Agenda Item	11.
Report	PEO
No	06/17

HIGHLAND COUNCIL

Committee:	People
Date:	21 June 2017
Report Title:	Draft Early Learning and Childcare Delivery Plan
Report By:	Director of Care and Learning

1. Purpose/Executive Summary

- 1.1 This report sets out the initial planning for the further expansion of Early Learning and Childcare.
- 1.2 The Scottish Government have made a commitment to extend the entitlement of funded Early Learning and Childcare to all 3 and 4 year olds and eligible 2 year olds, from 600 to 1140 hours a year by 2020. Local Authorities are required to prepare their initial Delivery Plans by September 2017.
- 1.3 The background to this policy is that evidence suggests that universal and high quality early learning and childcare provides children with the confidence to integrate well in to school, thereby ensuring that all children get the best start in life and are ready to succeed. This has gained cross party support and is one of the biggest transformational changes that is being progressed in social policy across Scotland.

Recommendation

2.1 Members are asked to:

2.

- i. Consider and comment on first draft of the Delivery Plan (Appendix 1)
- ii. Agree proposals for the further refinement of the staffing model (Appendix 2)
- iii. Agree to phase out funding for out of school care transport
- iv. Agree to increase rates to commissioned partner centres by 5% in 2017/18.

3. Expansion of Early Learning and Childcare – Draft Plan

- 3.1 The Scottish Government published 'A Blueprint for 2020: The Expansion of Early Learning and Childcare in Scotland 2017/18 Action Plan', in March 2017.
- 3.2 Local Authorities have been tasked to deliver on this programme, which is complex in its development and far reaching in its delivery. The Government requires that all Local Authorities prepare their initial Delivery Plan by September of this year.
- 3.3 The Scottish Government has so far indicated that £400m capital funding will be available up until 2020. An initial additional £1.65m has been provided to Highland Council in 2017/18.
- 3.4 Government has yet to confirm how much revenue funding will be available, but has stated that the expansion will be fully funded, and has provided an additional £1m in 2017/18.
- 3.5 Accordingly, the Delivery Plans from all authorities are critical to detailing current provision and future progress, and will inform the allocation of both capital and revenue funding as we move forward.
- 3.6 Much has already been undertaken in Highland to achieve the progress towards the expansion, and this has been reported to previous Committees. The next stage of this process is to offer reassurance to the Scottish Government that local plans are in place and progressing.
- 3.7 The expansion plan needs to be based on data, and a detailed mapping exercise has been progressing across the Areas, taking account of the optimum organisation of local provision including the capital requirements. There is still much work to be done on this plan before its submission, but the initial scoping is included at **Appendix 1.**
- 3.8 An important aspect is how we develop and support the workforce into the future. In May 2016, Committee agreed to create a clear staffing structure to support the future expansion and the career development opportunities for staff. There has been further consultation with head teachers and early years staff about this, and the detail is set out in **Appendix 2**, involving the following posts:
 - Childcare Manager
 - Senior Early Years Practitioner
 - Early Years Practitioner
 - Out of School Care Practitioner
 - Early Leaning and Childcare Support Worker
 - Modern Apprentice

4. Out of school care funded transport

- 4.1 Out of school care (OSC) has been an important element of Early Learning & Childcare provision for many years usually described as wraparound care.
- 4.2 When the model was introduced in 2008, in order to sustain the provision of OSC for a small number of children, a decision was made to fund the taxi fare if no provision was available at the local school.
- 4.3 Since then, the provision of OSC has developed and expanded considerably. Due to

the increased Scottish Government funding of 600 hours ELC and the development of a flexible approach within the school setting, schools not only offer an extended day for 3 and 4 year olds, which therefore includes OSC provision, but also for older primary children.

- 4.4 The Council has continued to subsidise transport for OSC in some areas of Highland, now involving around 50 children. If this funding of transport was appropriate for some children in 2008, this is no longer the case. Neither will the expansion from 600 to 1140 hours be feasible through the use of transport for 3 and 4 year olds, which is not only unfunded, but presents potential health and safety concerns and associated risk.
- 4.5 It is therefore proposed that Highland Council funding for transport for OSC is phased out over the next school year, except where it is necessary in the best interests of a particular child. This would include children who require a Child's Plan to ensure their needs are being met and would therefore include children where it was necessary because of identified additional support needs.

5. Partner Centre Rates

- 5.1 There was no increase in rates for commissioned partner centres in 2016/17. This has been raised as a challenge by CALA, on behalf of the sector.
- 5.2 Highland Council presently pays £3.80/hour to private providers, and £3.75 to 3rd sector providers, which is broadly in line with most authorities. All providers get additional support from the Council, for example regarding training and QA. Some get additional support, for example with regard to management, from CALA.
- 5.3 It is proposed to increase the rate paid to partner centres by 5%, on the basis that this is the increase agreed within the Council for the cost of in-house services. It is further proposed that this is implemented at £4/hour for all providers, as there is no longer a basis for a differential rate across the sectors.

6. Implications

6.1 **Resources**

- 6.1.1 The Scottish Government has stated that the expansion of early learning and childcare will be fully funded, but also that the Delivery Plans will be critical to determining how this funding will be allocated.
- 6.1.2 The cost of the revised staffing structure will be met through additional income, and the additional revenue available to the Council in relation to the expansion. There will also be some cost savings through the overall package of proposals.

6.2 Legal

6.2.1 These actions will fulfil the Council's statutory obligations.

6.3 **Community (Equality, Poverty and Rural)**

6.3.1 The expansion of flexible ELC provides parents with an opportunity to access education, training or employment. This will in turn have an impact on reducing household poverty and also the poverty related attainment gap by ensuring all children have the best start in life.

6.4 Climate Change/Carbon Clever

6.4.1 The Delivery Plan will focus on meeting needs, community by community. This needs to avoid transport based solutions, hence the phasing out of legacy arrangements.

6.5 **Risk**

6.5.1 This is a significant and high profile development, taking place in a very short timescale, and therefore involving significant risk. The Delivery Plan will need to help address that risk.

6.6 Gaelic

- 6.6.1 There are opportunities to expand Gaelic provision for our youngest children
- Designation Director of Care and Learning

Date 13 June 2017

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Appendix 1

Early Learning and Childcare Expansion Plan Highland Council

June 2017

Expansion Plan

Introduction and Executive Summary

Our vision in Highland is that all of Highland's children have the best possible start in life, enjoy being young and are supported to develop as confident, capable and resilient young people in order to fully maximise their potential. We want our children to be safe, healthy, achieving, nurtured, active respected and responsible and included.

