

EAST RENFREWSHIRE COUNCILEDUCATION COMMITTEE10 May 2018Report by Director of EducationTOWARDS 1140 HOURS OF EARLY LEARNING AND CHILDCARE PROVISION**PURPOSE OF REPORT**

1. To seek approval to phase from August 2018 the introduction of 1140 hours of free early learning and childcare provision for some children and families.

RECOMMENDATIONS

2. Elected members are asked to:
- a) approve the department's plan to phase the introduction of 1140 hours of early learning and childcare; and
 - b) instruct the Director of Education to take appropriate steps to communicate to residents the proposed changes to the procedures associated with applying for and allocating 1140 hours of free early learning and childcare places.

BACKGROUND

3. The Scottish Government has set a transformational agenda for Early Learning and Childcare by 2020. '[A Blueprint for 2020: The Expansion of Early Learning and Childcare in Scotland 2017 – 2018 Action Plan](#)' was published in March 2017 and outlines the vision for Early Learning and Childcare (ELC) and the key policy principles.

4. The Scottish Government's vision is to almost double the entitlement to free ELC from 600 hours to 1140 hours per year by 2020 for all 3 and 4 year olds and eligible 2 year olds.

5. The vision is underpinned by the key principles of Quality, Flexibility, Accessibility and Affordability.

6. In September 2017, the Education Committee approved the department's proposed Early Learning and Childcare Expansion Implementation Plan to meet the Council's duty to provide 1140 hours of free early learning and childcare to all eligible 2, 3 and 4 year old children from August 2020.

REPORT**Flexibility and Accessibility**

7. The department carried out a consultation exercise in July 2017 to ascertain the views of parents on accessing 1140 hours of free early learning and childcare. The department consulted on models that would give parents both flexibility and choice in accessing this additional provision. The delivery model proposed, which is based on current parental demand, includes:

- a) Nursery sessions which match the school day
- b) Lengthening of nursery sessions to allow for longer days
- c) Stretching the provision over the calendar year
- d) Blended provision

8. It is noted that any proposals will need to be deliverable within the resources made available. There is an expectation by the Scottish Government that we continue to move towards a model which allows parents to be able to access their full entitlement to meet individual needs. In considering offering this level of flexibility and choice, the department must have sufficient capital and revenue resources to deliver the required capacity.

9. The department plans to introduce 1140 hours free early learning and childcare incrementally on a year by year basis in line with the expectations of the Scottish Government and by the deadline of 2020.

10. The plan is based on degrees of flexibility and choice being available so that parents can choose:

- a. Core Provision - 5 sessions of 6 hours per week (school days over the school year)
- b. Extended Day Provision - 3 sessions of 10 hours per week (longer days over the school year)
- c. Stretched Provision A - 5 sessions of 4 hours 45 minutes per week (half days over a longer year)
- Stretched Provision B - 2 sessions of 9 ½ hours and 1 session of 4 hours 45 minutes per week (mix of full days and half days over a longer year)
- d. Blended Provision - 15 hours in LA Establishment and 15 hours with another provider working in partnership with ERC per week.
- e. Funded Provider - 1140 hours per year fully funded provision with a Provision funded provider including private, voluntary and independent (PVI) sector providers and childminders.

11. To offer some flexibility and accessibility in a cost effective way, and recognising the importance of locality and neighbourhoods, it is proposed that early learning and childcare provision and allocation continues to be considered within communities, with family centres at the heart of each community offering the greatest flexibility and choice.

12. By changing the models of delivery it is possible to offer the 1140 hours of early learning and childcare over both term time and the calendar year. It is also possible to offer models of delivery which utilise provider occupancy whilst still providing parents with a limited level of flexibility and choice.

13. To enable a greater level of flexibility and choice, significant capital investment will be required.

Phasing and Prioritisation

14. The Education Department is keen to begin to introduce 1140 hours prior to August 2020 and as such have planned a phased approach to introducing the increased entitlement.

15. As well as providing some children and families with increased free early learning and childcare, the phasing of 1140 hours will enable us to test our delivery and staffing models, introduce hot lunch provision and build on our findings moving forward.

