workforce efficiency and productivity allowed professionals to invest more time working with children or on quality enhancing activities. This was most evident in locations where smaller services were able to benefit from shared administrative and reception services. In counterfactual locations without such arrangements, educators were often required to spend more of their time on administration.

Improvements in access to infrastructure and resources were thought to enhance programming quality and diversify the experiences able to be offered to children. Attribution to co-location/integration depended on the level of access that would have been possible otherwise. This is particularly relevant at integration sites with significant infrastructure builds, where services transitioned from smaller, less fit-for purpose environments. Most of the perceived benefit in these cases is attributable simply to the capital investment in better infrastructure and not co-location. However, co-location can in some cases deliver the scale necessary to enable program-enhancing resources to be built cost-effectively, or reduce the marginal cost of access.

Better knowledge transfer between professionals, both at the general and the child-specific level, was thought to lead to a broadening of professional perspectives, with consequent benefits to program design and delivery in professional practice; better tailoring of holistic program or service responses to individual children and families; and in some cases, a more timely service response.

In some cases, co-location was enabling different types of services to work together to critique their own practices and to develop new knowledge in support of longer-term service improvement. This was particularly evident at Doveton, where a commitment to ongoing evaluation was reflected in the development of an evaluation framework and data collection processes. At Sherbrooke, there was investment in action research driven by the early learning centre but for which integration had provided a critical catalyst.

> 'Integration and investment in development has spurred on our focus for always developing practice. Because it's new and people want to come it's clear we need to be on our game all the time.
>
> [The early childhood educators and childcare staff] are spending this year investing in a number of action research projects to do collaborative learning on different aspects of early learning. Part of the capacity to do that is having the space and the disposition of staff to be open to other professionals.'
>
> *Sherbrooke*

5.2.3 ASPIRATION AMONGST YOUNG PEOPLE, FAMILIES AND THE COMMUNITY

The impacts of co-location and integration of early childhood services on children, families and community aspirations is difficult to quantify. As noted in 4.3.3, at all sites where there was significant capital investment, the symbolism of that investment was reported to resonate with the community, signifying value being paced on their children's experience of early learning and care. This was also evident in each of the cases examined that had a focus on integration of early childhood services.

The integration of kindergarten and LDC and co-location of day care with MCH was thought to be enabling of workforce participation by parents, particularly those with children at kindergarten age. At Moe PLACE, MCH services had reconfigured their appointment books to enable parents to visit MCH prior to completing a child care, or school drop-off for the same child or siblings, and then proceed to work.

At counterfactual sites, sessional kindergartens without co-located LDC or equivalent before and after care arrangements, placed greater constraints on parents' working hours. However, proximity of kindergarten and child care services had facilitated arrangements being made at Whittington, where kindergarten children were walked over to the childcare service at the conclusion of their sessions. MCH services that were not co-located with specific centres were unlikely to have altered appointment timing to fit in with other services' operations.

> 'Being a working mum, I wish they had this when I was young, being able to offer before and after care it really makes it easier for parents to do that easily. So it makes it more attractive, and they can book an early MCH visit, then drop off at childcare then head off to work.'
>
> 'So it helps people to re-engage with the workforce and also to give the children socialisation with other children even for non-working families.'
>
> *Moe PLACE*

Although the benefits to working families were a common theme, data that might reflect change in parent engagement in the workforce was not captured by services at any of the sites. Consequently, the specific impact of co-location on the ability of parents to re-engage with work or education cannot be readily quantified.

5.2.4   EFFECTIVE USE OF RESOURCES AND INFRASTRUCTURE

Co-location of early years' services is expected to offer benefits to the efficient and effective use of infrastructure, although quantification of these benefits was not possible on the data available, particularly given the disparate sources of funding and places of operation for the mix of services generally brought together through early years services integration.

In particular, higher levels of multipurpose and specialised facility utilisation following engagement of multiple services at one location was reported in all co-located sites — although this could not be quantified; and supports the cost-effectiveness of facilities investment. The range of benefits identified by stakeholders engaged in services integration in the early years was ultimately very similar to those documented for vertical integration in section 4.3.4.

In addition to the operating efficiencies perceived by stakeholders, stakeholders at Doveton, Moe PLACE and Sherbrooke also valued the role of a knowledgeable receptionist who serviced all agencies. This allowed specialised staff to increase focus on their core roles, and was also thought to facilitate trust transfer, where service users met the same person in the first instance regardless of which specific service they were accessing. Evidence from other fields, such as justice and welfare, support the value of a 'one stop shop' reception (Buck, Smith, Sidaway, & Scanlan, 2010; Horn, 2010). This contrasts with the experience of single-service kindergartens in Deer Park and Whittington, where educators had to do much of the administrative work, frontline engagement with families and recruitment to programs.

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6   Community integration

6.1   WHAT IS COMMUNITY INTEGRATION?

In the context of this evaluation, *community integration* reflects the engagement and partnership of early childhood services or schools with a broader spectrum of community services, organisations and individuals. Partnerships also encompass the business, not-for-profit and government sectors. The intent of community integration is both to increase the extent to which services and facilities are integrated within their local community, and to deliver impacts well beyond the school or early childhood service boundary.

The key rationale for pursuing community integration lies in the recognition that disadvantaged communities face a complex set of interrelated problems that cannot be fully addressed by traditional, siloed forms of community service delivery (Black, 2008; Black et al., 2010; Department for Communities, 2011). A defining feature of community integration is its highly localised nature: the types of activities, services, projects and people involved emerge from, and are directly relevant to, the local area and may not exist outside that local area.

6.1.1   CASE STUDY SITES

Several of the case study sites have elements of community integration included in their operations, although it was most prominent within the ESH model, where it was a core change strategy. Some degree of community integration is visible at:

- Frankston North ESS, where a broad range of community agencies, programs and services are engaged with the three hub schools

- Yuille Park, which was part of a community regeneration project, and which has a student run cafe, a community gym, community house and a number of community programs co-located onsite, and reports high levels of after-hours use of the facility

- Doveton College incorporates a number of community services and also provides learning and social opportunities for adults from the local community.

- Both Sherbrooke and Moe PLACE provide facilities for community groups and agencies on site.

Some degree of community integration is also present in several counterfactual cases, including:

- The Deer Park cluster, where Deer Park North Primary School has established a community hub at the school, and Victoria University Secondary College has established links with the university

- The Dandenong cluster, where Dandenong North Primary School has a community play group on site, engaged in a number of partnerships with Council and community organisations

- Tarneit Community Learning Centre, which hosts a broad array of community-oriented activities and programs in addition to three-year old and four-year old kindergarten and MCH.

6.2   OUTCOMES REPORTED

A consistent theme within the case studies of this evaluation was a goal of raising academic outcomes and enhancing community aspirations. However, the precise intent of community engagement activities varied, and there was frequently a focus on strengthening families and parenting skills — *protective factors*, and addressing *risk factors* in potentially vulnerable children.

Many of the activities and programs that were a part of community integration models were relatively small in scale; however they were generally identified and pursued as a strategic response to specific local issues.

Doveton College employs an approach to community integration that is supported by co-location and significant capital investment. The engagement model under this approach is less dispersed, and more formal arrangements are in place between participating organisations. The greater diversity of services brought directly into the learning community improves connectedness to services and referral pathways. Additionally, under this model, the range of health, family and education services partnering with Doveton College allows the use of a single family file by all providers, which enables a 'wrap around' approach to at-risk families and children.

In contrast, Frankston North ESS, is an example of community integration without co-location or capital investment. The integration model that operates in this context is a supported network, with a wide variety of services and organisations engaged under the model, and with few formal arrangements in place. The approach supports strategically selected, mostly discrete activities within the network that focus on leveraging network partner relationships and resources to improve targeting of, and outcomes achieved by, specific initiatives. However, the dispersed nature of the network means that the collaborative planning around individual families was less evident than in Doveton.

Yuille Park bridges these two models of community integration. It has a smaller number of community-oriented services co-located with the school site, shares service planning in some cases, cooperates on particular activities, but otherwise operates relatively independently.

The effectiveness of community integration activities as a whole, hinges on three key enabling mechanisms:

- sharing a vision

- effective and strategic coordination

- access to resources.

These observations were consistent with the broader literature on the enablers of successful community integration, particularly in the extended school context (Black et al., 2010).

Stakeholders involved in community integration activities at several case study sites commented on the importance of organisational leaders — particularly school principals — buying-in to the notion of a collective endeavour. This idea was characterised by one key leader as 'an educational community'. The corollary of this was that leaders were able to see past short-term vested interests; were flexible and accommodating of resource-sharing practices; and championed a strategic approach to engagement within, and outside, their own organisations. Ultimately, leaders displaying these characteristics create an authorising environment in which collaboration and partnership is able to thrive (Ainscow et al., 2006).

In Frankston North, the funded Hub Coordinator role is considered by stakeholders to be essential to maintaining network momentum in the context of a large number of disparate, and often small, services and programs. The functions the coordinator played that enabled partnership cohesion included information collation, filtering and dissemination, follow-through and strategic coordination of selected integrative activities and programs, and 'bridge building' between organisations — particularly schools and external services. The existence of a role with dedicated responsibilities for supporting and coordinating effort at the organisational level also develops and sustains community partnerships at other locations where community integration activities are occurring — such as the Community Engagement Coordinator at Doveton College. This contrasts with the experience of Victoria University Secondary College, where the school funds up to 50 per cent of a teacher's salary as release time to coordinate the careers program with external providers.

The capacity of the Frankston North ESS pilot to provide small amounts of seed funding and to broker access to school infrastructure and resources was a key enabler for external services and programs to engage effectively with the school community. Resource availability 'greased the wheels' in many cases and enabled programs sufficient initial momentum to gain traction. This contrasts with counterfactual sites in Deer Park (VUSC) and Whittington. VUSC funds its array of programs from National Partnership funding and is concerned about the long-term financial viability of a number of the programs. Similarly, Whittington Primary School funds the early years room from its school budget, which is costly for a small school.

6.2.1 DEVELOPMENTAL ISSUES

At a general level, the community integration activities examined through this evaluation have focused on improving access to services, creating pathways to economic and social participation and strengthening social cohesion. The specific impacts of community integration on improving outcomes for children with developmental issues and their families are likely to rest on the extent to which integrative practices:

- **strengthen protective factors** within families and children with elevated risk of developmental issues, by increasing their social connectedness and parenting skills

- **reduce risk factors** associated with developmental issues, by providing early intervention or prevention initiatives that target specific risks, such as poor nutrition or low parental engagement in early learning

- **increase capacity to identify** developmental vulnerabilities where they arise, for example through improving information exchange between organisations within and across sectors

- **increase capacity to respond** with appropriate and effective supports, by leveraging school and community infrastructure, resources and linkages to provide more accessible programs and services.

In Frankston, the 2012 AEDC results indicated statistically significant gains in terms of a reduction in the proportion of children with developmental vulnerability from 70 per cent to 64 per cent. While stakeholders were cautious about attributing these outcomes to the Frankston North ESS pilot, there were a significant number of programs and activities identified that were thought to contribute to improvement.

The core focus for the pilot in its first few years of operation was to bolster engagement with early years services, and an early years network was established to support this purpose. The early years network subsequently identified that low rates of participation in playgroup and kindergarten were risk factors, particularly given high rates of developmental vulnerability. The activities of the network focused on the exchange of information, and joint training and coordinated service planning, with an explicit focus on addressing children's language, communication and cognitive skills. In terms of information exchange, steps were taken to improve the delivery of information about early years services to parents, after identifying that many parents did not know where playgroups operated. A brochure was produced for parents listing the playgroup dates and times and is now distributed to every parent attending a playgroup. The numbers of hard-to-reach families attending playgroups rose immediately (AEDC Community Story: Frankston North 2014).

Key benefits identified by stakeholders of early engagement included early linkages between schools and new parents, which has been reported, in turn, to have enabled a smoother transition into schools. This has allowed children with high needs to be identified earlier and for appropriate supports to be put in place before they enter mainstream schooling.

Low kindergarten participation was also identified as a risk in Deer Park and is the main motivation behind the location of the Beehive Community Hub at Deer Park North Primary School. However, it is not yet clear how successful that has been at engaging local parents.

In Frankston North the Council-funded Healthy Bites playgroup also brings families into a primary school environment, where parents and children prepare healthy snacks using food sourced through the Second Bite surplus food distribution program. The playgroup is a simple intervention that emerged from the early years network. It is intended to contribute to addressing physical health vulnerabilities identified in the Frankston North population by educating families about healthy eating; and also provides children and families with early exposure to the primary school environment in a relaxed context. Other programs enabled by the ESS include the delivery of Triple P, a holiday program and a storytime playgroup delivered as an outreach program in the secondary school by the local library and Ozchild. These programs use the schools' physical environment to deliver community programs, and engage participants in a positive parent-child activity.

6.2.2   COGNITIVE AND SOCIAL DEVELOPMENT

Addressing the complex service needs of disadvantaged families from birth to higher education/employment is an essential support for helping students to achieve academically (Black et al., 2010; Grace et al., 2010; Hanewald, 2013; OECD, 2012a; Quinn & Dryfoos, 2009). A key rationale for community integration in early childhood and school settings is that these efforts can:

▪ **reduce barriers to learning** and development for disadvantaged children

▪ **extend opportunities** for complementary learning outside the traditional education settings for both children and their families.

At Doveton and Yuille Park, the investment in new facilities and the integration of a range of community services and programs into the sites has a couple of intentions. The first is to provide touch points with families in order to increase parental engagement in their child's learning and positively impact their cognitive and social development. The second is to provide programs for community members, including those who do not have children engaged at the centre or school, to develop specific skills and to socialise. Engagement in these activities then provides a soft entry into the centre.

Doveton College provides community education, including a community leadership program; social opportunities, such as a sewing group and men's group; and playgroups, where parents can learn tools to support their child's literacy and numeracy development. These activities are also employed as strategies for engagement of families and community members.

> 'The [early years network] has improved its coordination and delivery of information about early years services to parents…many parents did not know when or where the playgroups operated.
>
> The network then published a brochure for parents listing the playgroup dates and time. The brochure is now handed out to every parent attending a playgroup. The numbers of hard-to-reach families attending playgroups rose immediately.'
>
> *Frankston North Extended School Services*

Similarly, Yuille Park has a community cafe staffed by students and has established a range of community partnerships including with Wendouree Wellbeing and Wendouree West Youth Centre. The cafe provides students with opportunities to develop a range of skills including literacy, numeracy, healthy food preparation customer service skills that build confidence social interactions, and early exposure to a working environment.

Community engagement within schools is also evident at a number of the counterfactual sites and is occurring independently of specific state investments, although not at the same scale as is evident in Doveton, Yuille Park and Frankston. At Deer Park North Primary School, for example, a local government and Smith Family funded community hub has recently been established with the aim of engaging families with pre-school aged children. The hub includes children's sports programs, a homework club, Kinda Kinder, parenting programs and drop-in social activities. It is also intended that community education — computer and English classes — will be established, as will community specific playgroups for the Islander and African communities. An on-school playgroup is also a feature at Dandenong North Primary School, as part of a range of school-community partnerships, and at Whittington Primary School. These playgroups are intended to introduce community members to the school environment and to provide opportunities to engage parents in activities which stimulate cognitive and social development.

6.2.3   ASPIRATION AMONGST YOUNG PEOPLE, FAMILIES AND THE COMMUNITY

The community integration approaches appear to positively influence aspiration within their localities through three key mechanisms. These include:

▪ **diversifying learning opportunities for children** that strengthen their self-esteem and broaden opportunities that are available to them in life

- **creating specific opportunities for parents and community members** to become more involved in learning and personal development through community activities, volunteering and formal adult learning opportunities

- **the symbolic value of visible investment** in a community and the explicit prioritisation of learning and education may influence the value placed on education.

Community integration is providing children with a broader range of experiential opportunities at a number of the case study sites. This includes, for example, the 'Try A Trade' program at Frankston North, which gives primary school students early exposure to vocational pathways, and the community cafe at Yuille Park, where children learn food service skills in a real cafe setting. Stakeholders considered that these types of opportunities were invaluable for the development of self-esteem and for strengthening their aspirations for the future.

Community education and volunteering opportunities were also a feature of the Frankston North and Doveton models. Doveton offers community leadership training, which saw the first cohort of parents finish and establish a 'Healthy Little Rainbows' program to encourage families to eat healthy foods. Other participants have transitioned to pre-vocational training courses, or are now looking for employment. Doveton has also seen significant growth in the number of parents regularly volunteering within the facility. At Frankston, parents are encouraged to participate in volunteering opportunities, including the school holiday program, while other community education programs including First Aid and food handling have also been run with some success. There are also examples at both Yuille Park and Frankston of community members who had not previously been in employment, being afforded the opportunity to develop their skills and ultimately secure employment with the schools.

> There are a large number of programs contributing to community aspiration run from schools involved in the Frankston North Extended School Services pilot, including Try a Trade, Bike Fix It, Beacon programs, Shine and a crowd-funded overseas trip. These were thought to contribute to students' self-esteem and understanding of what they can achieve:
>
> 'If you can give kids a peak experience at a young age, it changes their aspirations'.
>
> *Frankston North ESS*

Although community integration is certainly possible without large scale facilities regeneration, which is evident in the ESH approach, the positive impacts of new or refurbished facilities on community engagement is evident both within the literature and from stakeholder feedback at sites. At Doveton and Yuille Park, the visible investment in community and the openness of that investment to the whole community was thought to engender a greater sense of pride in place and potentially enhance community aspiration. Stakeholders spoke about an absence of graffiti as a concrete expression of the community value placed in the new infrastructure. In Yuille Park, these observations are consistent with broader gains reported for the Wendouree area between 2001 and 2009 across a number of dimensions, including employment, community participation, sense of belonging and perceived safety (McKinsey and Company, 2010).

Conversely, at some counterfactual locations such as at Dandenong North and Whittington Primary Schools, which had not benefited from facilities upgrades or refurbishments, the 'run down' state of some infrastructure was seen to be a specific barrier to engaging the wider community in activities.

6.2.4 EFFECTIVE USE OF RESOURCES AND INFRASTRUCTURE

The benefits associated with the more effective use of resources and infrastructure in community integration initiatives are similar to those in other models involving shared resource or facility use, and broadly reflect the discussion in section 4.3.4.

However, a feature of community integration is the engagement in many cases with a larger number of smaller community agencies and groups that may be relatively 'resource poor'. Access to school facilities for these groups was reported to represent a significant benefit, and while it did not generate significant revenues for schools — in most cases there was no fee or a nominal fee involved — it did contribute to an increase in the total utilisation of school facilities, particularly out of hours. In this way it added to the notional cost-effectiveness of school facilities.

7   Implications for future monitoring and evaluation

Given the retrospective nature of this evaluation, much data that had been anticipated prior to the project was not available to the evaluation. Evidence was not available for several reasons:

- no data collection exists

- data exists but is too difficult to collect, for example, data is difficult to access for privacy reasons or because it was collected some time ago and hard to locate

- data exists, but not in a comprehensive manner for all sites.

If an evaluation is to be run in the future, there are several data items that it would be useful for DEECD to collect to achieve maximum value from evaluation:

- comprehensive financial data from sites, e.g. data managed by other stakeholders, utilities costs since initial investment

- net investment, i.e. the amount of money invested in the site that *would not have been invested as part of business-as-usual capital expenditure investment*

- service utilisation data, e.g. cross-referrals, number of families engaged with multiple services onsite

- facility utilisation data, e.g. facility hire records, revenue raised, any costs incurred

- linked achievement data, e.g. of children who had attended onsite kindergarten compared with those who had not.

Collecting this data requires buy-in from several stakeholders, including DEECD front-line staff, early years services staff, as well as other services operating from co-located sites and operating under different governance arrangements. Procedures would need be put in place to ensure all organisations, and where necessary, clients, consent to their data being collected so that it is easily accessible for ongoing monitoring and evaluation.

7.1   REVISED EVALUATION FRAMEWORK

An evaluation framework was developed and used for this evaluation, and is outlined in Appendix A. As a result of the findings of the CIISE project, this evaluation framework has been refined and data collection needs for the outcomes are outlined in Table 19. Those indicators in red were not available to this evaluation but are likely to provide useful information about co-location and integration.

Every integration initiative is different and so the evaluation framework will be applied as appropriate to the services involved. It may also be helpful to collect additional data depending on the service being evaluated and the availability of useful, service-specific data.

The outcomes included in this evaluation framework represent a generalised conception of the high-level strategic logic that underpins co-location and integration initiatives, and which is set out in Figure 5 on page 12.

TABLE 19 – RECOMMENDED REVISIONS TO EVALUATION FRAMEWORK KEY MEASURES

OUTCOME	INDICATORS	MEASURES	POSSIBLE DATA SOURCES
Long-term outcomes			
L1. Minimise the financial burden of failing to, or delaying action to address developmental issues	• Long term improvements in achievement and wellbeing of students and families with developmental issues • Cost savings associated with identifying and addressing developmental issues • Key informants attribute change to co-location/integration • Counterfactual comparison shows net benefit from investment.	• Proportion of children at lower NAPLAN bands experiencing improvements in relative gain • Proportion of children who need support arrive at Prep with additional support in place (including PSD funding),	• NAPLAN • PSD program funding data
L2. Children experience improved early cognitive and social development	• Improvements in child social and cognitive development outcomes • Comparison with counterfactual sites • Key informants attribute change to co-location/integration • Counterfactual comparison shows net benefit from investment. • Increased number of children in pre-school • Improvement in cognitive ability at the end of pre-school compared to the state average • Improvements in staff, student and parent opinion survey data • Improvement in variation in standardised test results • Improvement in student retention	• Proportion of children in prep developmentally 'on track' in the five domains of the AEDC • Proportion of children meeting National Minimum Standard in literacy at Year 3 • Proportion of children meeting National Minimum Standard in numeracy at Year 3 • Mean growth in AusVELS level per year by domain • Mean student absence days per year • Real retention rates year on year • Proportion of infants enrolled at a Maternal and Child Health service • Proportion of children attending key ages and stages (KAS) visits by visit number • Proportion of students reporting a positive opinion of school morale • Proportion of students who feel connected with their school • Proportion of staff reporting a positive opinion of school morale • Mean staff absence days per year	• AEDC, SEHQ, Teacher judgements, participation rates, transition evidence, English and maths online scores • Site level data • Pre-school enrolment data • SFOI Data • AEDC results • NAPLAN • VELS • SFOI Density • Student Absence data • Attitudes to School Survey • Staff Opinion Survey • Staff leave data • Parent Opinion Survey • School surveys of graduate directions

OUTCOME	INDICATORS	MEASURES	POSSIBLE DATA SOURCES
L3. Greater aspiration amongst young people, families and the community	• Long term improvements in rates of transition to further study, VET or employment • Improvements in staff, student and parent opinion survey data • Key informant views on aspiration changes • Improvements in aspiration of school leavers • Improvement on indicators such as involvement in crime, health outcomes etc • Key informants attribute change to co-location/integration	• Proportion of students reporting a positive opinion of student motivation • Proportion of students completing Year 12 • Proportion of students leaving school in further education/training • Proportion of staff reporting a positive opinion of student expectations • Proportion of parents in employment, education or training	• Student opinion survey • Staff opinion survey • Parent opinion survey • Key informant interviews • Site level data • On-track data • VTAC application data (if possible)
L4. More effective use of scarce community resources and infrastructure	• Increases in utilisation rates • Improvements in life-cycle ROI for assets • Key informants attribute change to co-location/integration • Counterfactual comparison shows net benefit from investment	• Number of hours facilities are used by services • Number of hours facilities are rented/shared to community groups • Revenue raised from shared use • Utilities costs • Maintenance costs • Service costs • Improved perception of sharing facilities	• Utilisation data • Financial data for facilities • Counterfactual site data • Key informant interviews
Medium-term outcomes			
M1. The risk of adverse outcomes associated with developmental issues is reduced	• Key informants report decrease in risk • Improvements in relative gains for lower NAPLAN quartiles • Key informants attribute change to co-location/integration	• Proportion of children at lower NAPLAN bands experiencing improvements in relative gain	• Key informant interviews • Site level documents • NAPLAN datasets

M2. Children with developmental needs (and their families) receive timely and appropriate support	• Key informants report improvements in:
	  ◦ identification of client needs
	  ◦ referrals
	  ◦ transfer of information
	• Key informants attribute change to co-location/integration
		• Number of cross-referrals in service
		• Proportion of children/families accessing multiple services
		• Reported frequency of inter-service communication
			• Key informant interviews
			• Site level documents
			• Referral data
			• Client identification data
			• Information sharing protocols

OUTCOME	INDICATORS	MEASURES	POSSIBLE DATA SOURCES
M3. ECEC/ schools deliver effective and coordinated services and programs	- Key informants report improvements in: - identification of client needs - referrals - transfer of information - Key informants attribute change to co-location/integration	- Number of cross-referrals in service - Proportion of children/families accessing multiple services - Reported frequency of inter-service communication - Number of programs operating at service - Proportion of children accessing programs - Reported effectiveness of programs	- Key informant interviews - Site level documents - Referral data - Client identification data - Information sharing protocols
M4. Children and families experience smoother transitions between ECEC/school settings	- Key informants report better transition experiences. - AEDC results improve over time - Key informants attribute change to co-location/integration	- Proportion of children in prep developmentally 'on track' in the five domains of the AEDC - Proportion of children starting prep with a completed transition statement - Proportion of children who make a successful transition to prep - Proportion of children starting secondary school with a completed transition statement - Proportion of children who make a successful transition to secondary school	- Key informant interviews - Site level documents - AEDC
M5. Increased participation by children and families in ECEC programs and services	- Increase in participation rates (by service and key demographic indicators where possible) - Key informants report increased participation - Key informants attribute change to co-location/integration	- Number of families accessing services - Number of disadvantaged families accessing services - Proportion of eligible children enrolled in a funded four year old kindergarten program in the year before school - Proportion of parents who believe that early years education is very important	- Site level documents - Participation data - Key informant interviews
M6. Improved pathways to further education and/or employment for students	- Key informants report increased participation - Documented pathways - Increase in progression to university - Increase in enrolment in VET programs - Key informants attribute change to co-location/integration	- Proportion of students completing Year 12 - Proportion of students leaving school in further education/training	- Site level documents - Participation data - Key informant interviews
M7. Improved pathways into learning or employment for disengaged groups	- Key informants report increased participation - Documented pathways - Key informants attribute change to co-location/integration	- Proportion of students completing Year 12 - Proportion of students leaving school in further education/training - Proportion of parents in employment, education or training	- Site level documents - Participation data - Transition data - Key informant interviews

OUTCOME	INDICATORS	MEASURES	POSSIBLE DATA SOURCES
M8. Increase in the total community and individual benefit accruing from activities enabled by use of specialised and shared use facilities	▪ Increases in utilisation rates ▪ Improvements in life-cycle ROI for assets ▪ Key informants attribute change to co-location/integration ▪ Counterfactual comparison shows net benefit from investment.	▪ Number of hours facilities are used by services ▪ Number of hours facilities are rented/shared to community groups ▪ Revenue raised from shared use ▪ Utilities costs ▪ Maintenance costs ▪ Service costs	▪ Utilisation data ▪ Site level data ▪ Key informant interviews
Short-term outcomes			
S1. Children with developmental needs are identified earlier	▪ Screening, referral or assessment data shows an increase in earlier identification ▪ Key informants attribute change to co-location/integration ▪ Counterfactual comparison shows net benefit from investment.	▪ Number of cross-referrals in service ▪ Proportion of children/families accessing multiple services ▪ Reported frequency of inter-service communication	▪ Literature and policy review ▪ Key informant interviews ▪ Site level data
S2. Increased system capability to identify children with developmental needs	▪ Improvement in organisational capability/capacity is reported by key informants ▪ Documented policy/program evidence of enhanced capability/capacity ▪ Key informants attribute change to co-location/integration	▪ Proportion of children/families accessing multiple services ▪ Reported frequency of inter-service communication	▪ Literature and policy review ▪ Key informant interviews ▪ Site level data
S3. Service access barriers are reduced and families and children experience seamless service delivery	▪ Documented increases in service utilisation and/or access ▪ Increased service accessibility reported by key informants ▪ Key informants report improvement in community interaction with schools/early childhood settings ▪ Key informants attribute change to co-location/integration	▪ Proportion of children/families accessing multiple services ▪ Number of families accessing services ▪ Reported family relationships with services	▪ Previous evaluation documents and site level documents ▪ Key informant interviews ▪ Enrolment data ▪ Student attitudes to school survey

OUTCOME	INDICATORS	MEASURES	POSSIBLE DATA SOURCES
S4. Shared understandings of professional practice develop across ECEC/schools	▪ Improvement in shared understanding of practice reported by key informants ▪ Extent to which key informants attribute change to co-location/integration investment ▪ Key informants report downstream impacts of shared understanding of practice ▪ Documented evidence of change in shared understandings of practice at the local level ▪ Relative change in level of integration (site v counterfactual)	▪ Proportion of staff reporting a positive opinion of professional interaction ▪ Number of shared professional development sessions ▪ Reported quantity of inter-service communication ▪ Reported quality of inter-service communication ▪ Reported change in practice as a result of collaboration	▪ Previous evaluation documents and site level documents ▪ Key informant interviews ▪ Staff Opinion Survey
S5. High quality facilities support improved service and program delivery	▪ Extent of documented/reported change in service delivery model ▪ Extent to which key informants attribute of change to facility investments	▪ Level of investment in facilities ▪ Reported quality of facilities	▪ Key informant interviews ▪ Staff views on how facilities have supported change ▪ Previous evaluation documents ▪ Literature and policy review
S6. Increased pride in facilities and services available	▪ Evidence of community views before and after ▪ Key informant views on community perceptions	▪ Reported level of pride in community ▪ Proportion of students reporting positive opinion of school connectedness ▪ Proportion of parents reporting positive opinion of school connectedness	▪ Site level documents ▪ Key informant interviews ▪ Parent opinion survey ▪ Student opinion survey ▪ Staff opinion survey
S7. Increased engagement between communities and target cohorts, and the learning environment	▪ Site level evidence of engagement with clients ▪ Site level evidence of client feedback ▪ Key informants report increased levels of engagement	▪ Number of families accessing services ▪ Proportion of families accessing services ▪ Families' attendance at service events/information sessions ▪ Proportion of students reporting positive opinion of school connectedness ▪ Proportion of parents reporting positive opinion of school connectedness ▪ Number of cross-referrals in service ▪ Reported positive and negative feedback	▪ Site level documents ▪ Key informant interviews ▪ Enrolment data (breakdown by target population where possible) ▪ Service usage data/patterns ▪ Student opinion survey ▪ Referral data

OUTCOME	INDICATORS	MEASURES	POSSIBLE DATA SOURCES
S8. Overall utilisation of specialised and shared-use facilities increases (e.g. sports, arts, theatre, libraries)	• Extent of change in utilisation rates and patterns • Extent to which key informants attribute change to facility investments • Relative change in utilisation (site v counterfactual)	• Number of hours facilities are used by services • Number of hours facilities are rented/shared to community groups • Revenue raised from shared use	• Key informant interviews • Site level utilisation data (collected at site visits) • Counterfactual site utilisation data
S9. Reduced operating costs associated with facilities	• Reduction in per-student costs associated with cleaning, maintenance and management of specified facilities • Reduction in costs to DEECD funded services of cleaning, maintenance and management of specified facilities • Relative change in costs (site v counterfactual)	• Utilities costs • Maintenance costs • Service costs	• Site level financial data • Shared use agreements • Counterfactual sites/study financial data
Outputs and immediate outcomes			
O1. Spectrum of co-location and integration	• Identified stage on matrices of co-location and integration	• Governance integration • Workforce collaboration • Client pathways	• Document review • Key informant interviews

PART C: Case studies

8 Case study summary

This section provides a snapshot of the eleven case studies across a number of dimensions, including the extent of integration — against vertical, services, and community integration; the degree of physical co-location present; and the maturity of the integrative effort.

The concepts of integration, co-location and maturity of integrative effort refer to bilateral relationships between two specific services. All of the cases examined, however, involved multiple services and organisations — and the multilateral nature of integrative effort means that there will be different levels of integration, co-location and maturity evident within a single case. For the purpose of analysis, the ratings assigned to each case study site are derived from a qualitative assessment of the predominant model in action. Ratings were informed by the sites' own assessments of where they stood, but were ultimately an exercise of judgement by two independent evaluation team members. The use of two people who provided separate ratings, who also conferred on any discrepancies or inconsistencies between their ratings is intended to provide a degree of internal validation and consistency.

8.1 WHERE DO CASE STUDIES LIE ON THE INTEGRATIVE CONTINUA?

This section provides a summative assessment of the positioning of each case study on the integration and co-location continua.

8.1.1 THE INTEGRATION CONTINUUM

This report adopts Horwath's (2007) five stage continuum for integration of services as a frame for the analysis of the case studies examined. The five stages are communication, cooperation, coordination, coalition and integration (Figure 9). A sixth possibility — no interaction — essentially falls outside the integration continuum. Interactions between different services can occur at different points along the continuum, and the approached adopted for this report has been to rate cases according to the highest level of integration evident within each of the three integration models (vertical, services and community integration).

FIGURE 9 – INTEGRATION CONTINUUM

MINIMAL INTERACTION	COMMUNICATION	COOPERATION	COORDINATION	COALITION	INTEGRATION
Professionals and organisations have minimal interaction, with no information sharing	Individuals or groups of professionals across organisations are sharing information in informal, ad-hoc ways. No formal mandates or authority to share information or make joint decisions exist. Communication is usually through individual relationships and may cease if staff change.	Individuals or groups of professionals are sharing information and working together informally towards shared goals. No formal mandates or authority for shared decision-making exists. Relationships might be longer-term or more embedded in practice.	Joint working is more formalised, and there may be some authority for joint decision-making or planning. Formalised connections exist between agencies that are designed to outlast individual relationships. No sanctions are in place for failure to cooperate.	Formalised joint structures exist including a formal agreement to sacrifice some agency authority to the shared planning arrangement, such as MOU or Interagency Agreement. Strategic planning towards shared goals exists and is embedded throughout the organisation	Agencies join together to form a new entity, or have significant formal structures in place to ensure that agencies operate as one. Staff and leadership see themselves as part of one organisation and share resources.

Source: Adapted from Horwath 2007.

8.1.2 THE CO-LOCATION CONTINUUM

There is no equivalent continuum in the existing literature for the physical co-location of services, but as an aid to analysis, a four point continuum has been adopted, encompassing proximity, co-location, partial shared use, holistic shared use (Figure 10). For the purposes of distinguishing proximate services, a separation of 400 metres or less is considered to be a walkable distance.

FIGURE 10 – CO-LOCATION CONTINUUM

NO PROXIMITY	PROXIMITY	CO-LOCATION	PARTIAL SHARED USE	HOLISTIC SHARED USE
Services are located on separate sites and are not within easy walking distance (>400m).	Services are located within easy walking distance of each other (<400m), including within distinct areas within a campus or precinct. Minimal or no sharing of infrastructure or facilities occurs.	Services are physically housed in the same facility or on a distinct site, and some limited/incidental sharing of infrastructure or facilities (e.g. public spaces) may occur.	Services are physically housed in the same facility or on a distinct site, and regularly make use of a fixed range of shared resources, e.g. public spaces, amenities, training rooms.	Services are physically housed in the same facility or on a distinct site, and flexibly access most areas of the site, e.g. public spaces, amenities, administrative and, hot desks, interview or consulting rooms, meeting and training rooms. Some areas may be used simultaneously by multiple services.

8.1.3 THE MATURITY OF INTEGRATIVE EFFORT CONTINUUM

Figure 11 sets out the key stages in the integrative narrative. This depiction of the stages of maturity is a representational, linear model of a significantly more complex change process, but provides a useful point of reference and relevant context for considering the outcomes being achieved in different cases. The maturity of integrative effort also varies across the case studies.

FIGURE 11 – MATURITY OF INTEGRATIVE EFFORT CONTINUUM

PRE-PLANNING	PLANNING	ESTABLISHING	CONSOLIDATING	OPTIMISING
No concrete intentions to develop integrative ways of working.	No services being delivered in an integrated way, but conscious intent to move towards integration is evident.	Integration of some core services in place, and focus on service development and expansion of the scope of integrated services.	Most integrated services in place, and the focus is on refinement of integrative practices and systems.	The full suite of integrated services are well established and the collective focus is on performance and quality improvement.