This vision is the guiding principle within Highland Council where services to children and young people are delivered through the integrated Care and Learning Service, working in partnership with NHS Highland and the Third Sector. This vision is shared in our communities through community planning structures and partnerships and is fundamental in planning services across the four areas that make up our unique Geography.

We share the Scottish Government commitment to ensure that the expansion of early learning and childcare is delivered to all of our children in order to enrich their lives and provide them with the skills to develop into confident and capable young adults and set the trajectory for the rest of their lives. We want to be able to demonstrate to their parents and carers that services are of a high quality to ensure that they are confident in the provision. We need those services to be flexible in order to best meet their needs and accessible so that all children are able to take up their entitlement. We also need to ensure that services are affordable to parents and also that the Local Authority gets the best value for money which is based on the highest quality provision.

We therefore aim to demonstrate through this expansion plan the steps we have taken to make this happen and our vision to take this forward into 2020. This expansion plan will provide a strategic overview of our current and future provision and will offer the Scottish Government assurance that we are fully committed to expanding the current 600 hours of funded early learning and childcare for all three and four year olds and eligible two year olds, to 1140 hours by 2020. We will work with parents, partners, communities and other key stakeholders to ensure that this happens and we are committed to delivering high quality early learning and childcare that is child centred and in their best interests.

Current Provision

Summary of current service delivery

Early learning and childcare (ELC) funded provision for 3 and 4 year olds in Highland is delivered across 130 local authority nurseries and 58 partner providers. The partner providers are a mix of private businesses and voluntary and third sector run groups. Parents in Highland can choose which provider they want to use and there is no restriction placed by the Local Authority on how many places are available, this is purely down to provider availability. Parents can also choose to split their child's placement across two centres, in a blended model.

In the majority of cases provision for 2 year olds in Highland does not sit within Local Authority nurseries and most of our eligible 2 year olds will take up their place at a partner provider or childminder. However, the exception is one Local Authority Family Centre in Inverness which is in an area of deprivation and can take up to 40 2 year olds. A small number of eligible 2's are in Local Authority nurseries where local provision in very remote and rural areas has meant that the school is the only provider. We have endeavoured to encourage childminders to take 2 year olds and have offered an incentive to do this. We are working closely now with the Scottish Childminding Association (SCMA) and one of the areas we need to address is the issue of parents not willing to use childminders, preferring the group provision.

The numbers of funded registrations in Highland are captured in Table 1. The majority of children take up their place in local authority provision and we are encouraging settings to consider moving away from traditional models of 3 hours 10 minutes to a more flexible service.

May 2017	2 year olds	3 year olds (ante- pre)	4 year olds (pre- school)	5 year olds (Deferred)	Total
Local authority settings	25	1529	1886	245	3685
Partner provider settings	88	656	536	62	1342
Childminding services	8	0			8
Total	118	2185	2422	307	5035

Table 1

Due to the way that different data is collected it is not possible at this moment to know if this is the whole cohort of 3 and 4 year old children in Highland, but we do know what our birth rate is, and we know that provision is offered to all 3 and 4 year olds (Table 2).

Table 2

Year	Rate per 1,000 women
	aged 15 - 44
2016	2,123
2015	2,269
2014	2,229
2013	2,289
2012	2,384
2011	2,369
2010	2,302

Birth rate in Highland Council Area (source ISD)

We can accommodate all 3 and 4 year olds where parents request it. We know that some parents will chose not to send their children for the full 600 hours provision, particularly the 3 year olds. Most parents whose 4 year olds attend take up their full entitlement, as do the parents of eligible 2 year olds. In a recent consultation with parents who currently use the service, around 60 % of respondents across Highland suggested that they would use the full 1140 hours entitlement.

We are aware that our uptake from eligible 2 year olds is low and we have put in place processes to ensure that all families are aware of the offer including using the revised health visitor universal pathway contact at 13 – 15 months to inform parents, increasing the use of media and sharing the information with family team staff and third sector partners who provide services to families including CAB and CALA. It is however worthy of note that within small rural communities there is often reluctance from parents to take up entitlements related to benefits due to a notion of stigma and everyone knowing, and we see the same reticence in take up of free school meals in our schools.

Local Authority Provision

Since 2007 Highland Council offered a limited childcare service from 8am – 6pm term time only in any new school being built. When the plans to expand to 600 hours of ELC were instigated in 2014, a decision was made to pilot increased flexibility in two of our local authority settings and also to move away from the traditional nursery session plus wraparound care. We have taken the learning from those initial pilots to influence and improve as we move forward.

In 2016/17 we have expanded our ELC provision and currently 48 of our local authority nurseries are now offering more than 600 hours to parents. Any additional hours over entitlement are charged for so although we are phasing, we are charging to subsidise the additional revenue that is incurred. The exception to this is when a Childs Plan is in place when the family team may fund the additional hours.

We are continuing to encourage those settings who have not yet done so to promote flexibility and offer a degree of flexibility to parents, for example move towards an initial 4 hours delivered over 4 days. To date we have employed 13 childcare managers who are crucial to the operational development and delivery of extended childcare services for 3 - 12 year olds in our larger schools.

• Early Level Learning

As Highland has such a diverse geography with a mixture of densely populated towns and very sparsely populated small communities, innovative approaches are often required in order to deliver services. 58% of our schools have less than 70 pupils. Because of this and to ensure ELC is delivered to children in our remote and rural communities, early level learning has been developed. Last session this was provided in seven local authority schools in rural areas which saw nursery children and P1s together in an early level class (see Table 3).

	Early Level Classes – session 16/17				
School	N3	N4	P1	Total	P2 - 7
Lairg	6	13	7	26	40
Cannich Bridge	2	10	6	18	44
Farr - Inverness	5	11	10	26	32
Strathdearn	7	9	5	21	38
Teanassie	6	7	10	21	37
Kingussie	6	9	11	26	78
Milton	7	9	12	28	58

Table 3 Early level classes

Whilst it is our aim to keep class sizes as small as possible due to the collective number of children across nursery and P1 the stated number may exceed 25 and this was discussed at length. These numbers do not however reflect when a 3 year old may have taken up their place which may well not have been until January or April. The reality is also that young children rarely have 100% attendance either due to parental choice or childhood illness.