16. East Renfrewshire Council early years provision is organised into 4 communities and as such our expansion plans to increase provision from 600 hours to 1140 hours are focused around each of these communities. The communities are as follows:

- Barrhead/Neilston / Uplawmoor
- Busby/Clarkston/Eaglesham
- Giffnock/Thornliebank
- Newton Mearns

Prioritisation

17. East Renfrewshire Council is committed to providing 1140 hours of free early learning and childcare for all our families by 2020; however it is anticipated that such provision will take a few years to establish, and be dependent on Scottish Government funding, therefore only a limited number of children and families will be able to access the 1140 hours of free early learning and childcare earlier through the department's phasing programme.

18. It is important that there is clear criterion available to assess applications and ensure that places are allocated in an equitable and transparent way.

19. The following banding system will be used to identify children who are eligible to benefit from the phasing of 1140 hours from August 2018:

Band	Criteria
A	Child protection, Prevention, Looked After and Additional Support Needs
B	<p>Children residing in areas of deprivation as described by the Scottish Index of Multiple Deprivation (SIMD) deciles 1 & 2.</p> <p>Children from households who are in receipt of the following benefits:</p> <ul style="list-style-type: none"> • Income Support • Jobseeker's Allowance • Employment and Support Allowance • Incapacity benefit or Severe Disablement Allowance • Pension Credit • Child Tax Credit but not Working Tax Credit and household income is less than £16,105* • Maximum Child Tax Credit and maximum Working Tax Credit and household income is below £6,420* <p><i>*The income thresholds for Child Tax Credit and Working Tax Credit can vary annually</i></p>
C	Children for whom English is an Additional Language.
D	Children whose parents are returning to training or work.

20. The banding will be applied in the order shown above. If for any category the number of requests exceeds the number of places available, the next succeeding criteria will be used to prioritise these requests and so on until all priority criteria have been exhausted. If, after this process, two or more requests cannot be distinguished as having priority, then a ballot will be held to allocate the places available. This ballot will be organised by a senior education officer.

21. In addition to the banding system described above, vulnerable children will continue to have access to a range of services and resources through the Pre-five Resource Group (PRG).

22. Every effort will be made to provide 1140 hours for all who apply and are eligible. However, this will be dependent on the number of places available and the priority given to applications as described above.

23. Where demand for 1140 hour places exceeds availability the banding criteria will allow us to allocate places in an equitable way.

24. It is proposed that the process for applying and allocating 1140 hours of early learning and childcare will run alongside the current admission process for 600 hours, until such time as 600 hours is phased out and 1140 hours is fully introduced, consequently any unsuccessful applications will not impact on parents' entitlement to 600 hours or ability to buy additional wraparound hours where available.

Phasing

25. The new Arthurlie Family Centre at the Sir Harry Burns' Centre in Auchenback is now able to offer an expanded number of places (120:120) for 3 and 4 year olds and with this we would propose that Arthurlie Family Centre would be able to offer Stretched A and Stretched B provision for eligible children under the Council banding criteria outlined in paragraph 20 from August 2018.

26. The planned and approved extension to Busby Nursery Class will allow us to introduce Core Provision and Extended Day Provision from August 2018 for eligible families under the Council banding criteria.

27. Planned adaptations to the outdoor space at Braidbar Nursery Class will enable increased registered capacity for early learning and childcare from August 2018. This increased provision will allow us to use the Council banding criteria to introduce 1140 hours of free early learning and childcare in the form of Core Provision and Extended Provision for eligible families.

28. From August 2018 we plan to gradually increase the number of children with additional support needs accessing 1140 hours of free early learning and childcare, through the introduction of Stretched A and B models. This will impact on the capacity at Isobel Mair for 2, 3 and 4 year olds and the staffing levels. This will be phased in a small scale with a view to introducing fully from August 2019, subject to the opening of new facilities as detailed in the Council's Capital Plan.

A draft information leaflet is included in Appendix 1. If approved, the Director of Education will take steps to introduce the application process for 1140 hours and publicise the phasing and prioritisation with those who have already applied for 600 hours, new parents and partner agencies.