8.1.4 SUMMARY ASSESSMENT OF CASES

Table 20 shows the distribution of cases across the continua, using the colours for defined in sections 8.1.1to 8.1.3. Ratings applied to each of the eleven cases are set out in Table 20, with the more integrated cases appearing at the top of the table. In general, higher levels of integration were found to be present in those cases that received specific funding to support integrative activity, although at all sites there were some activities that fell on the lower end of the integration spectrum.

It should be noted that services involved in particular case studies do not necessarily focus integrative effort on all forms of integration, and this is reflected in the variability across the vertical, services and community integration within individual cases.

Of the five counterfactual sites, three were not actively pursuing significant integrative activities ('pre-planning' on the integration maturity continuum), while both Whittington and Deer Park cases were engaged in specific efforts to improve service integration.

TABLE 20 – CASE STUDY SITES: POSITIONING ON THE INTEGRATION AND CO-LOCATION CONTINUA

CASE STUDY	VERTICAL INTEGRATION	SERVICES INTEGRATION	COMMUNITY INTEGRATION	CO-LOCATION	INTEGRATION MATURITY
Doveton	Integration	Coalition	Co-ordination	Partial shared use	Optimising
Yuille Park	PS>SC: Integration K>P: Coalition	Co-ordination	Co-ordination	Partial shared use	Optimising
Frankston North	Communication	Co-ordination	Coalition	No proximity	Optimising
Hume Central	K>PS; SC>HE: Co-ordination PS>SC: Communication	Communication	Co-ordination	Co-location	Establishing
Whittington	Cooperation	Co-ordination	Communication	Partial shared use	Consolidating
Moe PLACE	Co-ordination	Cooperation	Communication	Partial shared use	Optimising
Sherbrooke	Communication	Coalition	Communication	Partial shared use	Establishing
Deer Park	K>P>SC: Communication SC> HE: Coalition	Communication	Cooperation	No proximity	Establishing
Hoppers Crossing	Cooperation	Minimal interaction	Minimal interaction	Proximity	Pre-planning
Dandenong	Communication	Minimal interaction	Communication	No proximity	Pre-planning
Tarneit	Minimal interaction	Communication	Communication	Partial shared use	Pre-planning

8.2   PARTNERSHIPS, COLLABORATION AND PATHWAYS

Three key indicators of service integration at the organisational, operational and consumer levels include:

- partnerships between sectors or **organisations**

- collaborative ways of working that include different organisational **workforces**

- the presence of pathways between integrated services for **consumers**.

Interview transcripts and associated resources were qualitatively assessed for the presence of each of these indicators across each of vertical, service and community integration contexts. Figure 12 summarises the assessment coding used for each case.

FIGURE 12 – PRESENCE OF KEY INDICATORS FOR INTEGRATED SERVICES

NOT PRESENT	AD HOC	EMBEDDED
Partnerships / collaborative work practices / client pathways are generally not present, or unable to be assessed.	Informal partnerships / collaborative work practices / client pathways are present to some extent, but may be inconsistent, transient or highly relationship dependent.	Partnerships / collaborative work practices / client pathways are present and are embedded at the inter-organisational level - potentially, but not necessarily, through MOUs and other formal agreements.

Table 21 provides a snapshot of the qualitative assessment results for each case study, of the presence or otherwise of inter-organisational partnerships, workforce collaboration or client pathways for each type of integration, using the colours outlined above in Figure 12. Doveton, Yuille Park and Frankston reveal the highest levels of formalised or embedded practices across all three types of integration, which suggests that those sites are closer to a more sustainable level of integration. These locations were all assessed to be in the optimising stage of their "integration journey" (see Table 20).

TABLE 21 – PARTNERSHIPS, COLLABORATION AND CLIENT PATHWAYS IN CASE STUDIES

CASE STUDY	VERTICAL INTEGRATION			SERVICES INTEGRATION			COMMUNITY INTEGRATION		
	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways
Doveton	Embedded	Embedded	Embedded	Embedded	Embedded	Embedded	Embedded	Embedded	Embedded
Yuille Park	Embedded	Ad Hoc	Embedded	Embedded	Ad Hoc	Embedded	Embedded	Ad Hoc	Embedded
Frankston North	Embedded	Embedded	Embedded	Embedded	Embedded	Ad Hoc	Embedded	Embedded	Ad Hoc
Hume Central	Ad Hoc	Ad Hoc	Ad Hoc	Ad Hoc	Ad Hoc	Ad Hoc	Embedded	Embedded	Embedded
Whittington	Embedded	Ad Hoc	Embedded	Ad Hoc	Ad Hoc	Ad Hoc	Embedded	Ad Hoc	Ad Hoc
Moe PLACE	Ad Hoc	Embedded	Embedded	Embedded	Ad Hoc	Embedded	Ad Hoc	Not Present	Ad Hoc
Sherbrooke	Ad Hoc	Not Present	Not Present	Embedded	Ad Hoc	Embedded	Not Present	Not Present	Not Present
Deer Park	Ad Hoc	Ad Hoc	Ad Hoc	Not Present	Ad Hoc	Not Present	Embedded	Ad Hoc	Embedded
Hoppers Crossing	Ad Hoc	Ad Hoc	Embedded	Ad Hoc	Not Present	Ad Hoc	Not Present	Not Present	Not Present
Dandenong	Ad Hoc	Ad Hoc	Ad Hoc	Ad Hoc	Ad Hoc	Ad Hoc	Embedded	Ad Hoc	Embedded
Tarneit	Not Present	Not Present	Not Present	Not Present	Not Present	Not Present	Not Present	Not Present	Not Present

8.3   COMMUNITY CONTEXTS

Table 22 sets out key demographic statistics associated with each of the case study sites. In most cases the indicators show varying levels of disadvantage both in the local community and in the school population.

TABLE 22 – SUMMARY OF CASE STUDIES – INDICATORS OF DISADVANTAGE

CASE STUDY	SEIFA SCORE (LOCALITY)	RURALITY (LOCALITY)	% INDIG. (2011, LOCALITY)	% LBOTE (2011, LOCALITY)	MEAN SFOI (SCHOOLS IN CASE, 2014)
Doveton	842.7	Outer metro	1.7	53.2	0.83
Yuille Park	866.5	Inner regional	2.0	7.9	0.94
Sherbrooke	1064.2	Outer metro	0.3	7.9	N/A[6]
Moe	837.6	Regional	2.1	11.3	0.71
Frankston North	812.3	Outer metro	2.0	16.8	0.78
Hume Central	771.8	Outer metro	0.8	66.8	0.83
Tarneit	1030.4	Outer metro	0.5	43.8	N/A[6]
Deer Park	979.9	Outer metro	0.5	59.1	0.77
Whittington	824.6	Regional	1.8	14.7	0.86
Hoppers Crossing	995.5	Outer metro	0.6	32.9	0.70
Dandenong	848.3	Outer metro	0.4	72.8	0.84

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[6]   There was no school associated with the Tarneit or Sherbrooke cases.

8.4 KEY INDICATORS

This section summarises selected key results from each of the cases.

Urbis assessed indicators of cognitive ability across each level of schooling for the case study sites: AEDC, VELS and NAPLAN. Examples of the findings are shown in Table 20. There are numerous ways of interpreting these data, but in general there was no clear trend of improved performance outcome at any of the case study sites. This may be because it is too early to see results or, in the case of Hume Central for example, recent improvement has not yet offset decline experienced in the earliest years after colocation.

Aspiration is also an indicator of potential future performance. Once again, data were largely inconclusive, the exception to this being Monterey Secondary College, part of the Frankston ESH. This outcome has been included in the ROI analysis.

TABLE 23 – SUMMARY OF CASE STUDIES – CHANGE ON SELECTED MARKERS

CASE STUDY	AEDC – 2012 FOR CASE LOCALITY[7]		VELS – 2013 ENGLISH READING SCORE YR 6/10 (3 YEAR GAIN FROM YR 3/7)[8]		NAPLAN – 2013 NUMERACY SCORE YR 5/9 (2 YEAR GAIN FROM YR 3/7)[9]		ATOS – 2014 PERCENTAGE OF STUDENTS WITH POSITIVE MOTIVATION[10] (CHANGE) [11]
	% VULN. ON 1 DOMAINS (CHANGE)	% VULN. ON 2 DOMAINS Y (CHANGE)	PRI	SEC	PRI	SEC	
Doveton	46.7 (**+14.3***)	20 (-0.8)	5.39 (-)	-	-	-	56% (-)
Yuille Park	36.8 (+5.1)	24.3 (**+7.6***)	5.44 (+3.2)	-	433 (+84)	-	68% (+9.6%)
Sherbrooke	15.7 (-5.4)	4.4 (**-6.1***)	6.30[†] (+3.98)	-	469 (+49)[×]	-	-
Moe	27.8 (-6.0)	11.1 (-10.3)	-	-	-	-	-
Frankston North[12]	64.1 (-6.3)	34.9 (**-18.8***)	5.95 (+3.6)	9.23 (+5.2)	429 (+50)	533.0 (+14.0)	51% (-6.1%)
Hume Central[13]	46.6 (+1.9)	26.8 (+0.8)	-	9.63 (+5.6)	-	539.5 (+52.2)	42% (-2.4%)
Tarneit	24.5 (+0.1)	13.8 ((+1.7)	-	-	-	-	-
Deer Park	28.5 (**-8.9***)	15.0 (-4.0)	5.81 (+3.3)	9.65 (+5.29)	448 (+75)	510.8 (+29.6)	61% (+0.1%)
Whittington	49.0 (**+10.4***)	33.3 (**+8.3***)	5.50 (+3.2)	-	434 (+90)[×]	-	83% (+10.6%)

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[7] The 2012 state mean for AEDC was 9.5 per cent of children found vulnerable on two and 19.5 per cent vulnerable on one domain.

[8] Difference in VELS English Reading scores from 2010 to 2013. Year 3 to 6 for Primary and Year 7 to 10 for Secondary.

[9] Difference in NAPLAN Numeracy scores from 2011 to 2013. Year 3 to 5 for Primary and Year 7 to 9 for Secondary.

[10] Values are averaged where case study sites contain more than one school.

[11] Difference between the 2009-11 average and 2012-14 average of the proportion of students who responded "positive" on Student Motivation factor

[12] Frankston North primary calculations are averages of Aldercourt Primary School and Mahogany Rise Primary School. Secondary calculations are based on Monterey Secondary College.

[13] Hume Central Secondary College only.

CASE STUDY	AEDC – 2012 FOR CASE LOCALITY[7]		VELS – 2013 ENGLISH READING SCORE YR 6/10 (3 YEAR GAIN FROM YR 3/7)[8]		NAPLAN – 2013 NUMERACY SCORE YR 5/9 (2 YEAR GAIN FROM YR 3/7)[9]		ATOS – 2014 PERCENTAGE OF STUDENTS WITH POSITIVE MOTIVATION[10] (CHANGE)[11]
	% VULN. ON 1 DOMAINS (CHANGE)	% VULN. ON 2 DOMAINS Y (CHANGE)	PRI	SEC	PRI	SEC	
Hoppers Crossing	24.9 (1.3)	14.3 (1.1)	5.88 (+3.34)	9.73[†] (+5.4)	459 (+88)	542.4 (+27.3)	65% (+3.1%)
Dandenong	39.5 (**+19.2***)	22.8 (**+11.8***)	6.38[†] (+3.8)	-	579(+140)[×]	-	95% (+2.8%)

* Indicates statistically significant change in AEDC results.

× Indicates student cohort made larger 2 year gains than the average achievement of students with the same starting scores across the state.

† Indicates that Year 6, or Year 10 as appropriate, raw scores are above the state average (excluding study sites)

9   Case study: Doveton College

9.1   SYNOPSIS

This section summarises the findings of the Doveton College case study. The site has only been in operation for a short time (Figure 13), with a formal 'baseline year' in 2013 for the purposes of an internal evaluation underway.

FIGURE 13 – TIMELINE OF DOVETON COLLEGE PROJECT

Inception 2009	Funding 2009	Building 2011	Opening 2012

Table 24 illustrates the level of co-location and integration in this case study, based on a qualitative assessment undertaken by field researches attending the location.

TABLE 24 – INTEGRATION AND CO-LOCATION FINDINGS, DOVETON

VERTICAL INTEGRATION	SERVICES INTEGRATION	COMMUNITY INTEGRATION	CO-LOCATION	INTEGRATION MATURITY
Integration	Coalition	Co-ordination	Partial shared use	Optimising

VERTICAL INTEGRATION			SERVICES INTEGRATION			COMMUNITY INTEGRATION		
Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways

KEY:	NOT PRESENT	AD HOC	EMBEDDED

Although specific external data is not yet available, the key outcomes of co-location and integration at Doveton College are:

- improved ability to identify developmental issues early due to enhanced relationships between staff and services

- improved cognitive and social development due to improved professional practice and support for parents to help their children

- higher community aspirations, resulting from new facilities and efforts to include parents in their children's education, and adult learning

- high-utilisation of shared facilities.

The key enablers of these outcomes are:

- co-location, which enables formal and informal relationships to develop between staff and services in the College

- relationships between services, which enables smooth referrals and trust from families

- focus on the inclusion of families in the College's activities

- regeneration as an impetus for changing attitudes to education

- an ethos that is committed to integration.

The key barriers to these outcomes are:

- confusion around funding and/or regulatory arrangements.

9.2 DESCRIPTION

Doveton College is an integrated educational facility catering to children from birth to year 9 and their families. The college is located in Doveton, approximately 35 kilometres south-east of the Melbourne CBD. Doveton College is part of the Doveton Learning Centre (DLC), which provides education, health and community services for families from antenatal to Year 9. The DLC was developed from a decision made in 2009 by Doveton Heights Primary School, Doveton North Primary School, Eumemmerring Primary School and Endeavour Hills Secondary College. Doveton Heights and Doveton North amalgamated to become Doveton College and have established the DLC on the site of Doveton Heights Primary School.

The decision to merge schools and establish the DLC was made in the context of poor learning and developmental outcomes, as well as the significant social disadvantage of the area reflected in poor attendance and retention rates, poor health and wellbeing, child protection issues, drug, alcohol, family violence and mental issues, intergenerational poverty, a lack of stable housing and high-levels of unemployment (New & McLoughlin, 2011).

With funding of $28m from the Australian Government and the Victorian Government, and $5.8 million from the Colman Foundation[14], the focus of the DLC is on early intervention and integrated early years through the provision of school facilities and health and community services. The facility is designed to feel like one organisation and has a central entrance and reception area for all services. The College began planning in 2009, was built in 2011 and had its first cohort of students in 2012.

A wide range of services are offered to the Doveton community through Doveton College. Services are delivered in three ways:

- directly by the College (direct services)

- by partners operating from the College (reach-in services)

- by agencies that are partners, but which don't operate from the DLC (outreach services).

The facilities and services at DLC are outlined in Table 25. The College is also located next door to the City of Casey swimming complex, which the children at Doveton College access for swimming lessons.

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[14] The Colman Foundation is a philanthropic organisation that assists children with the purchase of books and other education-related needs [http://www.colmanfoundation.org.au]

TABLE 25 – SERVICES INVOLVED IN DOVETON

FACILITIES	DIRECT SERVICES	REACH-IN AND OUTREACH SERVICES (PROVIDER)
- multi-media studio for film making, animation and graphic design - fully equipped performing arts theatre - custom-built music studio - gymnasium and fitness centre - visual arts studio and design and technology studios - specialist science centre - specialist language centre - rooms for playgroups, MCH sessions, health clinics and adult education classes - internet cafe - community meeting spaces - early learning centre - classrooms for schooling	- childcare (birth to 5 years) - kindergarten (3 and 4 years) - schooling (prep to year 9) - library - reception and administrative support	- structured playgroups and parenting services (Good Beginnings Australia) - MCH service, immunisation programs (City of Casey) - visiting paediatrics (Monash Children's Hospital) - healthy eating, therapy, oral health, refugee health programs (Southern Health, Community Health) - Creating Capable Community Leaders program, community volunteer support, family mental health support (Family Life) - adult training programs, craft and sewing, conversational English classes, settlement workers (Southern Migrant Refugee Centre) - parenting programs (Parenting Research Centre) - Indigenous psychologist (Medicare Local) - Learning for Life, Each One Teach One programs (The Smith Family) - Boys on the Bounce, Girls on the Go program Victorian Aboriginal Child Care Agency) - coaching and sports clinics programs (Victorian Rugby Union & Doveton Cricket Club)

Figure 14 shows the location of Doveton College.

FIGURE 14 – LOCATION MAP: DOVETON COLLEGE
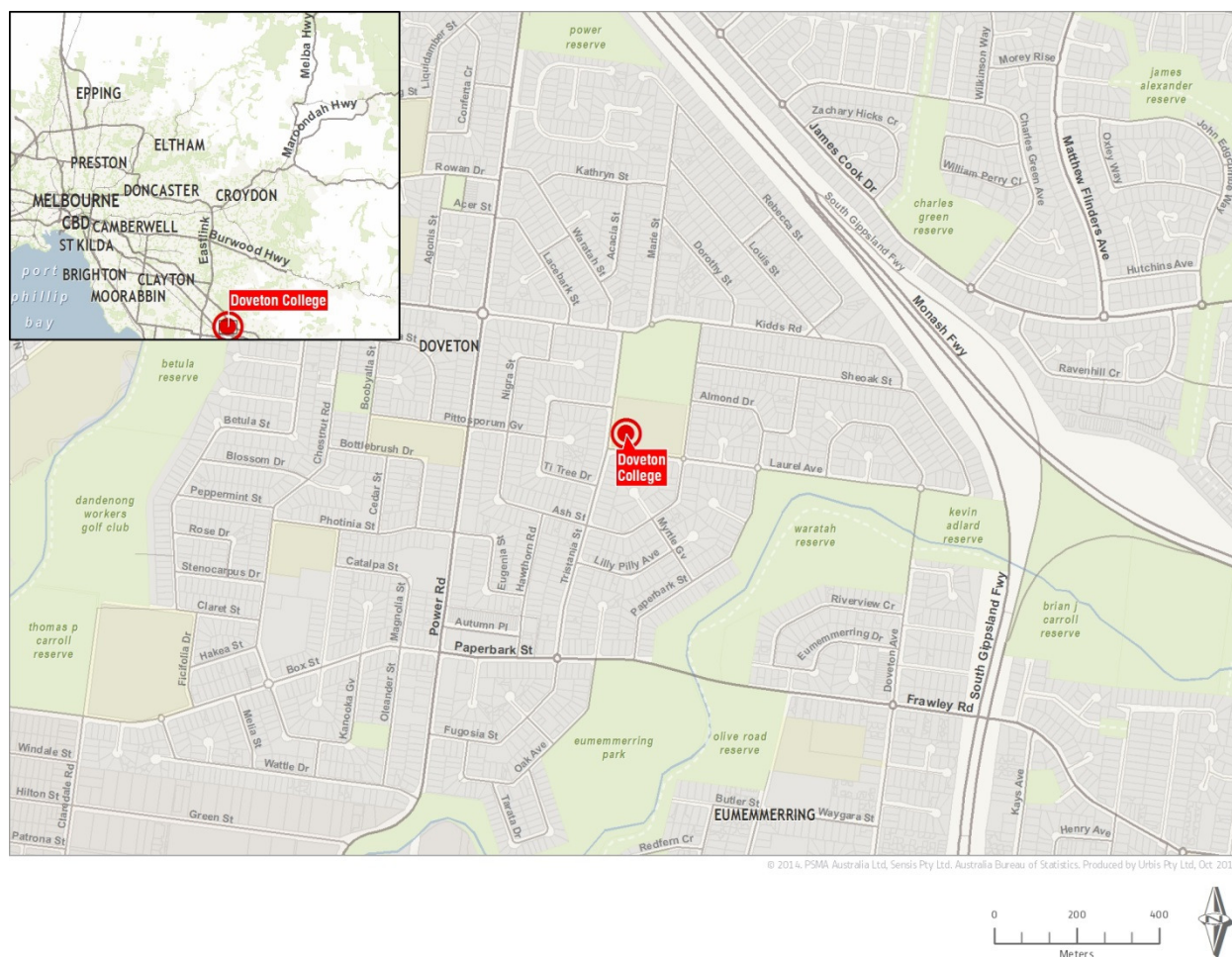
9.3 KEY INDICATORS

This section introduces key indicators associated with socio-demographic characteristics of the population within 3 km of the case study centre.

Figure 15 presents indicators for the local population in proximity to Doveton College, in comparison to the population of Greater Melbourne. Both the average per capita and household incomes in the area are well below the Melbourne average (30 and 25 per cent respectively). However, the level of disadvantage is greater within a 500m radius to the school, with an average per capita income 44 per cent lower than the Melbourne average. The proportion of single parents is above average, but household size is also seven per cent higher than the Melbourne average. The proportion of children in Doveton does not differ from the proportion across Greater Melbourne.

FIGURE 15 – INCOME, HOUSING, AGE AND FAMILY CHARACTERISTICS WITHIN 3KM OF DOVETON: VARIATION TO MEAN VALUES FOR GREATER MELBOURNE
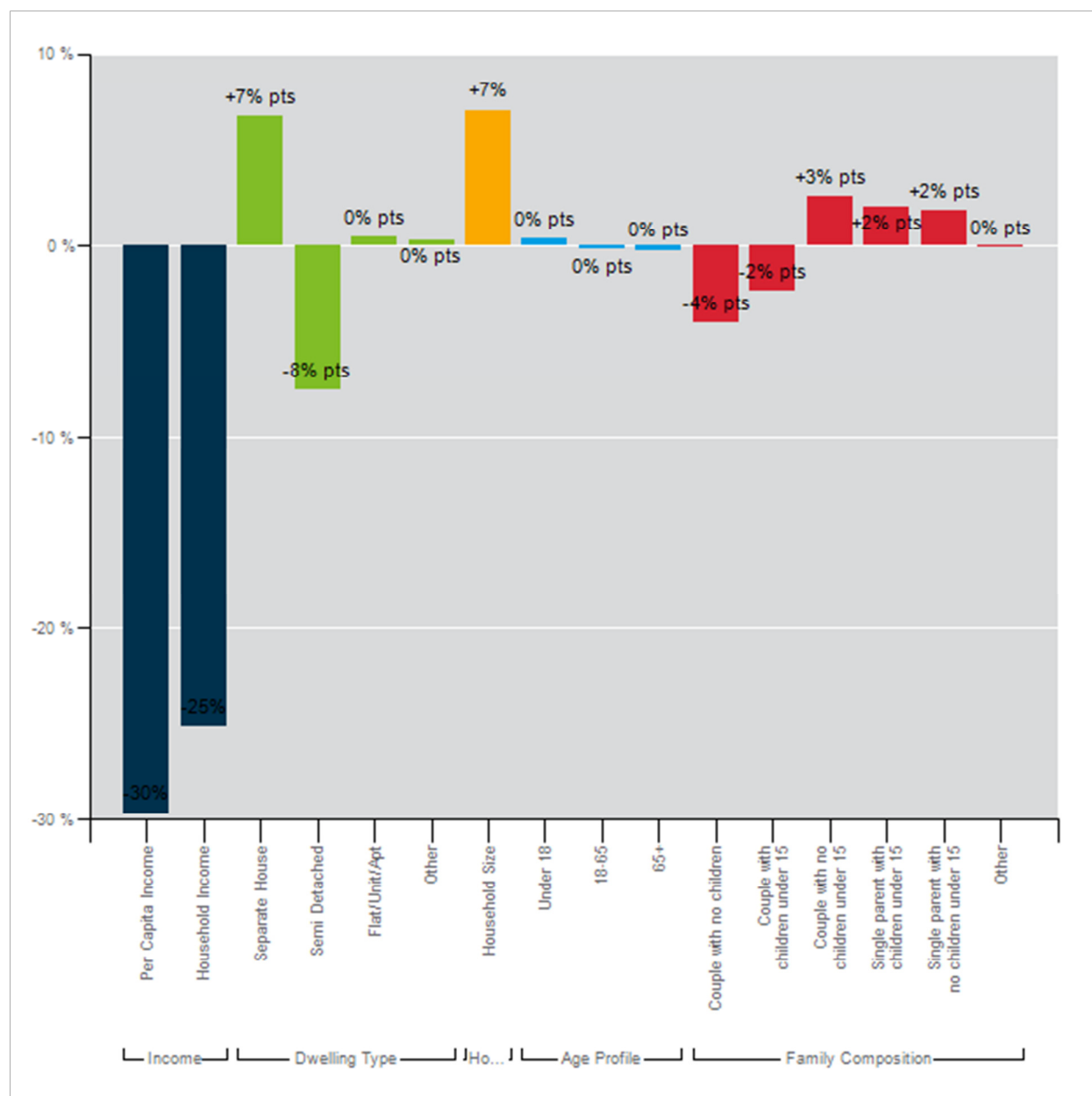
Source: ABS Census of Population and Housing 2011; Urbis

TABLE 26 – INDICATORS OF DISADVANTAGE, DOVETON

SEIFA SCORE (LOCALITY)	RURALITY (LOCALITY)	% INDIG. (2011, LOCALITY)	% LBOTE (2011, LOCALITY)	MEAN SFOI (SCHOOLS IN CASE, 2014)
842.7	Outer metro	1.7	53.2	0.83

9.4 OUTCOMES REPORTED

9.4.1 DEVELOPMENTAL ISSUES

The College is in its third year of operation and longitudinal data is not yet available. As a result stakeholders were unable to point to specific outcomes.

However, staff feel they are able to identify and address developmental delays much better as a result of the integrated, multidisciplinary approach. There are a variety of services onsite enabling staff to access specialist knowledge and support more easily. Co-location encourages staff to more readily make personal and professional relationships across professions so that they are more confident to approach services for advice.

Additionally, the attendance of children and families at more than one service enables issues to be detected earlier. There are 'many eyes on families'. All professionals were looking out for issues and opportunities, and families were much better supported as a result.

Stakeholders also spoke of the importance of building relationships with families across early years, schools and community services. Having several services in one location enabled staff with a relationship with the family to actively link them into other services, including personally introducing families to other staff to ensure they felt comfortable. Knowledge sharing across services is enabled by a single enrolment form across the College, which ensures that a family's information can be readily shared and families need only tell their story once. Anecdotal evidence suggests referral systems have improved.

9.4.2 COGNITIVE AND SOCIAL DEVELOPMENT

TABLE 27 – CHANGE ON SELECTED MARKERS, DOVETON

AEDC – 2012 FOR CASE LOCALITY[15]		VELS – 2013 ENGLISH READING SCORE YR 6/10 (3 YEAR GAIN FROM YR 3/7)[16]		NAPLAN – 2013 NUMERACY SCORE YR 5/9 (2 YEAR GAIN FROM YR 3/7)[17]		ATOS – 2014 PERCENTAGE OF STUDENTS WITH POSITIVE MOTIVATION[18] (CHANGE) [19]
% VULN. ON 1 DOMAINS (CHANGE)	% VULN. ON 2 DOMAINS Y (CHANGE)	PRI	SEC	PRI	SEC	
46.7 (**+14.3***)	20 (-0.8)	5.39 (-)	-	-	-	56% (-)

* Indicates statistically significant change in AEDC results.

Early cognitive and social development is a focus for the College. All services work hard to connect families with early learning with the aim that wherever possible children are able to attend three and four-year old kindergarten prior to starting school.

Although there is not yet any external data to determine how successful integration has been at improving cognitive and social development, since opening, the college has monitored the first cohort of 29 children that attended three and four-year old kindergarten at Doveton College, who are now in prep.

This internal data shows that compared with children who attended other (non-integrated) kindergartens, there is a noticeable improvement in social, emotional and cognitive development, especially oral language development.

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[15] The 2012 state mean for AEDC was 9.5 per cent of children found vulnerable on two and 19.5 per cent vulnerable on one domain.
[16] Difference in VELS English Reading scores from 2010 to 2013. Year 3 to 6 for Primary and Year 7 to 10 for Secondary.
[17] Difference in NAPLAN Numeracy scores from 2011 to 2013. Year 3 to 5 for Primary and Year 7 to 9 for Secondary.
[18] Values are averaged where case study sites contain more than one school.
[19] Difference between the 2009-11 average and 2012-14 average of the proportion of students who responded "positive" on Student Motivation factor

The College also supports families to access additional services to support their children's development. For example, families are connected with parenting programs that teach parents about creating a quality home learning environment, oral language development and the importance of reading to children. The College believes that some of the change in children's language development is attributable to this program as parents are now speaking to their children more, and exposing them to broader and richer language.

Stakeholders also discussed the improvements to professional practice following the creation of the College. Firstly, the Doveton is able to attract high-quality staff as a result of the public commitment to improving education in Doveton through the college project. Secondly, staff noted they were better able to learn from a range of backgrounds and discuss potential interventions. Sharing professional learning is a feature of improving service systems (Hattie, 2009).

Staff also noted the particular advantage of having an Access to Early Learning (AEL) program as part of the kindergarten and childcare centre, which enabled staff to provide additional support to families, and to also give children access to an additional year of kindergarten at no cost. Staff felt that in conjunction with the improved services and referral systems the AEL program was key to providing a great start for children.

9.4.3 ASPIRATION AMONGST YOUNG PEOPLE, FAMILIES AND THE COMMUNITY

Stakeholders at the college noted the impact on aspirations for the local community. The community has pride in the facility as a result of the concentrated investment in the heart of Doveton, an area many had felt was being abandoned by local services. It was suggested that this pride was having a powerful effect on how the community related to educational services.

Parents were actively involved in activities in the school. Data collected suggested that by Term 4 2013, 37 volunteers were supporting college operations. Around 15 of these were supporting in-classroom activities, with a larger number providing support beyond the classroom, in areas such as gardening, cooking, sewing club, breakfast club, playgroup support, the Healthy Little Rainbows Food-Cooperative, and lunchtime activity support. At least one parent had gained employment for the first time as a result of volunteering and adult education classes.

Community leadership and education programs have helped to make parents feel more comfortable in the school, which is illustrated by parents staying in the school to chat with one another rather than simply dropping-off and picking-up their children. Around 50 parents have enrolled in adult education and pre-vocational courses offered at the college, which now require a waiting list. Several of these parents are repeat participants, further demonstrating that adults feel comfortable at the school.

The senior leaders did note however, that one unintended consequence of the birth to year 9 model was that some students who were doing well and had high aspirations were leaving at year 7 to go to another local high school that has specialty programs such as sports or aeronautics. The leaders were concerned that this might cause a residual cohort of students in years 7 to 9 who might then not have the benefit of the more aspirational children in their classes. Leaders thought that a birth to year 12 model may assist with this problem.

9.4.4 EFFECTIVE USE RESOURCES AND INFRASTRUCTURE

Across the board staff reported extremely high usage of all the facilities at the college, although they noted that it was difficult to compare with prior usage or usage at other facilities. All staff felt that the high-utilisation rates of facilities was in large part due to the high-levels of engagement amongst families, and the comfort that families felt interacting with all the services involved in the college.

Leaders noted that there are still some challenges with managing an integrated facility, particularly noting that there were differences in the requirements for cleaning standards between the school and early learning centre. Additionally, they were unable to use the school-based funding to maintain or clean the early learning centre, which sometimes made it difficult for them to get the greatest value for money in cleaning and maintenance services.

9.5   RETURN ON INVESTMENT

Net cost of investment: $7.0 million[20]

Potential benefits: $10.4 million

Potential ROI: 49%

Doveton College opened the Early Childhood centre and P-6 classes in January 2012, and years 7-9 in January 2013. There is therefore limited experience with operation, outcomes and potential data.

The focus of the ROI analysis for Doveton was on outcomes from birth to year 9.

The counterfactuals for Doveton College are Whittington Primary school and Deer Park North Primary School.

9.5.1   INVESTMENT

The net investment in capital expenditure figure takes account of capital and maintenance expenditure which would have been required in the absence of the construction of new facilities. Additionally, the Coleman Foundation committed to provide $500,000 annually, for up to eight years from 2008-09 (that is, $3.5 million to date). Expenditure that would have been incurred by DEECD, regardless of co-location, has been estimated by DEECD to be $24.74 million. Net investment in the project as at 2014 is therefore calculated at $7.0 million.

Briefing papers provided to Urbis indicate that the sale of school sites no longer in use was expected to raise $13.5 million. This figure has not been confirmed as having yet occurred but, if realised, would imply the Victorian government had in fact saved money as a result of the Doveton regeneration program. Urbis understands that Eumemmerring PS was sold for $4.1 million. Incorporating this sale only, the net investment in Doveton falls to $2.9 million and the ROI increases to 260%.

9.5.2   BENEFITS

The evaluation framework identified a range of benefits that might occur at the Primary school level as a result of colocation and integrated services and that might also be quantified.

The potential benefits identified for inclusion in the ROI for Doveton, and the required data for quantification, are included in Table 28.

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[20]   Excludes sale of Eumemmerring PS

TABLE 28 – POTENTIAL ECONOMIC BENEFITS, DOVETON

BENEFIT	METHODOLOGY	DATA SOURCES
Increased enrolments at pre-school as a result of improved access	Average additional $52,800 in lifetime earnings generated per child enrolled Source: WSIPP study	Additional enrolments Parental survey to capture children enrolled as a result of collocated facilities.
Improved health and cognitive outcomes from onsite CHS and ECI providers as well as ability to make appointments with other health providers including mental health services.	Individuals experience a reduction in AEDC domains → leads to improved NAPLAN outcomes → which can then be translated to improved lifetime earnings. Source: Brinkman et al (2013), Hall and Farkas (2011) Reduced need for grade repetition and/or special education support Improved health outcomes lead to reduced cost of health services and increased lifetime productivity.	AEDC data change in number of vulnerable domains reported. AEDC data are collected every three years and therefore insufficient time has elapsed to demonstrate the degree to which improved outcomes that are reported anecdotally might be occurring. Data not collected Health-specific data would require a longitudinal study of individuals. However, comparative studies, such as the UK's Family Nurse Partnership programme, provide guidance on potential ROI of similar interventions.
Improved cognitive outcomes for primary and early secondary children	Improved test scores (NAPLAN, VELs) used to measure cognitive improvement. Increase in Z-score relative to counterfactual leads to improvement in potential lifetime earnings outcomes on average of $274,662 for each child in cohort, based on likely increase over average lifetime earnings. Source: Hall and Farkas (2011)	There are insufficient data periods to assess how the colocation might be affecting individual NAPLAN and VELs outcomes at this stage. Comparison with counterfactuals suggests positive impact is yet to occur.
Improved social outcomes through partnerships and community outreach.	Reduced crime and interactions with social justice system including incarceration that can be attributed to colocation and integration services. Costs calculated using, for example, total net operating expenditure and capital costs per prisoner per year: $122,140 plus costs of crimes committed Source: Productivity Commission (2014)	Criminal statistics reported across LGA, not at school level. School may have access to this data

BENEFIT	METHODOLOGY	DATA SOURCES
Increased aspiration of students	Using ATOSS scores on motivation questions to look for increased numbers with improved aspirations. Apply a proxy value of private school fees to measure aspiration using an SROI framework,	Period too short and no clear trend is yet showing.
Potential for increase in parent/carer workforce participation through provision of collocated childcare	Value increased work hours enabled through co-located child care	Parent employment (enabled by colocation) Data is not currently collected, but could be through regular parent surveying to ascertain days employed and wages earned.
Operational efficiencies and resource sharing Rental income from spaces/reduced costs from shared resources	Evidence of reduced costs, increased resource sharing	Data not reported transparently at present DEECD reports larger sites typically demonstrate economies of scale through shared facilities (e.g. gym and fitness centre, music centre)
Benefits from reduced travel resulting from collocated facilities	Consumer welfare due to time travel savings Improved safety, health and environmental benefits from reduced road traffic.	Data could be collected from parent/carer surveys. Benefits expected to have low $ value.

For each of the above categories, data has not been collected at a level sufficient to allow quantification of actual benefits. Urbis has, however, identified potential outcomes, supported by the qualitative evidence and literature reviews, and quantified these.