Forming an early level class provides an additional teacher and stabilises staffing. Therefore, early level learning has been an attractive option for Headteachers in these rural schools where composite class arrangements have been difficult due to a spike in numbers at a particular stage, especially if it is in P1 or P2, with smaller intake of P1s coming in behind. Also, as overall school numbers are falling in these areas of Highland so too does the teacher entitlement and the addition of a teacher for early level stabilises the staffing arrangements. The workload is shared between the teacher and the Early Years Practitioner (EYP). Furthermore, due to accommodation pressures the use of any nursery accommodation for an early level class makes better use of the available resources.

However, the most important benefit has been to the children. The educational value for the P1's being in a less formal structured environment than they would necessarily be in a composite class with older children in a two or three teacher school has been recognised. Staff have reported that spending time with the younger children with a focus on free, unstructured play and greater access to the outdoor learning environment has meant that the P1's are more able to settle and focus on numeracy and literacy with the teacher when the younger children move into sessions with the EYP, or go home.

The nursery children are also able to benefit from taking part in more school activities and being mentored by the older children, which increases their confidence and a desire to learn. This will minimise the transition needed into P1 given the sharing of resources, staff and environments.

Partner Centre Provision

ELC is also provided by third sector and private partners in Highland. There are currently 58 partner providers across Highland and 28 of these provide a full day care service from 8am – 6pm. Parents can pay for additional childcare on top of their 600 hours entitlement and this is popular as many operate throughout the year, in holiday periods as well as term time.

Funding to third sector partners is dealt with differently to that of private providers. Private centres receive a per capita payment only; whereas third sector centres are subsidised with a block grant where their numbers are low, and they only move to per capita payments when the numbers of children attending are over 20.

When ELC was initially established in Highland the priority at that time was to get services up and running quickly to meet the requirements. This meant that there is now some duplication within Areas, with both Local Authority and partner providers duplicating provision where 3 and 4 year olds from the same family can attend different providers. Over the years we have continued to rationalise provision, taking account of local needs and developments and this has meant that as Local Authority flexible provision has grown, the number of partners that we fund has reduced.

Having met the target to deliver 600 hours in August 2014, the planning and implementation of expansion to an entitlement of 1140 hours by 2020 has resulted in us focusing even further on rationalising services. There has been a reduction in this

year's core budget, whilst the additional funding from the Scottish Government to increase flexibility and implement 1140 hours gives us a clear steer to continue to map local provision, consider long term requirements, promote flexibility and reduce duplication, whilst achieving best value.

Quality is at the heart of any rationalisation of provision and together with flexibility and accessibility, affordability to parents and local authorities must inform decisions as we move forward. As Local Authority nurseries are being asked to increase flexibility to meet the needs of children, parents and communities, phasing in additional hours to prepare for expansion of flexibility and increase in hours, so must partner providers.

Childminders

To date, we have not commissioned childminders to deliver the 3 and 4 year old provision, but parents will use childminders for additional hours. Consultation with parents has demonstrated that they have a preference for settings - rather than childminders - for 3 and 4 year old provision. We continue to monitor this and further consultation with parents will help us to plan local service delivery as we move forward. We are focusing on the requirement for childminders to be more involved in future provision and have now commissioned a childminder to support expansion, and another is due to be visited.

There are a small number of childminders who we fund to provide a service to eligible 2 year olds. All childminders who obtain a grade 3 or over can apply to take 2 year olds. Despite continued focus on supporting childminders from our family resource officers, there are very few taking up the option. This is because there is reluctance from parents to take up this provision with childminders, preferring the anonymity of a setting. We are therefore looking for alternatives to address the provision required for 2's including working with our partners and the use of other Local Authority buildings.

Demand and Supply

In terms of a comparison between demand and supply by local community, as previously mentioned there is no issue with supplying adequate places for 3 and 4 year olds, however there is a need for more 2 year old provision. This is an issue particularly in rural communities and pockets of Inverness and we are looking at developing services for 2 year olds with our partners in CALA.

Although we have enough provision to meet the demand of 600 hours for 3 and 4 year olds we are working across all of the Areas in Highland to ensure that we consider and address the priorities for further expansion to 1140 hours in each local

community. This is being mapped out and consulted on through Capital meetings with Area teams, mapping all provision across each Associated School Groups (ASGs), and profiling that includes all available provision required to meet the needs of delivering 1140 hours. This includes the possible use of all buildings in an ASG not just schools and outdoor spaces before we look at extensions or new builds.

Outdoor Nurseries

Although we have many nurseries that make the best use of the outdoors, and some children regularly spend time in the forests and woodlands around Highland, we currently have one partner centre nursery that provides a full outdoor experience.

We are also supporting another that has just asked that they be considered to move forward with offering this provision. They are already providing outdoor activities to children in Highland, so this is currently being explored.

As we move forward we will need to consider the workforce required to provide outdoor ELC as there will be training and recruitment elements that will need to be addressed to create the appropriate workforce.

<u>Workforce</u>

For August 2014 we increased our staffing from 350 to 500 early years practitioners (EYP) whilst standardising most contracts at 23 hours a week. This included 16 hours contact time and 7 hours planning and preparation. This gave us the potential to increase contracts for staff who wish to, up to a maximum of 35 hours a week. For August 2016, there were approximately 50 staff who increased their contractual hours to accommodate the expansion of flexibility.

In February 2017, the total number of EYPs had increased to 559 and this continues to grow as we increase flexibility. When children are in a setting for more than 4 hours the ration of staff to children changes from 1:10, to 1:8 therefore the workforce is continuously growing and expanding.

Area	Number of EYPs
West	115
North	89
South	246
Mid	109

Approximately 80% of the EYP workforce is qualified to meet the SSSC requirements. Those that are not qualified are supported to undertake the SVQ 3

qualification within the specified timeframe in order that we meet the quality standards expected.

In April 2016 we recruited to 10 new posts of Childcare Manager in schools that were leading on the expansion of ELC. These postholders are part of the school senior management team and responsible for the day to day management of the early learning and childcare provision, including the out of school care provision.

