

**To:** **Education and Children's Services Policy Board**

**On:** **23 August 2018**

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**Report by:** **Director of Children's Services**

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**Heading:** **Early Learning and Childcare Entitlement - 1140 Expansion Plan**

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## **1. Summary**

- 1.1. Children aged 3 and 4 and eligible 2 year olds are presently entitled to 600 hours of funded early learning and childcare. The Scottish Government has indicated that the hours of funded early learning and childcare will increase from the present 600 hours per annum to 1140 hours by August 2020.
- 1.2. Renfrewshire Council presently offers parents a choice of provider for the funded early learning and childcare entitlement. Parents can access the funded hours for their child via a council provision or from an independent or third sector provider on the Council's framework arrangement. The present framework arrangement expires in August 2019 and work is being progressed to develop a procurement framework for the period August 2019 to July 2020 for the present 600 hours of funded early learning and childcare.
- 1.3. The Scottish Government Blueprint for 2020: The Expansion of Early Learning and Childcare in Scotland, published in 2017, set out the Government's policy objective that an increase in the hours of free early learning and childcare would give children the best start in life and support closing the poverty related attainment gap. The expansion of early learning and childcare is to be underpinned by the following four key principles - quality, accessibility, flexibility and affordability.
- 1.4. The Scottish Government has released additional funding to local authorities to support the phasing of expansion from 2017/18 to 2020/21. Renfrewshire received an additional £639,000 revenue and £913,000 capital during financial year 2017/18. In January 2018, the Scottish Government agreed with COSLA a single year funding package for the expansion. Renfrewshire's share of this for 2018/19 was £1,860,316. The funding includes £717,241 to provide 26 additional graduates to work in establishments operating in low SIMD areas.

- 1.5 Local authorities submitted projected revenue and capital costs to deliver the 1140 expansion to the Scottish Government in March 2018. These formed the basis of a multi-year revenue and capital funding agreement between the Scottish Government and COSLA. Councils were advised of their allocations on 1 May 2018. Renfrewshire has been allocated £14,013,000 of capital funding to deliver the infrastructure projects outlined in paragraph 4.3. The recurring revenue funding for Renfrewshire rises to £22,528,000 from 2021/22. The funding available to Renfrewshire is being released on a phased basis to support the delivery of the expansion plan as detailed in Section 1 on page 7 of this report and is broadly in line with our submission.
- 1.6 This report provides detail of the Renfrewshire plan for delivering the expansion of funded early learning and childcare provision from the present 600 hours to 1140 hours by 2020. The costs associated with the expansion in Renfrewshire will be contained within the funding allocated by the Scottish Government.
- 1.7 There remains a number of significant risks in achieving the expansion within the timescale set that will require to be proactively managed by the Council during the expansion period, including: ensuring the infrastructure developments are in place by 2020; securing sufficient qualified staff; and future sustainability of the independent and third sector providers.
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## **2. Recommendations**

- 2.1 The Education and Children's Services Policy Board is asked to note:
- (i) the Scottish Government has allocated Renfrewshire capital funding totalling £14,013,000 and annual revenue funding reaching £22,528,000 from 2021/22, to allow delivery of the increased entitlement of funded early learning and childcare;
  - (ii) the work already taken place and the further work planned to deliver the expansion of early learning and childcare in Renfrewshire;
  - (iii) that the Director of Children's Services is presently working with procurement to enable provision to be in place with independent and third sector providers for the period August 2019 to July 2020; and
  - (iv) note that a report on the procurement arrangements will be presented to a future meeting of the Finance, Resources and Customer Services Policy Board.
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## **3. Background**

- 3.1 Currently, under The Children and Young People (Scotland) Act 2014, children aged 3 and 4 years and eligible 2 year olds are entitled to 600 hours of funded early learning and childcare per annum. Renfrewshire Council has fulfilled this duty. The Scottish Government is committed to increasing the level of entitlement from the current level to 1140 hours per annum by 2020. A phased approach to delivering the increased entitlement over the next three years is to be progressed.