TABLE 29 – ECONOMIC BENEFITS, DOVETON

BENEFIT	METHODOLOGY AND ASSUMPTIONS	BENEFIT VALUE
Increase in number attending pre-school	Using WSIPP study, additional $52,800 in lifetime earnings generated per child enrolled Assume 5 additional enrolments over three years 100% drop off in effect after 3 years	$792,000
Increase in workforce participation (day care access)	Each additional day of work over a year in which a child is enrolled at Kindergarten and LDC is valued at $10,128, based on average daily wage for women aged 25 to 34. Assume 5 additional mothers are able to work two days per week as a result of collocated kindergarten and LDC, each year, over 20 years	$1.63 million
Improved lifetime earnings through increased primary/early secondary cognitive outcomes	Assume an improvement in Z-scores for NAPLAN or similar of 10% across the potential cohort over each of six years. 100% drop off occurs after six years Benefit per child is $274,662	$7.7 million

For the improved lifetime earnings row:

	2015	2016	2017	2018	2019	2020
% improved	10%	9%	8%	7%	6%	5%
Size of cohort	600	650	700	750	800	900

The most significant measurable benefit derived is likely the result of improved cognitive functioning for some of the cohort, which leads to improved average lifetime earnings. It should be noted that this benefit does not repeat through cohorts indefinitely, but only until the relative z-scores for tests level out. Urbis has conservatively estimated that this would occur within six years and reach a total; of 30% of the cohort

The estimates for parental/carer workforce participation exclude any benefit derived from reduced social welfare payments as a result of employment gains, as low income part-time workers with dependent children will most likely continue receiving some benefit..

10　Case study: Yuille Park Community College

10.1　SYNOPSIS

This section summarises the findings of the Yuille Park Community College case study. The College has been open since 2008 (Figure 16).

FIGURE 16 – TIMELINE OF YUILLE PARK PROJECT

Inception	Funding	Building	Opening
2001	-	-	2008

Table 30 illustrates the level of co-location and integration in this case study, based on a qualitative assessment undertaken by field researchers attending the location.

TABLE 30 – INTEGRATION AND CO-LOCATION FINDINGS, YUILLE PARK

VERTICAL INTEGRATION	SERVICES INTEGRATION	COMMUNITY INTEGRATION	CO-LOCATION	INTEGRATION MATURITY
PS>SC: Integration K>P: Coalition	Co-ordination	Co-ordination	Partial shared use	Optimising

VERTICAL INTEGRATION			SERVICES INTEGRATION			COMMUNITY INTEGRATION		
Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways

KEY:　NOT PRESENT　AD HOC　EMBEDDED

The key outcomes of co-location and integration at Yuille Park are:

- smoother transitions from early years to prep

- shared pedagogical approaches across early years and prep

- better engagement with parents and the community

- high-utilisation of shared facilities and contracts

- operation of a valuable, but loss-making service within a financially viable centre.

The key enablers of these outcomes are:

- co-location, which enables personal and professional relationships across services

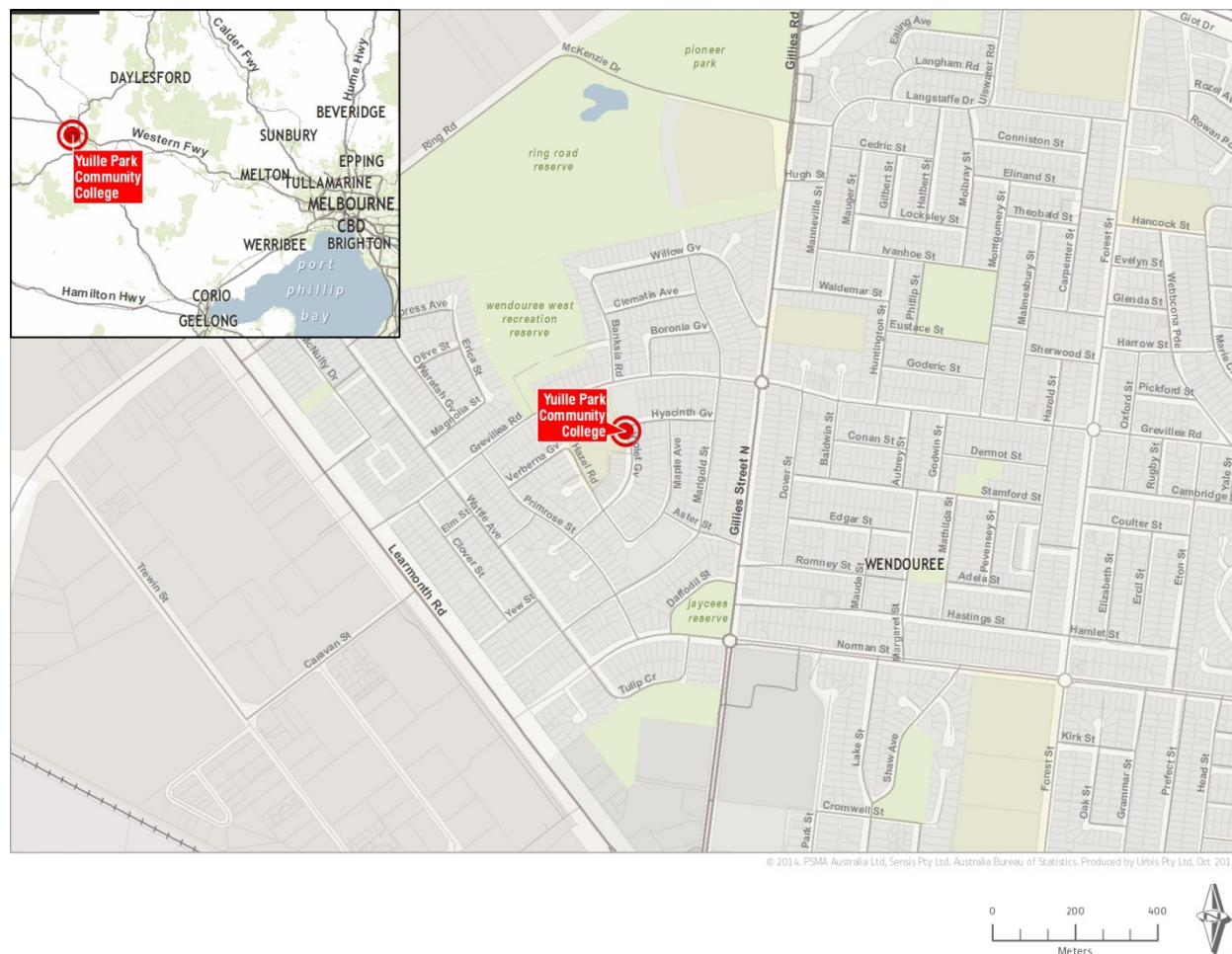- leadership that supports staff to do their best

- sharing a common goal

- regeneration as an impetus for changing attitudes to education.

The key barriers to these outcomes are:

- engagement with external stakeholders.

Figure 17 shows the location of Yuille Park Community College in West Wendouree.

FIGURE 17 – LOCATION MAP: YUILLE PARK COMMUNITY COLLEGE

10.2   DESCRIPTION

Yuille Park Community College (YPCC) is a P–8 school with co-located kindergarten and community facilities. The college is located in Wendouree, a regional suburb of Ballarat, approximately eight kilometres north-west of the city centre. Wendouree West was chosen as the site for the renewal project due to its high-levels of disadvantage, marked by intergenerational unemployment, child protection notifications, and poor levels of school retention beyond years 7 and 8.

YPCC serves a very disadvantaged community, with significant long-term and generational unemployment and low-levels of education. Almost half of the local population over the age of 15 are not in the labour force, with just 3.98 per cent of unemployed residents actively looking for work. Education levels are also low with only 30 per cent of residents over the age of 15 having a post-school qualification, and just under eight per cent holding a Bachelor's degree or higher. Over 60 per cent of people aged between 15 and 64 have not completed year 12 or equivalent schooling. Of students attending YPCC, six per cent of the students attending YPCC are Indigenous – a significantly higher population than that of the local area.

The YPCC, the Uniting Church Kindergarten and the Wendouree West Community House work in partnership as the Wendouree West Community Learning Hub (WWLH), to provide a 'whole-of-life learning and community centre' for children and the broader community (McKinsey and Company, 2010). The WWLH provides educational, health and community facilities, including occasional care for one to three year olds; three-year old kindergarten; four-year old kindergarten; MCH services; a youth centre; dental clinic; a wellbeing centre that promotes health and education; and the P–8 school (OECD, 2012a).

The WWLH is located on the redeveloped site of the Yuille Park Primary School, which merged with the Grevillia Park Primary School, as part of a community renewal and school regeneration project funded by both the DEECD and the Department of Human Services (DHS), which began with community and staffing consultations in 2001. The school and hub officially opened in 2008.

YPCC was built on the site of the Yuille Park Primary School and has been designed through extensive consultations with the community, teaching staff and associated service agencies. The school is designed around three open-plan pods that allow multi-age teaching: years P–2 in pod 1, with a focus on early years literacy and numeracy, oral language development and phonics, as well as developing appropriate social behaviours; 3–5 in pod 2, which focuses on teamwork skills; and years 6–8 in pod 3, with a focus on self-directed learning and transitioning students to secondary school. The YPCC also runs a Y2 program for students who are not yet ready for mainstream secondary schooling. The Y2 program aims to keep students within the education system and to assist them to move into the workforce or further training (OECD, 2012a).

A high proportion of children in the area are at risk of developmental delays, with 37 per cent of children in Wendouree being vulnerable on at least one domain of the AEDC. There is also a high proportion of children who are known to child protection or Child FIRST. The school has a strong relationship with both of these services. The school plays a strong linkage role for families who are known to child protection and has robust relationships with local child services and Koorie support, plus ancillary services such as psychology, counselling, occupational therapy, and speech pathology.

10.3   KEY INDICATORS

This section introduces key indicators associated with socio-demographic characteristics of the population within 3 km of the case study centre.

Figure 18 presents indicators for the local population in proximity to Yuille Park, in comparison to the population of Victoria. Both the average per capita and household incomes in the area are below the Victorian average (seven and eight per cent respectively). However, this masks a pocket of deep disadvantage in Wendouree West. Within a 500m radius of the school, per capita incomes are 38 per cent lower than average. The proportion of single parents is also above average (again higher within a smaller radius – 20 per cent more households than average are single parents with children under 15). Household size is smaller than the Victorian average. The proportion of children in Yuille Park does not differ from the proportion across Victoria.

FIGURE 18 – INCOME, HOUSING, AGE AND FAMILY CHARACTERISTICS WITHIN 3KM OF YUILLE PARK: VARIATION FROM REST OF VICTORIA
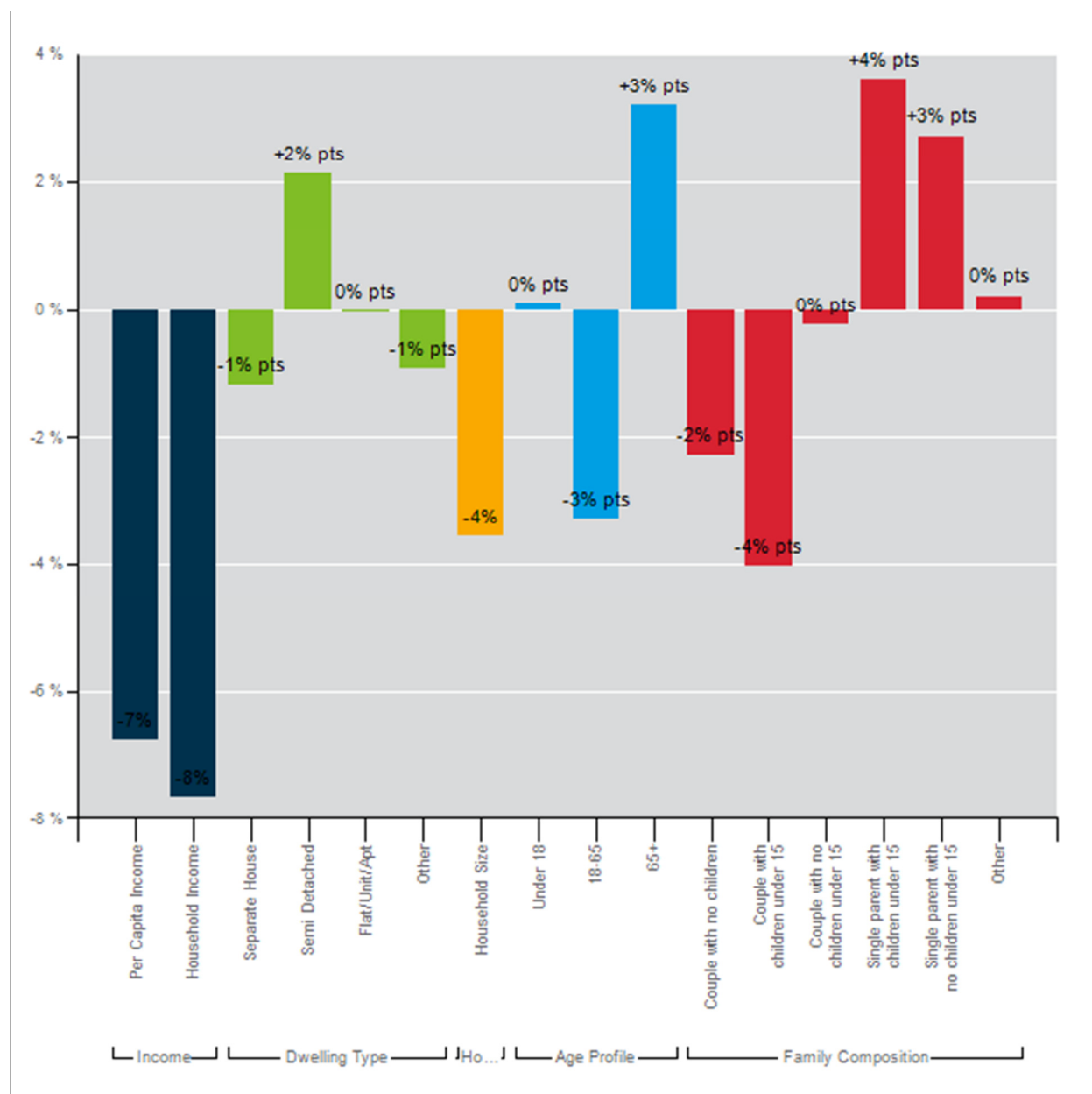
Source: ABS Census of Population and Housing 2011; Urbis

TABLE 31 – INDICATORS OF DISADVANTAGE, YUILLE PARK

SEIFA SCORE (LOCALITY)	RURALITY (LOCALITY)	% INDIG. (2011, LOCALITY)	% LBOTE (2011, LOCALITY)	MEAN SFOI (SCHOOLS IN CASE, 2014)
866.5	Inner regional	2.0	7.9	0.94

10.4 OUTCOMES REPORTED

10.4.1 DEVELOPMENTAL ISSUES

AEDC results for Wendouree have significantly deteriorated since 2009. However, stakeholders believed that the school was making headway in identifying developmental issues.

Stakeholders highlighted the value of relationships across services for supporting families and children, and families trust the services to act in the interests of their children. For example, the dental program allows children to access dental services during the school day (with permission) and parents do not have to be there if they do not want to be. The principal noted that meetings between families and services are often held at the school because families are comfortable in the school environment and feel supported. As a result, it often takes just a few days to settle children who have experienced trauma into the school environment, and once settled there is a low incidence of behavioural issues. Stakeholders highlighted the role of leadership in fostering strong relationships across services.

The site was originally designed to include MCH services onsite. However, the local Council operates another MCH centre in the local area. This has made it difficult to bring MCH services into the Yuille Park cluster, meaning the early years service integration is less developed than anticipated at the outset of the project.

10.4.2 COGNITIVE AND SOCIAL DEVELOPMENT

TABLE 32 – CHANGE ON SELECTED MARKERS, YUILLE PARK

AEDC – 2012 FOR CASE LOCALITY[21]		VELS – 2013 ENGLISH READING SCORE YR 6/10 (3 YEAR GAIN FROM YR 3/7)[22]		NAPLAN – 2013 NUMERACY SCORE YR 5/9 (2 YEAR GAIN FROM YR 3/7)[23]		ATOS – 2014 PERCENTAGE OF STUDENTS WITH POSITIVE MOTIVATION[24] (CHANGE) [25]
% VULN. ON 1 DOMAINS (CHANGE)	% VULN. ON 2 DOMAINS Y (CHANGE)	PRI	SEC	PRI	SEC	
36.8 (+5.1)	24.3 (**+7.6***)	5.44 (+3.2)	-	433 (+84)	-	68% (+9.6%)

* Indicates statistically significant change in AEDC results.

The school has a strong transition program both for children that attend the onsite kindergarten and those coming from other kindergartens, or from the home environment. Staff felt that having the kindergarten on site was beneficial in making transitions smoother for families. Parents are encouraged to come along to the school, a location they are already familiar with given co-location.

School-based staff have been able to learn from the co-located early childhood services, incorporating play-based learning into the curriculum to enable smoother transitions for children and enhanced learning opportunities for children who have not had as many early childhood experiences. Stakeholders at the kindergarten and prep discussed leadership that supported them to try new ideas, practically supported by IT, professional development and other resources.

Older children from the primary school go to the kindergarten to read to the children, building relationships with older children. Stakeholders discussed that this contributed to a sense of a 'common goal'.

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[21] The 2012 state mean for AEDC was 9.5 per cent of children found vulnerable on two and 19.5 per cent vulnerable on one domain.

[22] Difference in VELS English Reading scores from 2010 to 2013. Year 3 to 6 for Primary and Year 7 to 10 for Secondary.

[23] Difference in NAPLAN Numeracy scores from 2011 to 2013. Year 3 to 5 for Primary and Year 7 to 9 for Secondary.

[24] Values are averaged where case study sites contain more than one school.

[25] Difference between the 2009-11 average and 2012-14 average of the proportion of students who responded "positive" on Student Motivation factor

10.4.3 ASPIRATION AMONGST YOUNG PEOPLE, FAMILIES AND THE COMMUNITY

The school works hard to bring families into the educational environment and has had significant success with making families feel safe and welcome. Engagement in activities, such as parent teacher nights and regular dinner events held by the school is high, and many families are repeat attendees. Staff report parents are more likely to inform the school of their child's absence than previously.

Several parents from the school community are employed at the school and spoke highly of the school's contribution to their learning and employment prospects. Stakeholders mentioned that the framing of the co-location as a regeneration project helped to provide the community with ownership over the College and pride in its activities.

The community cafe at the school provides affordable nutritious meals to local families, while also providing school students with an opportunity to gain work experience in the kitchen and front of house.

School staff noted that compared to the level of engagement from families prior to the existence of YPCC, significant improvements had been made. An OECD case study on Yuille Park found a 28 per cent increase in perceived levels of community participation (OECD, 2012a).

Leadership was reported to be important in making the effort to bring parents into the school. It was noted that there was still some way to go, but that it was of great value to the community to have a sense of a safe community connection with the school, which was a significant achievement.

10.4.4 EFFECTIVE USE RESOURCES AND INFRASTRUCTURE

All the school facilities are well used and provide a focal point for the community. Community members often use the school facilities outside of hours. The youth group also takes advantage of the facilities, providing a safe focal point for adolescents in the community.

The school operates breakfast and dinner clubs, which operate outside of school hours using the onsite cafe facilities, and these are well attended by families and community members. Many staff noted the value to the community of having quality facilities onsite that were significantly better than previous schools in the area had had. This saves costs for the school on buses and travel time to other services, such as the welfare service.

The kindergarten and school share access to facilities, including the gym, library and playground. The College operates on shared contracts for IT, gardening, maintenance and cleaning. However, it was unclear if these contracts offered better value for money.

Despite the high use of shared facilities, the kindergarten operates at a loss. This was due to the occasional care centre, a facility that is typically difficult to run at a profit, especially in an area of high parental unemployment, as parents choose to provide home care compared to other locations. However, the College believes in the value of such a facility and is able to finance it using other centre funding. Co-location enables the retention of this facility, which may not have been the case otherwise.

10.5 RETURN ON INVESTMENT

Net cost of investment: $0.9 million

Potential benefits: $1.87 million

Potential ROI: *108%*

Yuille Park Community College opened in June 2008 and therefore has a greater potential for availability of data than many other sites. The secondary school years, however, have a small representative cohort.

The focus of the ROI analysis for Yuille Park was on outcomes from Prep to year 8.

The counterfactuals for Yuille Park are Whittington Primary school and Deer Park North Primary School.

10.5.1 INVESTMENT

Yuille Park represents a gross capital investment cost of $12 million. DEECD advises the net capital investment was $0.9 million, taking account of capital and maintenance expenditure which would have been required in the absence of the construction of new facilities. This figure excludes any sale or opportunity value of Grevillea Park PS. Yuille Park also receives direct and in-kind support from the community, Council and not-for-profits.

10.5.2 BENEFITS

The evaluation framework identified a range of benefits that might occur across the learning community (P to 8) as a result of colocation and integrated services and that might also be quantified.

The potential benefits identified for inclusion in the ROI for Yuille Park, and the required data for quantification, are included in Table 30.

TABLE 33 – POTENTIAL ECONOMIC BENEFITS, YUILLE PARK

BENEFIT	METHODOLOGY	DATA SOURCES
Improved cognitive outcomes for primary and early secondary children	Improved test scores (NAPLAN, VELs) used to measure cognitive improvement. Increase in Z-score relative to counterfactual leads to improvement in potential lifetime earnings outcomes on average of $274,662 for each child in cohort, based on likely increase over average lifetime earnings. Source: Hall and Farkas (2011)	NAPLAN and VELs outcomes at this stage have not shown the improvement expected. Comparison with counterfactuals suggests positive impact is yet to occur.

BENEFIT	METHODOLOGY	DATA SOURCES
Potential for increase in workforce participation through parental support programs	Value increased work hours enabled through skills acquisition and support services	Changes in parent employment as a result of colocation/integration services. Data is not currently collected, but could be through regular parent surveying to ascertain any increase in days employed and wages earned.
Improved social outcomes through partnerships and community outreach.	Reduced crime and interactions with social justice system including incarceration that can be attributed to colocation and integration services. Costs calculated using, for example, total net operating expenditure and capital costs per prisoner per year: $122,140; plus costs of crimes committed Source: Productivity Commission (2014)	Data are collected at the LGA level. School may have access to this information.
Increased aspiration of students	Using ATOSS scores on motivation questions to look for increased numbers with improved aspirations. Apply a proxy value of private school fees to measure aspiration using an SROI framework,	Secondary school sample size too small (although each of the 11 year 7 and 8 students reported positive motivation in 2014). Primary school outcomes have improved, with an average of 81% of 1-6 reporting positive motivation on average from 2011-2014, compared with 65% average for 2008-2010. However, overall enrolment numbers have declined meaning absolute numbers reporting positive motivation have not changed (31 and 32 respectively)
Operational efficiencies and resource sharing Rental income from spaces/reduced costs from shared resources	Evidence of reduced costs, increased resource sharing	Data not reported transparently at present, but anecdotal evidence of savings reported. DEECD reports larger sites typically demonstrate economies of scale through shared facilities (e.g. gym, commercial kitchen, library)
Benefits from reduced travel resulting from collocated facilities	Consumer welfare due to time travel savings Improved safety, health and environmental benefits from reduced road traffic.	Data could be collected from parent/carer surveys. Benefits expected to have low $ value.

For each of the above categories, either data has not been collected at a level sufficient to allow quantification of actual benefits, or the data that is available does not demonstrate improved outcomes.

Opportunities for employment in the region, together with longstanding experiences, means that improved employment outcomes for parents and children, as a result of opportunities provided by the collocated and integrated services provided, will likely take many years to bear fruit.

Urbis has estimated some conservative, long term and aspirational outcomes that might be achieved, particularly given the community's positive perceptions of YPCC.

TABLE 34 – ECONOMIC BENEFITS, YUILLE PARK

BENEFIT	METHODOLOGY AND ASSUMPTIONS	BENEFIT VALUE
Increase in workforce participation due to adult skills attainment	Assume 6 additional parents are able to work one day per week, each year, over 20 years, as a result of skills acquired through community learning. Each additional day of work over a year is valued at $10,128, based on average daily wage for women aged 25 to 34.	$0.98 million
Improved lifetime earnings through increased primary/early secondary cognitive outcomes	Assume an improvement in Z-scores for NAPLAN or similar of 5% across the potential cohort over each of six years. |	2015	2016	2017	2018	2019	2020
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% improved	10%	10%	10%	10%	10%	10%
Size of cohort	50	55	60	65	70	75 | 100% drop off occurs after six years Benefit per child is $274,662	$0.89 million

11 Case study: Sherbrooke Family and Children's Centre

11.1 SYNOPSIS

This section summarises the findings of the Sherbrooke Family and Children's Centre case study. The Centre has only been operating for a short time (Figure 19).

FIGURE 19 – TIMELINE OF SHERBROOKE PROJECT

Inception 2011	Funding 2011	Building 2012	Opening 2013

Table 35 illustrates the level of co-location and integration in this case study, based on a qualitative assessment undertaken by field researches attending the location.

TABLE 35 – INTEGRATION AND CO-LOCATION FINDINGS, SHERBROOKE

VERTICAL INTEGRATION	SERVICES INTEGRATION	COMMUNITY INTEGRATION	CO-LOCATION	INTEGRATION MATURITY
Communication	Coalition	Communication	Partial shared use	Establishing

VERTICAL INTEGRATION			SERVICES INTEGRATION			COMMUNITY INTEGRATION		
Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways
AD HOC	NOT PRESENT	NOT PRESENT	EMBEDDED	AD HOC	EMBEDDED	NOT PRESENT	NOT PRESENT	NOT PRESENT

KEY: NOT PRESENT / AD HOC / EMBEDDED

The key outcomes of co-location and integration at Sherbrooke Family and Children's Centre are:

- improved identification of developmental issues due to improved professional learning and an integrated approach to addressing issues that makes families comfortable

- improved professional learning and shared spaces contribute to better social and cognitive development outcomes for children

- pride in the centre and greater parental involvement

- significant cost efficiencies and revenue raising potential delivering large savings to the local Council.

The key enablers of these outcomes are:

- co-location, which enables the development of formal professional relationships and incidental conversations

- common reception area, which helps families to understand and feel comfortable with the range of services on offer

- common ethos that involves a commitment to supporting the development of children across the range of services.

Figure 20 shows the location of Sherbrooke Family and Children's Centre in Upwey.

FIGURE 20 – LOCATION MAP: SHERBROOKE FAMILY AND CHILDREN'S CENTRE
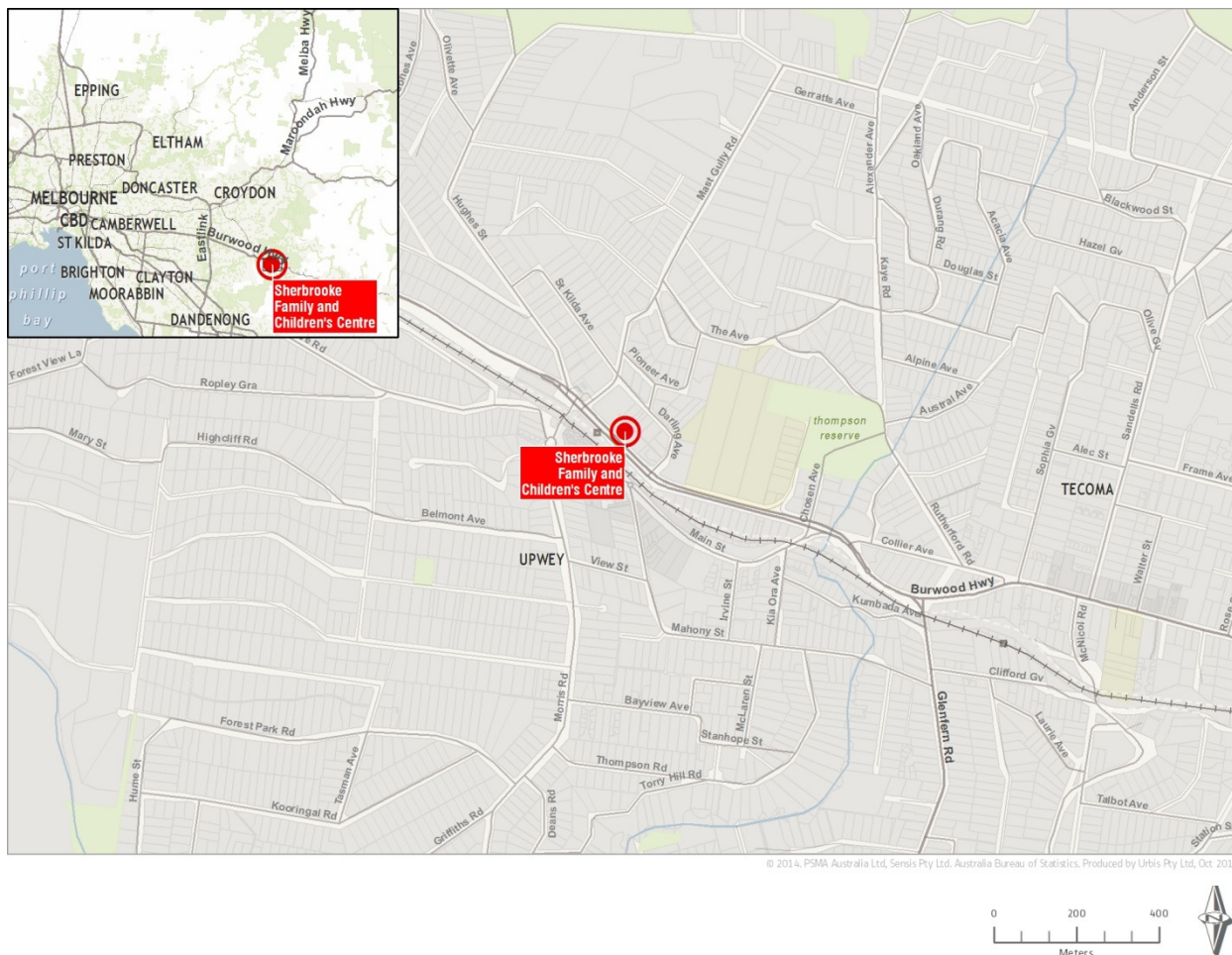
11.2   DESCRIPTION

ICCs aim to bring together early childhood services to address and support the needs of children and their families. Planning for the $7.4m purpose-built Sherbrooke Family and Children's Centre, which formally opened in 2013, began in 2011. Funding for the facility came from an ICC grant. The facility was purpose-built to integrate a number of early childhood facilities that had previously been in the area.

Programs and services on site include a Council-owned and operated Sherbrooke Children's Centre, a 114 place LDC with funded four-year old integrated kindergarten; Council's Family Day Care Coordinating Unit, which arranges home-based childcare across the municipality; MCH nurse clinics; and Upwey Preschool, a sessional three and four-year old kindergarten.

The Centre is a one-stop-shop for families in the Dandenong Ranges and surrounding area. In particular, the location of MCH services at the centre means that many vulnerable families who have a relationship with the nurses there are referred into child care at the centre. It was noted that many families with children at the Centre are experiencing difficulties at home, including domestic violence, substance abuse and mental health issues.

The new building also includes the refurbished Upwey Community Hall, which is open to the community as a venue for hire as well as community meeting spaces. One reception desk oversees the entry points to the Centre's services. Reception also manages bookings for the community hall and multipurpose room. The LDC and Upwey Preschool share the same play space with access to each other's facilities through the yard, rather than through the car park as was the case previously. Upwey Primary School is located about 300 metres from the Sherbrooke Centre.

Previously, MCH services, the community hall and the LDC were on site, but geographically separated by a car park and small hill. Upwey Preschool operated in its current location, managed by a different provider. Several of the communal facilities, such as the multipurpose room, commercial kitchen and toy library did not exist prior to building the new facilities.

The LDC and integrated kindergarten have a partnership with Inspiro, the local community health service provider (and previously Eastern Melbourne Medicare Local), which sends an occupational therapist to the centre to work on fundamental motor skills and to identify early developmental delays. This service is able to be offered onsite due to the availability of facilities at the Centre. Upwey Primary School participates in transitional activities with the centre, but is considered a distinct entity.

While the community of Yarra Ranges Council is not marked by noticeable demographic disadvantage, consultations with staff at the centre indicated that many of the families using the facilities are vulnerable to disadvantage. It was noted that many families with children at the centre are experiencing difficulties at home, including domestic violence, substance abuse and mental health issues. Prior to receiving funding for the Centre, the proportion of developmentally vulnerable children in 2009 was above the state average, although in 2012 there was a significant decrease in the number of children developmentally vulnerable on two or more domains.
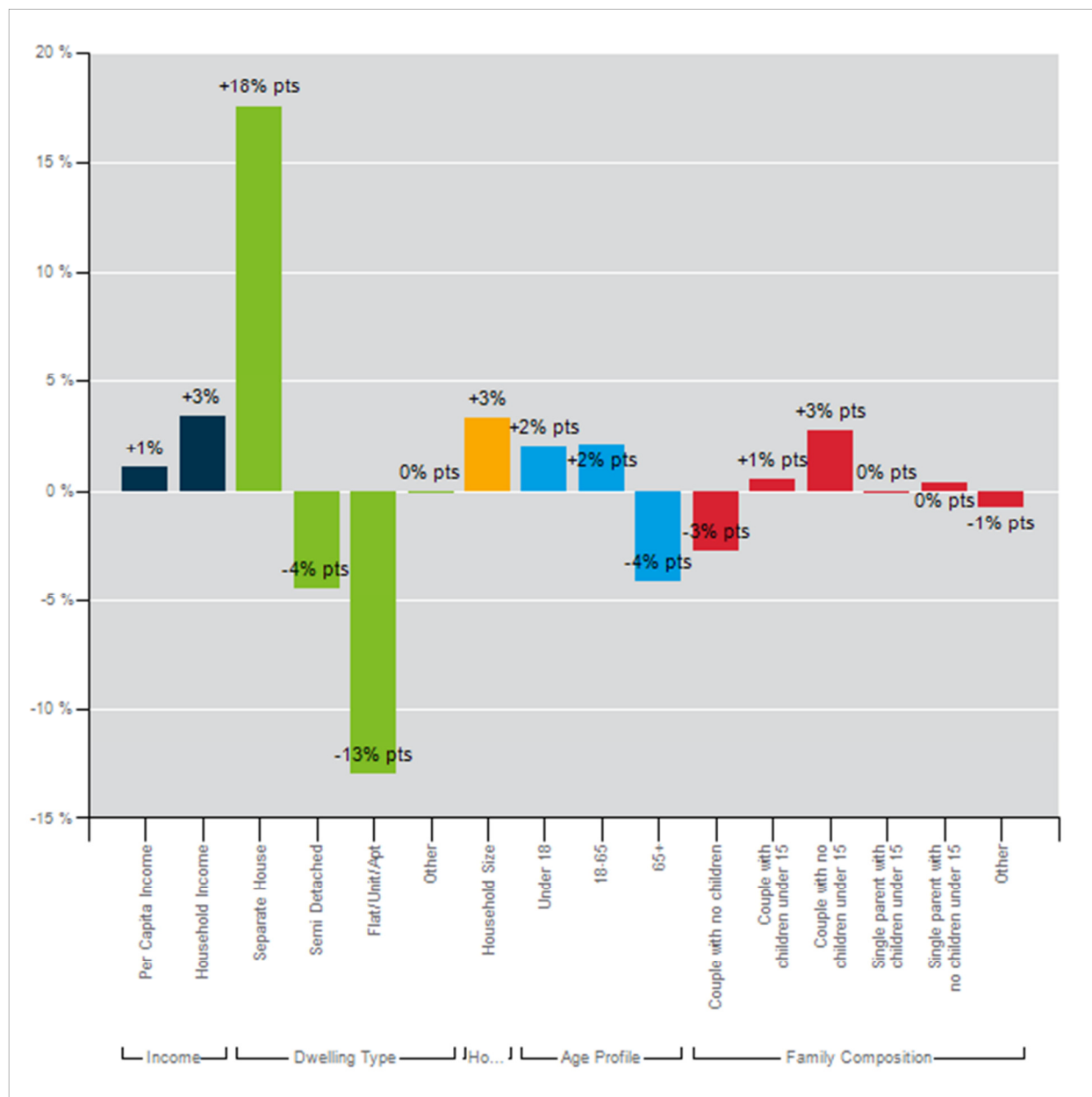
11.3   KEY INDICATORS

This section introduces key indicators associated with socio-demographic characteristics of the population within 3 km of the case study centre.