The childcare manager is the line manager for the nursery staff in their base school, and is also providing support to other schools that are offering flexibility. The support is to the clerical staff that are managing the systems for billing. Schools without a Childcare Manager but operating flexibility are allocated negotiated additional management time, depending on the level of flexibility being delivered.

Without the childcare manager posts, it would not have been possible to prepare for expansion. There are no current plans to create more posts (in session 17/18 there will be 13) to allow time to consolidate existing posts and systems and enable schools to manage the increase in flexible delivery at a pace they can set themselves. There are though, growing challenges around managing and leading the increasing workforce, and a need to refine current thinking around the workforce **(Paper Appendix 2).**

We are gathering data around the workforce requirements for the next 3 years and will have this complete for August committee.

<u>Quality</u>

Through all of this current work, we endeavour to ensure a high quality service is being delivered to children. We support all of our early years workforce who are commissioned to provide a service to meet the requirements to become qualified practitioners and offer CPD to provide ongoing continuous professional learning and development. This includes the offer to childminders to access CPD.

In order to achieve and maintain quality, we have a team of Early Years Education Support Officers (EYESOs) whose primary role is to ensure that we are delivering this high quality service across Highland. The priorities and values are based on the Highland Practice model that all children get the best start in life and are ready to succeed, and the curriculum is being delivered to support each individual child. The foundations for this are built on the How Good Is Our Early Learning and Childcare (HGIOELC) and Building the Ambition principles, and the Care Inspectorate standards. This is clearly articulated to providers that they must meet these standards in order to address inequalities and close the attainment gap.

Our providers must gain grade 3 or above in all areas from the Care Inspectorate and we are currently reviewing our pre-school agreements to ensure there is clarity in the process we will follow if there is failure to meet these grades or improve following intensive support.

We ask that all partner providers complete Improvement Plans which are then scrutinised by the EYESO team to ensure the principles required for a quality ELC experience are clearly demonstrated and evidenced. Any discrepancies are highlighted with the manager/Head teacher and support from the EYESOs is provided. Where there may be implications around quality within a school nursery setting then the EYESO will work closely with the area Quality Improvement Officers (QIOs). Quality support visits to all providers are a key part of their role as is the development of the Continuous Professional Development (CPD) calendar and delivery to early years' staff across all sectors.

The EYESOs had been asked to focus this year on providing more support to our partner providers to ensure the teacher input and relationship is developed and clearly visible. This has helped to develop a wider perspective on who the Area early learning and childcare providers are, how they are placed to deliver and expand as we move towards 2020 and ensure a quality service is being provided to children and their families.

The monitoring of quality is reported locally through many routes. Our ethos is built on improvement with actions and measures clearly articulated through our improvement plans and groups which feed into the overarching strategic Improvement Group and our Integrated Children's Service Plan and the Quality Performance Management Framework.

Financial costs

Highland Council allocates funding to partners based on either a per capita payment or block grant. The per capita payment is given to providers with larger numbers of 21 or over children and the block grant for smaller numbers in order to provide sustainability for providers required in some of our remote and rural communities. However, all private providers receive per capita payments even where they have fewer than 20 children.

Current 16/17 per capita payment is:

- £3.75 £3.80 an hour per for 3 and 4 year olds
- £5 an hour for 2 year olds.

Block grant payments are based on numbers of children in a centre and are currently being adjusted for next session

Payments are in line with other local authorities. We propose increasing the partner centre rate for next session by 5%, as we increase our own charges to parents in local authority nurseries as determined by Highland Council.

We have in place preschool agreements which are issued annually and partners are required to complete these and return with a financial statement before payments are issued. These are currently being revised to ensure the focus on quality and flexibility is clear.

Within local authority nurseries we offer parents additional paid for hours on top of their free allocation. The charges currently are:

- £3.80 hourly rate
- £2.30 lunch
- £3.80 breakfast club
- £3.80 late collection
- OOSC 3 6 pm £10.10 per session

We are currently testing the feasibility of hourly payments for OOSC in the North Area as requested by parents and are charging £4 an hour for this. All Local Authority charges will also increase by 5% next session.

We offer parents full choice on where they want their children to take up their provision of funded places and do not put any restrictions on the numbers of places offered by partners. The current partner centre rates are calculated to take account of staff salaries required to run the provision and include rent, insurance, resources, consumables, snack and manager costs. We are currently working with our legal team around the pre-school agreements which are being adjusted to ensure we capture compliance and agreement with the requirements for 2017/18

We ensure that the funding we pay partners is sufficient for them to pass on this to employees in order that they are paid the living wage. This is usually the case in our private centres but may not be the same for some of our voluntary settings. We will continue to work with partners in order to address how we can support this and welcome the Scottish Governments guidance around fair work packages to assist with this.

Local parent and community consultations

In late 2014, Highland Council began a consultation process as required in the Children and Young People (Scotland) Act 2014. Opinion was surveyed across the authority, gathering information from within our ASG's through the use of paper questionnaires supported with offers of evening sessions, and face to face meetings with Highland Council officers.

This process took place during the school session of 2014-2015, and during the first half of session 2015-2016. The questionnaire was adjusted to gather more information around how families, who were currently accessing a traditional pattern of attendance, might use their 600 hours in future.

We were interested to determine if the system at that time met families' needs, or if they would prefer to use their 600 hours in a more flexible way for example accessing fewer but longer sessions. We were also interested to know if families would want to purchase additional hours to add to their entitlement.

The views of parents at that time stated that the majority were happy with the current arrangements of half day sessions. However, about a quarter of all respondents, held the alternative view that the current arrangements did not meet their childcare needs. Additional comments highlighted the fact that at that time, the 600 hours did not meet the parents' work commitments.

Amongst families who expressed an interest in the possibility of accessing fewer, but longer days of ELC, the most popular choice for parents was to access two or three full days of provision. This was concluded that it may have reflected the desire of some parents to work part time.

Following this cross authority consultation, there was a change of direction with the onus on individual schools and settings to consult and tailor their provision to meet the needs of their local parents and their own individual circumstances.

The current service delivery model grew from there with the anticipation that further provision would be available. Since then we have encouraged providers to continue to ask parents about the provision they require and this takes place through annual consultation at enrolment and through parent meetings throughout the year. Partner centres also consult regularly with their families and so we have been able to build a picture over time of what parents may want.