Workforce

29. There are no foreseen implications of these proposals which would lead to a change in contractual duties for staff working in local authority nurseries. However, there is a need to closely monitor demand, which is likely to lead to a need for increased flexibility of daily and weekly working patterns. Staffing levels will also be closely monitored to ensure there is no inequality in levels of staffing between establishments. Discussions will be arranged with relevant trade union representatives and staff groups to explore and ensure that the impact of this on staff's working hours can be minimised.

30. The impact of the expansion programme on the number of staff will be significant. With the introduction of full time provision, staffing ratios in all establishments will need to increase from 1 adult for every 10 children (1:10) to 1 adult for every 8 children (1:8). In addition, whilst the models of delivery maximise the occupancy levels of our provision, it does place a demand on the staffing levels. To be able to provide the flexibility and accessibility suggested above, an additional staff will be required over and above the required ratio. This additionality will guarantee a 1:8 adult child ratio at all times, including shift patterns, scheduled break times, annual leave and planning and preparation time.

31. The introduction of full day provision and free school meal entitlement for those children attending over a full day will require further additional staff. East Renfrewshire Council proposes to employ Support Staff in all Early Years establishments offering full day provision. These staff will be employed in a ratio of 1:32 (i.e. 1 adult to every 32 children). It is thought that these posts will be 15 hour posts.

32. Catering, cleaning and janitorial staff will be required to support the phasing. Our models of delivery propose longer operating hours and weeks, which could impact on working patterns. The introduction of free meal entitlement will require catering staff. It is our proposal to transport meals to the ELC establishments and as such vehicles and delivery drivers would also need to be recruited to these posts.

33. With increased operating times and an increase in models of delivery being utilised by children and families, a review of administration and clerical hours for early learning and childcare establishments will be undertaken prior to August 2018 to ensure appropriate business support is in place.

FINANCE AND EFFICIENCY IMPLICATIONS

34. The Scottish Government and COSLA Leaders have reached agreement on multi-year revenue and capital allocations. East Renfrewshire has been awarded a total of £12,270,000 for capital over the period 2017/18 to 2020/21. Annual recurring revenue funding of £6,862,000 from 2021/22 has also now been notified as well as annual allocations covering the period 2018/19 to 2020/21 to support the phased introduction of 1140 hours of early learning and childcare in some centres and the development/expansion of the workforce. The department will now consider the impact of our allocation and update elected members at a future Education Committee.

35. The initial capital money is being used to extend Busby Nursery Class and adapt Braidbar Nursery Class outdoor area, with the revenue supporting the phasing and prioritisation and the development of the workforce.

36. In terms of 2018/19, the Scottish Government has allocated £1,020,630 of revenue funding to East Renfrewshire. The primary purpose of this funding is to enable local authorities to continue to expand the early learning and childcare workforce and to equip existing staff with new skills in order to provide the capacity and capability required to deliver 1140 hours entitlement from August 2020, and to introduce 1140 hours on a phased basis where possible.

37. East Renfrewshire's plans for the revenue funding include:

- Phase in the models of delivery in the ELC settings of Arthurlie FC, Braidbar NC and Busby NC;
- Introduce new staffing models to establishments phasing 1140 hours;
- Introduce hot lunches for all eligible children as part of the 1140 hour phasing programme;
- Extend provision for children with Additional Support Needs in Isobel Mair FC, phasing in 1140 hours;
- Continue with our ambitious plans in partnership with FE establishments to grow our own workforce by offering existing staff training and employment in the Early Years sector;
- Invest in our current workforce, building their capacity for 1140 hours implementation; and
- Provide support to partner providers to enable them to sustain partnership status.

38. The Scottish Government has announced additional funding to all 32 local authorities to allow children with Additional Support Needs to access early entrant provision of ELC. It is not clear how this national fund of £0.5 million per session will be accessed.

39. It is anticipated that the increased provision of 1140 hours in some of our establishments will impact on availability of wraparound provision, consequently wraparound income for the department may be reduced.

CONSULTATION

40. An Expansion Board has been established to consider all aspects of the expansion, including the gathering and analysis of the views of all stakeholders.

41. The expansion cuts across all Council departments and as such a series of formal and informal conversations has taken place. Officers from all departments have shown a willingness to collaborate and work on a joint expansion plan to ensure the Council delivers on its duty to provide 1140 hours of free ELC by 2020.