- 3.2 The Scottish Government asked Councils to submit draft expansion plans by the end of September 2017. Renfrewshire Council submitted a draft expansion plan on 29 September 2017. The draft plan was considered and approved by the Education and Children's Services Policy Board on 2 November 2017.
- 3.3 The aggregate projected costs from Councils exceeded the Scottish Government's financial predictions. The Scottish Government and COSLA agreed to undertake further work to develop plans and agree the financial resources to support the expansion of funded early learning and childcare. The Scottish Government issued new guidance in January 2018 and requested that Councils submit revised plans based on this.
- 3.4 Renfrewshire Council submitted a revised plan, to the Scottish Government, in early March. The revised plan was approved by the Education and Children's Services Policy board on 15 March 2018.
- 3.5 The revised expansion plan reflected feedback from the Scottish Government on Renfrewshire's September 2017 submission, and the new Government guidance issued in January 2018 while continuing to achieve the Scottish Government's four key principles - quality, accessibility, flexibility and affordability.
- 3.6 The main changes in the Renfrewshire plan have been developed by revisiting the guidance around "use what you have" and "buy where possible". Applying these two principles results in:
- a reduction in the number of new builds;
  - an increase in the number of local authority extended day/year centres and a reduction in the number of nursery classes; and
  - securing more places from partner providers.
- 3.7 Under the revised plan Renfrewshire requires 5 new builds, 1 major refurbishment, 12 minor adaptations, 9 extensions and 3 new outdoors projects.
- 3.8 Local authorities are responsible for ensuring that the 1140 hours commitment is delivered through their own provision and working with providers from the independent and third sector, including child minders. Renfrewshire's revised plan continues to ensure a mix of provision across geographical areas. Guidance on future commissioning arrangements with providers is being developed by the Scottish Government.
- 3.9 Renfrewshire presently delivers the 600 hours of funded early learning and childcare through our own internal provision and from independent or third sector providers on the council's framework arrangement. The present framework arrangement expires at the end of August 2019. The Director of Children's Services is presently working with procurement to ensure that new contractual arrangements will be in place for the period August 2019 to July 2020 and this will provide a gateway for independent and third sector providers to continue as partners in the delivery of funded early learning and childcare.

- 3.10 In March 2018, the Education and Children's Services Policy Board agreed to the Director of Children's Services to continue engaging with partner providers to explore their ability to support the expansion programme and to negotiate a new rate from August 2018. A rate of £4 was agreed for session 2018/19, with negotiations ongoing in relation to rates for future years until the 2020 expansion and during the phasing period.
- 3.11 The Scottish Government has provided funding to local authorities to allow the delivery of the expansion of funded early learning and childcare entitlement. Within the funding being made available there is resource to employ additional graduates in establishments operating in low SIMD areas. Renfrewshire's allocation of the funding is for 26 graduates to work in identified council and partner establishments. £717,241 of the 2018/19 revenue grant is attributable to additional graduates whom we aim to employ from August 2018.
- 3.12 There remains a number of significant risks in achieving the expansion within the timescale set, including: having the infrastructure developments in place by 2020; securing sufficient qualified staff and the capacity of the independent and third sector to provide the required number of places. An Audit Scotland report published in February 2018, relating to early learning and childcare, highlighted risks in relation to the levels of funding timescales to enable local authorities to plan and deliver for the expansion. In line with the Council's approach to the management and delivery of all major projects, officers will continue to progress the implementation in relation to the 1140 expansion whilst remaining alert to and proactively managing the identified key risks to hopefully mitigate the risks identified.
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#### **4. Renfrewshire Council's Revised 1140 Expansion Plan**

- 4.1 Renfrewshire's revised plan has been developed in line with the revenue and capital funding allocation to enable the expansion between 2018 and 2020. The plan has also been developed in line with Government advice to 'use what you have' in terms of the workforce, infrastructure and by securing places with the independent and third sector partner providers.
- 4.2 Ensuring quality will continue to underpin the delivery of early learning and childcare across Renfrewshire. The revised plan also continues to ensure that the expansion to 1140 hours of early learning and childcare is underpinned by the key principles of accessibility, flexibility and affordability.
- 4.3 The plan has a reduced number of new builds and capital projects and an increase in places being offered on a doubling, such as morning or afternoon. The following infrastructure developments to facilitate the expansion will be progressed:
- 5 new builds;
  - 1 major refurbishment;
  - 12 minor adaptations;
  - 9 extensions; and