We have moved the provision and expertise of early learning and childcare from a central hub to an Area focussed service where each Area is responsible for provision which is mapped out to gain a profile of providers and parental needs.

Local childcare partnerships are a central hub for sharing best practice and discussions and are organised in each Area by the Family Resource Coordinators (FRCs) and chaired by local community members.

FRCs are not only responsible for mapping of provision across the Areas but also of undertaking further parental consultations. The initial findings of these consultations are as follows:

There were approximately 600 responses and steps are being made to obtain more

• These were spilt between partner centre, local authority nurseries and childminder provision

Parents /carers were asked:

- What was important in choosing the ELC provision? The results ranked in order were
 - 1. Reputation 2. Affordability 3. Flexibility 4. Social and emotional opportunities for the children
- Why do you use the provision?
 - 1. It allows me to work 2. My child is entitled to 600 hours 3. It is good for my child's development
- Would you use 1140 hours? 60% answered yes
- How would you use 1140 hours? 50% school nursery, 25% split placement. The other 25% was split between private centre, childminder, and full day-care service.
- 50% asked for both holiday and term time, 40% asked for term time only and 10% asked for holiday cover only.

The series of Headteacher, EYP and partner centre manager workshops are currently underway across all Areas is enabling us to share practice and gather feedback. The aim of these is for us to inform and discuss the national and local developments and provides an opportunity to drill down around local issues and challenges around quality, flexibility and accessibility. The pace of change can be quite daunting for the workforce but it is important that we share as much as we can and encourage discussion and debate.

Childcare managers are consulting with parents in settings where flexible provision is already being offered and that information is enabling us have a fuller picture.

We are encouraging all staff to keep consulting with parents and offer them more than traditional sessions. Although we have let them chose the pace of change up until now, we will be looking for further flexibility and increasing hours to be delivered. We need to phase in these changes now to prepare for the full expansion and every week we are being approached by settings asking about increasing their hours as parental demand is growing.

We are also working with our maternity services to ask parents of the children who will be 3 and 4 in 2020 to comment on what would influence their choice of provider and number of hours they may take up.

Future Provision and Priorities

The key guiding principles of **quality**, **flexibility**, **accessibility** and **affordability** are at the forefront of the rationalisation of services as we move forward with expansion of early learning and childcare.

We are already well placed to build on the expansion that is in place so far as described in the current provision, and further decisions around where and how we prioritise is important to get right. There is no doubt however that this expansion is large scale service redesign and decisions made over the next few months will be crucial to obtain clarity around revenue and capital plans to expand the workforce, systems and infrastructure required.

We are mindful of making best use of assets and the sequential decision making process advised by the Scottish Government whether that be capital spend on refurbishments, extensions or new builds.

We will therefore:

- **Use what we have** within the local authority including workforce, natural environment, infrastructure and buildings
- Use what we purchase enhancing the use of partner assets, developing existing partnership models to provide a mixed economy, strengthening provision including blended models and childminders
- Create what we need where full use of existing local authority services and assets plus enhanced commissioned services still leaves a gap, create or build new capacity including outdoor nursery

Population and future nursery roll

As we move forward with our plans for expansion we are mindful of the birth rate over the past few years and are looking at the projected nursery rolls for 2020 to give us an indication of how the population growth or decline will influence future service design. We know that we have housing expansion taking place and are planning new school builds and expansions to take account of the requirements for school aged children. These must include nursery provision so that they are future proofed and we need to work closely with planning, estates, corporate improvement and finance teams as this expansion requires much more than a focus on early years and the care and learning service.

The projected nursery roll statistics are available on the Highland Council website, by ASG and individual schools. However this can be affected and altered significantly if for example a factory or shop closes and families move away to find employment.

http://www.highland.gov.uk/schoolrollforecasts

Not all Local Authority Early Learning and Childcare services operate an Out of School Care service. This is because there are currently voluntary and private services within the ASG's which provide out of school care activities and services. Out of school care will be considered alongside other early learning and childcare provision during rationalisation and expansion of services, in line with consultation responses. Within each ASG, services will be provided to meet the needs of parents, keeping in mind a consistent 'provider neutral' approach.

Infrastructure

There are 130 local authority nurseries and we need to look at some form of modification (refurbishment, extension or new build) in approximately 80 of these.

Many are Victorian buildings which can provide challenges around expansion. We have listed the local authority nurseries that will require some form of development for 2020 and are currently undertaking Capital discussions across the Areas with our estates team. We are discussing each ASG carefully to gather a list of priorities Area by Area to inform and describe the changes that are required to enable full use of existing assets. Whether that would require moving the current space where nursery children are, extending, refurbishing, using demountables or (lastly) new builds.

We are also considering the use of other public assets outside school buildings that may be available and suitable in the local area and whether it is more feasible, affordable and accessible to expand partner provision. The use of the natural environment and the establishment of more outdoor provision is also being considered and available land or woodland that could provide this learning experience.

Therefore we continue to look to our local communities and mapping provision across all sectors so that we can be confident that we are able to prioritise efficiently and effectively. The four guiding principles will also influence those local decisions, for example looking to the school nursery where a partner can only offer morning sessions into 2020 or supporting a partner provider with capital expansion or premises where they can offer flexibility and high quality.

We continue to consult with families and communities as we plan the requirements to deliver into 2020, not just for the here and now. Any new primary school plans need to include provision of 1140 hours as do local discussions around new housing plans and employment opportunities emerge.

This expansion plan needs to be based on further data - we are consulting and gathering information.

Processes and IT systems

The introduction of a flexible provision with the ability to offer additional chargeable hours to children and families has provided us with many challenges. Not least of these has been the billing process required to ensure that parents who wish to buy additional ELC are accurately charged. Providing an extended day for nursery children has also enabled the growth of out of school care offered to all primary children within the school and generated an income for the authority.

However, we have had to invest in additional manpower to ensure this happened as there was no national system that could capture the fully flexible service. This has included additional shared business support staff, an IT consultant to develop software, a lot of input from our own care and learning IT team, the corporate improvement team and the revenues and benefits teams. Without all of this support we would not now be in a position where we can move forward with a streamlined process, agreement to direct debit and vouchers and a move away from invoicing which was causing so much additional work. It would have been unsustainable to continue the previous processes as we move forward. We are extremely grateful to them all.