42. A presentation was made to Education Committee in September 2017 outlining the detail of East Renfrewshire's Expansion Implementation Plan.

43. The Children and Young People (Scotland) Act 2014 details the requirement for local authorities to consult on early learning and childcare every 2 years. The department's most recent consultation with parents took place in July 2017.

44. The department held an information evening in November 2017 for all current partner providers. An invite was extended to those who currently do not work in partnership with East Renfrewshire Council, including childminders.

CONCLUSION

45. 1140 hours of early learning and childcare must be introduced from August 2020.

46. Proposals outlined above will enable the authority to begin to phase in the entitlement of 1140 hours for some children and families through a choice of either school year or all year provision from August 2018.

47. Any further phasing would be dependent on a capital funding from the Scottish Government.

48. All eligible children will continue to receive their 600 hours of free early learning and childcare with the option to purchase additional hours of wraparound, subject to availability.

49. The Children and Young People (Scotland) Act 2014 indicates that local authorities should consult with parents every 2 years to review and agree models of delivery. There may in future be further increased expectations on the extent of flexibility parents wish for their children, which would need to be assessed against available resources.

RECOMMENDATIONS

50. Elected members are asked to:

- a. approve the department's plan to phase the introduction of 1140 hours of early learning and childcare; and
- b. instruct the Director of Education to take appropriate steps to communicate to residents the proposed changes to the procedures associated with applying for and allocating 1140 hours of free early learning and childcare places.

Mhairi Shaw
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2018

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Appendix

Appendix 1: Draft Leaflet.

Background papers:

1. East Renfrewshire Education Department, Early Learning and Childcare Strategy (2016-2020), Education Committee (March 2016).
2. East Renfrewshire Council Early Learning and Childcare Expansion and Implementation (September 2017).

Key Words

Blended Provision: A blended offer is where parents can use a range of providers for the delivery of the weekly allowance of 30 hours entitlement.



Early Learning and Childcare



Phasing and Prioritisation
of 1140 hours of free Early
Learning and Childcare



From August 2018



INVESTORS IN PEOPLE | Gold



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The Scottish Government has set a transformational agenda for Early Learning and Childcare by 2020. [‘A Blueprint for 2020: The Expansion of Early Learning and Childcare in Scotland 2017 – 2018 Action Plan’](#) was published in March 2017 and outlines the vision for Early Learning and Childcare (ELC) and the key policy principles.

The Scottish Government’s vision is to almost double the entitlement of free ELC from 600 hours to 1140 hours per year by 2020 for all 3 and 4 year olds and eligible 2 year olds. The vision is underpinned by the key principles of Quality, Flexibility, Accessibility and Affordability.

East Renfrewshire Council carried out a consultation exercise in July 2017 to ascertain the views of parents on accessing 1140 hours of free early learning and childcare. The department consulted on models that would give parents both flexibility and choice in accessing this additional provision. The delivery model proposed, which is based on current parental demand, includes:

- Nursery sessions which match the school day
- Lengthening of nursery sessions to allow for longer days
- Stretching the provision over the calendar year
- Blended provision

Phasing and Prioritisation

Every child in East Renfrewshire is entitled to 600 hours of free early learning and childcare, however in some cases we may be able to provide 1140 hours and as such the Education Department has planned a phased approach to introducing the increased entitlement.

What will be available?

From August 2018 onwards East Renfrewshire Council will be introducing the following models:

1. Core Provision (Nursery Classes Only)

5 sessions of 6 hours per week (school days over the school year)

Wraparound

All parents can, where available, purchase additional early learning and childcare provision over and above the 1140 hours. Where available, wraparound can be purchased before a morning session, lunchtime and 2 hours after an afternoon session.

Children not attending a family centre have the opportunity to purchase a holiday place at the family centre in their community. Parents should apply directly to the early years establishment with their request for additional hours. A contract is agreed, signed and charges applied.

Charges

East Renfrewshire Council has a policy for charging for additional hours (wraparound). This policy is reviewed annually and an hourly rate agreed. The hourly wraparound rate at present is **£2.25**.