Figure 21 presents indicators for the local population in proximity to Sherbrooke Family and Children's Centre, in comparison to the population of Greater Melbourne. Both the average per capita and household incomes in the area are slightly above the Melbourne average. The proportion of single parents is not different from average, and household size is slightly bigger than the Melbourne average. There are slightly more children in the Sherbrooke area proportionally than there are in Greater Melbourne.

FIGURE 21 – INCOME, HOUSING, AGE AND FAMILY CHARACTERISTICS WITHIN 3KM OF SHERBROOKE: VARIATION FROM GREATER MELBOURNE

Source: ABS Census of Population and Housing 2011; Urbis

TABLE 36 – INDICATORS OF DISADVANTAGE, SHERBROOKE

SEIFA SCORE (LOCALITY)	RURALITY (LOCALITY)	% INDIG. (2011, LOCALITY)	% LBOTE (2011, LOCALITY)	MEAN SFOI (SCHOOLS IN CASE, 2014)
1064.2	Outer metro	0.3	7.9	N/A[26]

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[26] There was no school associated with the Sherbrooke case.

11.4 OUTCOMES REPORTED

11.4.1 DEVELOPMENTAL ISSUES

The Centre has only been in operation for a relatively short period of time (taking its first full cohort for the integrated kindergarten in January 2014). Therefore, staff were largely unable to point to specific evidence of changes in outcomes for early identification of developmental issues. However, they could point towards changes in process that are linked to improved outcomes.

Stakeholders discussed the benefits of being able to easily communicate with other services. The LDC and integrated kindergarten emphasised being able to share information about children they are concerned with, and being able to pass that information onto MCH services. Conversations occurred informally — in the staff room or corridors — or during more formal meetings and telephone calls. This reflects the finding from the literature that incidental interactions facilitate the sharing of knowledge (Forsman & Solitander, 2003).

Both the early learning and MCH services reported that they were more likely to pick up the phone than they had been when the services were separated. The Centre Director indicated that referrals into child care and early years education from the MCH services were growing, with 19 referrals into LDC from MCH in 2014. The relationships between services at the Centre enabled referrals to be more targeted, as across the service there is greater collective knowledge about appropriate services in the area.

Staff relationships with children potentially make it more likely that developmental issues are identified. Staff take a case approach to families, with several services meeting to discuss their perspective on families and children. This enables the sharing of professional learning; and ensures that approaches to families are consistent and welcoming across services.

It was claimed that having a 'one stop shop' helped families to familiarise themselves with the Centre services and staff. This appears to make vulnerable families less anxious about seeking help. It was suggested that strong family relationships with the Centre, rather than individual services also made it easier to have difficult conversations, such as suggesting a child get assessed for a developmental delay or health condition. The central reception was viewed as crucial to this because it meant there was one familiar face, regardless of the service that families are accessing.

11.4.2 COGNITIVE AND SOCIAL DEVELOPMENT

TABLE 37 – CHANGE ON SELECTED MARKERS, SHERBROOKE

AEDC – 2012 FOR CASE LOCALITY[27]		VELS – 2013 ENGLISH READING SCORE YR 6/10 (3 YEAR GAIN FROM YR 3/7)[28]		NAPLAN – 2013 NUMERACY SCORE YR 5/9 (2 YEAR GAIN FROM YR 3/7)[29]		ATOS – 2014 PERCENTAGE OF STUDENTS WITH POSITIVE MOTIVATION[30] (CHANGE) [31]
% VULN. ON 1 DOMAINS (CHANGE)	% VULN. ON 2 DOMAINS Y (CHANGE)	PRI	SEC	PRI	SEC	
15.7 (-5.4)	4.4 (**-6.1***)	6.30[†] (+3.98)	-	469 (+49)[×]	-	-

* Indicates statistically significant change in AEDC results.

× Indicates student cohort made larger 2 year gains than the average achievement of students with the same starting scores across the state.

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[27] The 2012 state mean for AEDC was 9.5 per cent of children found vulnerable on two and 19.5 per cent vulnerable on one domain.

[28] Difference in VELS English Reading scores from 2010 to 2013. Year 3 to 6 for Primary and Year 7 to 10 for Secondary.

[29] Difference in NAPLAN Numeracy scores from 2011 to 2013. Year 3 to 5 for Primary and Year 7 to 9 for Secondary.

[30] Values are averaged where case study sites contain more than one school.

[31] Difference between the 2009-11 average and 2012-14 average of the proportion of students who responded "positive" on Student Motivation factor

† Indicates that Year 6, or Year 10 as appropriate, raw scores are above the state average (excluding study sites)

Staff were unable to point to specific evidence of changes in early cognitive and social development in children given the short lifespan of the Centre. Again, stakeholders were able to point towards changes in process that are linked to improved outcomes.

Stakeholders believed that co-location was facilitating improved professional learning. As well as the incidental learning discussed above, the Centre is developing formal professional development across services. Shared training sessions had occurred across the services, although there was a suggestion that these were ad hoc. The Centre has the capacity to invest in action research projects into collaborative learning between services. An enabler of these projects was the disposition of staff to be open to learning from other professionals.

The connected play space in the yard means that children from the preschool and the integrated kindergarten were able to mix with children and supervising adults not necessarily in their kindergarten class. It was suggested that this had improved children's social skills, so that some children were now more willing and able to ask for help or permission from adults. This reflects evidence from the *Overview Report* that building design can have an impact on the way building occupants interact with one another (Meredyth, 2011).

11.4.3 ASPIRATION AMONGST YOUNG PEOPLE, FAMILIES AND THE COMMUNITY

The new building is a source of pride to the community. Stakeholders discussed the sense of ownership of the Centre in the community, having watched it develop from an idea into reality. The Centre also encourages families to get involved in activities there. For example, there is a commercial kitchen onsite, and the LDC encourages involvement from parents to come and share their knowledge and food culture. The cook also runs cooking classes for parents from the kitchen. The kitchen has provided opportunities for VCAL students to come and learn from the cook.

The space enables greater community participation than had been possible in the separate facilities. For example, the courtyard area encourages families to stay and play or read with their children instead of going straight home to 'normal' life.

11.4.4 EFFECTIVE USE RESOURCES AND INFRASTRUCTURE

Stakeholders noted that there was high-usage of communal facilities at the Centre. In the case of the community hall, there was no evidence to suggest it was being used more than it had been when a standalone facility; however, the case was different for the new shared facilities. The multipurpose room is hired out for local community events, such as the blood bank, parenting classes and yoga sessions, as well as for adult education courses.

It was suggested that there was still considerable potential for revenue generation, through the hiring of communal spaces and catering from the commercial kitchen. The Centre anticipates a 20 per cent increase in revenue from venue hire and catering fees in 2014–15.

The Centre appears to have had a significant impact on overhead costs for each service. The Council expect overall costs for the Centre to be approximately $130,000 for 2014–15, compared to a Council contribution of $380,000 the previous year. Staffing costs are reduced with shared administrative staff, cook and front-of-house reception role. The reception role in particular, was highlighted as one that enable educators and health service staff to focus on their main roles of working with children.

There are also reductions in costs from shared administrative services, include shared memberships of professional bodies, support for accreditation between the two educational services and shared office costs, like paper and photocopying.

The close location of services means that there is less need to transport children elsewhere as they can easily access a large playground, the community hall and toy library on site, with the primary school a short walk away. Activities can also be shared between the integrated kindergarten and the preschool. For example, when a clown visited the centre, children from both services were able to have an afternoon's activity that only had to be paid for once.

11.5   RETURN ON INVESTMENT

Net cost of investment: $7.4 million

Potential benefits: $ 2.7million

Potential ROI: -63%

Sherbrooke opened in May 2012, and has therefore only one complete calendar year of potential data.

The counterfactuals for Sherbrooke are Tarneit Community Learning Centre and Dandenong North Kindergarten.

11.5.1 INVESTMENT

The full capital cost of investment in new facilities has been taken into account, with no offsets.

11.5.2 BENEFITS

The evaluation framework identified a range of benefits that might occur at ICCs as a result of colocation and integrated services and that might also be quantified.

The potential benefits identified for inclusion in the ROI for Sherbrooke, and the required data for quantification, are included in Table 38.

TABLE 38 – POTENTIAL ECONOMIC BENEFITS, SHERBROOKE

BENEFIT	METHODOLOGY	DATA SOURCES
Increase in cognitive function and health outcomes as a result of MCH services	Individuals experience a reduction in AEDC domains → leads to improved NAPLAN outcomes → which can then be translated to improved lifetime earnings. Source: Brinkman et al (2013), WSIPP (2011) Improved health outcomes lead to reduced cost of health services and increased lifetime productivity.	AEDC data change in number of vulnerable domains reported. AEDC data are collected every three years and therefore insufficient time has elapsed to understand whether improved outcomes might be occurring. Health-specific data would require a longitudinal study of individuals. However, comparative studies, such as the UK's Family Nurse Partnership programme, provide guidance on potential ROI of similar interventions.
Increase in parental workforce participation as a result of parental access to collocated childcare and collocated Family Day Care Coordinating Unit.	Value increased work hours enabled through collocated child care	Parent employment (enabled by colocation) Data is not currently collected, but could be through regular parent surveying to ascertain days employed and wages earned.

BENEFIT	METHODOLOGY	DATA SOURCES
Increased enrolments at pre-school as a result of improved access	Average additional $52,800 in lifetime earnings generated per child enrolled Source: WSIPP study	Additional enrolments Parental survey to capture children enrolled as a result of collocated facilities.
Operational efficiencies and resource sharing Rental income from spaces	Evidence of reduced costs, increased resource sharing	Operating accounts. Council does not report data transparently.
Benefits from reduced travel resulting from collocated facilities	Consumer welfare due to time travel savings Improved safety, health and environmental benefits from reduced road traffic.	Data could be collected from parent/carer surveys. Benefits expected to have low $ value.

For each of these categories, data has not been collected at a level sufficient to allow quantification of actual benefits. Urbis has, however, identified potential outcomes, supported by the qualitative evidence and literature reviews, and quantified these. Potential outcomes are demonstrated in Table 39.

TABLE 39 – ECONOMIC BENEFITS, SHERBROOKE

BENEFIT	METHODOLOGY AND ASSUMPTIONS	BENEFIT VALUE
Increase in number attending pre-school	Using WSIPP study, additional $52,800 in lifetime earnings generated per child enrolled Assume 5 additional enrolments over three years 100% drop off in effect after 3 years	$792,000
Increase in workforce participation (day care access)	Each additional day of work over a year in which a child is enrolled at Kindergarten and LDC is valued at $10,128, based on average daily wage for women aged 25 to 34. Assume 5 additional mothers are able to work two days per week as a result of collocated kindergarten and LDC, each year, over 20 years	$1.63 million

The largest benefit captured is through increased parental workforce participation.

The above estimates exclude any benefit derived from reduced social welfare payments as a result of employment gains, as low income part-time workers with dependent children will most likely continue receiving some benefit albeit at a reduced rate.

Gains from improved family-child health services are likely to be significant however. As illustrated in Section 2 of this report, similar programs tend to generate returns of at least 5% as a result of improved health, cognitive and social outcomes.

12   Case study: Moe PLACE

12.1   SYNOPSIS

This section summarises the findings of the Moe PLACE case study. PLACE has only been operating for a short time (Figure 22).

FIGURE 22 – TIMELINE OF MOE PL.A.C.E. PROJECT

| Inception 2010 | Funding 2010 | Building 2010 | Opening 2012 |

Table 40 illustrates the level of co-location and integration in this case study, based on a qualitative assessment undertaken by field researches attending the location.

TABLE 40 – INTEGRATION AND CO-LOCATION FINDINGS, MOE PLACE

VERTICAL INTEGRATION	SERVICES INTEGRATION	COMMUNITY INTEGRATION	CO-LOCATION	INTEGRATION MATURITY
Co-ordination	Cooperation	Communication	Partial shared use	Optimising

VERTICAL INTEGRATION			SERVICES INTEGRATION			COMMUNITY INTEGRATION		
Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways

KEY: NOT PRESENT   AD HOC   EMBEDDED

The key outcomes of co-location and integration at Moe PLACE are:

▪ earlier identification of children with developmental difficulties for the allocation of Program for Students with Disabilities (PSD) funding in primary school and information sharing and warm referrals across the centre for children with concerns

▪ improved professional learning for staff and better access to a range of services for families

▪ community pride in the centre and strong relationships for staff leading to better engagement with parents in the service

▪ access to more, and better facilities for services, in a cost-effective way.
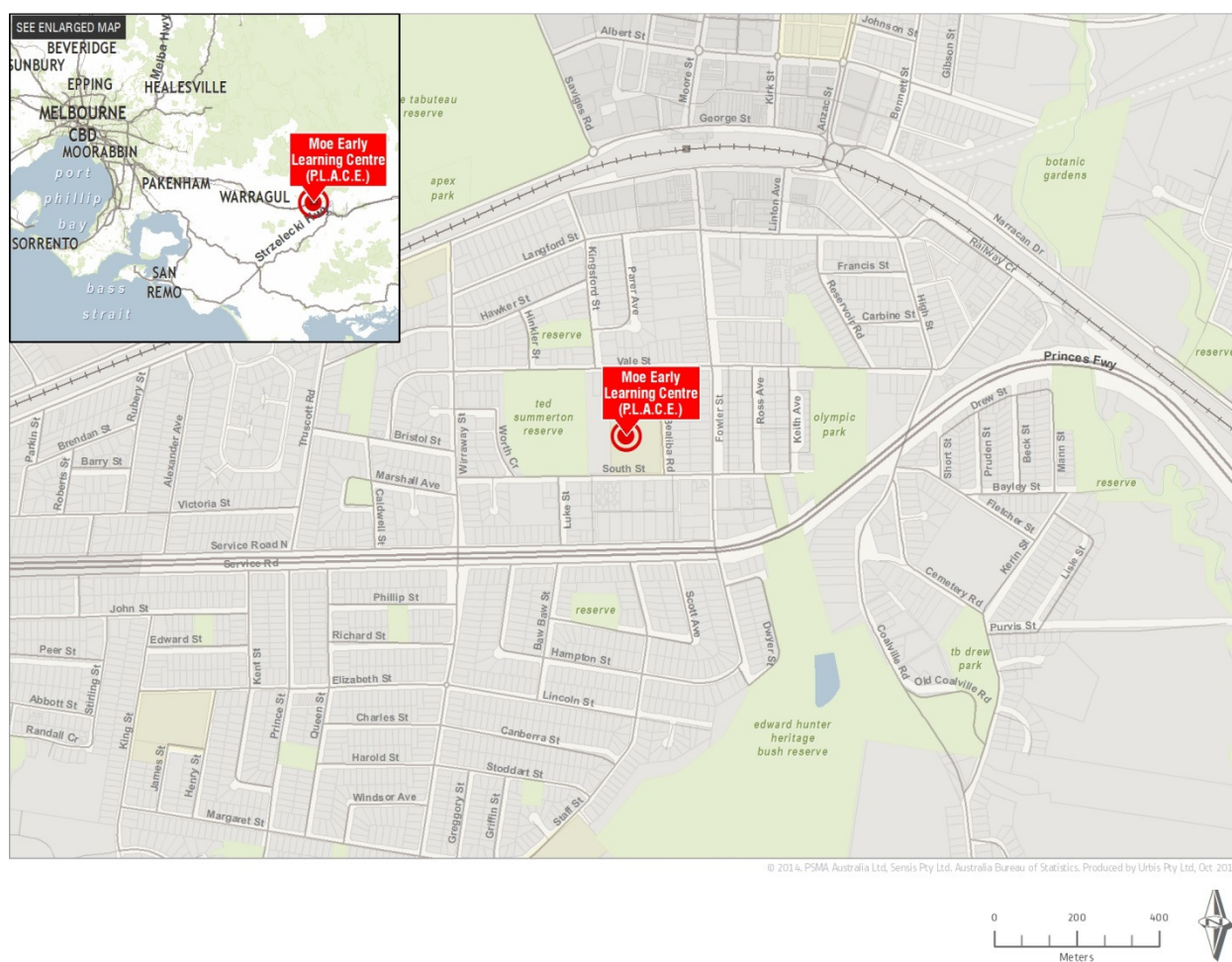
The key enablers of these outcomes are:

▪ co-location, which makes it easier to both build smooth transitions and facilitate professional learning

▪ effective staff in key enabling positions.

Figure 23 shows the location of Moe PLACE in Moe.

FIGURE 23 – LOCATION MAP: MOE PLACE

12.2 DESCRIPTION

Moe PLACE (people, learning, activity, community, education) is an ICC located in the community of Moe, Gippsland, approximately 135 kilometres south-east of Melbourne. Moe is a regional town with an economically disadvantaged profile: the SEIFA of the community is 838.

Moe PLACE is part of the Southside Community Precinct Project, an $11.7m project that also incorporates the Ted Summerton Reserve and Moe South Street Primary School. The project received funding from a number of sources including DEECD and the Community Support Fund. Funding for Moe PLACE also came from an ICC Grant.

The facility was purpose-built to integrate a number of early childhood facilities: LDC, with integrated kindergarten, MCH services, a toy library, a sports stadium, sports ovals, meeting rooms and a community kitchen. Moe South Street Primary School is located adjacent to Moe PLACE and is connected via a gate.

The kindergarten, LDC and MCH services operate within the main centre, and one reception desk oversees the entry points to these services. The kindergarten and LDC program operate out of the same facility and operate as one service. The kindergarten has a good relationship with the school, with children from the kindergarten frequently using school facilities such as the library, stadium and play equipment.
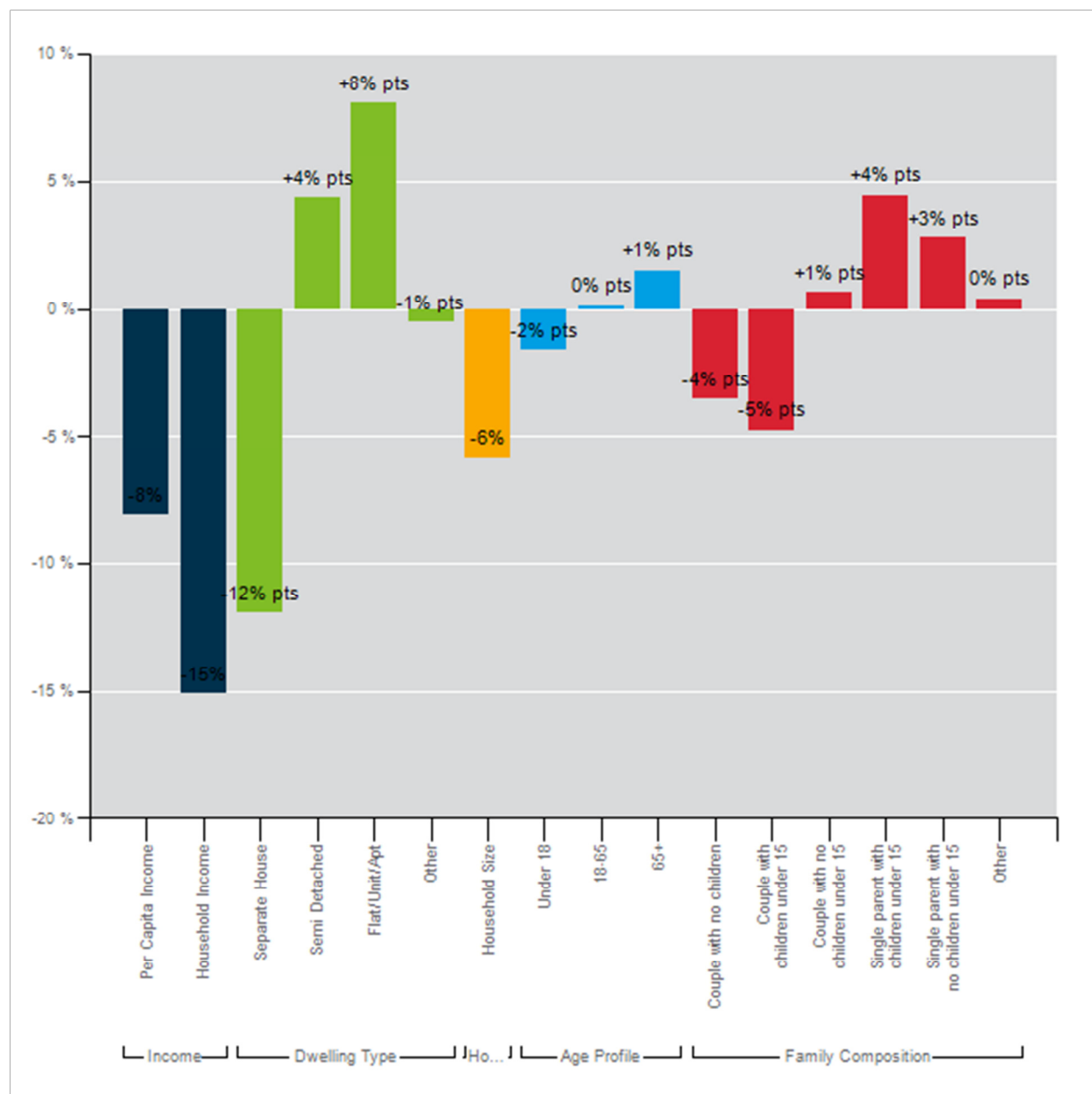
12.3   KEY INDICATORS

This section introduces key indicators associated with socio-demographic characteristics of the population within 3 km of the case study centre.

Figure 24 presents indicators for the local population in proximity to Moe PLACE, in comparison to the population of Victoria. Both the average per capita and household incomes in the area are below the Victorian average (eight and 15 per cent respectively). At a 500m radius from the school, incomes are 16 and 31 per cent lower respectively. The proportion of single parents is above average, and households are smaller than the Victorian average. There are fewer children in Moe proportionally than there are in Victoria.

FIGURE 24 – INCOME, HOUSING, AGE AND FAMILY CHARACTERISTICS WITHIN 3KM OF MOE PLACE: VARIATION FROM REST OF VICTORIA

Source: ABS Census of Population and Housing 2011; Urbis

TABLE 41 – INDICATORS OF DISADVANTAGE, MOE PLACE

SEIFA SCORE (LOCALITY)	RURALITY (LOCALITY)	% INDIG. (2011, LOCALITY)	% LBOTE (2011, LOCALITY)	MEAN SFOI (SCHOOLS IN CASE, 2014)
837.6	Regional	2.1	11.3	0.71

12.4 OUTCOMES REPORTED

12.4.1 DEVELOPMENTAL ISSUES

Having only being in operation for two years, there is no specific evidence of improved identification of developmental issues. The first cohort of children have moved through to prep but there is no evidence to identify the children at the primary school who went to PLACE and those who went to other kindergartens.

The primary school noted that the early funding deadline for PSD funding made the early identification of developmental delays or concerns prior to the beginning of the school year critical. The relationship between the kindergarten and primary school has enabled several children to have concerns identified and diagnosed prior to beginning school. This has resulted in a small number of children being able to access PSD support from the first day of prep. In contrast, children unknown to the school prior to starting prep are usually not able to be diagnosed in time for an application for PSD funding to be submitted by the due date. This results in support not being available for them until the beginning of year 1. In addition to funding, communication with the kindergarten allows the school to put in place additional support for children with developmental needs even when they may not be eligible for funding.

Stakeholders recognised the value in co-location, including the way co-location makes it easier for staff to speak to professionals from other organisations for their advice or perspective on issues. This communication can be formal, but can also be 'over the fence', informal conversations. The closer relationships have led to 'warm referrals' where families and staff are familiar with one another. Stakeholders believed these warm referrals were more likely to lead to positive outcomes for families.

Co-location also makes accessing services easier for families. The MCH service has introduced walk-in appointments to enable families who are already at the Centre for another reason to see a nurse during the one visit, without having to worry about the availability of appointments. The Council hopes to make more of the relationship with MCH.

12.4.2 COGNITIVE AND SOCIAL DEVELOPMENT

TABLE 42 – CHANGE ON SELECTED MARKERS, MOE PLACE

AEDC – 2012 FOR CASE LOCALITY[32]		VELS – 2013 ENGLISH READING SCORE YR 6/10 (3 YEAR GAIN FROM YR 3/7)[33]		NAPLAN – 2013 NUMERACY SCORE YR 5/9 (2 YEAR GAIN FROM YR 3/7)[34]		ATOS – 2014 PERCENTAGE OF STUDENTS WITH POSITIVE MOTIVATION[35] (CHANGE) [36]
% VULN. ON 1 DOMAINS (CHANGE)	% VULN. ON 2 DOMAINS Y (CHANGE)	PRI	SEC	PRI	SEC	
27.8 (-6.0)	11.1 (-10.3)	-	-	-	-	-

Stakeholders recognised the strengths of integration focused around the process of transition from kindergarten to primary school: kindergarten children spend time at the school using the facilities and getting to know the staff and students from early in the year. Discussions between kindergarten and school staff enable the early development of individualised learning plans for children who have been at PLACE. Staff at the school believe there is a marked difference in the ease with which children from the kindergarten at PLACE settle into school, and a consequential improvement in their learning. However, data is not yet available as the Centre is only in its third year of operation.

Kindergarten staff also noted that more families were able to access kindergarten as a result of the co-location with the LDC service, which made kindergarten attendance more convenient for families. The Centre has also increased the number of places available in the kindergarten, which improves access for local families. Good Beginnings also runs playgroups at the school that focus on strengthening parents' interactions and relationships with their children. These playgroups have also resulted in referrals into the Centre.

Relationships across services have led to improved professional learning. The day care staff feel they are able to learn from the kindergarten teachers and feel that this professional development supports children's development. Key positions in the teaching and leadership staff are filled by highly effective staff, who are committed to improving professional learning. These 'lighthouse' staff members are able to drive a culture of improvement across the Centre.

12.4.3 ASPIRATION AMONGST YOUNG PEOPLE, FAMILIES AND THE COMMUNITY

Staff from all services note the importance to the community of having a brand new state of the art facility that makes them feel valued by government and Council. The facility provides the opportunity for people to 'think bigger and better about what's possible'. Engagement in planning for the Centre and participation through community activities gives those groups ownership of the area.

All staff noted that families were happy to engage with services and were often seen socialising and spending time chatting with staff and other families during drop-off and pick-up. Staff felt that there was a significant difference in the ways people behaved at the Centre compared to other services in the area, that is, people had more respect for other parents and staff. Better behaviour was attributed in large part to the welcoming nature of the new facility and the relationships between educators and families.

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[32] The 2012 state mean for AEDC was 9.5 per cent of children found vulnerable on two and 19.5 per cent vulnerable on one domain.

[33] Difference in VELS English Reading scores from 2010 to 2013. Year 3 to 6 for Primary and Year 7 to 10 for Secondary.

[34] Difference in NAPLAN Numeracy scores from 2011 to 2013. Year 3 to 5 for Primary and Year 7 to 9 for Secondary.

[35] Values are averaged where case study sites contain more than one school.

[36] Difference between the 2009-11 average and 2012-14 average of the proportion of students who responded "positive" on Student Motivation factor

Stakeholders noted that the provision of before- and after-school care enabled parents to re-engage with the workforce. An employment agency runs on Monday and Tuesday from the Centre to help people with disabilities find work.

The co-located services are having a direct impact on the mothers attending the Kurnai College Young Mothers program. The program offers an alternative secondary schooling program for young mothers to finish school. Classes operate out of the co-located cricket club, which is across the oval from the childcare centre. Mothers attending the program have priority access to placing their children in the LDC or kindergarten services. Staff noted that these young mothers were often anxious about being separated from their young children and that the locations close to the childcare service allowed them to feel close to their children, and reduce their anxieties. Staff thought it unlikely that these young women would attend a schooling program without the co-located childcare and kindergarten services.

12.4.4 EFFECTIVE USE RESOURCES AND INFRASTRUCTURE

All staff noted the high-utilisation rates of the facilities and the value that all services got from having access to high-quality facilities.

Council also noted that the facility was cost-effective compared to other facilities in the area, although data was not available to verify this. The stadium and other community facilities have a high degree of outside of school hours, with staff noting that an activity would be run almost every night. The majority of organisations that use the facility are not for profit organisations and consequently, are not charged hire fees. But the Centre does charge local sports teams and event holders.

Council also noted that there were economies of scale for cleaning and maintenance costs, and that prior to the existence of Moe PLACE they had been paying rental fees for space for the MCH program. Because the facilities were purpose-built with additional space there is now more room to offer services and support community groups. The school also uses the kitchen for a Masterchef experience and the stage area for music program. The proximity with the school enables these relationships.

The Council noted that during recent bushfires they had been able to utilise the sports stadium, by agreement with the school, to temporarily locate kindergarten and childcare services that were unable to use their normal facilities due to bushfire dangers. Council staff noted that without the flexibility offered by the facility and services involved, the childcare and kindergarten services would need to have been closed during bushfire danger periods.

The school also noted that the transition program was cost-effective as a result of co-location because they were able to walk the children easily to the school or kindergarten, and timetabling was made much easier by having good relationships with staff. Stakeholders noted that the extent of the transition program would be prohibitively expensive without the advantages of co-location.

12.5   RETURN ON INVESTMENT

*Net cost of investment: **$3.9 million***

*Potential benefits: **$120.1 million***

*Potential ROI: **209%***

Moe opened in December 2011, and has therefore only two complete years of potential data.

The counterfactuals for Moe are Tarneit Community Learning Centre and Dandenong North Kindergarten.

12.5.1 INVESTMENT

The full capital cost of investment in new facilities has been taken into account, with no offsets.

12.5.2 BENEFITS

The evaluation framework identified a range of benefits that might occur at ICCs as a result of colocation and integrated services and that might also be quantified.

The specific benefits identified for inclusion in the ROI for Moe, and the required data for quantification, are included in Table 43

TABLE 43 – POTENTIAL ECONOMIC BENEFITS, MOE

BENEFIT	METHODOLOGY	DATA SOURCES AND FINDINGS
Increase in cognitive function and health outcomes as a result of MCH services	Individuals experience a reduction in AEDC domains → leads to improved NAPLAN outcomes → which can then be translated to improved lifetime earnings. Source: Brinkman et al (2013), WSIPP (2011) Improved health outcomes lead to reduced cost of health services and increased lifetime productivity.	AEDC data change in number of vulnerable domains reported. AEDC data are collected every three years and therefore insufficient time has elapsed to understand whether improved outcomes might be occurring. Health-specific data would require a longitudinal study of individuals. However, comparative studies, such as the UK's Family Nurse Partnership programme, provide guidance on potential ROI of similar interventions.
Increase in parental workforce participation as a result of parental access to collocated childcare	Value increased work hours enabled through collocated child care Value lifetime earnings resulting from teen mothers completing year 12 as a result of child care	Parent employment (enabled by colocation) Data is not currently collected, but could be through regular parent surveying to ascertain days employed and wages earned. Record number of mothers completing school.

BENEFIT	METHODOLOGY	DATA SOURCES AND FINDINGS
Increased enrolments at pre-school as a result of improved access	Average additional $52,800 in lifetime earnings generated per child enrolled Source: WSIPP study	Additional enrolments Parental survey to capture children enrolled as a result of collocated facilities.
Operational efficiencies and resource sharing Rental income from spaces	Evidence of reduced costs, increased resource sharing	Operating accounts. Council does not report data transparently.
Benefits from reduced travel resulting from collocated facilities	Consumer welfare due to time travel savings Improved safety, health and environmental benefits from reduced road traffic.	Data could be collected from parent/carer surveys. Benefits expected to have low $ value.

For each of these categories, data has not been collected at a level sufficient to allow quantification of actual benefits. Urbis has, however, identified potential outcomes, supported by the qualitative evidence and literature reviews, and quantified these. Potential outcomes are demonstrated in Table 44.

TABLE 44 – ECONOMIC BENEFITS, MOE

BENEFIT	METHODOLOGY AND ASSUMPTIONS	BENEFIT VALUE
Increase in number attending pre-school	Using WSIPP study, additional $52,800 in lifetime earnings generated per child enrolled Assume 5 additional enrolments over three years 100% drop off in effect after 3 years	$792,000
Increase in workforce participation (teen mothers)	Increased employment of young mothers attending Kurnai College (15 currently with children in Moe) occurs as a result of increased educational attainment. Each additional day of work over a year is valued at $10,128, based on the current average daily wage for women aged 25 to 34, with 2% per annum wage growth. Continuous cohort of 15 mothers graduates each year. 20% participation, two days per week over 20 years.	$9.64 million
Increase in workforce participation (day care access)	Each additional day of work over a year in which a child is enrolled at Kindergarten and LDC is valued at $10,128, based on average daily wage for women aged 25 to 34. Assume 5 additional mothers are able to work two days per week as a result of collocated kindergarten and LDC, each year, over 20 years	$1.63 million

The most significant measurable benefit derived was as a result of teen mothers completing Year 12 and then being engaged in the workforce (even using conservative estimates for participation).

The above estimates exclude any benefit derived from reduced social welfare payments as a result of employment gains, as low income part-time workers with dependent children will most likely continue receiving some benefit albeit at a reduced rate.

Gains from improved family-child health services are likely to be significant however. As illustrated in Section 2 of this report, similar programs tend to generate returns of at least 5% as a result of improved health, cognitive and social outcomes.

13 Case study: Frankston North Extended School Services

13.1 SYNOPSIS

This section summarises the findings of the Frankston North ESS case study. The ESS has been operating since 2010 (Figure 25).

FIGURE 25 – TIMELINE OF FRANKSTON ESS PROJECT

Inception 2010	Funding 2010	Opening 2010

Table 45 illustrates the level of co-location and integration in this case study, based on a qualitative assessment undertaken by field researches attending the location.

TABLE 45 – INTEGRATION AND CO-LOCATION FINDINGS, FRANKSTON NORTH

VERTICAL INTEGRATION	SERVICES INTEGRATION	COMMUNITY INTEGRATION	CO-LOCATION	INTEGRATION MATURITY
Communication	Co-ordination	Coalition	No proximity	Optimising

VERTICAL INTEGRATION			SERVICES INTEGRATION			COMMUNITY INTEGRATION		
Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways

KEY: NOT PRESENT | AD HOC | EMBEDDED

The key outcomes of co-location and integration at Frankston North Extended School Services (ESS) are:

- significant improvements in AEDC results from 2009 to 2012, while full attribution cannot lie with ESS, the schools have focused on developing an early years network that improves outcomes for young children

- smoother transitions for children from early years through to secondary school due to shared understandings of curriculum and pedagogy

- greater engagement between the community and the school, leading to higher aspirations for children and their families

- high-utilisation of school facilities and some reduced costs for schools, such as transport.

The key enablers of these outcomes are:

- leadership, described as seeing beyond the narrow delivery requirements of a leader's own service

- commitment to a common ethos, with a particular focus on engaging the community and improving early years outcomes

- funding for roles dedicated to engaging services and families in the ESS.

Figure 26 shows the location of the three schools involved in the Frankston North Extended School Services pilot.

FIGURE 26 – LOCATION MAP: FRANKSTON NORTH EXTENDED SCHOOL SERVICES (KEY SCHOOLS)

13.2   DESCRIPTION

The Frankston North ESS was funded by DEECD, for three years, as an ESH pilot project[37] in 2010, and includes Monterey Secondary College, Aldercourt Primary School and Mahogany Rise Primary School. Although the sites are not co-located — with the furthest sites, Aldercourt and Monterey over two kilometres from one another — all campuses are situated within the distinct community of Frankston North.

The aim of the ESS was to better connect the schools with the local community, leveraging school resources and resources in the broader community to provide the best educational and social support for children in the area. As part of Frankston North's approach, a Hub Coordinator was appointed to coordinate activities across the three schools, taking advantage of existing agencies working within the

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[37]   The Extended School Hub (ESH) Pilot Project aimed to improve learning and development outcomes in schools with low socioeconomic status by providing resources to strengthen partnerships and connections between schools, families, community agencies and businesses. The schools in Frankston North prefer to refer to ESS, as they believe this more accurately reflects their activities.

community to deliver services. Agencies were brought into the ESS when the schools identified a gap in what they could offer, or when an agency identified a need in the community and approached the ESS to work there. However, the ESS also has a small pool of money available to directly fund some services in the school, to provide a top-up to other funding, or seed funding to start a project. For example, the school had withdrawn from the national chaplaincy program given uncertainty around its funding, but the ESS was able to provide funding to allow the Salvation Army to continue providing school chaplains.