We have also invested heavily in clerical hours and management time for schools to support flexibility and all of this together with the workforce expansion has been the main revenue spend. As we move forward we will need to continue with this investment to support the infrastructure required.

We are also conscious of the importance of gathering and displaying data to inform expansion. Although we collect and share a large amount of data across our integrated services, it is not always easily accessible or in one place.

Workforce

Due to the changes in the workforce in 2014 we have been well placed to increase our staffing incrementally. As flexibility in a setting has increased, the number of hours required to meet the 1:8 ratio has also increased. All new EYPs are recruited on a 23 hour contract but if more hours are required in the settings these are offered to the existing members of staff. If those staff do not want to take on additional hours up to full time of 35 hours then these are advertised internally to Highland Council staff which allows existing employees in other nurseries the opportunity to move to a post with more hours.

1 tier structure that was developed in 2014 was to ensure equity in terms of job descriptions and pay however; it is now clear that a refinement to that is required for the reasons stated in the report to Committee (June 2017)

We are in the process of building a bank of non-teaching staff to ensure that we are able to supply staff to cover unexpected absences. We currently ask CALA to undertake this for us through a Service Level Agreement and will continue to explore how this may be more effective across ASGs to ensure we are able to offer reassurance of availability and some continuity.

The Scottish Government allocation of additional graduates to work directly with children in areas of deprivation is being considered. There are 6 posts to be offered to Highland and the initial discussions around where they would see them placed are currently underway.

These will be recommended to the August committee.

Quality and Flexibility

Our future position is to continue to promote high quality and flexible service. We are planning to expand flexibility with a significant change and move away from traditional sessions. We have up until now allowed local authority nurseries to set their own pace of change and next session 53 of them will be offering additional paid for childcare. Our private partners already offer this.

We are now expecting that from August 2018 all providers will offer 4 hours over 4/5 days. This has been communicated through the current workshops being delivered to Headteachers and the messages around the need to phase in the hours over the next 3 years are being delivered. There may be opportunities through the trails that are happening across Scotland around the expansion to secure some additional funding for this, which may initially be as a test of change.

We continue to work closely with our partners and support those offering full day care or sole providers in an Area to deliver the 1140 hours. Some already offer full day care and will be able to continue to do so. We are also asking all providers to consider the blended model approach of split placements between partner, local authority or childminder.

We are really excited about the prospect of developing outdoor learning for our nursery aged children and are exploring how we can expand on this. There are various models that we are considering. The full outdoor experience which requires that we have the right workforce to enable this – it is more a forest ranger type of role that our staff would require. This would require training those staff in outdoor skills in line with 'My world outdoors' recommendations.

We are currently in discussion with a setting in the South Area who are wanting to offer the full outdoor experience which we could support as a test of change for a year and allow full evaluation of the feasibility of rolling this out.

Another option would be a free flow indoor/outdoor nursery which would allow children access to the outdoors and we currently have nurseries that already do this. It is hoped that the current development of the Care Inspectorate guidance will support this and give us clarity around how much outdoor space we can include in our space metrics. This would allow our expansion plans to include outdoor spaces to provide the required 1140 hours without the need to build extensions and new builds.

With the offer of additional nursery hours will come the increased numbers of out of school care provided which can be offered not just to nursery children but all children in primary. This will mean working parents will be able to purchase more provision. If we cease to fund transporting children to out of school care in a neighbouring school it may mean there is more demand in communities to have their own provision which would be beneficial.

Early level learning has offered a quality and effective alternative to the traditional model of provision in rural areas where there are small numbers of children. Last session there were 7 early level classes and this session we will move forward with 4 who delivered it over 2016/17 with the addition of another 3 new ones.

The Early Level Classes for next session will be: Kingussie, Teanassie, Strathdearn and Milton - with the addition of Kyleakin, Scourie and Ullapool GM

We have developed guidance to assist those schools who are moving forward with early level next session based on the feedback and evaluation of the current classes. There will also be guidance developed for schools who may want to consider this as an option to best meet the needs of their children and the school for the following year.

Changes to maintain and extend use of partner assets

We continue to work with our partners who are able to work alongside us to deliver a high quality flexible accessible and affordable early learning and childcare experience. We need to review how we fund partner centres, to ensure that they are sustainable, as we will rely on them to work alongside us to deliver the provision into in 2020. We must continue to include partners in these discussions and developments to ensure we have listened and taken on their views.

Once we have reviewed our commissioning rates we will look to increase payments but will be asking for reassurance from partners that the funding we provide will cover the costs of the living wage. This will be built into our agreements which are currently being reviewed.

We also need to formalise the arrangements for eligible 2 year olds and continue to make headway with destigmatising the take up of this provision by families. We want

families to see it as an option for them to be enabled to take up study, training or employment and we want to develop more stay and play and family based learning.

We will ensure we maintain a stance on ensuring a provider neutral approach and not make any restriction on the number of places our partners are able to offer to parents, it should be down to parental choice and provider availability.

We have developed a strategic EYC group where ewe are exploring workforce and other requirements to move forward with our expansion

Most importantly we need to ensure that the voices of children, families and communities are taken account of in the consideration of any changes to local services – and that people are assured that there will always be a continuing local service.

Implementation Plan

Elements	Context	Actions	Outcomes
Quality	Quality provision must be maintained during the period of change	Continuous consultation with local parents/cares and communities	To be developed through consultation
		EYESOs focusing on partner centre nurseries this year to ensure teacher input and support	
		EYESOs working with QIOs to develop QA activity	
		Sharing of best practice and learning through EYESO newsletters and blogs	
		Ensuring all practitioners are kept abreast of national and local direction and understand the principles upon which we are to develop and expand	
		Headteachers in local authority settings continue to be responsible for quality provision	
		Ensure Care Inspectorate grades are maintained and improved	
		Messages that quality must be maintained through all discussions and consultations	
		Working closely with all integrated childrens services to ensure wider	

		workforce kept informed of plans	
Phasing	1140 implementation in individual settings can begin as capacity becomes available and be phased through to 2020	53 LA sites now offering flexibility – learning from and sharing best practice Encouraging all LA providers to consider full hours (4 hours over 4 days from August 2018)	
		Purchasing of additional hours made easier for parents by introducing Direct Debit or voucher payments only. Stopping invoicing and therefore encouraging settings to consider flex	
		Support large scale expansion by ensuring information is shared and explained - Headteacher workshops, CPD, Blog, newsletters	
		Support the increase in expansion of flexibility in current ELC services	
		All LA nurseries supported by FRCs to increase flexibility (this includes breakfast club and OOSC)	
		Encouraging a blended model	
		Working with childminders and SCMA to support commissioning	
		Supporting partners with expansion planning and blended models	