March 2018



What happens next?

All East Renfrewshire Nursery allocations are considered with a view to meeting parents needs whilst still maximising provider occupancy.

On receipt of your application the Administration & Support Section will assess against the banding criteria for 1140 hours.

Every effort will be made to meet your preference. However, this will be dependent on the number of places available and the priority given to applications. Where demand for 1140 hours places exceeds availability the banding criteria will allow us to allocate places in an equitable way.

If you are offered 1140 hours of free early learning and childcare for your child in an East Renfrewshire Council nursery, you will be notified in writing and asked to confirm your acceptance of the place. You will then be invited to attend the nursery with the following documentation:

- Proof of the child's age (birth certificate/passport), and;
- Proof of your current address (council tax, rental/mortgage agreement);
- Evidence of benefits you receive.

East Renfrewshire Council is committed to providing 1140 hours of free early learning and childcare for all our families by August 2020; however it is anticipated that such provision shall take a few years to establish.

2. Extended Provision (Nursery Classes Only)

3 sessions of 10 hours per week (longer days over the school year)

3. Stretched Provision A (Family Centres Only)

5 sessions of 4 hours 45 minutes per week (half days over 48 weeks)

4. Stretched Provision B (Family Centres Only)

2 sessions of 9 ½ hours and 1 session of 4 hours 45 minutes per week (mix of full days and half days over 48 weeks)

5. Blended Provision

15 hours in LA Establishment and 15 hours with another provider working in partnership with ERC per week.

6. Funded Provider Provision

30 hours per week fully funded provision with a funded provider including private, voluntary and independent (PVI) sector providers and childminders.

Children will receive 1140hours funded ELC in each school year that they are eligible and a pro rata amount for each part of a year in which they are eligible.

Proposed Timeline

Initial capital investment from the Scottish Government has allowed us to expand provision in some of our communities. This investment combined with East Renfrewshire's continued commitment to providing children and families with high quality and accessible early learning and childcare will allow us to introduce 1140 hours provision in the following establishments from August 2018 onwards:

- Arthurlie Family Centre
- Braidbar Nursery Class
- Busby Nursery Class
- Isobel Mair Family Centre*

*Extending provision for children with Additional Support Needs.

It should be noted that the phasing will run alongside our existing provision and models of delivery of 600 hours (core, additional, holiday, extended and private provider).

What is the priority system for early implementation of 1140 hours?

Band A: Child protection, Prevention, Looked After and Additional Support Needs

Band B: Children residing in areas of deprivation as described by the Scottish Index of Multiple Deprivation (SIMD) Level 1 & 2. Children from households who are in receipt of the following benefits:

- Income Support
- Jobseeker's Allowance
- Employment and Support Allowance
- Incapacity benefit or Severe Disablement Allowance
- Pension Credit
- Child Tax Credit but not Working Tax Credit and your income is less than £16,105*
- Maximum Child Tax Credit and maximum Working Tax Credit and your income is below £6,420*

**The income thresholds for Child Tax Credit and Working Tax Credit can vary annually*

Band C: Children where English is an Additional Language.

Band D: Children whose parents are returning to training or work.

*The banding will be applied in the order shown above. If for any category the number of requests exceeds the number of places available, the next succeeding criteria will be used to prioritise these requests and so on until all priority criteria have been exhausted. If, after this process, two or more requests cannot be distinguished as having priority, then a ballot will be held to allocate the places available. This ballot will be organised by a senior education officer.

How do I apply?

A hard copy of the application pack can be requested from the Education Department's Administration & Support Section. Application forms should be fully completed and submitted either by email or post to the Administration & Support Section.

You are encouraged to register your child for a place in a local authority establishment when they reach their second birthday. In this introductory year we would ask that all applications are received by the last day in April of the school year in which your child will attend nursery, with allocations made by June of the same year. Applications received after this date will be treated as late and will not be dealt with until after the June allocations.

Your child's nursery place is allocated for two years, returning children are automatically allocated a place for their pre-school year.

*Parents who have already applied for 600 hours of early learning and childcare and believe they are now eligible for the increased hours are required to make a further application for 1140 hours.

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