The ESS run and/or connect a number of services through the school: a twice weekly breakfast program, a bike riding education program, Salvation Army mentoring and support services, access to local Council youth workers, a theatre program, the 'try a trade' program, and Beacon Foundation activities. Facilities, notably the secondary school bus, are shared between the three schools.

Because Frankston North is an area of high need, the local schools identified the value in better connecting the community with the service system. The Hub Coordinator role has been complemented with the appointment of a Parent Engagement Worker (PEW), who is a parent from within the school community employed as a peer worker, acting as a liaison point with the local community, many of whom have had a negative experience with schools and the government 'system'. The PEW provides a focus point for parents to come and discuss community issues and learn about what services are available for their children.

13.3   KEY INDICATORS

This section introduces key indicators associated with socio-demographic characteristics of the population within 3 km of the case study centre.

Figure 27 presents indicators for the local population in proximity to the Frankston North ESS schools, in comparison to the population of Greater Melbourne. Both the average per capita and household incomes in the area are well below the Melbourne average (22 and 28 per cent respectively). Within a 500m of the case study centre (representing the midpoint between all schools), disadvantage is greater, with per capita incomes 37 per cent less than average. The proportion of single parents is above average, and household size is considerably smaller than the Melbourne average. There are fewer children in Frankston North proportionally than there are in Greater Melbourne.

FIGURE 27 – INCOME, HOUSING, AGE AND FAMILY CHARACTERISTICS WITHIN 3KM OF THE FRANKSTON NORTH CASE STUDY CENTRE: VARIATION TO MEAN VALUES FOR GREATER MELBOURNE
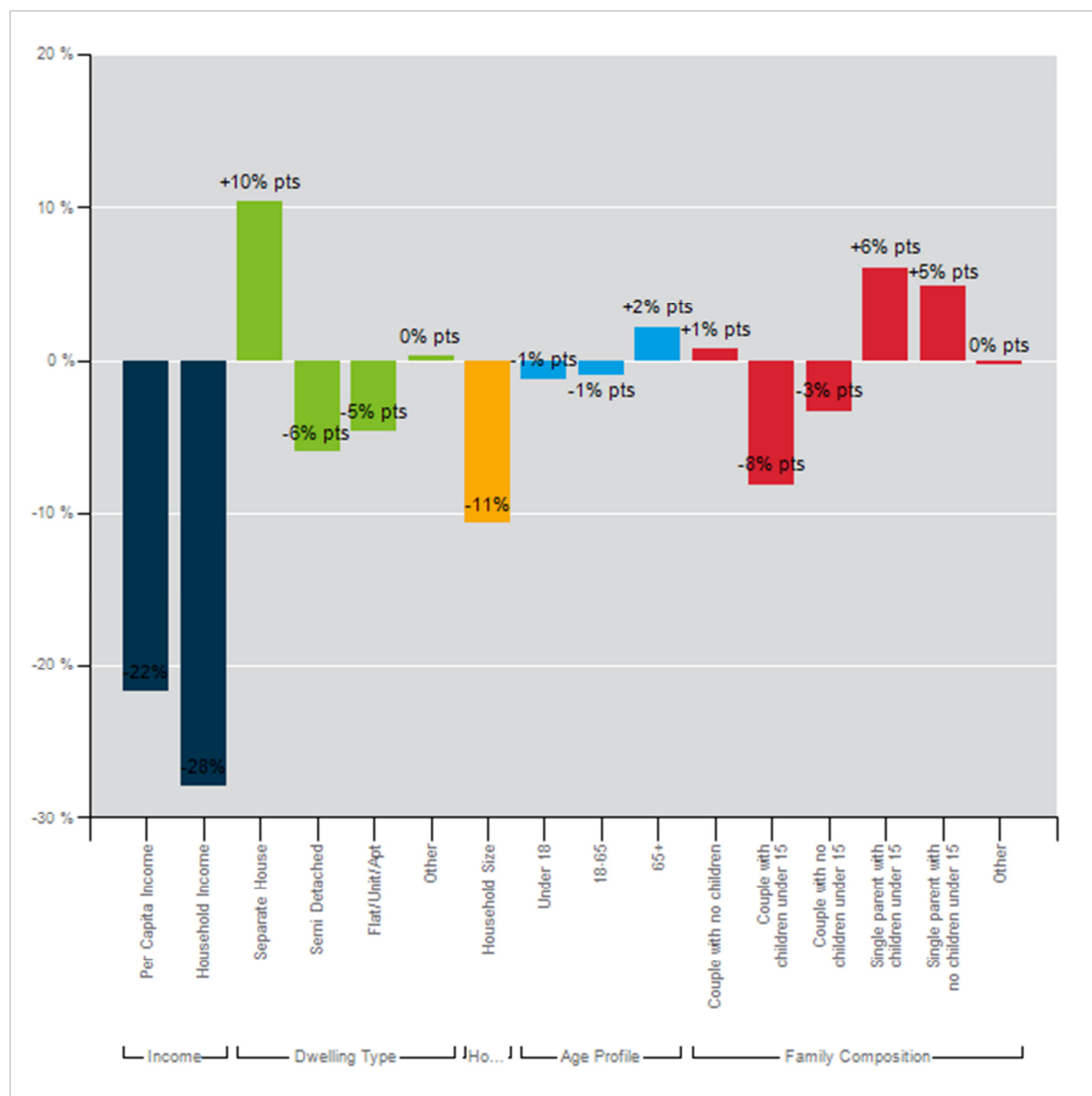
Source: ABS Census of Population and Housing 2011; Urbis

TABLE 46 – INDICATORS OF DISADVANTAGE, FRANKSTON NORTH

SEIFA SCORE (LOCALITY)	RURALITY (LOCALITY)	% INDIG. (2011, LOCALITY)	% LBOTE (2011, LOCALITY)	MEAN SFOI (SCHOOLS IN CASE, 2014)
812.3	Outer metro	2.0	16.8	0.78

13.4 OUTCOMES REPORTED

13.4.1 DEVELOPMENTAL ISSUES

A significant challenge for the schools in the ESS is the highly transient population, which means that children often arrive at the school with limited information about their progress previously. An additional challenge for the primary schools is the large proportion of children — about 20 per cent — who have not attended preschool education or care.

The improvements in AEDC scores since the establishment of ESS have been significant: on every domain, the level of children with developmental vulnerability has declined with statistical significance. In 2009, over half of children were developmentally vulnerable on two or more domains, but this has declined to 34.9 per cent in 2012. While stakeholders were reluctant to attribute the improvement solely to the ESS, they believed that it was part of the picture of improvement in Frankston North.

In its first few years, the ESS has focused on improving early years engagement, particularly through the establishment of an early years networking group. The group meets twice a term and staff from various services are able to talk about children in the community and listen to presentations from local community agencies to get an idea of what is available. The school principals suggested this gave them a clearer picture of where children were up to in their learning and how their needs could be best met when they moved to primary school. Network meetings provide staff with a chance to talk about children in a context other than a formal meeting, allowing informal conversations that may not have required a formal meeting.

13.4.2 COGNITIVE AND SOCIAL DEVELOPMENT

TABLE 47 – CHANGE ON SELECTED MARKERS, FRANKSTON NORTH[38]

AEDC – 2012 FOR CASE LOCALITY[39]		VELS – 2013 ENGLISH READING SCORE YR 6/10 (3 YEAR GAIN FROM YR 3/7)[40]		NAPLAN – 2013 NUMERACY SCORE YR 5/9 (2 YEAR GAIN FROM YR 3/7)[41]		ATOS – 2014 PERCENTAGE OF STUDENTS WITH POSITIVE MOTIVATION[42] (CHANGE) [43]
% VULN. ON 1 DOMAINS (CHANGE)	% VULN. ON 2 DOMAINS Y (CHANGE)	PRI	SEC	PRI	SEC	
64.1 (-6.3)	34.9 (**-18.8***)	5.95 (+3.6)	9.23 (+5.2)	429 (+50)	533.0 (+14.0)	51% (-6.1%)

* Indicates statistically significant change in AEDC results.

The early years focus has also led to a shared understanding of curriculum and pedagogy. Stakeholders noted that transitions were smoother than they had been prior to the ESS because teachers at the primary school know what is happening at local kindergartens. That is, they have a clearer understanding of the where the children are at in their learning and what they can do to support their development.

There is a hope that the model used in the early years can now be focused onto the middle years transition from primary to secondary. Again, stakeholders noted that the closer relationship is already having an impact on improving year 7 transitions, but could not yet point to specific outcome data.

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[38] Frankston North primary calculations are averages of Aldercourt Primary School and Mahogany Rise Primary School. Secondary calculations are based on Monterey Secondary College.

[39] The 2012 state mean for AEDC was 9.5 per cent of children found vulnerable on two and 19.5 per cent vulnerable on one domain.

[40] Difference in VELS English Reading scores from 2010 to 2013. Year 3 to 6 for Primary and Year 7 to 10 for Secondary.

[41] Difference in NAPLAN Numeracy scores from 2011 to 2013. Year 3 to 5 for Primary and Year 7 to 9 for Secondary.

[42] Values are averaged where case study sites contain more than one school.

[43] Difference between the 2009-11 average and 2012-14 average of the proportion of students who responded "positive" on Student Motivation factor

Frankston North is a trial site for the Middle Years Development Instrument[44], and the stakeholders hoped that this would provide useful data in the future to identify target areas and improve the transition process further.

Stakeholders noted that an open attitude was necessary to enable schools to work together on curriculum and pedagogy. That all principals in the ESS are committed to collaboration supports the success of the schools in responding to the development needs of children in Frankston North in an integrated way. Stakeholders also praised the schools' senior managers' flexible mindset, which allowed the schools to try new things.

13.4.3 ASPIRATION AMONGST YOUNG PEOPLE, FAMILIES AND THE COMMUNITY

All stakeholders spoke highly of the PEW, employed using ESS funds. The PEW acts as a liaison point between the parent community and 'the system', and was viewed as important to ensuring that families felt more comfortable in the school and that they had a key point of contact if they had concerns. The schools take the opportunity to encourage parents to be involved in the school, for example, as volunteers at the holiday program. The schools view this as important for building engagement with education, as well as individual and community capacity building.

Several stakeholders discussed the value of the 'try a trade' program, encouraging students in years 5 and 6 to experience careers they may not have thought of before, such as hospitality or hairdressing. The schools are now including visits to the local TAFE to develop familiarity with tertiary education providers. A crowd-funded trip to Europe was also highlighted as an 'eye opener' for many students. Stakeholders suggested that the ESS was key to this trip, by tapping into the community, spreading the word and fundraising.

There are a large number of programs run from the school contributing to community aspiration, including Bike Fix It, Beacon Foundation programs, and Shine — which all contribute to students' self-esteem and understanding of what they can achieve. The Hub Coordinator was seen as a key broker for finding and funding these services, either linking the schools into external funding sources, or using the small ESS funding pool to seed fund projects. In other cases, the Coordinator was an entry point for services that wanted to work in the schools. For example, a domestic violence education program, which had identified the community as an area of need, has worked with the Hub Coordinator and secondary college welfare staff to offer education to students. As a non-teaching member of staff with a role across all schools the Coordinator has the space and time to discuss options with external agencies, with stakeholders noting that it was hard for schools to organise as the teachers' focus is on teaching. The Hub Coordinator therefore, acts as a go-between, who can liaise with services during office hours, while school staff are busy with the day to day running of a school.

13.4.4 EFFECTIVE USE OF RESOURCES AND INFRASTRUCTURE

The Hub Coordinator was seen as vital to ensuring schools knew about, and were able to access, other agencies and programs working in the local area. The focus at the schools has been to access services that already exist in the area and the coordinator has been at the centre of that activity. The Coordinator commented that the funding for the ESS has primarily supported her role and that of the PEW, with relatively little spent on new programs at the school.

The school principals expressed the hope that their school could be more than an educational facility, that is, a community hub, which is 'never closed', with activities taking place even when teaching was not. In this way, the holiday program during the summer and winter holidays are held at one of the primary schools, supported by teachers and local community volunteers. The last holiday program was restructured so that children could do different age-appropriate activities, including older children visiting the secondary school. The Monterey bus has recently been shared with the other schools and has proved a cost saver as schools now do not have to pay commercial prices for transport. At Monterey Secondary, the kitchen and conference room are now being used by community groups.

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[44] The Middle Years Development Instrument is a self-report survey for children between the ages of eight to 14 covering non-academic factors relevant to learning, participation and wellbeing. It was developed in Canada to collect and disseminate population-level information on children's developmental health and wellbeing (Middle Years Development Instrument (Australia), 2013).

13.5 RETURN ON INVESTMENT

*Net cost of investment: **$2.76 million***

*Potential benefits: **$6.2 million***

*Potential ROI: **126 %***

Frankston North Extended School Hub integrates Aldercourt Primary School, Mahogany Rise Primary School and Monterey Secondary College.

Counterfactuals for the Frankston North ESS schools are Whittington Primary, Mossfiel Primary, Hoppers Crossing Secondary School

13.5.1 INVESTMENT

The net investment in capital expenditure reported by DEECD in the Hub was $2.76 million at Mahogany Rise PS. Aldercourt and Monterey did not receive additional capital funding.

Through the National partnership for Low SES School Communities, Frankston North receives a range of government funding, and significant in-kind support from community, Council, not-for-profits and philanthropic organisations. As this funding would likely occur regardless of the colocation, it has not been included in net investment.

13.5.2 BENEFITS

The evaluation framework identified a range of benefits that might occur from collocating and integrating services that might also be quantified.

The potential benefits identified for inclusion in the ROI for Frankston North, and the required data for quantification, are included in Table 45

TABLE 48 – POTENTIAL ECONOMIC BENEFITS AND ROI, FRANKSTON NORTH ESS

BENEFIT	METHODOLOGY	DATA SOURCES
Improved cognitive outcomes for primary and early secondary children	Improved test scores (NAPLAN, VELs) used to measure cognitive improvement. Increase in Z-score relative to counterfactual leads to improvement in potential lifetime earnings outcomes on average of $274,662 for each child in cohort, based on likely increase over average lifetime earnings. Source: Hall and Farkas (2011)	NAPLAN and VELs outcomes show a small decline in outcomes for Monterey Secondary College. NAPLAN outcomes for cohort gains over time for all ESH schools are well below those of counterfactual sites. VELS (English reading) scores have shown positive improvements between 2008 and 2013 across grades as well as for individual cohorts for Aldercourt PS, but are not significantly different to state wide outcomes.

BENEFIT	METHODOLOGY	DATA SOURCES
Improved social outcomes through partnerships and community outreach.	Reduced crime and interactions with social justice system including incarceration that can be attributed to colocation and integration services. Costs calculated using, for example, total net operating expenditure and capital costs per prisoner per year: $122,140 plus costs of crimes committed Source: Productivity Commission (2014)	Criminal statistics reported across LGA, not at school level. School may have access to this data
Increased aspiration of students	Using ATOSS scores on motivation questions to look for increased numbers with improved aspirations. Apply a proxy value of private school fees to measure aspiration using an SROI framework,	ATOSS survey outcomes

For each of the above categories, data has not been collected at a level sufficient to allow quantification of actual benefits. Urbis has, however, identified potential outcomes that might be achieved over time, supported by the qualitative evidence and literature reviews, and quantified these.

TABLE 49 – ECONOMIC BENEFITS, FRANKSTON NORTH EXTENDED HUB

BENEFIT	METHODOLOGY AND ASSUMPTIONS							BENEFIT VALUE
Improved lifetime earnings through increased primary/early secondary cognitive outcomes	Assume an improvement in Z-scores for NAPLAN or similar of 10% across the potential cohort over each of six years.							$5.0 million
		2015	2016	2017	2018	2019	2020	
	% improved	10%	10%	10%	10%	10%	10%	
	Size of cohort	350	350	350	350	350	350	
	100% drop off occurs after six years Benefit per child is $274,662							

BENEFIT	METHODOLOGY AND ASSUMPTIONS	BENEFIT VALUE
Increased aspiration of students	The number of students reporting positive motivation at Monterey has increased when comparing 2009-2011 and 2012-2014 periods. (n = 24) Both Aldercourt and Mahogany Rise have experienced a decline in student numbers reporting positive motivation (n = 11) Net change is 13 students Value of improved motivation is felt over a four year period (year 7 through 10) by one cohort. Proxy value is secondary school fees. The weighted average for Victorian Independent and Catholic Schools for 4 years (year 7 through 10) is $91,200 (Source: Australian Scholarships Group) Note: This is the social value of improved aspiration. Estimating economic benefits cannot be done based solely on aspiration.	$1.2 million

14 Case study: Broadmeadows Schools Regeneration Project

14.1 SYNOPSIS

This section summarises the findings of the Broadmeadows Schools Regeneration Project case study. The BSRP began in 2004, with Hume Central Secondary College opening in 2007 (Figure 28).

FIGURE 28 – TIMELINE OF BSRP

Inception 2004	Funding -	Building -	Opening 2007

Table 50 illustrates the level of co-location and integration in this case study, based on a qualitative assessment undertaken by field researches attending the location.

TABLE 50 – INTEGRATION AND CO-LOCATION FINDINGS, BROADMEADOWS

VERTICAL INTEGRATION	SERVICES INTEGRATION	COMMUNITY INTEGRATION	CO-LOCATION	INTEGRATION MATURITY
K>PS; SC>HE: Co-ordination PS>SC: Communication	Communication	Co-ordination	Co-location	Establishing

VERTICAL INTEGRATION			SERVICES INTEGRATION			COMMUNITY INTEGRATION		
Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways

KEY:	NOT PRESENT	AD HOC	EMBEDDED

The key outcomes of co-location and integration in Broadmeadows are:

- better early support for developmental needs, recognising that there is still more to achieve

- smoother transitions across the education continuum

- enhanced community aspirations and parental engagement in the school

- high-utilisation of shared facilities, especially between the VCAL Unit and Hume Central Secondary College.

The key enablers of these outcomes are:

- leadership that underpins the vision to see beyond individual service needs

- co-location, which improves access to high-quality facilities

- a shared ethos to improve education.

The key barriers to these outcomes are:

- relationships have taken some time to develop, which is perhaps attributable to the turbulent period of mergers between schools.

Figure 29 shows the location of key facility sites in the Broadmeadows School Regeneration Project.

FIGURE 29 – LOCATION MAP: BROADMEADOWS SCHOOL REGENERATION PROJECT (FOCUS SITES)
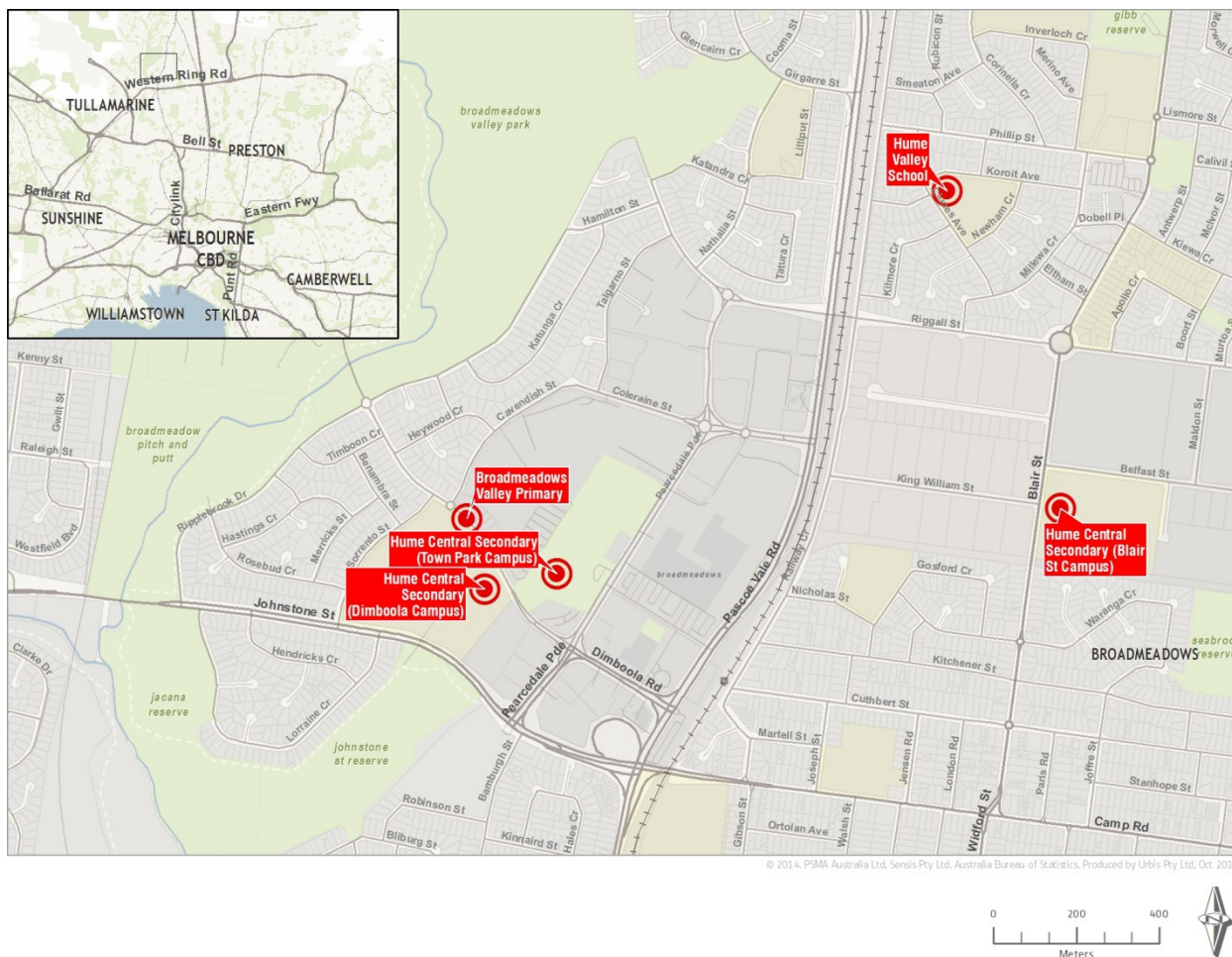
14.2 DESCRIPTION

The co-located educational services were developed by the Broadmeadows Schools Regeneration Project (BSRP), which involved a large-scale regeneration of the suburb. The BSRP began in 2004 when 17 schools were merged into ten, seven of which received new facilities. The Hume City Council also undertook concurrent regeneration of the local streetscapes, community and family services, and local bicycle and walking routes to improve community connectedness.

In 2004, the unemployment rate in Broadmeadows was 19 per cent and the suburb was considered the third most disadvantaged municipality in Victoria. Schools had students with low reading performance; as well as high levels of absenteeism; were unable to offer a range of subjects; and had low retention rates — only 30 per cent of students who began year 7 reached year 12, and only 40 per cent of students doing VET completed their training. According to AEDC data, 41 per cent of children were identified as developmentally vulnerable against a national average of 22.6 per cent (Department of Education and Early Childhood Development, 2010). Schools also had issues associated with school size, reputation, the quality of education and staff morale (HLB Mann Judd, 2010). Additionally, AIM and VCE results were

significantly below state benchmarks and student literacy at year 7 was one to two years behind (Department of Education and Early Childhood Development, 2010).[45]

To achieve the aims of the BSRP, five strategies were developed around the areas of:

1. school organisation — the merger of schools into new configurations and entities

2. curriculum and teacher practice — to rebuild and revise a curriculum that produces literate and numerate students; to introduce more personalised learning, team teaching and digital technologies

3. organisational development — targeted and ongoing professional development; to develop leadership capacity in staff; engage families and other partners in education

4. new facilities — build seven new schools over nine campuses; use latest education design from local and international school design consultants and architects

5. community development (early years) — schools to be a part of the community and school facilities to be made available for the community to use; explore the opportunities with Hume City Council and Kangan Batman TAFE for shared facilities (Department of Education and Early Childhood Development, 2010; HLB Mann Judd, 2010).

Funding from the BSRP came from a variety of sources including neighbourhood renewal funding from DPCD; regeneration support funding from DEECD; other Commonwealth and state funding; Hume City Council; businesses and not for profits.

Table 51 outlines the schools and services operating in the area following the BSRP.

TABLE 51 – SERVICES IN THE BROADMEADOWS SCHOOLS REGENERATION PROJECT

| EDUCATIONAL SERVICES	COMMUNITY SERVICES
Hume Central Secondary College (Town Park campus; Dimboola Rd campus; Blair St campus), including basketball stadium	MCH
Broadmeadows Valley Primary School	Mission Australia
Debney Meadows Primary School	Library
Broadmeadows Primary School	Matchworks employment agency
Westmeadows Primary School	Shopping centre
Dimboola Early Learning Centre	Hume City Council
Early Learning Centre	Medical Centre
Hume Valley School VCAL	Hume Town Hall
Broadmeadows Special Development School	
Kangan Batman TAFE	

14.3   KEY INDICATORS

This section introduces key indicators associated with socio-demographic characteristics of the population within 3 km of the case study centre.

Figure 30 presents indicators for the local population in proximity to the BSRP schools and services, in comparison to the population of Greater Melbourne. Both the average per capita and household incomes in the area are well below the Melbourne average (44 and 34 per cent respectively). Within a 500m radius, disadvantage is greater, with a per capita income 55 per cent less than the Melbourne average.

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[45]   The Achievement Improvement Monitor (AIM) program was a testing scheme used to monitor the development of literacy and numeracy skills of school students in Victoria. It was replaced by NAPLAN in 2008.

The proportion of single parents is above average, but household size is also 13 per cent higher than the Melbourne average. There are more children in Broadmeadows proportionally than there are in Greater Melbourne.

FIGURE 30 – INCOME, HOUSING, AGE AND FAMILY CHARACTERISTICS WITHIN 3KM OF THE BROADMEADOWS CASE STUDY CENTRE: VARIATION TO MEAN VALUES FOR GREATER MELBOURNE
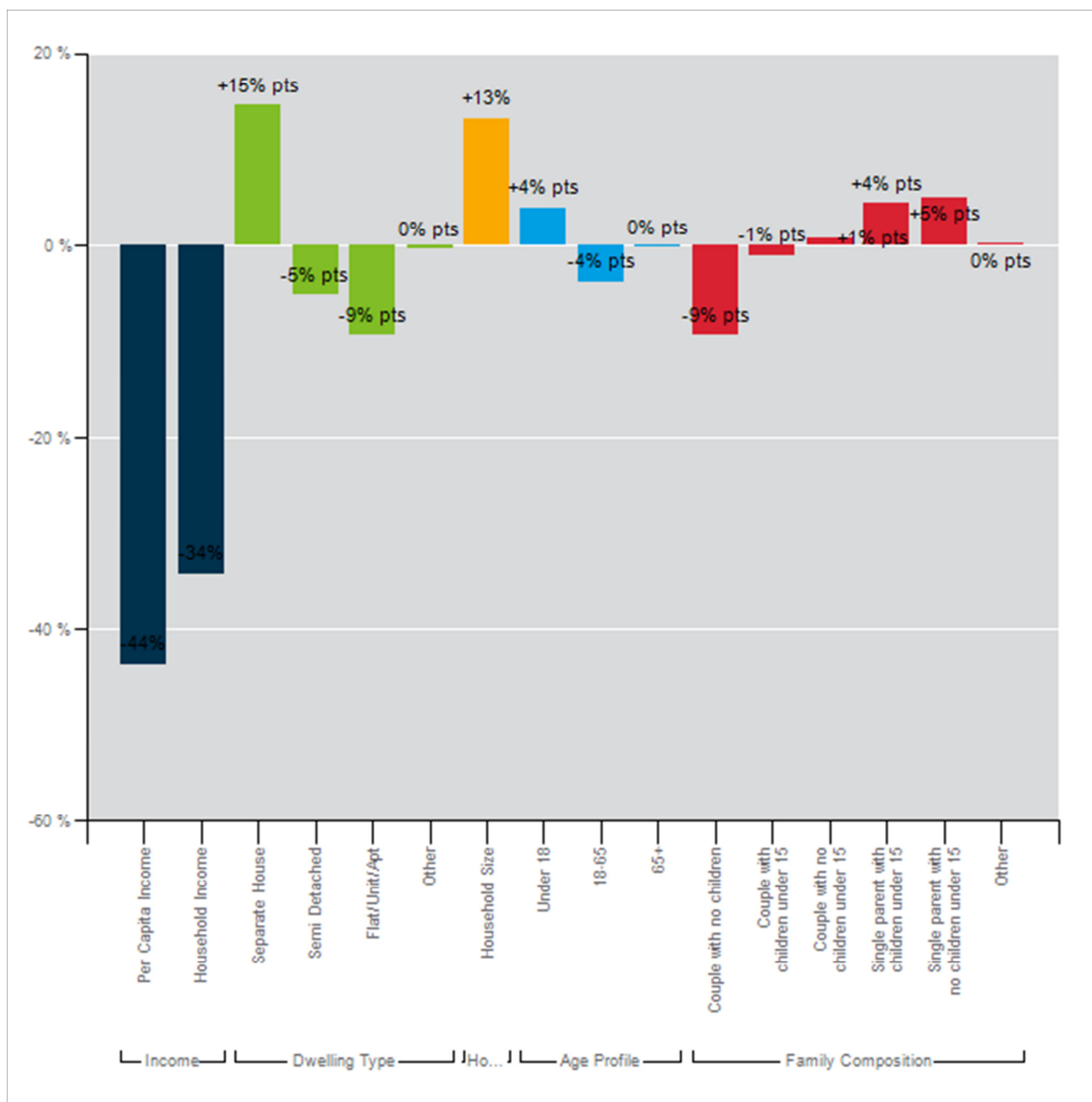
Source: ABS Census of Population and Housing 2011; Urbis

TABLE 52 – INDICATORS OF DISADVANTAGE, BROADMEADOWS

SEIFA SCORE (LOCALITY)	RURALITY (LOCALITY)	% INDIG. (2011, LOCALITY)	% LBOTE (2011, LOCALITY)	MEAN SFOI (SCHOOLS IN CASE, 2014)
771.8	Outer metro	0.8	66.8	0.83

14.4 OUTCOMES REPORTED

14.4.1 DEVELOPMENTAL ISSUES

Stakeholders were not able to point towards evidence of improvement in identifying developmental issues early, given the relatively short time frame of the project. The early learning centre, for example, has been operational for less than two years.

Initially, there were challenges in developing positive working relationships across services; but relationships have improved and services expect to see improved outcomes because of communication between services and cross-referrals.

At the Special Development School and Broadmeadows Valley Primary School, relationships have been harnessed to assist children requiring extra support so that they are able to seamlessly attend the two schools, spending two to three days per week at each school. This has helped to reduce the anxiety and stigma for students and families.

Staff at the services suggested that benefits of co-location and integration specifically on improved identification were limited, but that the regeneration effort had enabled the school to attract a higher calibre of staff.

14.4.2 COGNITIVE AND SOCIAL DEVELOPMENT

TABLE 53 – CHANGE ON SELECTED MARKERS, BROADMEADOWS[46]

AEDC – 2012 FOR CASE LOCALITY[47]		VELS – 2013 ENGLISH READING SCORE YR 6/10 (3 YEAR GAIN FROM YR 3/7)[48]		NAPLAN – 2013 NUMERACY SCORE YR 5/9 (2 YEAR GAIN FROM YR 3/7)[49]		ATOS – 2014 PERCENTAGE OF STUDENTS WITH POSITIVE MOTIVATION[50] (CHANGE) [51]
% VULN. ON 1 DOMAINS (CHANGE)	% VULN. ON 2 DOMAINS Y (CHANGE)	PRI	SEC	PRI	SEC	
46.6 (+1.9)	26.8 (+0.8)	-	9.63 (+5.6)	-	539.5 (+52.2)	42% (-2.4%)

The BSRP is focused on improving learning outcomes for children across the Broadmeadows area. Some schools within the BSRP have focused on developing shared curriculum and pedagogy that enables smooth transitions. For example, Broadmeadows Valley Primary School and the Special Development School offer common teaching models. The VCAL Unit and Hume Central Secondary College operate teaching models of additional support that have low-level disruption to the student as the services are co-located and the providers offer the program as a partnership, allowing VCAL students to spend time at the secondary college and vice versa.

Stakeholders also noted the importance of co-location for transition programs. Co-location enables older children to more easily work with younger children; for example, year 9s work with year 6s, and prep students work with children in the early learning centre. Transition programs are also happening between

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[46] Hume Central Secondary College only.

[47] The 2012 state mean for AEDC was 9.5 per cent of children found vulnerable on two and 19.5 per cent vulnerable on one domain.

[48] Difference in VELS English Reading scores from 2010 to 2013. Year 3 to 6 for Primary and Year 7 to 10 for Secondary.

[49] Difference in NAPLAN Numeracy scores from 2011 to 2013. Year 3 to 5 for Primary and Year 7 to 9 for Secondary.

[50] Values are averaged where case study sites contain more than one school.

[51] Difference between the 2009-11 average and 2012-14 average of the proportion of students who responded "positive" on Student Motivation factor

the secondary school and TAFE, and the VCAL and TAFE. These transition activities help students to familiarise themselves with their new environment and reduces anxiety.

Since the BSRP began, the proportion of children attending formal kindergarten has increased to 77 per cent from a pre-BSRP baseline of 32 per cent. However, it is not clear if this was due to specific work in the community to engage families, or was the result of a renewed community perception of education.

The *BSRP Final Report* found that some teachers were resistant to change their low expectations of students and adopt the new teaching approaches spearheaded in the BSRP schools. This was reflected in some of the comments from stakeholders suggesting that initial relationships had been strained given the turbulent way the schools merged. All stakeholders were now more positive about the road ahead.

14.4.3 ASPIRATION AMONGST YOUNG PEOPLE, FAMILIES AND THE COMMUNITY

Stakeholders report that the community's aspirations are enhanced because the BSRP has given the community access to high-quality facilities; and because co-location enables families to see the spectrum of education from birth to TAFE, giving parents and children the sense that continuing education is achievable and not daunting.

Families now engage more in education. For example, Broadmeadows Valley Primary School note that the induction program, which allows parents to attend the school to talk to the primary school teachers, initially had a low uptake; but now 80 per cent of the students' parents undertake the program. Similarly, 15–20 per cent of parents would attend parent-teacher conversation days, a figure that has changed so that now approximately 60 per cent of parents will attend.

The integration of the VCAL Unit into the mainstream campus has positive impacts for the students attending. VCAL students wear the same uniform as Hume Central Secondary College students, which fosters a feeling of inclusivity, confidence and pride in attending school.

The BSRP has also focused on engaging adults in the local area to improve their education and employment prospects. Broadmeadows Valley Primary School offers parents a range of adult learning and employment programs, such as work experience, adult health boot camp, English for citizenship, driving license classes, technology classes, and food handling programs. Hume Central Secondary College works with the Smith Family to run parenting classes and offer sessions such as 'practical steps to help my child to University and TAFE'. It is expected that when children see their parents attend and engage with education and employment positively, it will enhance their aspirations to do so.

14.4.4 EFFECTIVE USE RESOURCES AND INFRASTRUCTURE

Co-location has enabled the high use of shared facilities, such as the Secondary College's graphic arts and horticultural spaces, sports facilities and community space. Partnerships have enabled external agencies to use shared spaces for mutual benefit, such as the local dance school teacher assisting with the Broadmeadows Valley Primary School dance program in return for the use of the multipurpose room without charge. Stakeholders suggested that the high use of facilities comes from co-location making the range of facilities more obvious to people visiting the site.

Hume Central Secondary College and the VCAL Unit have been able to harness economies of scale, including shared contracts for cleaning, telephones, the canteen and electricity. The school would like to take this further, sharing human resources and occupation health and safety staff.

14.5 RETURN ON INVESTMENT

*Net cost of investment: **$0.91 million***

*Measured benefits: **$3.73 million***

*Measured ROI: **310%***

The Broadmeadows Schools Regeneration project is the most comprehensive of all the colocation and integration initiatives, encompassing services from birth to year 12. The focus of the ROI analysis was on Hume Central Secondary College (HCSC), which has been in operation since 2009.

The counterfactuals for HCSC are Hoppers Crossing and Victoria University.