Community Engagement	Families and communities do not change in a uniform way, especially in a time of change over a comparatively short period. It can be expected that there will be an element of 'demand lag' for the new offering that can be understood and managed via community engagement	Schools being equipped to offer this advice, provide Headteachers with presentations and information that they can deliver to parents Child care partnerships will have ELC expansion on their agendas Use opportunities within CPPs to inform and discuss FRCs and schools continue to consult, engage with parents/carers and consider new models Ensure parents have an informed choice around how they use their hours and future provision	
Workforce plan	Areas to address to include: leadership, consultation, industrial relations, recruitment plans	Development, training underway including 'How to manage a setting' Career development opportunities (career pathway /workforce paper) Keeping unions informed and working closely with HR Working in partnership with the Care Inspectorate Undertaking a workforce review, employing new staff, addressing training needs and ensuring staff are supported to undertake qualifications that are required. This will	

		continue to grow and	
		develop as we move forward with flexibility.	
		Percentage qualified v unqualified staff is considered	
		Effectively manage the waiting lists for training and bank staff	
		Modern Apprentices for next session and subsequent years	
		Partnership working with further and higher education	
		New graduates funded by SG – need to say where we will place them.	
		Don't anticipate a huge need for many more graduates as we don't anticipate having lots of new centres that will need managers – consider in expansion planning	
		Continue to support peripatetic manager role with CALA to support voluntary organisations where one manager can support up to five small provisions	
Funded	Considerations of	ELC agreements	
Funded Providers	the implications of Living Wage and note of future	developed and rates set	
	development of national funded	funding is for – more transparency	
	provider and quality standards	Include partners in mapping of services,	

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		workshops, consultations, meetings to help shape expansion	
Infrastructure (Physical Estate plan)	Extent of refurbishment	Phase 1 plans will be in place for August 2017. These are based on capital discussions in all 4 Areas and knowledge of Estates team Consider use of partner and community assets for expansion not just schools Still under consultation. Approximately £20/25m required to support capital expansion	
Financial Projections	Includes reporting on 2017/18 funding allocation	Robust data management system required to capture all funding projections	
	£1 million revenue	early years practitioners, childcare managers, clerical hours, management time, consultant fees to deliver the IT process required in schools, Project manager post	
		If agreed costs of Senior EYP, support workers	
		ASN support for additional childcare	
		Phasing of some sites Fees to partners	
	£1.6 million capital 17/18 projects	tbc	

Financial assumptions - 2017-18 expansion activity	List financial assumptions Total capital cost of all the projects over expansion period Total revenue costs over expansion period – dependent on workforce planning exercises and mapping, phasing plan in discussion with trials team and support from SG	Sufficient funding for revenue and capital available from SG to support delivery plan Sufficient time for spend – planned and delivered	
Project management, stakeholder management and change support	What project management support will be made available to the change effort, include risks and dependencies in change	Project manager early years expansion role developed and now in place Estates team involvement will increase Full support from partners in finance Corporate improvement team input will continue Continued work with benefits team Learning and development team joint working around workforce expansion Keeping all key stakeholders - practitioners, partners, communities, unions, HR, members, planning partnerships included and involved requires ongoing commitment and change	

support Risk: the availability of resources to support expansion – planning, estates, manpower and above support	
above support	

Proposed Developments in Early Learning and Childcare Staffing Structure for August 2017

Background

In August 2014, as part of the action taken to meet the requirement to increase early learning and childcare provision for all eligible children to 600 hours per year, the local authority nursery staffing structure was changed to a single tier structure. As a regulated service all staff in early learning and childcare (ELC) must be registered with the Scottish Social Services Council and must either hold, or be working towards, the relevant qualification for their level of registration i.e. practitioner, support worker or manager.

From August 2014, the post of Early Years Practitioner (EYP) was created and all existing staff who were either Nursery Assistants or Nursery Auxiliaries (approximately 350 in total) became EYPs. A recruitment drive also took place and the workforce expanded to around 500 EYPs for the start of session 2014/15.

The 600 hours expansion was also required to deliver greater flexibility for parents in order that they could access work or study. In 2014 however, there was little flexibility and most nurseries only offered the traditional 5 sessions a week, term time only model.

Over the past two years, greater flexibility has been introduced in just over 50 of the 130 local authority nurseries in Highland. In 46 of these, this has meant that parents can purchase additional hours of ELC to better meet their childcare needs. In other more rural areas parents have agreed that they would prefer to have their entitlement over fewer days in order to reduce the daily travel and provide more opportunity when seeking employment or college attendance or study.

The wide diversity of Highland communities means that there are rural nurseries with only two children attending while in the towns there may be 100 children attending school nurseries. In these large settings where we also provide out of school care for school age children, there may be up to twenty staff in the Early Years Team. It was therefore recognised that in order to support and develop a full 8am – 6pm service for all ages, the post of Childcare Manager should be established. The post is expected to be self-funding, by generating the necessary income.

The Childcare Manager is part of the School Senior Management Team and has the operational responsibility for the Early Learning and Childcare Service provided by the school. Since April 2016 there have been 12 Childcare Managers recruited across Highland.

Current position

The Childcare Manager post has proved successful in providing the overall supervisory role in the large ELC settings and although we have no current plans to expand this role at present, as we move forward with flexibility and phasing in of additional hours and OOSC, we will expand this provision where required for 2018 session.

The one tier structure in the medium sized nurseries where there is no Childcare Manager, means there can be up to ten staff without anyone having day to day responsibility. This flat structure means there is no identified leadership for the team and planning and organising becomes very difficult and can cause friction.

We now have over 560 EYPs in post, and as the current entitlement of 600 hours of ELC will increase to 1140 hours from 2020, another challenge in almost doubling the provision will be to ensure that we can build a structure and workforce that can support and sustain the enhanced delivery.