- 3 new outdoor projects.
- 4.4 Work is being progressed to ensure that the Renfrewshire infrastructure projects reflect and build on our most recent designs which have been developed through consultation with all stakeholders. In addition, the design briefs will also be in line with the Scottish Government “[Space to Grow](#)” guidance. Given the scale of expansion across Scotland, there is a risk that current providers in the construction industry will be unable to deliver the building works required on time.
- 4.5 The plan ensures a range of provision across geographical areas, in terms of Council and partner provision and models of service delivery, including term time/school day provision, in recognition that families are looking for both types of provision. In some areas, parents will have the opportunity to access a blended model of delivery with a childminder.
- 4.6 The plan offers parents a range of options for accessing their child’s free early learning and childcare entitlement across each geographical area. In each area, parents will be able to choose from the following options:
- a service which opens between 8 am to 6 pm provision over the school year, 46 or 50 weeks;
  - specific options of 6 hours per day over 38 weeks (school day model);
  - 22.8 hours over 2.5 days for 50 weeks (8am to 6pm model); or
  - 25 hours per week over 45.6 weeks (by offering 8 am to 1 pm or 1 pm to 6 pm).
- 4.7 Renfrewshire’s expansion plan will deliver the following:
- an increase in the number of local authority establishments open over a longer day/year from 10 to 24 (includes one service for children with complex needs);
  - a reduction in the number of local authority services operating only in term time reducing from 22 to 13;
  - an increase in the number of places commissioned from independent and third sector providers under a framework agreement; and
  - a blended childcare model with childminders (split place between a childminder and nursery).
- 4.8 The proposed range of provision, phasing of places and infrastructure developments across each geographical area are detailed in appendix 1. The phasing plan will require to be refined on a year on year basis, in terms of establishing the exact places available to enable 1140 hours of early learning and childcare to be allocated. The Council has a duty to ensure that the legislative requirement to provide children with 600 hours of funded early learning and childcare is maintained.
- 4.9 In terms of the phasing of 1140 hours of early learning and childcare, in line with Scottish Government guidance, children and families living in low SIMD areas will be given priority.

- 4.10 Children's Services will work with existing partner providers from the independent and third sector to discuss and agree their involvement in the phased introduction of the increased entitlement of funded early learning and childcare.
- 4.11 Nine early learning and childcare nursery classes, located in primary schools, have been identified to become an extended day/50 week per year establishment. The reason for this change of model is in response to the Government advice to 'use what you have'. Extending the operating hours of the nursery classes to a longer day and full year provision creates a significant number of additional places for children to access their 1140 hours of funded early learning and childcare.
- 4.12 The nursery classes which will become centres are: Williamsburgh, St Catherine's, St Margaret's, St John Bosco, St Anne's, East Fulton, Lochwinnoch, Bridge of Weir and Houston. Whilst these establishments will be open 50 weeks each year, parents will continue to be able to access school day/term time provision and the opportunity to access more flexible provision such as a placement spread across 50 weeks and a longer day.
- 4.13 Children's Services is taking forward work to ensure that we have sufficient staff to deliver the expansion of early learning and childcare. The work includes a rolling recruitment programme and consultation meetings with existing staff. Existing staff who presently work term time only are being offered the opportunity to move onto 52 week contracts.
- 4.14 The 1140 hours workforce working group is engaged in discussions with West College Scotland to explore specific training programmes for Renfrewshire Council. Other plans include training staff whilst in work through the Scottish vocational qualification route (SVQ 2 and 3), training young people through the modern apprenticeship programme and through working with schools to promote the foundation apprenticeship childcare qualification for young people.
- 4.15 Strengthening the leadership of early years centres continues to be a focus and priority for Renfrewshire Council. Officers from children's services are continuing to explore, plan and deliver continued professional learning opportunities for existing leaders (Heads and deputes) and middle managers (senior staff) within the Council and partner services. In addition, courses relating to leadership and pedagogical leadership are being explored. Furthermore, discussions are ongoing with local colleges and universities regarding the provision of leadership qualifications and degree qualification for existing staff.
- 4.16 A focus on leadership is required to strengthen and enhance the quality of existing leaders and build the capacity of future leaders. This is essential as additional leaders will be required as the expansion is rolled out and to ensure quality provision.
- 4.17 The revenue funding to support the 1140 expansion includes funding to provide 26 additional graduates in services operating in low SIMD areas. The graduates will work in identified Council and partner establishments. Recruitment for the graduate posts is underway.