14.5.1 INVESTMENT

Total new capital expenditure across the Broadmeadows Regeneration project was $57.4 million, of which $24.4 million was spent on the three campus sites HCSC. Additional funding was provided (unspecified) for leadership and curriculum development. Philanthropic donations have also been made.

DEECD reports that the net new capital investment for HCSC was $0.91 million, taking into account capital and maintenance expenditure which would have been required in the absence of the construction of new facilities.

The value of sites no longer required and able to be sold or leased would likely mean the net capital investment in Hume is negative (i.e. savings have been made).

14.5.2 BENEFITS

The evaluation framework identified a range of benefits that might occur as a result of colocation and integrated services and that might also be quantified.

The potential benefits identified for inclusion in the ROI for Hume Central, and the required data for quantification, are included in Table 54.

TABLE 54 – POTENTIAL ECONOMIC BENEFITS AND ROI, HUME CENTRAL

BENEFIT	METHODOLOGY	DATA SOURCES
Improved cognitive outcomes for secondary children	Improved test scores (NAPLAN, VELs) used to measure cognitive improvement. Increase in Z-score relative to counterfactual leads to improvement in potential lifetime earnings outcomes on average of $274,662 for each child in cohort, based on likely increase over average lifetime earnings. Source: Hall and Farkas (2011)	NAPLAN and VELs outcomes at this stage are inconclusive. Comparison with counterfactuals suggests positive impact is occurring, but after an initial period of decline in the immediate wake of the colocation commencement.
Improved cognitive outcomes for secondary children, as measured by increased tertiary attendance rates	Measure changes in tertiary outcomes, based on Exit Destination Survey, and quantify changes in lifetime earnings for cohort.	Exit Destination Surveys show significantly increased university attendance over the past three years.
Improved social outcomes through partnerships and community outreach.	Reduced crime and interactions with social justice system including incarceration that can be attributed to colocation and integration services. Costs calculated using, for example, total net operating expenditure and capital costs per prisoner per year: $122,140 plus costs of crimes committed Source: Productivity Commission (2014)	Criminal statistics reported across LGA, not at school level. School may have access to this data
Potential for increase in parent/carer workforce participation through provision of adult education services	Value increased work/volunteer hours enabled through adult education	Parent employment and volunteer hours enabled by colocation and integration services Data is not currently collected, but could be through regular parent surveying to ascertain days employed and wages earned.
Increased aspiration of students	Using ATOSS scores on motivation questions to look for increased numbers with improved aspirations. Apply a proxy value of private school fees to measure aspiration using an SROI framework,	Motivation responses declined for the first few years following colocation, but have begun to rise slowly since 2011. This is a surprising outcome given anecdotal evidence presented by stakeholders and from earlier research.
Operational efficiencies and resource sharing Rental income from spaces/reduced costs from shared resources	Evidence of reduced costs, increased resource sharing	Data not reported transparently at present, although anecdotally there have been improvements in some utilities contracts negotiated as a result of increased buying power across sites with potential for further savings. DEECD reports larger sites typically demonstrate economies of scale through shared facilities (e.g. swimming pool and fitness centre, performing arts centre)

BENEFIT	METHODOLOGY	DATA SOURCES
Increased health, well-being and employment outcomes for VCAL students	Quantify reported social and employment outcomes	Survey of students post school completion required to collect relevant data.
Benefits from reduced travel resulting from collocated facilities	Consumer welfare due to time travel savings Improved safety, health and environmental benefits from reduced road traffic.	Data could be collected from parent/carer surveys. Should be undertaken across entire BSRP sites.

For the above categories, data allowing quantification of actual benefits has been limited. Urbis notes, however, that even with the most conservative assumptions, the improved tertiary outcomes alone generate significant returns on the net investment.

TABLE 55 – ECONOMIC BENEFITS – HUME CENTRAL

BENEFIT	METHODOLOGY AND ASSUMPTIONS	BENEFIT VALUE
Improved cognitive outcomes leading to increased tertiary enrolments.	For the period 2011-2013, exit destination data show a net increase in university enrolments of 46 over the period 2008-2010, despite a decline in total enrolments. This represents a rise from 15% (the state average for low socio-economic schools, to 26%). Urbis has calculated the lifetime wage differential for these students, assuming they would previously have undertaken some further training post year 12 (i.e. the wage differential is the smallest possible). Urbis has further allowed that only 10% of this outcome is directly attributable to factors associated with the colocation/integration initiatives.	$3.73m

15 Case study: Tarneit Community Learning Centre

15.1 SYNOPSIS

This section summarises the findings of the Tarneit Community Learning Centre counterfactual. Table 56 illustrates the level of co-location and integration in this case study, based on a qualitative assessment undertaken by field researches attending the location.

TABLE 56 – INTEGRATION AND CO-LOCATION FINDINGS, TARNEIT

VERTICAL INTEGRATION	SERVICES INTEGRATION	COMMUNITY INTEGRATION	CO-LOCATION	INTEGRATION MATURITY
Minimal interaction	Communication	Communication	Partial shared use	Pre-planning

VERTICAL INTEGRATION			SERVICES INTEGRATION			COMMUNITY INTEGRATION		
Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways

KEY:	NOT PRESENT	AD HOC	EMBEDDED

The key outcomes in Tarneit are:

- no cross-referral between services

- pathway from three and four-year old kindergarten

- there is currently no impact of the centre on community aspirations

- community use of the shared spaces.

The key barriers to these outcomes are:

- absence of strong relationships between services.

- absence of a coordinating or leading role to facilitate development of integrative practices

Figure 31 shows the location of Tarneit Community Learning Centre.

15.2   DESCRIPTION

Tarneit Community Learning Centre is managed by Wyndham City Council.. The community is isolated in terms of public transport, although a train station will open in 2016.

The Centre has received no specific integration funding, and has operated without a coordinating role for some years. A Community Development Officer previously located at the Centre was reportedly withdrawn to another location some years ago. However, a new role of Neighbourhood Hub Coordinator has recently been appointed by Council, and it is anticipated by staff that this role will strengthen the Centre's activities.

The general view of staff was that the Centre is underutilised, and that a person responsible for coordination will optimise the Centre's potential. The library development, planned for the land adjacent to the Centre, is also much anticipated.

Currently there is very little interaction reported between staff. Staff meetings that used to be convened by the Community Development Officer no longer occur. These meetings had included early childhood services as well as regular users of the space – Anglicare and ISIS Health. Programs previously offered by these providers no longer occur, due to a change in their funding arrangements.

15.3   KEY INDICATORS

This section introduces key indicators associated with socio-demographic characteristics of the population within 3 km of the case study centre.

Figure 32 presents indicators for the local population in proximity to Tarneit Community Learning Centre, in comparison to the population of Greater Melbourne. The average per capita income is 12 per cent lower than Greater Melbourne, but the household income is slightly higher. The proportion of single parents with young children is above average, but household size is 18 per cent higher than the Melbourne average. There are more children in Tarneit proportionally than there are in Greater Melbourne.

FIGURE 32 – INCOME, HOUSING, AGE AND FAMILY CHARACTERISTICS WITHIN 3KM OF TARNEIT: VARIATION FROM GREATER MELBOURNE
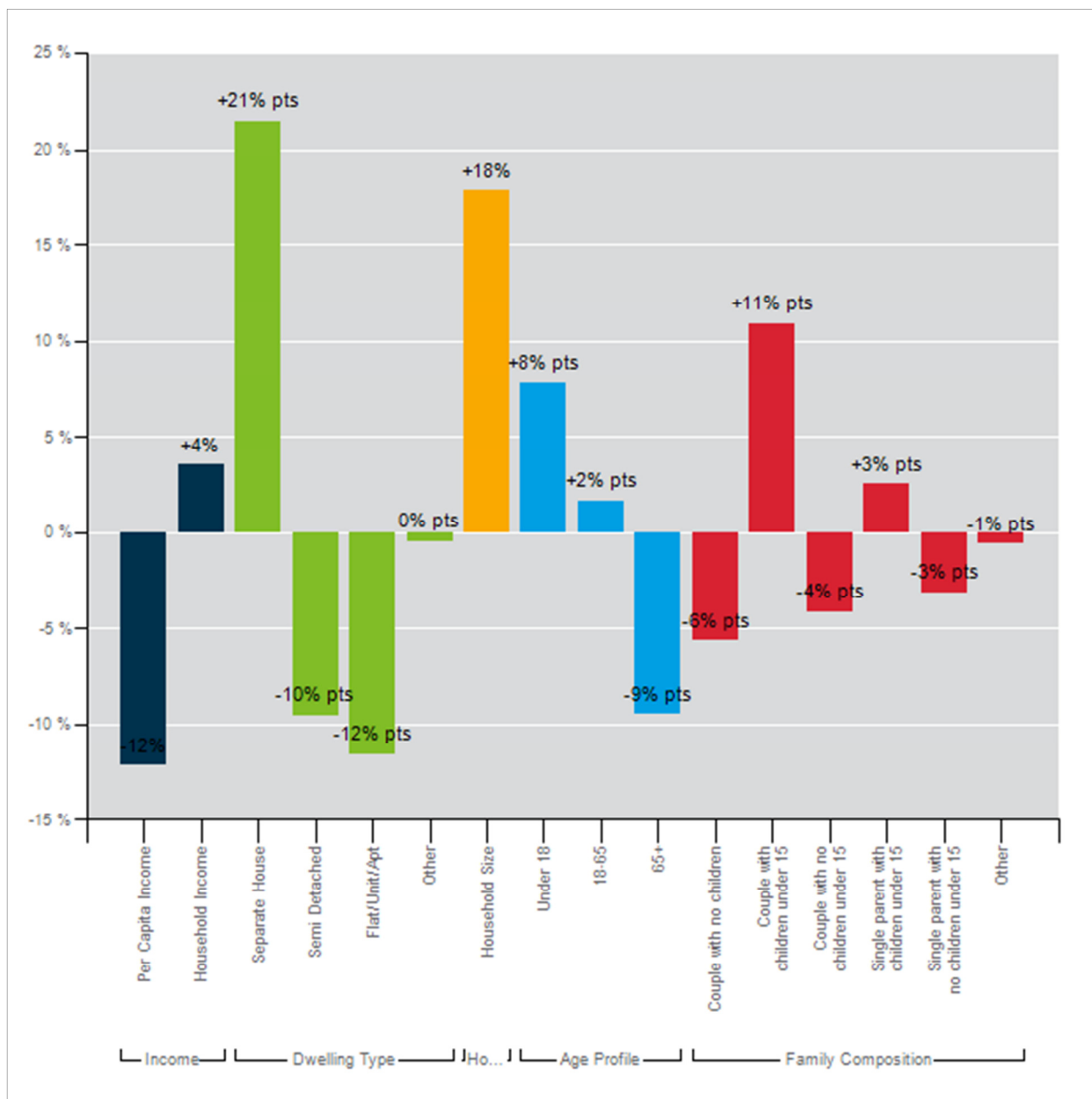
Source: ABS Census of Population and Housing 2011; Urbis

TABLE 57 – INDICATORS OF DISADVANTAGE, TARNEIT

SEIFA SCORE (LOCALITY)	RURALITY (LOCALITY)	% INDIG. (2011, LOCALITY)	% LBOTE (2011, LOCALITY)	MEAN SFOI (SCHOOLS IN CASE, 2014)
1030.4	Outer metro	0.5	43.8	N/A[52]

15.4 OUTCOMES REPORTED

15.4.1 DEVELOPMENTAL ISSUES

There is no consultation or cross-referral between the kindergarten and MCH services regarding children's development, with the kindergarten teacher identifying privacy requirements as the reason for this. If any concerns arise about a child's development the teacher utilises DEECD's assessment staff.

15.4.2 COGNITIVE AND SOCIAL DEVELOPMENT

TABLE 58 – CHANGE ON SELECTED MARKERS, TARNEIT

AEDC – 2012 FOR CASE LOCALITY[53]		VELS – 2013 ENGLISH READING SCORE YR 6/10 (3 YEAR GAIN FROM YR 3/7)[54]		NAPLAN – 2013 NUMERACY SCORE YR 5/9 (2 YEAR GAIN FROM YR 3/7)[55]		ATOS – 2014 PERCENTAGE OF STUDENTS WITH POSITIVE MOTIVATION[56] (CHANGE) [57]
% VULN. ON 1 DOMAINS (CHANGE)	% VULN. ON 2 DOMAINS Y (CHANGE)	PRI	SEC	PRI	SEC	
24.5 (+0.1)	13.8 ((+1.7)	-	-	-	-	-

Although there are other activities available at the Centre, there are no coordination arrangements in place, to enable the provision of integrated services to families. The only pathway identified through the Centre was between the three and the four-year old kindergarten rooms, which are adjacent. This was reported to lead to a very easy transition for children, with a lack of separation anxiety supporting their learning.

15.4.3 ASPIRATION AMONGST YOUNG PEOPLE, FAMILIES AND THE COMMUNITY

An expectation exists that use of the library (currently in development) in the future will increase the access to the Centre because more families will know the Centre is available. However, this will only occur if the library is integrated with the existing Centre.

15.4.4 EFFECTIVE USE RESOURCES AND INFRASTRUCTURE

The Centre rents out meeting spaces, primarily for one-off events, such as children's parties, as well as some regular classes run by individuals or organisations. Examples include health and wellbeing classes

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[52] There was no school associated with the Tarneit case.

[53] The 2012 state mean for AEDC was 9.5 per cent of children found vulnerable on two and 19.5 per cent vulnerable on one domain.

[54] Difference in VELS English Reading scores from 2010 to 2013. Year 3 to 6 for Primary and Year 7 to 10 for Secondary.

[55] Difference in NAPLAN Numeracy scores from 2011 to 2013. Year 3 to 5 for Primary and Year 7 to 9 for Secondary.

[56] Values are averaged where case study sites contain more than one school.

[57] Difference between the 2009-11 average and 2012-14 average of the proportion of students who responded "positive" on Student Motivation factor

such as yoga, drawing classes, martial arts, U3A computer classes, and conversational English. At present, half of the inquiries to the Centre concern rental of group rooms and activity spaces.

15.4.5 OTHER OUTCOMES

A barrier to successful integration was seen to be the three reporting lines of the services in the centre to different areas of Council. For example:

▪ the kindergarten is under the Early Years and Youth area

▪ MCH reports under MCH

▪ administrative staff belong under the Social Development Team.

16 Case study: Deer Park cluster

16.1 SYNOPSIS

This section summarises the findings of the Deer Park counterfactual. Table 59 illustrates the level of co-location and integration in this case study, based on a qualitative assessment undertaken by field researches attending the location.

TABLE 59 – INTEGRATION AND CO-LOCATION FINDINGS, DEER PARK

VERTICAL INTEGRATION	SERVICES INTEGRATION	COMMUNITY INTEGRATION	CO-LOCATION	INTEGRATION MATURITY
K>P>SC: Communication	Communication	Cooperation	No proximity	Establishing
SC> HE: Coalition				

VERTICAL INTEGRATION			SERVICES INTEGRATION			COMMUNITY INTEGRATION		
Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways

KEY: NOT PRESENT   AD HOC   EMBEDDED

The key outcomes in Deer Park are:

- difficulty in early identification of developmental issues due to the high numbers of children not attending kindergarten

- 'business as usual' transition programs in the schools

- considerable community engagement at the schools leading to improved aspirations, but an isolated kindergarten

- shared use of some facilities, such as the basketball court and 'The Beehive' community hub, but with formal arrangements where necessary.

The key enablers of these outcomes are:

- commitment, both financial and non-financial, to engaging with the community

- formal arrangements, such as transition programs and MOUs for external agencies, which provide common guidelines.

The key barriers to these outcomes are:

- timetabling — in practice it is difficult to schedule collaborative activities across services

- geographical isolation

- absence of a common purpose across the services.

Figure 33 shows the location of key services that were a part of the Deer Park counterfactual study site.

FIGURE 33 – LOCATION MAP: DEER PARK CLUSTER (COUNTERFACTUAL)
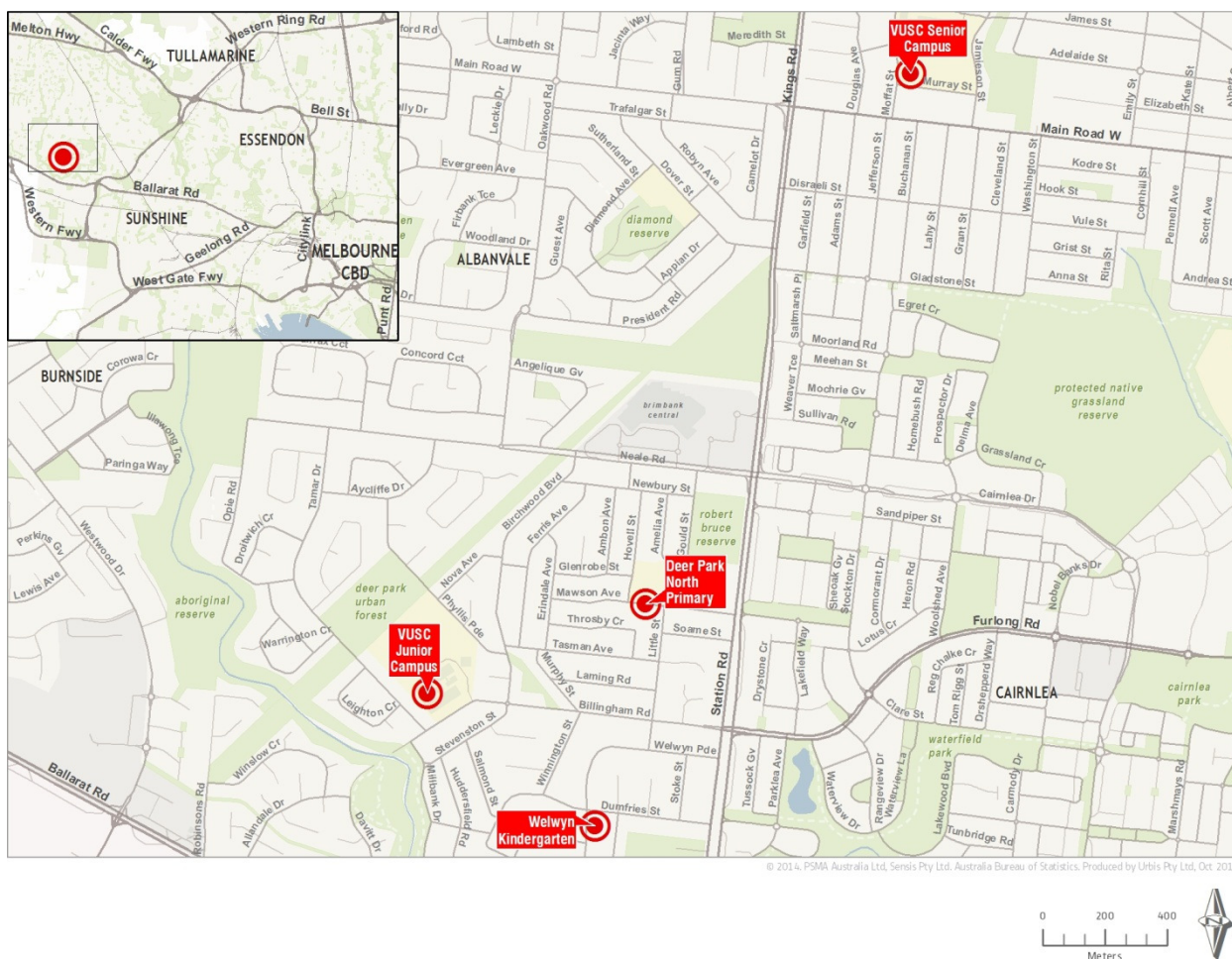
16.2 DESCRIPTION

The Deer Park cluster did not receive any specific co-location or integration funding. Considered as part of this cluster were Victoria University Secondary College (VUSC), Deer Park North Primary School and Welwyn Kindergarten. VUSC was formed in 2010 from the merger of three secondary schools in the area; and Welwyn kindergarten is managed as part of the Lentara UnitingCare cluster, which includes kindergartens and childcare centres across the north of Melbourne.

The Deer Park cluster is located in a significantly disadvantaged community. In the 2011 Census, the SEIFA score for Brimbank Council was the third lowest in Victoria. There is a significant immigrant population in the area, with 20 per cent of the population having arrived in Australia in the five years prior to 2011. People living in the area were born in over 50 countries, with almost 10 per cent of Brimbank residents immigrating from Vietnam. The level of educational disadvantage, reflected in the schools' SFOIs, was noted by the schools; and VUSC has reported that only three parents from a school with over 1000 enrolments had a university degree.

VUSC has a number of partnership activities, most notably the rugby academy and sports leadership program, which train students in sports leadership. These programs receive support from School Sport Victoria, Brimbank Council, and local sporting groups. The trained secondary students teach sports in local primary schools, and Victoria University (VU) is analysing the impact this has on children's fundamental motor skills and academic results.

VU also runs the Advancement via Individual Determination (AVID) program in the school, which teaches students university skills, such as note taking, public speaking and critical thinking skills to approach problem solving. VU provides tutors for the program, which is held in the school for years 7 to 11. This year, VU are offering older AVID students the chance to take an eight-week university unit at their Footscray campus, which will count towards a university degree and give students an experience of being on campus at a tertiary campus. International evidence points to its potential effectiveness, and anecdotal evidence suggests that the program encourages students to believe that university can be a place for 'people like them'.

The Beacon Foundation, another key partner, provides opportunities for students to network with adults in a variety of careers in order to build the connections and social capital that many disadvantaged children at the school do not have. The Victorian School of Languages and other language schools also run classes from the school on weekends.

The primary school is home to a community hub, which is funded by Brimbank Council and the Smith Family, and overseen by a Hub Coordinator. The multipurpose space — the Beehive — is used by a number of local playgroups, and the sports facilities are used by Active After School groups (Institute of Sport) and Brimbank Council community sports groups. The Hub Coordinator is a trained teacher who works with the local community. Key activities to bring members of the community together include hosting 'tea and chat' mornings with parents. There is a particular focus on involving the large number of immigrants who live in the community.

At formal transition points, the secondary school undertakes transition activities with a number of local primary schools in the area, including Deer Park North. The primary school also undertakes transition activities with its two local feeders — Welwyn and Westerngate Preschool.

16.3   KEY INDICATORS

This section introduces key indicators associated with socio-demographic characteristics of the population within 3 km of the case study centre.

Figure 34 presents indicators for the local population in proximity to the Deer Park schools and service, in comparison to the population of Greater Melbourne. Both the average per capita and household incomes in the area are well below the Melbourne average (33 and 24 per cent respectively). The proportion of single parents is above average, but household size is also 13 per cent higher than the Melbourne average. There are slightly more children in Deer Park proportionally than there are in Greater Melbourne.

FIGURE 34 – INCOME, HOUSING, AGE AND FAMILY CHARACTERISTICS WITHIN 3KM OF THE CENTRE OF THE DEER
         PARK CASE: VARIATION FROM GREATER MELBOURNE
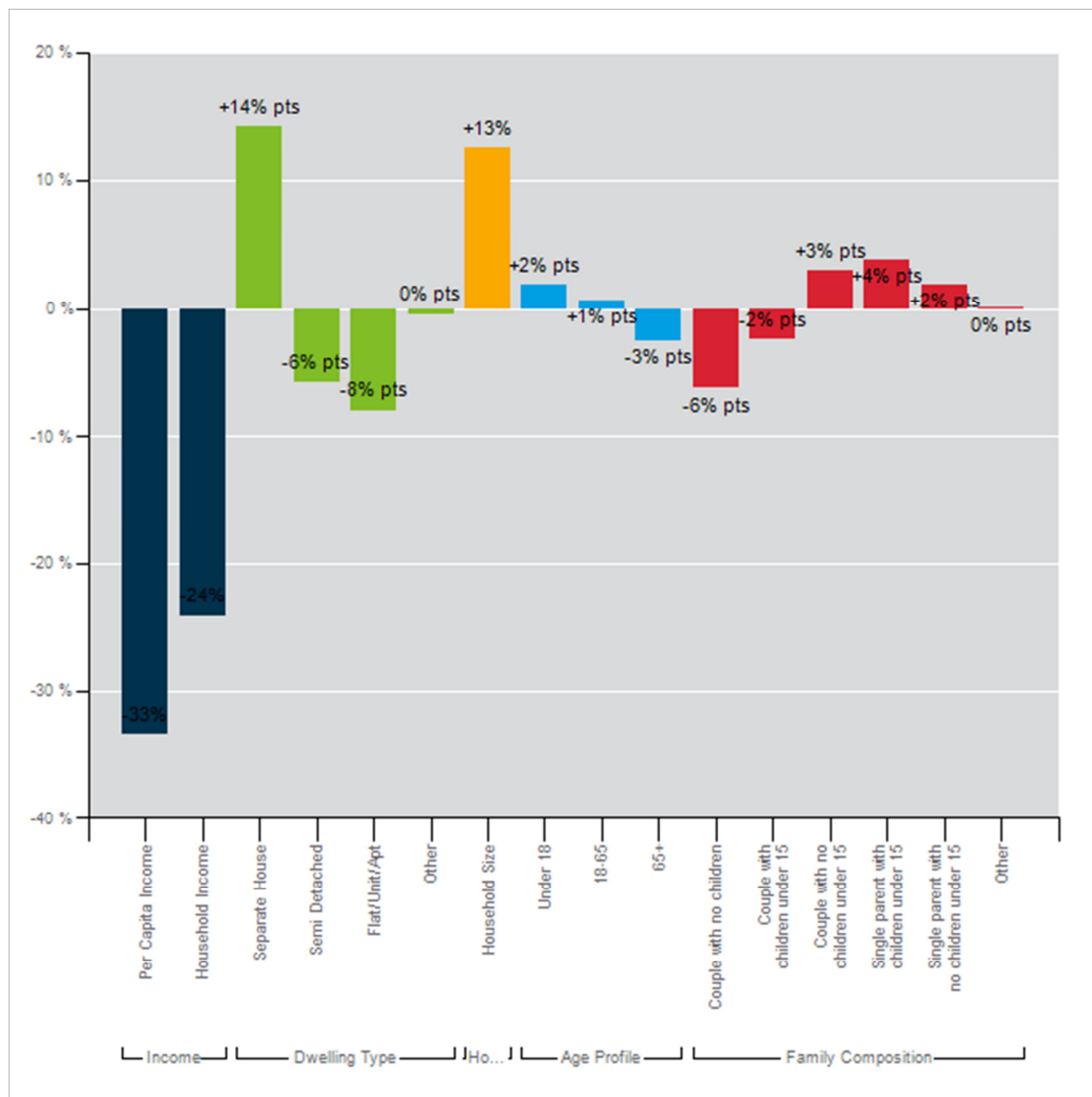
Source: ABS Census of Population and Housing 2011; Urbis

TABLE 60 – INDICATORS OF DISADVANTAGE, DEER PARK

SEIFA SCORE (LOCALITY)	RURALITY (LOCALITY)	% INDIG. (2011, LOCALITY)	% LBOTE (2011, LOCALITY)	MEAN SFOI (SCHOOLS IN CASE, 2014)
979.9	Outer metro	0.5	59.1	0.77

16.4 OUTCOMES REPORTED

16.4.1 DEVELOPMENTAL ISSUES

A significant problem for Welwyn kindergarten was that it is geographically isolated from other services, notably the library and the MCH clinic. Additionally, many of the families do not live locally: children are dropped-off by their grandparent carers, who live in the area, but who often have poor English skills. The isolation and language barriers make it difficult for services to reach parents and discuss their children's needs. As a result, it is difficult to hold conversations with parents about any additional needs a child may have. Deer Park North noted problems related to children transitioning into school. In this year's prep cohort about 40 per cent of children have not attended kindergarten before school.

In both cases, the lack of prior knowledge about children makes it harder to put additional support in place. Funding application deadlines are early in the year, which, except in the most extreme cases, does not give educators enough time to identify and assess for developmental delay. This often means children do not receive the additional support they need in their first year. Both the kindergarten and primary school noted that when they were able to get information from other services in the network about children with possible developmental delays, they then had the time and necessary information to adapt their program or environment to the children.

16.4.2 COGNITIVE AND SOCIAL DEVELOPMENT

TABLE 61 – CHANGE ON SELECTED MARKERS, DEER PARK

AEDC – 2012 FOR CASE LOCALITY[58]		VELS – 2013 ENGLISH READING SCORE YR 6/10 (3 YEAR GAIN FROM YR 3/7)[59]		NAPLAN – 2013 NUMERACY SCORE YR 5/9 (2 YEAR GAIN FROM YR 3/7)[60]		ATOS – 2014 PERCENTAGE OF STUDENTS WITH POSITIVE MOTIVATION[61] (CHANGE) [62]
% VULN. ON 1 DOMAINS (CHANGE)	% VULN. ON 2 DOMAINS Y (CHANGE)	PRI	SEC	PRI	SEC	
28.5 (-8.9*)	15.0 (-4.0)	5.81 (+3.3)	9.65 (+5.29)	448 (+75)	510.8 (+29.6)	61% (+0.1%)

* Indicates statistically significant change in AEDC results

The primary school and the kindergarten both recognised the value of communication to smooth transitions to school. In term three, the primary school sends their prep teachers into local kindergartens; and in term four children from the kindergartens visit the school, starting off in the Beehive before moving into a play-based classroom. The school highlighted the value of these days for children to familiarise themselves with their new environment, and for decreasing both children's and families' anxieties about starting school. Children who had been through this experience appeared to settle into school much more easily than other children.

However, the kindergarten reported that more communication around transition statements would give them more confidence that children would be settled at school. This suggests the school and the kindergarten place different value on the components of the transition process.

The biggest obstacle to improving cognitive and social development was seen as the large number of children who do not attend kindergarten or preschool care. Deer Park North noted that this was one of the

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[58] The 2012 state mean for AEDC was 9.5 per cent of children found vulnerable on two and 19.5 per cent vulnerable on one domain.

[59] Difference in VELS English Reading scores from 2010 to 2013. Year 3 to 6 for Primary and Year 7 to 10 for Secondary.

[60] Difference in NAPLAN Numeracy scores from 2011 to 2013. Year 3 to 5 for Primary and Year 7 to 9 for Secondary.

[61] Values are averaged where case study sites contain more than one school.

[62] Difference between the 2009-11 average and 2012-14 average of the proportion of students who responded "positive" on Student Motivation factor

main drivers behind the community hub, which has been reaching out into the community and local services to encourage families to send their children to kindergarten.

The kindergarten and both schools also highlighted the difficulties of being geographically isolated in terms of engaging families, especially given poor transport links in the community. Stakeholders suggested that it would be much easier to identify and support children if services were more integrated or co-located — that a one stop shop service hub would make it much easier to catch the children who currently slip through the gaps.

Another barrier involves scheduling difficulties across campuses for particular program. For example, VUSC delivers programs into local primary schools, with the aim of developing leadership capacity among secondary students and giving primary students access to programs, such as music and sports programs. However, schools noted that collaboration between schools was difficult because of competing demands on the timetable, and lower than expected primary school participation.

16.4.3 ASPIRATION AMONGST YOUNG PEOPLE, FAMILIES AND THE COMMUNITY

VUSC reported investing considerable effort into marketing the College and its programs to the local community following the merger. In its first year, the community's opinion of the school was low, but now parents and students feel proud of the college, leading them to feel better and work harder. The school credited physical features, such as better fencing and a school uniform, as well as action taken to change values in the school.

One step in transitioning to a school that values education is the College's partnership with VU, which is focused on improving aspirations for students at the school through both the AVID program and its sports programs.

VUSC highlighted that their sports academy programs, especially the rugby league academy, are central to their strategy for engaging students, particularly Pacific Islander boys. As a condition for participation in the school's sports academy programs, students have to demonstrate that they are committed to school; and each student is given a grade average (up to four), which is based on their effort, behaviour and attendance. Participating students must get an average of three, or their participation in the program and other partnering local sports clubs is curtailed. It was suggested this was of significant benefit in keeping students in school. Since starting in 2011, only three students have had to be kicked off the popular program, which in 2013 has an enrolment of 108. As a result of its success, the academies are being expanded into soccer and rugby union to attract other struggling cohorts: African boys and Pacific Islander girls.

The partnership with the Beacon Foundation has developed programs that provide students with exposure to a range of business people and industries. Interviewees pointed to the involvement of a city law firm, who gave students the experience of coming to a big city office, running mock interviews and having discussions with lawyers.

Organisation of these programs, which is undertaken by one teacher, takes time, which the school estimates to be, in monetary terms equivalent to about half that teacher's salary.

In relation to parental engagement, VUSC pointed towards improved turnout figures for parent information evenings as an indication that parents were keener than they had been in the past to participate in the school. The primary school agreed to host an activity at the Beehive as a means of getting more parents into the school and engaged with learning. Additionally, the hub runs playgroups and parenting programs to support parents; and playgroups for immigrant populations have helped to engage parents who are isolated in the community. Similarly, VUSC has invested in additional welfare staff, in recognition that the role of schools are changing from a purely educational facility into a community hub, where families expect to access help for a range of issues.

16.4.4 EFFECTIVE USE RESOURCES AND INFRASTRUCTURE

There is some utilisation of the schools' facilities by the local community. Deer Park North hosts the community hub, which is partly funded by Brimbank Council and the Smith Family, and used, at no cost by local community playgroups. The sports building, with basketball court, is shared with the Council and in return, the Council provides some maintenance funding to contribute to the upkeep of the building. VUSC also hire out their space, however, the relationships have not always been easy with VUSC less

willing to loan the premises to unfamiliar community groups. An MOU with the language schools has been negotiated, in part to address the costs associated with maintenance and cleaning outside of regular school hours.

The isolation of the kindergarten however, means it is not well integrated into the local community as an early years location, or as a venue with a broader use.

17 Case study: Whittington cluster

17.1 SYNOPSIS

This section summarises the findings of the Whittington counterfactual. Table 62 illustrates the level of co-location and integration in this case study, based on a qualitative assessment undertaken by field researches attending the location.

TABLE 62 – INTEGRATION AND CO-LOCATION FINDINGS, WHITTINGTON

VERTICAL INTEGRATION	SERVICES INTEGRATION	COMMUNITY INTEGRATION	CO-LOCATION	INTEGRATION MATURITY
Cooperation	Co-ordination	Communication	Partial shared use	Consolidating

VERTICAL INTEGRATION			SERVICES INTEGRATION			COMMUNITY INTEGRATION		
Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways
EMBEDDED	AD HOC	EMBEDDED	AD HOC	AD HOC	AD HOC	EMBEDDED	AD HOC	AD HOC

KEY: NOT PRESENT | AD HOC | EMBEDDED

The key outcomes in Whittington are:

- integrated approaches to identifying and discussing developmental issues across services

- common approaches to curriculum and pedagogy

- improved community engagement with the services despite persistently low community aspirations

- the shared early years room acts as a focal point of interaction between the services.

The key enablers of these outcomes are:

- the shared use of the early years room is a familiar play-based space for children across the early years services and into primary school

- leadership that recognises the value in services working together

- relationships based on trust

- formal MOUs for use of the early years room.

The key barriers to these outcomes are:

- security risks of facility use by external agencies

- external perception that the school is 'poaching' students when attempting to better integrate with early childhood services across the area

- regulation.

Figure 35 shows the location of the key services that form part of the Whittington counterfactual study site.

FIGURE 35 – LOCATION MAP: WHITTINGTON CLUSTER (COUNTERFACTUAL)

17.2 KEY INDICATORS

This section introduces key indicators associated with socio-demographic characteristics of the population within 3 km of the case study centre.