As we move forward with the expansion of ELC and more nurseries are offering an extended day, our need to increase the workforce grows monthly. With children in for more than 4 hours, the ratio of adults to children moves from 1:10, to 1:8. Because the core EYP contract is 23 hours we are able to increase the hours by up to 35 hours a week, if this is what individual practitioners want. The greater the level of flexibility being delivered the more potential there is for staff to increase their contractual hours. The greater the number of staff a setting has, the further requirement there is to develop a post that can provide leadership and accept the responsibility of managing a growing team.

The need to address this becomes more apparent as we continue to expand and we need to have a structure firmly in place that would support and lead the large early years workforce before 1140 hours becomes available for all nursery children.

What is also now apparent is as the ratio of adults to children will continue to increase, it is not always necessary to have only EYPs as the early years workforce. Many of the nurseries in Highland are small rural nurseries with less than 10 children, so although two members of staff are required to maintain the ratio of staff to children, it is not necessarily a second EYP that is needed. It is often general assistance with lunch, snack and toileting that is required.

In the larger settings currently offering flexibility, and in all nurseries in 2020 when children will be attending for more hours in the day (1140 hours equates to about 30 hours a week term time) then assistance with lunches, nappy changing and general welfare needs will be further required, again not necessarily duties that would require an EYP.

Proposed Refinements to the Staffing Structure

In May 2016 the ECAS committee agreed to a refinement of the staffing structure that would best meet the needs of the ongoing expansion of ELC and create career opportunities for staff. Following consultation with Headteachers and staff at early learning and childcare workshops, it would now be appropriate to move forward with this refinement to the workforce to address the challenges and issues described.

It is therefore proposed that two new posts are developed to address the requirements of the growing workforce and the increasing hours and flexibility that need to be delivered.

The first post that would address the issue of providing leadership and management to a growing workforce would be that of a Senior Early Years Practitioner. This post would be appropriate for those centres that are unlikely to be delivering a full day care service for all ages in the future, and therefore will not be eligible for a Childcare Manager. The Senior Early Years Practitioner would be a full time post (35 hours) to enable them to fulfil the leadership and management role required, and also be a key part of the working team. They would still have 16 hours of contact time and keyworker duties however; they would also have a lead role in terms of planning, staff rotas and day to day supervision.

The criterion for having a post of Senior Early Years Practitioner should not be based on the number of staff, many who may be working only 23 hours, but on the fulltime equivalent required to meet the flexible delivery. Therefore, if there is the equivalent of 4 x 35 hours per week EYPs in a centre or more (140 hours per week) then a senior post would be appropriate. A centre that has a Childcare Manager would not at this stage qualify for a Senior Early Years Practitioner.

This approach would result in the establishment of 16 senior posts across Highland at an approximate cost for the full year of £221K. There would be the opportunity to generate additional income from the provision of additional ELC to offset some of this additional cost, but these posts can also be afforded on the basis of additional revenue from 2017/18.

The post will create the opportunity for existing EYPs to apply for a senior post and a career ladder to progress onto a Childcare Manager role in the future.

The second post proposed is that of a support worker. A support worker role could be introduced in settings where there are at least 12 children accessing school lunches on a daily basis as part of their flexible day. They could attend to the duties that are not necessarily those of an EYP. If approved in principle, the support worker role would need to be job-evaluated to confirm the grading, but it is likely to be at a lesser grade than an EYP due to there being less responsibility.

The current single tier staffing structure means that all staff working in local authority nurseries are registered with SSSC as practitioners and have to achieve an SVQ3 qualification. It is proposed that a support worker would require an SVQ 2 qualification for SSSC registration and the importance of this in term of self-esteem and being seen as a valued member of the early years workforce cannot be underestimated.

Having a post at this level would enable those staff who are anxious about studying at SVQ3 but who work well with children, an opportunity to gain experience and a qualification, which may then lead them onto further study and an EYP role.

If this post were agreed, it would not be the intention to immediately change the existing arrangements in any settings where there are currently two EYPs for less than 10 children. However, in the event of any future changes in staffing, a review could be undertaken to ascertain if the current nursery rolls are to remain below 10 in the longer term - when this approach be implemented when recruiting new staff. There are currently 55 local authority nurseries with less than 10 children enrolled for the next session, which equates to more than a third of all the local authority provision.

In relation to this, the structure for Out of School Care (OSSC) currently consists of an OOSC assistant and OOSC auxiliary. The OOSC auxiliary exists in the staffing structure for the service provided to school age children but if an ELC support worker post were established, qualified to SVQ2, it could eventually replace the auxiliary post with the ELC support worker post becoming a generic post across all childcare services. If the proposed refinements were agreed to create a generic ELC support worker role, the intention would also be to rename the OSSC assistant to become an OOSC practitioner on a par with an EYP.

Modern Apprenticeships

Looking to the future and the required workforce expansion, we are keen to develop early year's modern apprenticeship opportunities. We currently do not have any early year's modern apprentices in the Local Authority, and if we did it would help create opportunities for employment in the early years sector, and assist in the required expanded workforce for the future. This is particularly important in rural areas, where we would have the ability to "grow our own staff".

Discussions are underway, both in-house through the Local Authority Modern Apprentice Project and with training providers on how best to take this forward.

Highland Council is looking to increase the number of Modern Apprentice Frameworks and there is great opportunity within the developing early year's workforce to offer this to young school leavers or others who are interested in working in early years. Due to the number of available mentors, for this to be feasible we propose 4 Modern Apprentices for next session, increasing to 10 the following year. There will also be opportunities for our EYPs to undertake training to become assessors which will enable us to employ more modern apprentices into the future.

Title	Basic Hours/wee k	HC Pay Grade	Contracted Weeks/year	Required Qualification	SSSC registration
Childcare Manager CM	35	9	52	BA Childhood Practice	Manager
Senior Early Years Practitioner SEYP	35	Tbc after job evaluation	40 + holidays	SVQ 3 and Leadership training	Practitioner
Early Years Practitioner EYP	23	5 - qualified 4 – unqualified	40 + holidays	SVQ3	Practitioner
Out of School Care Practitioner OSCP	20	5 - qualified 4 – unqualified	40 + holidays	SVQ3	Practitioner
Early Learning and Childcare Support Worker	Various	Tbc after job evaluation	39 + holidays	SVQ2	Support Worker
Modern Apprentice MA	23	Scottish Living Wage	40 + holidays	SVQ3 in post training and mentoring	Practitioner

Proposed LA ELC Staffing Structure 2017