Figure 36 presents indicators for the local population in proximity to the Whittington school and services, in comparison to the population of Victoria. Both the average per capita and household incomes in the area are below the Victorian average (eight and 11 per cent respectively). However, the population closer to the centre is more disadvantaged – within a 500m radius per capita incomes are 26 per cent lower than the Victorian average. The proportion of single parents is above average, and households are also smaller than the Victorian average. There are fewer children in Whittington proportionally than there are in Victoria.
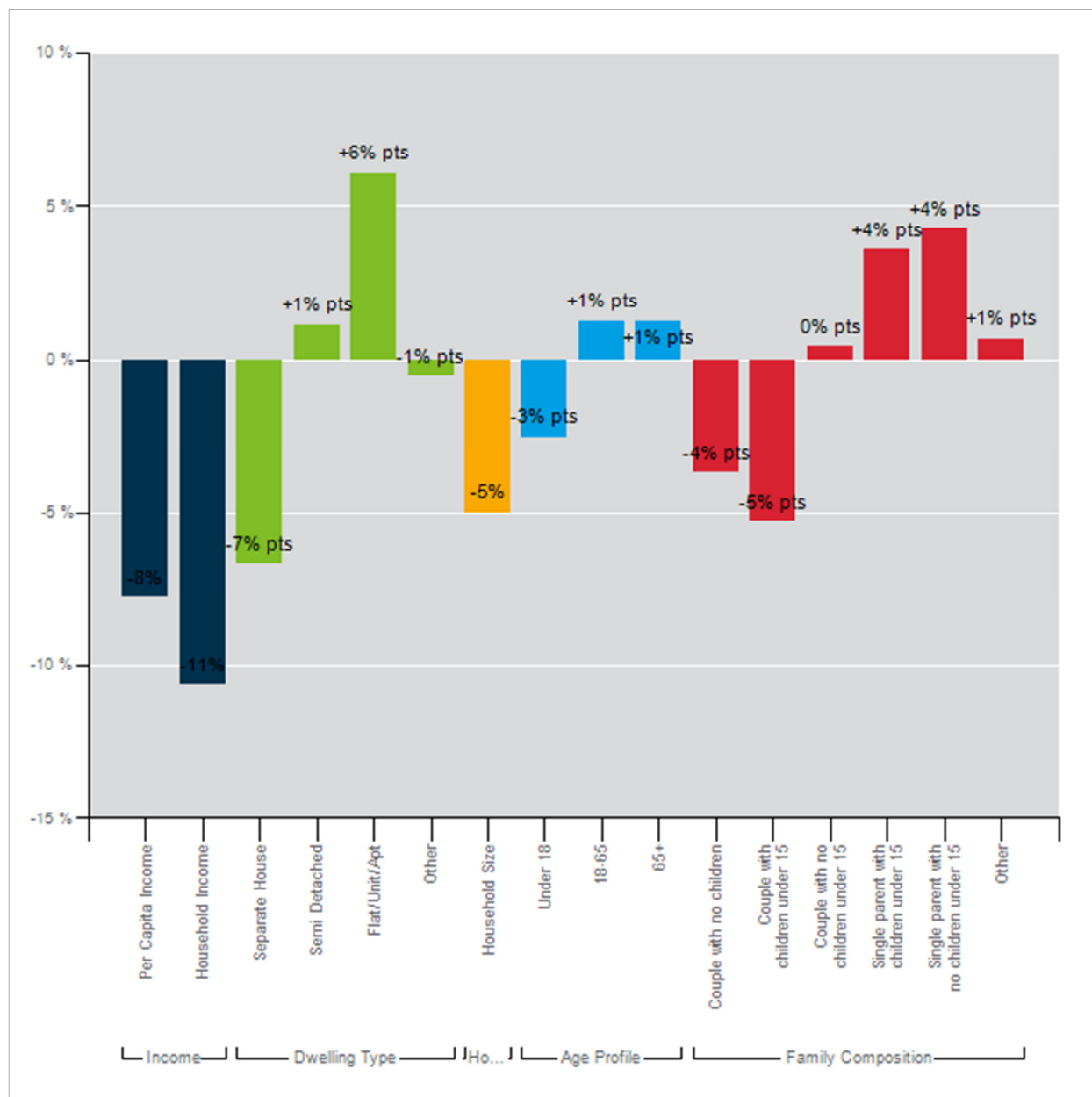
Source: ABS Census of Population and Housing 2011; Urbis

TABLE 63 – INDICATORS OF DISADVANTAGE, WHITTINGTON

SEIFA SCORE (LOCALITY)	RURALITY (LOCALITY)	% INDIG. (2011, LOCALITY)	% LBOTE (2011, LOCALITY)	MEAN SFOI (SCHOOLS IN CASE, 2014)
824.6	Regional	1.8	14.7	0.86

17.3   DESCRIPTION

This cluster of services includes Whittington Primary School, the Early Learning and Family Centre @ Apollo, a Council-run kindergarten, and the City Learning and Care Children's Centre, known as The Link, which is a Council-run LDC in the suburb of Whittington in Geelong.

The SEIFA for the whole City of Greater Geelong is 992.9, but this masks pockets of deep disadvantage, including Whittington, which in 2011 had a SEIFA of 825. This is reflected in the population attending the services in the cluster: 96 per cent of students at Whittington qualify for the Education Maintenance Allowance. Whittington is marked by a particularly transient population, which is reflected, for example, in the fact that only three children who sat the year 3 NAPLAN at Whittington Primary School took the tests two years later at year 5. Two of the 23 students who graduated from year 6 last year, had been in the Whittington prep class. While the LDC and kindergarten are oversubscribed, the primary school is small, with about 100 enrolments.

The Whittington cluster did not receive any specific co-location or integration funding; however, the three sites considered as elements of this case study have been part of a community renewal project, assisted by state and federal Community Renewal funding. The LDC and primary school are on the same site, in separate buildings; and the standalone kindergarten operates from a building approximately 100 metres away across a pedestrian community space.

Each service operates its own building and play space, but work together closely. The school has invested in an early years room, which is offered to the early years services as well as other local playgroups. The school and LDC are considered to be co-located, but he kindergarten is located on a separate piece of land, which creates regulatory barriers restricting the movement of children between the services. The kindergarten has overcome these restrictions to a degree. Several of the children are walked over to the day care at the end of kindergarten sessions.

The kindergarten has developed links with a number of local services, such as a dental program with Barwon Health that visits the kindergarten three times a year to teach good dental hygiene; and there is a Glastonbury Community Services worker onsite at the kindergarten, who provides outreach services to families at home.

Council Community Development used to be co-located with the kindergarten, but the department has since relocated and the space is being renovated as a second kindergarten class.

The services have recently become a Linking Learning Lead Demonstration and Action Research location to develop seamless approaches to birth to 12 years education. However, this project is in its very early stages and the services were still defining what the implications would be for their service delivery and collaboration.

17.4   OUTCOMES REPORTED

17.4.1 DEVELOPMENTAL ISSUES

Communication across the services enables staff to share information about children with developmental needs. Several children from the kindergarten attend the LDC and staff from both services meet to discuss children that they may have concerns about. Similarly, the prep teacher from the school has a good relationship with both early childhood services, meeting regularly to discuss children. School leadership has enabled this by releasing the prep teacher to the kindergarten to get to know children and to become aware of any specific needs they have. The school and kindergarten leadership have worked together to develop a smooth process for the identification of issues and subsequent assessment and funding.

Staff value the open relationships they have with other services, where they are able to chase an idea 'as soon as it forms' without feeling like a burden on the other services. Where these discussions were not had, all services pointed to the damaging delays in securing additional support for children.

Stakeholders mentioned that the relationship between the services provided parents with reassurance that these were services they can trust. It was reported that this made it easier to have 'difficult conversations' about children with developmental delays.

The primary school noted that its relationships with other schools and kindergartens nearby were not as close as its relationship to the services on site. A significant barrier to better relationships was the fear that they would be perceived as poaching student enrolments from other schools.

17.4.2 COGNITIVE AND SOCIAL DEVELOPMENT

TABLE 64 – CHANGE ON SELECTED MARKERS, WHITTINGTON

AEDC – 2012 FOR CASE LOCALITY[63]		VELS – 2013 ENGLISH READING SCORE YR 6/10 (3 YEAR GAIN FROM YR 3/7)[64]		NAPLAN – 2013 NUMERACY SCORE YR 5/9 (2 YEAR GAIN FROM YR 3/7)[65]		ATOS – 2014 PERCENTAGE OF STUDENTS WITH POSITIVE MOTIVATION[66] (CHANGE) [67]
% VULN. ON 1 DOMAINS (CHANGE)	% VULN. ON 2 DOMAINS Y (CHANGE)	PRI	SEC	PRI	SEC	
49.0 (**+10.4***)	33.3 (**+8.3***)	5.50 (+3.2)	-	434 (+90)ˣ	-	83% (+10.6%)

* Indicates statistically significant change in AEDC results

ˣ Indicates student cohort made larger 2 year gains than the average achievement of students with the same starting scores across the state.

Recently the kindergarten and day care have adopted the behaviour management and pedagogy approach used at the primary school. This provides a consistent message between the services and helps to familiarise children with school and what is expected of them. Integration of curriculum and pedagogy in this way has been shown to effectively support transitions to school (Perry, Dockett, & Petriwskyj, 2014). It is hoped that this can be furthered through the forthcoming Linking Learning project.

The day care also recently appointed a trained kindergarten teacher, which alongside the prep teacher, has allowed the development of shared teaching approaches for early years students. The early years room at the school has become a focal point of the shared approach, with all three services using it and familiarising the kindergarten and day care children with the school environment.

The kindergarten, in particular, has developed relationships with several local agencies to bolster their activities, such as Barwon Health and Glastonbury. The relationship with Glastonbury includes having a community liaison worker based at the kindergarten. The kindergarten teacher noted that this had reduced her workload, allowing her to focus on the children's educational program rather than wider family and community issues.

17.4.3 ASPIRATION AMONGST YOUNG PEOPLE, FAMILIES AND THE COMMUNITY

Stakeholders noted that increasing aspiration in the community was their biggest challenge given the level of disengagement in their particular community. All services noted the damaging impact of vandalism on the services, and linked it to the relationship between the community and 'the system'. However, stakeholders discussed the value of having the early years room and playgroups within the school to help parents engage with the school and encourage them to see it as part of an educational precinct. The proximity of the day care and kindergarten has been important for showing parents that good services are available for their family within their community.

The school noted the difficulty in providing a range of programs given they had a very small number of enrolments, exacerbated by the costs of maintaining a building that is too big for purpose. However, the Salvation Army and the Uniting Church were delivering music programs and local sports clubs delivered sports programs. The school discussed using their art program as a means of engaging parents in

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[63] The 2012 state mean for AEDC was 9.5 per cent of children found vulnerable on two and 19.5 per cent vulnerable on one domain.

[64] Difference in VELS English Reading scores from 2010 to 2013. Year 3 to 6 for Primary and Year 7 to 10 for Secondary.

[65] Difference in NAPLAN Numeracy scores from 2011 to 2013. Year 3 to 5 for Primary and Year 7 to 9 for Secondary.

[66] Values are averaged where case study sites contain more than one school.

[67] Difference between the 2009-11 average and 2012-14 average of the proportion of students who responded "positive" on Student Motivation factor

activities; while they were less willing to come in and help out with reading and maths, art was seen as a low-risk way of engaging parents.

The use of the early years room was seen as a way of reducing both parents' and children's anxiety of interacting with the educational 'system'. The day care and kindergarten staff also discussed using their positive relationships with parents as a way of familiarising parents with the school and helping them to feel less anxious of the educational environment. The school had previously run adult learning courses in the building, but these have been limited due to the security risks — both real and perceived — of having adult strangers in the building during school hours.

17.4.4 EFFECTIVE USE RESOURCES AND INFRASTRUCTURE

The sharing of the early years room and play spaces is the main example of shared infrastructure and resources. External services and playgroups sign MOUs and pay a nominal fee for using the playgroup. However, most of the costs, which are the 'hidden', ongoing costs that a properly funded facility would not have, such as cleaning, utilities and tea/coffee are borne by the school.

The services have also had to overcome regulatory barriers arising from the kindergarten being legally located on a different site, despite only being separated by a short, pedestrian walk way. This has made it difficult to walk the kindergarten children over to the shared play space in the school and day care. All services highlighted the barrier of cumbersome regulation.

18 Case study: Hoppers Crossing cluster

18.1 SYNOPSIS

This section summarises the findings of the Hoppers Crossing counterfactual. Table 65 illustrates the level of co-location and integration in this case study, based on a qualitative assessment undertaken by field researches attending the location.

TABLE 65 – INTEGRATION AND CO-LOCATION FINDINGS, HOPPERS CROSSING

VERTICAL INTEGRATION	SERVICES INTEGRATION	COMMUNITY INTEGRATION	CO-LOCATION	INTEGRATION MATURITY
Cooperation	Minimal interaction	Minimal interaction	Proximity	Pre-planning

The key outcomes in Hoppers Crossing are:

- a strong transition program from primary to secondary school

- improved connections between primary and secondary students, especially through the year 9 leadership program

- a limited impact on student and community aspirations

- practical difficulties in sharing facilities.

The key enablers of these outcomes are:

- relationships.

The key barriers to these outcomes are:

- difficulty in securing release time for teachers to discuss issues further

- practical aspects of the schools' design makes sharing facilities costly.

Figure 37 shows the location of the two schools which formed the Hoppers Crossing counterfactual study site.

FIGURE 37 – LOCATION MAP: HOPPERS CROSSING CLUSTER (COUNTERFACTUAL)
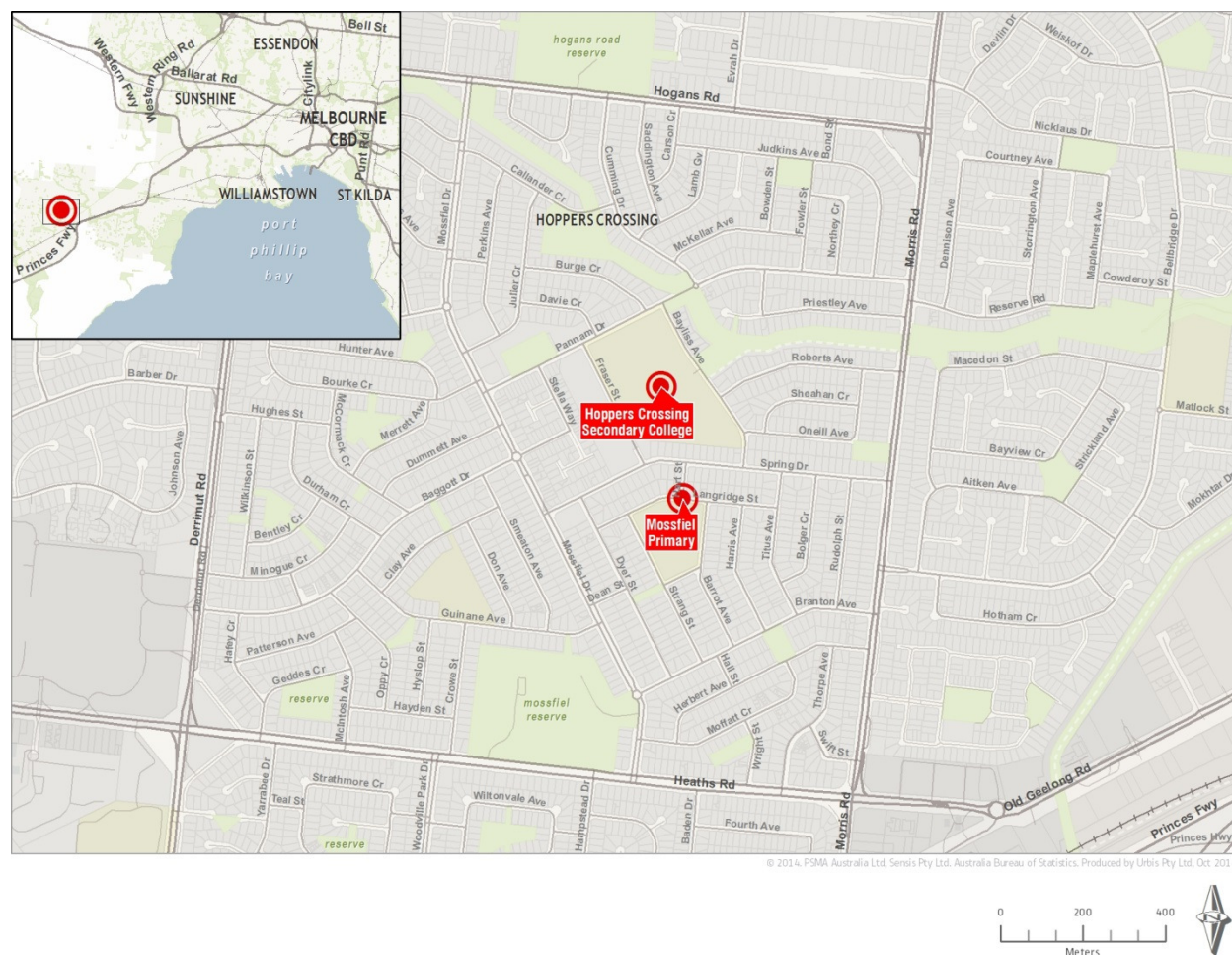
18.2 DESCRIPTION

Hoppers Crossing Secondary College and Mossfiel Primary School are located in the Mossfiel area of Wyndham Council. The schools are approximately 350 metres apart.

While the broader area of Hoppers Crossing is not noticeably disadvantaged (SEIFA score of 995.5), the schools serve a disadvantaged population, reflected in a MEAN SFOI of 0.70. About 60 per cent of the students at Mossfiel Primary School come from homes eligible for health care and pension cards. Almost a third of residents in Wyndham — 30 per cent — do not speak English at home. It is also a rapidly growing population, with approximately 80 births a week in Wyndham.

The schools have not received any specific co-location or integration funding, although Hoppers Crossing Secondary College received almost $2 million of BER funding in 2010 for a new science centre. The College runs science days in the new facility for local primary schools, allowing them to access science experiments — such as dissections — that are not possible at the primary school.

The College also runs a leadership program with the primary school, through which year 9 students as part of their social studies course will work with year 5 and year 6 students in the primary school, making weekly visits for the duration of the course.

The majority of the schools' interaction is around transition as three-quarters of Mossfiel students will go to the College. Teachers from the College begin transition visits to the primary school in March; and later in the year the primary students go to the College for experience days, the state-wide orientation day and a fun day, to experience the school environment in a positive way. Transition was supported by a Council-run electronic data transfer system.

The Primary School has two main feeder kindergartens: Karobran Kindergarten, next to the secondary college, and Mossfiel Kindergarten, several hundred metres south on Mossfiel Reserve. The school reported good relationships with both kindergartens, although these relationships tend to be focused around the transition program. The most useful point of interaction for learning about children starting prep was a Council-run transition meeting that the school calls 'speed dating', where teachers from the school and kindergarten can briefly meet and discuss students.

18.3   KEY INDICATORS

This section introduces key indicators associated with socio-demographic characteristics of the population within 3 km of the case study centre.

Figure 38 presents indicators for the local population in proximity to the Hoppers Crossing schools, in comparison to the population of Greater Melbourne. Both the average per capita and household incomes in the area are below the Melbourne average (17 and 8 per cent respectively). Within a 500m radius of the schools, household income is significantly lower than average – 23 per cent. The proportion of single parents with young children is slightly above average, but household size is ten per cent higher than the Melbourne average. There are slightly more children in Hoppers Crossing proportionally than there are in Greater Melbourne.

FIGURE 38 – INCOME, HOUSING, AGE AND FAMILY CHARACTERISTICS WITHIN 3KM OF THE CENTRE OF THE HOPPERS CROSSING CASE: VARIATION FROM GREATER MELBOURNE
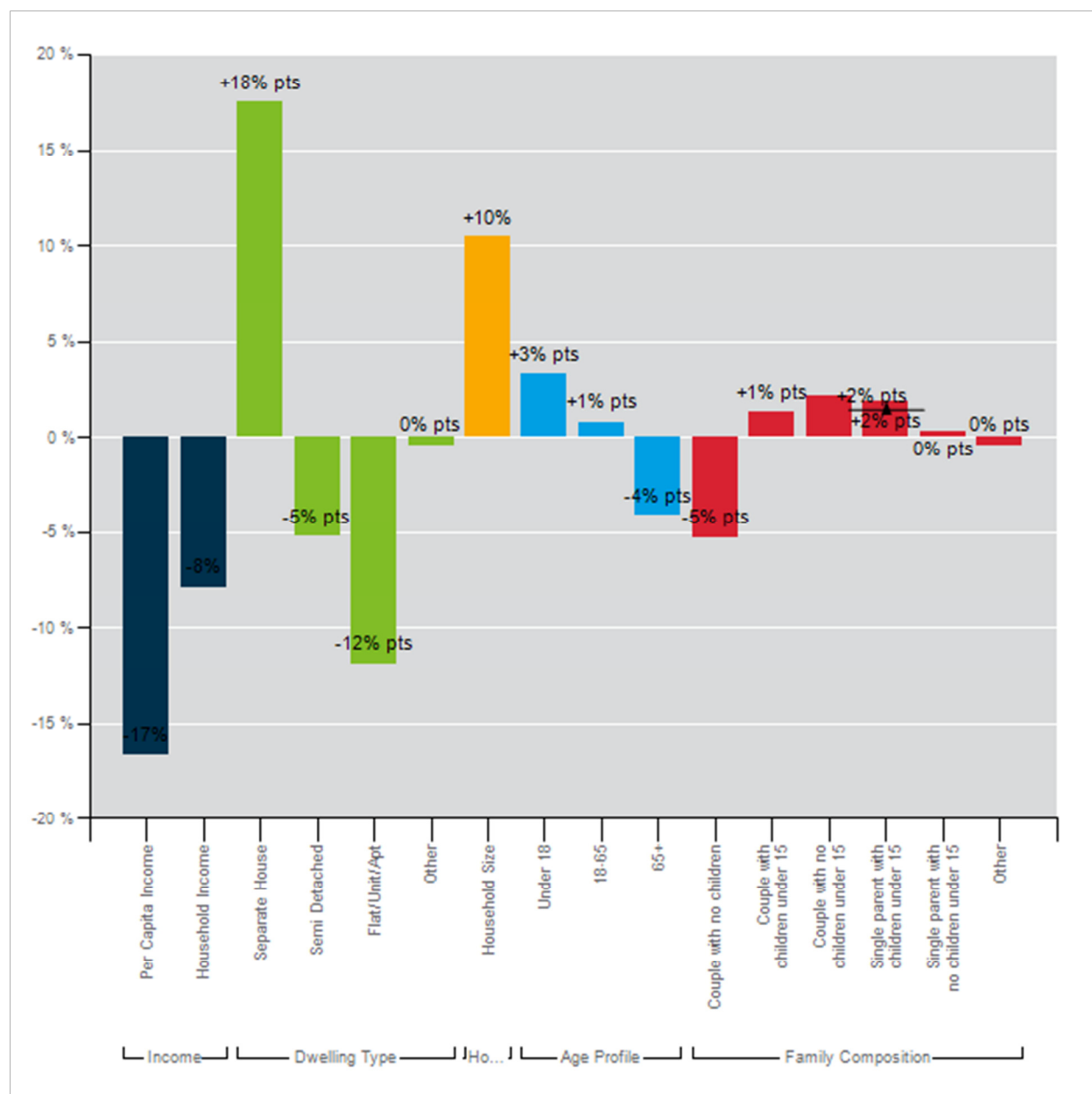
Source: ABS Census of Population and Housing 2011; Urbis

TABLE 66 – INDICATORS OF DISADVANTAGE, HOPPERS CROSSING

SEIFA SCORE (LOCALITY)	RURALITY (LOCALITY)	% INDIG. (2011, LOCALITY)	% LBOTE (2011, LOCALITY)	MEAN SFOI (SCHOOLS IN CASE, 2014)
995.5	Outer metro	0.6	32.9	0.70

18.4 OUTCOMES REPORTED

18.4.1 DEVELOPMENTAL ISSUES

Both schools reported the importance of transition planning for identifying and preparing for developmental issues as early as possible. The Primary School participates in the Council's 'speed dating' evening where primary schools and kindergartens briefly meet to discuss children moving up to prep that year. For transitions between the schools, teachers also go beyond relying solely on transition statements, and discuss arrangements for individual children about whom they may have concerns. This can result in extra orientation days at the College for children with additional needs and also for those that are at risk of not settling into secondary school. However, the biggest obstacle to closer relationships is the resourcing issue of release time for teachers who follow up individual transition arrangements.

Personal relationships are particularly important for the relationship between the two schools to work. Historically, cooperation between the schools began because of a friendship between the Primary School's Assistant Principal and the Secondary College's Principal. These links have been strengthened over time, but more recently, the Primary School's year 5/6 team leader worked on a secondment at the College. Stakeholders discussed the risks of integration falling away when individuals with a stake in the relationship leave, but believe they are past the point where this is a risk, with people believing that a team and a purpose exist beyond individuals.

18.4.2 COGNITIVE AND SOCIAL DEVELOPMENT

TABLE 67 – CHANGE ON SELECTED MARKERS, HOPPERS CROSSING

AEDC – 2012 FOR CASE LOCALITY[68]		VELS – 2013 ENGLISH READING SCORE YR 6/10 (3 YEAR GAIN FROM YR 3/7)[69]		NAPLAN – 2013 NUMERACY SCORE YR 5/9 (2 YEAR GAIN FROM YR 3/7)[70]		ATOS – 2014 PERCENTAGE OF STUDENTS WITH POSITIVE MOTIVATION[71] (CHANGE) [72]
% VULN. ON 1 DOMAINS (CHANGE)	% VULN. ON 2 DOMAINS Y (CHANGE)	PRI	SEC	PRI	SEC	
24.9 (1.3)	14.3 (1.1)	5.88 (+3.34)	9.73[†] (+5.4)	459 (+88)	542.4 (+27.3)	65% (+3.1%)

† Indicates that Year 6, or Year 10 as appropriate, raw scores are above the state average (excluding study sites)

Neither school could identify significant outcomes for cognitive and social development arising from integration. The two schools work together to provide a leadership program for year 9s as part of their communication unit where they work with children in the Primary School; and the primary school sees value in providing primary children with a connection to the secondary school that is more meaningful than what they might learn from adults or teachers. The Primary School also makes use of the social workers in their network, as well as running the Kids Matter social and emotional learning curriculum throughout the school.

18.4.3 ASPIRATION AMONGST YOUNG PEOPLE, FAMILIES AND THE COMMUNITY

Again, neither school could identify specific outcomes relating to integration. The Primary School often has local people in to explain their jobs to classes and to talk about their work, but the knowledge of who

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[68] The 2012 state mean for AEDC was 9.5 per cent of children found vulnerable on two and 19.5 per cent vulnerable on one domain.
[69] Difference in VELS English Reading scores from 2010 to 2013. Year 3 to 6 for Primary and Year 7 to 10 for Secondary.
[70] Difference in NAPLAN Numeracy scores from 2011 to 2013. Year 3 to 5 for Primary and Year 7 to 9 for Secondary.
[71] Values are averaged where case study sites contain more than one school.
[72] Difference between the 2009-11 average and 2012-14 average of the proportion of students who responded "positive" on Student Motivation factor

to invite tends to come from personal connections within the school, especially from teachers with friends working at other schools who have had successful experiences.

Both schools mentioned more could be done. The Primary School talked about the local technology precinct in Werribee, including the hospital, the University of Melbourne's veterinary school and local factories, such as poultry and egg specialists. The school wanted to explore the potential for interesting speakers from the precinct to come into the school to talk about their work. A barrier to better engagement with the community however, was the cost of transporting children offsite, which limits the schools' ability to do more.

The College runs a number of programs for older students, including Elevate study skills and works with Create in Werribee and Oasis in Sunshine. The school also participates in Operation Newstart, an outdoor adventure-based intervention for at risk young people. Schools in the Wyndham area, including the Secondary College, also participate in a VET program, where students from across the cluster are able to participate in VET courses that might not have been offered at their individual schools. However, the school was not clear about the extent to which these programs were improving student aspirations.

18.4.4 EFFECTIVE USE RESOURCES AND INFRASTRUCTURE

Both the schools noted the practical difficulties of sharing their facilities out of hours, especially the need to pay someone to be onsite to open and lock up. The Primary School classroom doors do not have individual locks, which was highlighted as a major barrier to using the school out of hours as there was no way to ensure users stayed in one area of the school. Sports facilities, such as the College's cricket pitch and the Primary School's gym were often in use outside of hours because it was easier to access these facilities without opening the main school buildings.

In general, the sharing of facilities between the two schools was focused on the occasional 'experience days' rather than any ongoing arrangement.

19 Case study: Dandenong cluster

19.1 SYNOPSIS

This section summarises the findings of the Dandenong counterfactual. Table 68 illustrates the level of co-location and integration in this case study, based on a qualitative assessment undertaken by field researches attending the location.

TABLE 68 – INTEGRATION AND CO-LOCATION FINDINGS, DANDENONG

VERTICAL INTEGRATION	SERVICES INTEGRATION	COMMUNITY INTEGRATION	CO-LOCATION	INTEGRATION MATURITY
Communication	Minimal interaction	Communication	No proximity	Pre-planning

VERTICAL INTEGRATION			SERVICES INTEGRATION			COMMUNITY INTEGRATION		
Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways	Inter-organisational Partnerships	Workforce Collaboration	Client Pathways

KEY: NOT PRESENT   AD HOC   EMBEDDED

The key outcomes in Dandenong are:

- the transition process is not as smooth as it could be and stakeholders feel that children slip through the gaps

- the school has excellent academic results, partly attributable to external partnerships and a culture of high aspirations

- a culture of high aspirations and community engagement at the primary school, especially of new arrivals to Australia

- limited capacity to share resources or facilities with the community.

The key enablers of these outcomes are:

- a commitment to high aspirations for children.

The key barriers to these outcomes are:

- fear of over-disclosing information about children

- difficulty in building relationships across a high number of services

- a lack of funding for partnership activities

- a rapidly growing population that makes it hard to share facilities.

Figure 39 shows the location of the two services that formed the Dandenong counterfactual study site.

FIGURE 39 – LOCATION MAP: DANDENONG CLUSTER (COUNTERFACTUAL)
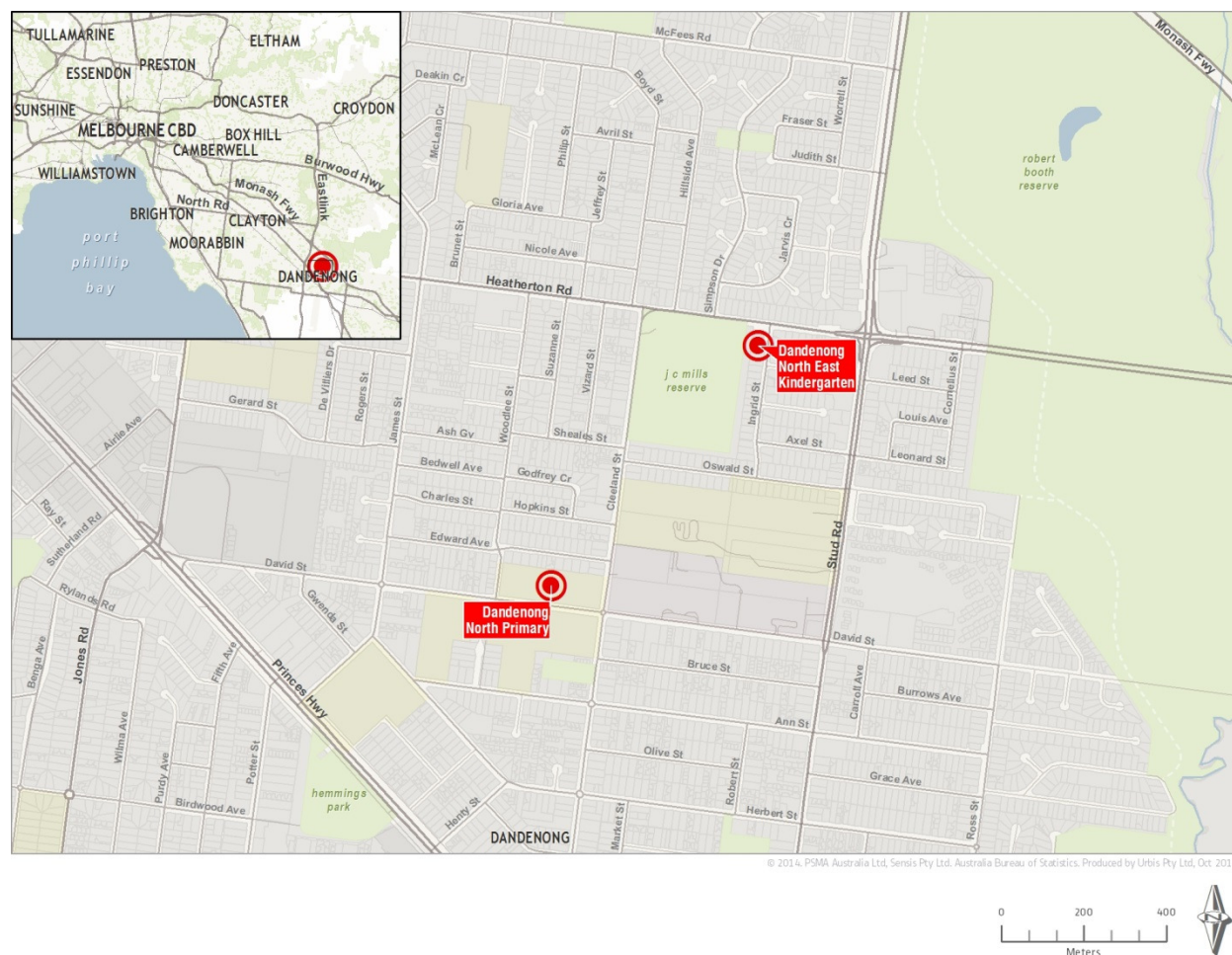
19.2 DESCRIPTION

The Dandenong cluster consists of Dandenong North Primary School (DNPS) and Dandenong North East Kindergarten (DNEK). The sites are located in Dandenong, in Melbourne's outer south-east suburbs, approximately 30 kilometres from the CBD, and are located about a kilometre apart.. Dandenong North is a disadvantaged community with a very high proportion of recently arrived migrants and refugees. Over 72 per cent of the population have a language background other than English and 49 per cent were born outside Australia.

DNPS is a large primary school that has a mix of new and old facilities on site, with over 650 students. The school received funding through the BER for a new sports centre, canteen and multipurpose room, and has also received a small grant to assist with providing more classrooms and bathroom facilities to accommodate the growing student population.

DNEK is a stand-alone kindergarten offering four-year old kindergarten programs to approximately 80 children. The kindergarten is located in a traditional facility consisting of two kindergarten rooms, outdoor play space, kitchen and some staff offices.

Neither the DNPS, nor the DNEK was built to accommodate integrated services and there is limited space available to accommodate non-core services.

DNPS has a number of existing partnerships in place to provide non-school services to the school community. Partnerships include:

▪ an onsite community playgroup operating out of a demountable multipurpose room that has been re-purposed to accommodate playgroup requirements

- partnership with Noble Park English Language School (NPELS) with two English as a Second Language (ESL) teachers from NPELS being hosted at DNPS four days per week. These teachers are treated as DNPS staff and provide ESL support to children who have arrived in Australia in the preceding 12 months from non-English speaking backgrounds.

- partnership with Social Ventures Australia as part of the Bright Spots Schools Connection, which supports school leaders from disadvantaged schools to improve outcomes for student. The partnership provides support, coaching and a network of other school leaders, as well as project and research resources to capture and share what is working.

- partnership with the Islamic Women's Council to connect and share advice regarding health, parenting and child behavioural management and community issues and concerns

- partnership with Greater Dandenong Council, which provides a healthy eating and oral hygiene program for DNPS students

- several other smaller partnerships, such as one with a local market-stall holder to provide cheap school shoes, or another with the State Schools Relief fund for uniforms.

19.3   KEY INDICATORS

This section introduces key indicators associated with socio-demographic characteristics of the population within 3 km of the case study centre.

Figure 40 presents indicators for the local population in proximity to the Dandenong schools, in comparison to the population of Greater Melbourne. Both the average per capita and household incomes in the area are well below the Melbourne average (36 and 32 per cent respectively). The proportion of single parents is slightly above average, but household size is five per cent higher than the Melbourne average. The proportion of children in Dandenong does not differ from the proportion across Greater Melbourne.

FIGURE 40 – INCOME, HOUSING, AGE AND FAMILY CHARACTERISTICS WITHIN 3KM OF THE CENTRE OF THE DANDENONG CASE: VARIATION FROM GREATER MELBOURNE
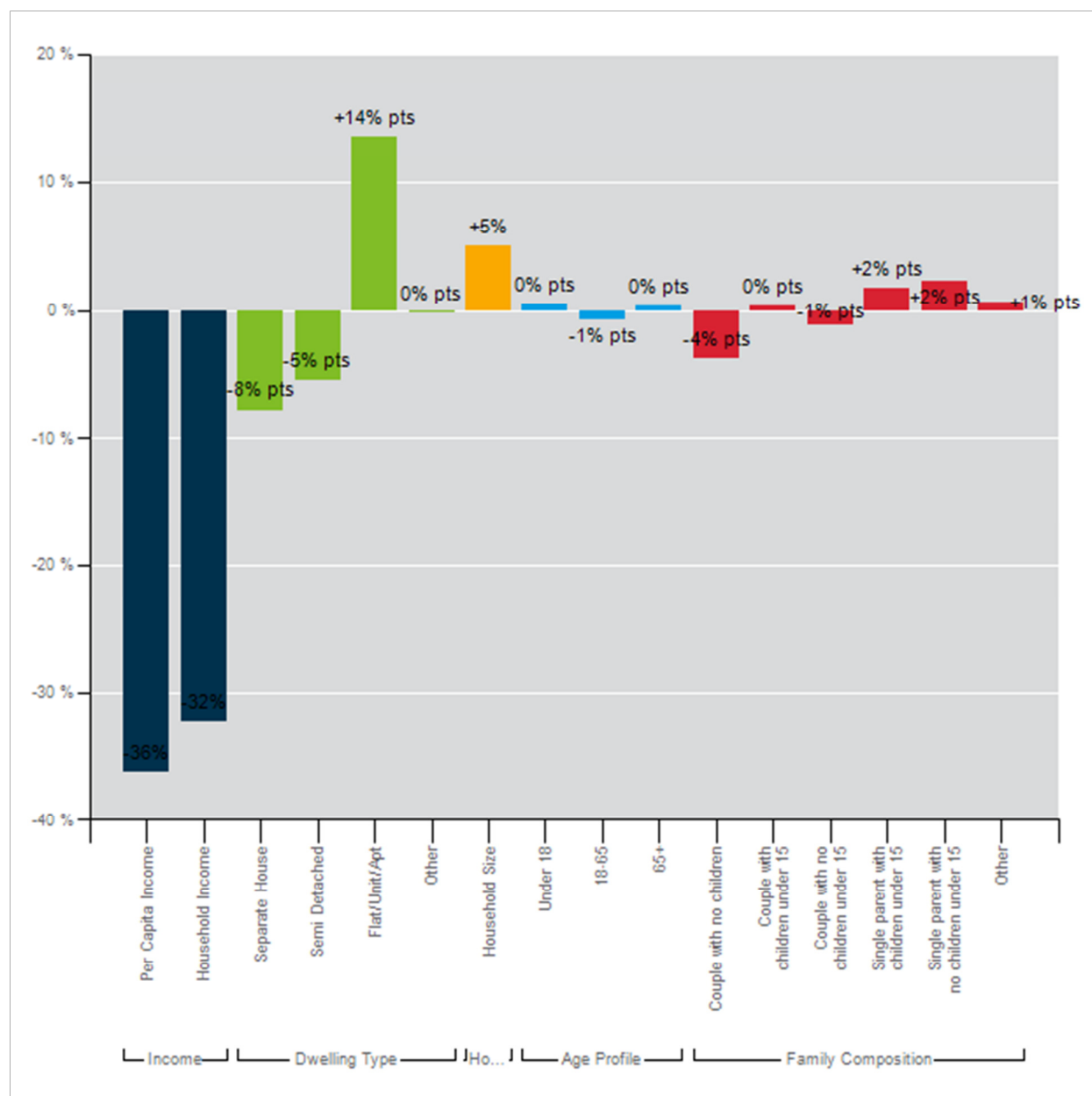
Source: ABS Census of Population and Housing 2011; Urbis

TABLE 69 – INDICATORS OF DISADVANTAGE, DANDENONG

SEIFA SCORE (LOCALITY)	RURALITY (LOCALITY)	% INDIG. (2011, LOCALITY)	% LBOTE (2011, LOCALITY)	MEAN SFOI (SCHOOLS IN CASE, 2014)
848.3	Outer metro	0.4	72.8	0.84

19.4   OUTCOMES REPORTED

19.4.1 DEVELOPMENTAL ISSUES

Dandenong North has a highly transient population. Data from the 2011 Census shows that 12 per cent of the population had moved into Dandenong North within the preceding 12 months and 29 per cent within

the last five years. Transience is also borne out at the school level with just 56 per cent of students at DNPS, who recorded a NAPLAN result at year 3 in 2011, also recording a NAPLAN result at year 5 in 2013.

This transience complicates the identification of developmental delays because information about children may not be passed on by parents when children change schools, kindergartens or services. Staff from DNPS also noted that a high proportion of children enter prep without having attended kindergarten or other early childhood services making an early identification of developmental delays problematic because children can't be assessed until after school entry.

In addition to these difficulties, stakeholders noted that the transition process is not as smooth as it could be, at all stages of the education continuum, even when a child's background is known. For example, the kindergarten did not feel it always received information from early childhood services, such as MCH. The information collected on transition statements is limited, and the institutional relationships between DNPS and the DNEK are not viewed as particularly strong, leaving some parties feeling that more follow up than is currently undertaken would be helpful. In particular, transition statements tend to be written in positive language and a teacher may have to read between the lines to understand what is being relayed about the child. A stronger relationship between the services might enable more honest, off the record conversations. The same disconnect was felt between the DNPS and the local secondary schools, with the DNPS feeling that their information was not always well utilised by the secondary schools.

This may be a result of number of schools in the area. For example, children from the kindergarten tend to enrol in any of the ten local primary schools, which can make building partnerships with schools challenging. One member of staff had previously worked at Doveton College and noted the difference between the situation in Dandenong compared to the ease of walking a child from the early learning centre at Doveton through to the connected primary school.

The DNPS has a relationship with the special development school in Springvale, so that children with developmental issues who attend playgroup at the DNPS can be directed to early intervention programs. However, the school noted that this was difficult because they did not receive funding for these activities.

Additionally there was some confusion about the potential legislative risk and privacy issues of sharing information about children with developmental or child protection issues.

19.4.2 COGNITIVE AND SOCIAL DEVELOPMENT

TABLE 70 – CHANGE ON SELECTED MARKERS, DANDENONG

AEDC – 2012 FOR CASE LOCALITY[73]		VELS – 2013 ENGLISH READING SCORE YR 6/10 (3 YEAR GAIN FROM YR 3/7)[74]		NAPLAN – 2013 NUMERACY SCORE YR 5/9 (2 YEAR GAIN FROM YR 3/7)[75]		ATOS – 2014 PERCENTAGE OF STUDENTS WITH POSITIVE MOTIVATION[76] (CHANGE) [77]
% VULN. ON 1 DOMAINS (CHANGE)	% VULN. ON 2 DOMAINS Y (CHANGE)	PRI	SEC	PRI	SEC	
39.5 (**+19.2***)	22.8 (**+11.8***)	6.38[†] (+3.8)	-	579(+140)[×]	-	95% (+2.8%)

* Indicates statistically significant change in AEDC results.

× Indicates student cohort made larger 2 year gains than the average achievement of students with the same starting scores across the state.

† Indicates that Year 6, or Year 10 as appropriate, raw scores are above the state average (excluding study sites)

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[73] The 2012 state mean for AEDC was 9.5 per cent of children found vulnerable on two and 19.5 per cent vulnerable on one domain.

[74] Difference in VELS English Reading scores from 2010 to 2013. Year 3 to 6 for Primary and Year 7 to 10 for Secondary.

[75] Difference in NAPLAN Numeracy scores from 2011 to 2013. Year 3 to 5 for Primary and Year 7 to 9 for Secondary.

[76] Values are averaged where case study sites contain more than one school.

[77] Difference between the 2009-11 average and 2012-14 average of the proportion of students who responded "positive" on Student Motivation factor

Despite the high-level of disadvantage and developmental vulnerability of children in the Dandenong North area, children, and the DNPS overall, performs well across literacy and numeracy domains in NAPLAN, with students scoring above, or substantially above, the state average in 2013. Comparison of VELS teacher judgements at prep shows that children have been performing at or above the state mean on reading from 2009 to 2012. Given the sharp increase in the proportion of children developmentally vulnerable on the 2012 AEDC, this is an excellent result. It is clear that significant effort is expended by the Primary School to accelerate children's cognitive development throughout the schooling period, in particular in the early years of school. Partnerships, such as that with Social Ventures Australia, support this culture of improvement and high aspirations.

Likewise, the kindergarten places emphasis on improving children's oral language development. However, stakeholders at the kindergarten noted that they have had little engagement with primary schools, particularly in contrast to areas where staff have previously worked which have had effective early years professional networks. Staff mentioned it would be beneficial for children to introduce play-based pedagogies into the early years of primary school.

19.4.3 ASPIRATION AMONGST YOUNG PEOPLE, FAMILIES AND THE COMMUNITY

Both the DNPS and DNEK noted that a lack of aspiration was not a feature of the local community, with both services highlighting that families wanted their children to have better experiences and opportunities than they had experienced themselves. However, they also noted that for families, aspirations might be for children to be safe, healthy and happy rather than to attend university or other academic aspirations. Stakeholders felt that families were less well versed in *how* children could be supported to achieve improved health, wellbeing and academic success; and that this was an area that services could assist with. The school views itself as playing a key role in promoting aspirations through classroom discussions and celebrating success:

> '*we have a high number of children who go to university and have really high aspirations, but only because you have to start planting the seed, telling them they can do anything and this is what you should do … start the career counselling that bit earlier.*' – teacher at DNPS

Stakeholders spoke at length about the school performing a linkage role in the community as a safe place for families to access information and support about a range of services across education, health and community services. Despite limited additional resources being available for this work, the school has worked within existing resources to provide this service. Staff noted that they felt that providing this support and service to the community was a key factor in improving children's achievement, engagement and wellbeing.

The DNPS has a good relationship with Noble Park English Language School through a funded partnership focused on new arrivals to Australia. For four days a week, two teachers from Noble Park work from the DNPS; and the DNPS is also often the first point of contact for families new to the country. As a result, they have funded two welfare teachers, who try and engage families to access early childhood education and care services in the area. The school also has multicultural aides and a strong partnership with the Islamic Women's Council, which helps to build engagement across the community.

The DNEK also noted its work to engage asylum seekers hoping to build a better life for their children through education than they had experienced. Stakeholders highlighted the disadvantage in the community as a barrier to engaging parents.

19.4.4 EFFECTIVE USE RESOURCES AND INFRASTRUCTURE

Neither service was in a position to share facilities in a significant way with the community, given the rapidly growing population and the impacts this has had on their space, resources and funding. The DNPS was able to share some infrastructure with the community, most notably in the form of the multipurpose room for community playgroups. Playgroups are able to use this space, as well as accessing the school's speech pathologist and educational psychologist for free. Unfortunately, with a rapidly growing student population and very limited space it may be necessary in the near future to use the multipurpose room for classes, which would mean that the playgroups would no longer be able to be hosted at the school. The DNPS also allows the community to use the sports stadium outside of school hours.

The DNEK noted that sharing facilities was difficult for them as their rooms were fully utilised and there was limited additional space. Out of hours, kindergarten staff need the rooms for discussions with

families. As a teacher explained, playgroups had used the spaces in the past outside kindergarten hours but that this had stopped when the hours available were no longer suitable for the playgroups. The change in hours was due to additional kindergarten classes being held as part of the implementation of the National Partnership Agreement on Early Childhood Education.

Stakeholders noted that, as standalone services, education staff had a higher administrative burden, which gave them less time to focus on their core tasks and the delivery of education and care.

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Appendix A   Evaluation framework

TABLE 71 – EVALUATION FRAMEWORK

OUTCOME	SITES	EVALUATION QUESTIONS	INDICATORS	POSSIBLE DATA SOURCES
Long-term outcomes				
L1. Minimise the financial burden of failing to, or delaying action to address developmental issues	ICCs, Doveton, Yuille Park	▪ To what extent has there been any change in the detection and response to developmental issues? ▪ To what extent does earlier intervention in families and students with developmental issues result in avoidance of future socio-economic costs? ▪ What is the total monetised value of these benefits? How does this compare to input costs?[78] ▪ What are the enabling/hindering variables for earlier detection and assessment of developmental issues? ▪ To what extent can earlier intervention be attributed to the co-location/integration initiatives?	▪ Long term improvements in achievement and wellbeing of students and families with developmental issues ▪ Cost savings associated with identifying and addressing developmental issues ▪ Key informants attribute change to co-location/integration ▪ Counterfactual comparison shows net benefit from investment.	▪ Literature review, evidence of costs of interventions, evidence of potential savings associated with effective interventions. ▪ Key informant interviews ▪ Site level data

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[78] Questions in green have particular relevance to the return on investment analysis.

OUTCOME	SITES	EVALUATION QUESTIONS	INDICATORS	POSSIBLE DATA SOURCES
L2. Children experience improved early cognitive and social development	ICCs, HCSC, Doveton, Yuille Park	▪ To what extent has there been any change in levels of early cognitive and social development? ▪ What are the enabling/hindering variables associated with changes in early cognitive and social development? ▪ To what extent can change be attributed to co-location and integration initiatives? ▪ What impacts (if any) are evident from changes in early cognitive and social developmental outcomes? ▪ To what extent can change in levels of early cognitive and social development be associated with longer term socio-economic benefits? ▪ What is the total monetised value of these benefits? How does this compare to input costs? ▪ To what extent have enrolments in preschool increased? ▪ To what extent do pre-school programs improve educational outcomes in school years? ▪ To what extent is improved academic performance evident at primary school and high school? ▪ In what ways does improved academic performance at primary school relate to high school performance?	▪ Improvements in child social and cognitive development outcomes ▪ Comparison with counterfactual sites ▪ Key informants attribute change to co-location/integration ▪ Counterfactual comparison shows net benefit from investment. ▪ Increased number of children in pre-school (compared to counterfactual) ▪ Improvement in cognitive ability at the end of pre-school compared to the state average ▪ Improvements in staff, student and parent opinion survey data ▪ Improvement in variation in standardised test results ▪ Improvement in student retention	▪ AEDC, SEHQ, Teacher judgements, participation rates, transition evidence, English and maths online scores ▪ Site level data ▪ Pre-school enrolment data ▪ SFOI Data ▪ AEDC results ▪ NAPLAN ▪ VELS ▪ SFOI Density ▪ Student Absence data ▪ Attitudes to School Survey ▪ Staff Opinion Survey ▪ Staff leave data ▪ Parent Opinion Survey ▪ School surveys of graduate directions

OUTCOME	SITES	EVALUATION QUESTIONS	INDICATORS	POSSIBLE DATA SOURCES
L3. Greater aspiration amongst young people, families and the community	HCSC, Doveton, Yuille Park, ESS	- To what extent has there been any change in the aspirations of young people, families and communities? - What are the variables which have influenced change in aspirations? - To what extent are changes in aspiration attributable to the integration/co-location initiative? - What impacts (if any) are evident from changes in aspiration? - Is there evidence of improvement in non-academic outcomes after school?	- Long term improvements in rates of transition to further study, VET or employment - Improvements in staff, student and parent opinion survey data - Key informant views on aspiration changes - Improvements in aspiration of school leavers - Improvement on indicators such as involvement in crime, health outcomes etc - Key informants attribute change to co-location/integration	- Student opinion survey - Staff opinion survey - Parent opinion survey - Key informant interviews - Site level data - On-track data - VTAC application data (if possible)
L4. More effective use of scarce community resources and infrastructure	ICCs, HCSC, Doveton, Yuille Park, ESH	- To what extent are resources and infrastructure aligned to the uses to which they are put ('fit for purpose')? - To what extent do resources and infrastructure have a high rate of utilisation? - To what extent are any changes in patterns of use attributable to integration/co-location initiatives? - How does use of the resources and infrastructure impact on the community? - To what extent is more higher/more efficient use of resources and infrastructure associated with longer term socio-economic benefits? - What is the total monetised value of these benefits? How does this compare to input costs?	- Increases in utilisation rates - Improvements in life-cycle ROI for assets - Key informants attribute change to co-location/integration - Counterfactual comparison shows net benefit from investment.	- Utilisation data - Financial data for facilities - Counterfactual site data - Key informant interviews

OUTCOME	SITES	EVALUATION QUESTIONS	INDICATORS	POSSIBLE DATA SOURCES
Medium-term outcomes				
M1. The risk of adverse outcomes associated with developmental issues is reduced	ICCs, Doveton, Yuille Park	▪ To what extent have risks of adverse outcomes associated with developmental issues been reduced? ▪ To what extent have positive gains for children with development issues been enabled? ▪ What are the variables which have influenced change in outcomes for children with developmental issues? ▪ To what extent is change attributable to integration/co-location initiatives?	▪ Key informants report decrease in risk. ▪ Improvements in relative gains for lower NAPLAN quartiles ▪ Key informants attribute change to co-location/integration	▪ Key informant interviews ▪ Site level documents ▪ NAPLAN datasets
M2. Children with developmental needs (and their families) receive timely and appropriate support	ICCs, Doveton, Yuille Park	▪ To what extent has access to timely and appropriate interventions for children with developmental issues (and their families) improved? ▪ What are the variables which have influenced access to support for children and families with developmental issues? ▪ To what extent are any changes attributable to the co-location /integration initiative? ▪ What impacts (if any) are evident from changes in way support is provided?	▪ Key informants report improvements in: – identification of client needs – referrals – transfer of information ▪ Key informants attribute change to co-location/integration	▪ Key informant interviews ▪ Site level documents ▪ Referral data ▪ Client identification data ▪ Information sharing protocols
M3. ECEC/ schools deliver effective and coordinated services and programs	ICCs, HCSC, Doveton, Yuille Park	▪ To what extent to ECEC/school settings with co-located/integrated services provide access to effective and coordinated programs? ▪ What are the variables which have influenced the effectiveness of services and programs? ▪ To what extent is the *coordination* of programs attributable to co-location/integration? ▪ To what extent is the *effectiveness* of programs attributable to co-location/integration? ▪ What impacts (if any) are evident from changes in way services and programs are delivered?	▪ Key informants report improvements in: – identification of client needs – referrals – transfer of information ▪ Key informants attribute change to co-location/integration	▪ Key informant interviews ▪ Site level documents ▪ Referral data ▪ Client identification data ▪ Information sharing protocols

OUTCOME	SITES	EVALUATION QUESTIONS	INDICATORS	POSSIBLE DATA SOURCES
M4. Children and families experience smoother transitions between ECEC/school settings	ICCs, HCSC, Doveton, Yuille Park	• To what extent are children and families experiencing smoother transition across/between ECEC/school settings? • What are the variables which have influenced children and families' experiences of transition? • To what extent are any changes attributable to the co-location /integration initiative? • What impacts (if any) are evident from changes in the transition experience?	• Key informants report better transition experiences. • AEDC results improve over time • Key informants attribute change to co-location/integration	• Key informant interviews • Site level documents • AEDC
M5. Increased participation by children and families in ECEC programs and services	ICCs, HCSC, Doveton, Yuille Park	• To what extent has participation by children and families in ECEC programs and services increased? • What factors have assisted/hindered increases in participation? • To what extent are increases in participation attributable to integration/ co-location initiatives? • What impacts (if any) are evident from participation in ECEC programs and services?	• Increase in participation rates (by service and key demographic indicators where possible) • Key informants report increased participation • Key informants attribute change to co-location/integration	• Site level documents • Participation data • Key informant interviews
M6. Improved pathways to further education and/or employment for students	ICCs, HCSC, Doveton, Yuille Park	• To what extent are there pathways established for students to transition to further education and/or employment? • To what extent to pathways encourage greater aspiration among students? • What level of utilisation is evident in these pathways? What impacts (if any) are evident? • To what extent is there evidence of greater enrolment in VET programs? • To what extent is there evidence of greater progression to university? • What factors make pathways more or less effective? • To what extent is development or enhancement of attributable to integration/ co-location initiatives?	• Key informants report increased participation • Documented pathways • Increase in progression to university • Increase in enrolment in VET programs • Key informants attribute change to co-location/integration	• Site level documents • Participation data • Key informant interviews

OUTCOME	SITES	EVALUATION QUESTIONS	INDICATORS	POSSIBLE DATA SOURCES
M7. Improved pathways into learning or employment for disengaged groups	ICCs, HCSC, Doveton, Yuille Park	▪ To what extent are there pathways established for disadvantaged groups to engage with school, further education and/or employment? ▪ To what extent to pathways encourage greater aspiration among young people, families and communities? ▪ What level of utilisation is evident in these pathways? What impacts (if any) are evident? ▪ What factors make pathways more or less effective? ▪ To what extent is development or enhancement of attributable to integration/ co-location initiatives?	▪ Key informants report increased participation ▪ Documented pathways ▪ Key informants attribute change to co-location/integration	▪ Site level documents ▪ Participation data ▪ Transition data ▪ Key informant interviews
M8. Increase in the total community and individual benefit accruing from activities enabled by use of specialised and shared use facilities	ICCs, HCSC, Doveton, Yuille Park	▪ What is the nature of the benefits derived by individuals and the community from access to specialised and shared use facilities? ▪ To what extent can these benefits be quantified? ▪ To what extent are the benefits specifically attributable to the integration/co-location initiative?	▪ Increases in utilisation rates ▪ Improvements in life-cycle ROI for assets ▪ Key informants attribute change to co-location/integration ▪ Counterfactual comparison shows net benefit from investment.	▪ Utilisation data ▪ Site level data ▪ Key informant interviews
Short-term outcomes				
S1. Children with developmental needs are identified earlier	ICCs, Doveton, Yuille Park	▪ To what extent has the early identification of children with developmental needs improved? ▪ What are the variables which have enabled/hindered early identification? ▪ To what extent are any changes attributable to the co-location /integration initiative? ▪ What impacts have the changes had?	▪ Screening, referral or assessment data shows an increase in earlier identification ▪ Key informants attribute change to co-location/integration ▪ Counterfactual comparison shows net benefit from investment.	▪ Literature and policy review ▪ Key informant interviews ▪ Site level data

OUTCOME	SITES	EVALUATION QUESTIONS	INDICATORS	POSSIBLE DATA SOURCES
S2. Increased system capability to identify children with developmental needs	ICCs, Doveton, Yuille Park	• To what extent have ECEC/school systems increased capability to identify developmental issues? • To what extent have ECEC/school systems increased capability to respond to developmental issues? • What are the variables which have enabled/hindered development of capability? • To what extent are any changes in capability attributable to the co-location /integration initiative? • What impacts have the changes had?	• Improvement in organisational capability/capacity is reported by key informants • Documented policy/program evidence of enhanced capability/capacity • Key informants attribute change to co-location/integration	• Literature and policy review • Key informant interviews • Site level data
S3. Service access barriers are reduced and families and children experience seamless service delivery	ICCs, HCSC, Doveton, Yuille Park	• To what extent have education and early childhood activities become more accessible to the community? • How have the integration and co-location efforts changed the way that the community interacts with education and early childhood activities? • To what extent have co-location/integration initiatives decreased travel time for families? • To what extent are changes in accessibility attributable to the integration/co-location initiative? • What impacts have changes in accessibility had on families and children?	• Documented increases in service utilisation and/or access • Increased service accessibility reported by key informants • Key informants report improvement in community interaction with schools/early childhood settings • Key informants attribute change to co-location/integration	• Previous evaluation documents and site level documents • Key informant interviews • Enrolment data • Student attitudes to school survey

OUTCOME	SITES	EVALUATION QUESTIONS	INDICATORS	POSSIBLE DATA SOURCES
S4. Shared understandings of professional practice develop across ECEC/schools	ICCs, HCSC, Doveton, Yuille Park	▪ To what extent have shared understandings of professional practice improved? ▪ To what extent is any change in shared understanding of professional practice attributable to the integration initiative? ▪ What has the impact of shared understandings professional practice been? ▪ What factors have assisted/hindered development of shared understandings of professional practice?	▪ Improvement in shared understanding of practice reported by key informants ▪ Extent to which key informants attribute change to co-location/integration investment ▪ Key informants report downstream impacts of shared understanding of practice ▪ Documented evidence of change in shared understandings of practice at the local level ▪ Relative change in level of integration (site v counterfactual)	▪ Previous evaluation documents and site level documents ▪ Key informant interviews
S5. High quality facilities support improved service and program delivery	ICCs, HCSC, Doveton, Yuille Park, ESS	▪ To what extent have new or upgraded facilities changed the way services are delivered? ▪ To what extent are changes to service delivery attributable to facilities? ▪ How do facility investments enable improved service delivery? ▪ What is the impact of high quality facilities on ECEC organisations, schools, and communities?	▪ Extent of documented/reported change in service delivery model ▪ Extent to which key informants attribute of change to facility investments	▪ Key informant interviews ▪ Staff views on how facilities have supported change ▪ Previous evaluation documents ▪ Literature and policy review
S6. Increased pride in facilities and services available	ICCs, HCSC, Doveton, Yuille Park, ESH	▪ To what extent are local communities, staff, students and clients proud of the facilities and services available? ▪ Has the level of pride in facilities and services changed since co-location/ integration initiatives were instituted? ▪ To what extent are changes attributable to the co-location/ integration initiative? ▪ What is the impact of changes in feelings of pride about facilities and services?	▪ Evidence of community views before and after ▪ Key informant views on community perceptions	▪ Site level documents ▪ Key informant interviews ▪ Parent opinion survey ▪ Student opinion survey ▪ Staff opinion survey

OUTCOME	SITES	EVALUATION QUESTIONS	INDICATORS	POSSIBLE DATA SOURCES
S7. Increased engagement between communities and target cohorts, and the learning environment	ICCs, HCSC, Doveton, Yuille Park, ESS	▪ To what extent has there been increased engagement between communities and target cohorts, and the learning environment? ▪ What changes are evident in how communities engage with the learning environment (and vice versa)? ▪ To what extent are changes in engagement attributable to integration/co-location initiatives? ▪ What is the impact of changes in levels of engagement?	▪ Site level evidence of engagement with clients ▪ Site level evidence of client feedback ▪ Key informants report increased levels of engagement	▪ Site level documents ▪ Key informant interviews ▪ Enrolment data (breakdown by target population where possible) ▪ Service usage data/patterns ▪ Student opinion survey ▪ Referral data
S8. Overall utilisation of specialised and shared-use facilities increases (e.g. sports, arts, theatre, libraries)	ICCs, HCSC, Doveton, Yuille Park, ESS	▪ To what extent have utilisation rates increased? ▪ To what extent is the change in utilisation attributable to the integration initiative? ▪ What patterns are evident in utilisation rates? Who is using facilities? When? For what types of activities? ▪ What efficiencies are achieved through additional use of facilities? ▪ What is the impact of changes in facility utilisation?	▪ Extent of change in utilisation rates and patterns ▪ Extent to which key informants attribute change to facility investments ▪ Relative change in utilisation (site v counterfactual)	▪ Key informant interviews ▪ Site level utilisation data (collected at site visits) ▪ Counterfactual site utilisation data
S9. Reduced operating costs associated with facilities	ICCs, HCSC, Doveton, Yuille Park, ESS	▪ To what extent have costs associated with maintenance, cleaning and management of facilities been reduced? ▪ What other efficiencies (if any) have been achieved through co-location and integration? ▪ To what extent is any cost reduction attributable to the integration/co-location initiative? ▪ To what extent were cost changes anticipated and planned for? ▪ How are costs distributed across agencies?	▪ Reduction in per-student costs associated with cleaning, maintenance and management of specified facilities ▪ Reduction in costs to DEECD funded services of cleaning, maintenance and management of specified facilities ▪ Relative change in costs (site v counterfactual)	▪ Site level financial data ▪ Shared use agreements ▪ Counterfactual sites/study financial data

OUTCOME	SITES	EVALUATION QUESTIONS	INDICATORS	POSSIBLE DATA SOURCES
Outputs and immediate outcomes				
O1. Spectrum of co-location and integration	ICCs, HCSC, Doveton, Yuille Park, ESS	▪ Where, currently is the model positioned on the infrastructure and service delivery integration matrix? ▪ What are the aspirations for the model infrastructure and service delivery integration matrix?	▪ Identified stage on matrices	▪ Document review ▪ Key informant interviews
Activities				
A1. Vertical infrastructure integration A2. Vertical service delivery integration A3. Horizontal integration: infrastructure of community facilities A4. Horizontal integration: service delivery across service sectors	ICCs, HCSC, Doveton, Yuille Park	▪ To what extent does the model involve horizontal or vertical integration of infrastructure or service delivery? (refer to Figure 4. Page 28 of Overview Report)	▪ Shared ownership of infrastructure ▪ Formal and informal agreements of knowledge sharing/ shared practice	▪ Key informant interviews
Inputs				
DEECD investment in support of co-location and integration Other contributory sources of funding and resources	DEECD, ICCs, HCSC, Doveton, Yuille Park	▪ What costs were involved with implementation of the co-location and integration model? ▪ What are the on-going costs of the model?	▪ Budgets	▪ Key informant interviews ▪ Budget documentation

Appendix B   Matrix of Service and Infrastructure Integration

TABLE 72 – MATRIX OF SERVICE AND INFRASTRUCTURE INTEGRATION

INTEGRATION OF SERVICES	CO-LOCATION OF BUILT INFRASTRUCTURE			
	– PROXIMITY	– CO-LOCATION	PARTIAL SHARED USE	HOLISTIC SHARED USE
COMMUNICATION	*Neighbours* Unexamined in the literature of co-location and integration. Probably not considered integration e.g. discussions occurring between feeder kindergartens and primary schools, or feeder primary and secondary schools	*Shopping Centre* Limited discussion in the literature. Characterised by co-existence, rather than deeper integration e.g. early childhood centres located on a school site, but with limited interaction on a service level	*Ships in the night* Discussed in VCEC report — common model for community shared use arrangements of specialist facilities on school sites e.g. community sporting groups using school stadium after hours	*Not discussed in the literature.* Unlikely to exist — difficult to understand how extensive shared use of facilities could exist without a minimum level of cooperative service integration
COOPERATION	*Acquaintances* Low-level integration, not significant examination in the literature. Extremely common (ubiquitous?) across Victoria amongst schools; less common connections across sectors e.g. school networks	*Friendly co-existence* Alignment of goals and friendly cooperation with co-location e.g. early childhood centre located on a school site with cooperation around transition-to-school initiatives	*Community Gardens* Alignment of goals and friendly cooperation, including some shared use of facilities e.g. community groups providing after school hours care on school sites	*Share housing* Alignment of goals and friendly cooperation with shared use of facilities e.g. early childhood hub including maternal and child health, early childhood intervention services and long day care on one site, with shared administration meeting spaces and communal areas.
COORDINATION	*Friends* Quite strong service integration, with limited infrastructure integration. Quite common occurrence in some areas of Victoria in the school sector e.g. stronger/more established school networks	*Buddies* Quite strong service integration with co-location. Formalised agreement to work together on shared goals e.g. primary and early childhood centre school on same site that have ongoing connections, such as instructional rounds, or a buddy system	*Roommates* Quite strong service integration with shared use of facilities. Formal agreement to work towards shared goals e.g. early childhood centre located on a school site with regular shared use of specialist facilities and a buddy system	*Partners* Quite strong service integration, including formalised agreement to work towards shared goals with holistic shared use of facilities e.g. early childhood hub where MCH, ECIS and ECEC have shared goals and shared ownership and use of the whole facility
COALITION	*Alliance/Collective* Very strong service integration, including shared goals, planning and resources, limited facilities integration e.g. Child First catchments	*Colleagues* Very strong service integration including shared planning, goals and resources, with co-location e.g. early childhood centre on primary school site with shared teaching or curriculum planning arrangements	*Team mates* Very strong service integration including shared planning, goals and resources, with shared use of facilities e.g. strong partnership between early childhood centre and school including shared curriculum planning and shared use of specialist facilities	*Marriage* Very strong service integration including shared planning, goals and resources and seamless facilities integration e.g. recently merged primary and secondary schools, working towards a seamless service
INTEGRATION	*Merger* Not discussed in the literature e.g. mergers of schools without co-location of facilities	*Advanced Merger* Highly integrated service delivery but limited facilities integration, despite co-location e.g. P–12 school with co-location but separate sections of the site for primary and secondary students	*Mostly seamless* Seamless service integration with the shared use of facilities e.g. college offering birth to year 9 services with shared grounds and use of specialist facilities, but separate early childhood section	*Perfectly Seamless* Completely integrated services and facilities, operating as one entity e.g. established P–12 school

Appendix C   Evaluation tools

TABLE 73 – SAMPLE INTERVIEW GUIDE

1. **We are interested in understanding the extent to which local schools, early childhood and community services are working together, and in what ways. How would you characterise how you work with:**

   - The early childhood sector (kindergartens and MCH)
   - feeder primary schools
   - The VET sector and universities
   - Community organisations (including local employers)

   1.1. Have you received any specific funding to support service coordination, collaboration or integration with these groups? [if not: what difference would it make?]

   1.2. Where you have been able to make these relationships work well, what do you think have been the enablers of these successes?

   1.3. What difficulties have you encountered?

2. **Reflecting on how you work with other local primary schools and services (including early childhood services), where would you position Hoppers Crossing on the integration continuum matrix?**

   2.1. Service integration

   2.2. Facility integration

   2.3. Is the whole college the same?

We would now like to turn our attention to four particular outcomes the department is seeking from integrated effort, and that are the focus for this evaluation. Not all of these outcomes may be equally relevant to you, but we will touch on each in any case. The four specific outcomes are:

   - Addressing developmental issues early, to minimise financial burden
   - Children experience improved early cognitive and social development
   - Greater aspiration amongst young people, families and the community
   - More effective use of scarce community resources and infrastructure

In addition we're interested in how workforce arrangements support these outcomes

3. **Long Term Outcome: Minimise the financial burden of failing to, or delaying action to address developmental issues**

   3.1. How would you describe the school's work in the *early* identification of children with developmental concerns?

   3.2. Reflecting on your relationships with other feeder schools and services, what impact do you think your work with these services has on the way that children's developmental issues are identified and responded to?

   3.3. What are the mechanisms through which these processes occur?

   3.4. What has enabled/hindered outcomes in this area?

   3.5. Would co-location or integration of your school with other levels of schooling, early childhood services or other community organisations make a difference? In what way?

   3.6. Do you have any data we might be able to access that shows outcomes in these areas?

4. **Long Term Outcome: Children experience improved early cognitive and social development**

   4.1. To what extent has a focus on *improvement* in early cognitive and social development been a priority in the school? Have there been particular strategies in place as a result of this priority? (Prompt: Access? Participation? Barriers/Enablers?)

   4.2. Reflecting on your relationships with other, What role have your feeder schools, services and the community had in the strategies? What impact do you think your work with these services has on the children's early cognitive and social development?

   4.3. How do your relationships support or hinder transition at key points for children?

   - Between early years services
   - From Kindergarten to primary
   - From primary to secondary

   4.4. Would a greater degree of co-location or integration of your school with other levels of schooling, early childhood services or other community organisations make a difference? In what way?

   4.5. Do you have any data we might be able to access that shows outcomes (e.g. smoother transitions; clear pathways with high utilisation) in these areas?

5. Long Term Outcome: Greater aspiration amongst young people, families and the community

5.1. Of all the work you do with young people, what activity would you say is focused on this long term outcome?

5.2. To what extent does your work with your feeder schools, services and community contribute to this long outcome? In what ways? (Prompt: Family outcomes, education, employment, parenting confidence)

5.3. To what extent, if any, would enhanced/further co-location or integration of your school with other levels of schooling, early childhood services or other community organisations make a difference? In what way?

5.4. What information do you draw on to know about outcomes in these areas? Do you have any data we might be able to access that shows outcomes in these areas (e.g. change in student's post-school intentions, increased community engagement in the learning environment)?

6. Workforce integration

6.1. To what extent does your workforce engage with or interact with the workforce in primary schools, early childhood or community organisations? (prompt: professional collaboration? Training? Governance?)

7. Long Term Outcome: More effective use of scarce community resources and infrastructure

7.1. How well used would you say your current physical infrastructure is? Do your specialised facilities (e.g. gyms etc) have high rates of utilisation?

7.2. Is your infrastructure shared with other schools or community groups or services? What is the level of use by these organisations? What benefit (if any) to the school follow?

7.3. Do you have any data available that might show the extent of use of your infrastructure? Revenue generated by third party use?

7.4. Would a greater degree of physical co-location or service integration with other levels of schooling, early childhood services or other community organisations enable you to make better or more efficient use of your key infrastructure? In what way?