- 4.18 There will be significant challenges in ensuring that there are sufficient, experienced and skilled workers available to deliver the expansion of funded early learning and childcare. The workforce challenge isn't one that is faced by local authorities alone with independent and third sector providers also facing problems in this area, raising concerns about future sustainability.
- 4.19 The Scottish Government has outlined a proposal to introduce a new and more progressive service model by 2020 to ensure that funded early learning and childcare entitlement is delivered in high quality settings. It is the Government's intention to develop a model where the 'funding follows the child', a key aspect of which will be a National Standard that all providers wishing to deliver the funded entitlement will have to meet.
- 4.20 On the 29 March 2018 the Scottish Government published a consultation paper on the blueprint for 2020 relating to the funding follows the child service model. Renfrewshire Council submitted a draft response to the Scottish Government by the due date of 29 June 2018. This response is being submitted in a separate paper to the Education and Children Policy Board.
- 4.21 In the interim period August 2019 to July 2020 contractual arrangements are required to be agreed to enable the Council to work with providers from the independent and third sector to deliver the present entitlement of 600 hours of funded early learning and childcare.
- 4.22 Negotiations will continue with partner providers in relation to the expansion proposals and specifically with those who potentially would benefit from infrastructure developments as outlined above.
- 4.23 Renfrewshire will continue to engage with existing partners and with independent and third sector providers who are not currently in contract with the Council. Quality will remain the main criteria for working with providers to deliver early learning and childcare. Council officers will continue to offer support and challenge to our partners to ensure high quality experiences for children. There is a possibility that there will be insufficient independent and third sector providers able to provide the places to support the Renfrewshire expansion plan.
- 4.24 A communications plan is being developed to support the Council in communicating information on the expansion of early learning and childcare to 1140 hours. The communication plan will address the various stakeholders in early learning and childcare including messages for parents, staff, wider community, partner providers and elected members.
- 4.25 A Steering Board has been established to oversee the delivery of the expansion of funded early learning and childcare. The Steering Board has a number of workstreams including specific ones on workforce planning, infrastructure and procurement. The Steering Board will manage the range of challenges facing the Council as it moves forward with the plan to deliver this ambitious policy initiative.

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## Implications of this report

### 1. Financial

Renfrewshire Council's delivery of the expansion plan will require to be in line within the Government funding throughout the phasing period, culminating in the additional £22,528,000 revenue in 2021/22 and total capital funding of £14,013,000.

The table below shows Renfrewshire's annual allocations on an annual basis from 2017/18 to 2021/22.

Year	Revenue	Capital
2017/18	£639,000	£913,000
2018/19	£2,667,000	£4,400,000
2019/20	£12,205,000	£5,100,000
2020/21	£20,196,000	£3,600,000
2021/22	£22,528,000	

### 2. HR and Organisational Development

Additional early years staff and managers will be required to deliver the expansion. A workforce group has been established and is leading on recruitment and training options to help ensure that there are sufficient staff available to allow the delivery of the increased entitlement to funded hours of early learning and childcare.

Current staff who work term time are being offered a voluntary opportunity to expand to a 52 week contract. Current staff are also being offered the opportunity to increase the number of hours they work up to a maximum of 35/37 full time hours, as applicable to their establishment.

Management structures will require to be developed in response to the revised models of provision.

The expansion will also impact on support staff, including ASNAs, support workers, business support, catering, cleaning and janitorial.

Engagement with the trade unions will continue throughout the expansion planning and implementation process. Representation on the expansion workstreams will be encouraged.

Renfrewshire's plans for the early learning and childcare workforce are in line with the Council's workforce plan which will be subject to ongoing review.



### **3. Community/Council Planning**

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| Our Renfrewshire is thriving                         | - Ensuring the best start in life for children and young people.   |
| Our Renfrewshire is well                             | - Early intervention will lead to healthier outcomes for children and young people.  |
| Our Renfrewshire is safe                             | - Local services will benefit children, young people and members of the community.   |
| Building strong, safe and resilient communities      | - The quality of community life is enhanced by supporting parents, children and young people.  |
| Tackling inequality, ensuring opportunities for all  | - Effective governance arrangements ensure that the organisations receiving funding comply with legislative requirements.              |
| Creating a sustainable Renfrewshire for all to enjoy | - Support to families and flexible childcare placements will support parents into and sustain employment, training or enter education. |

### **4. Legal**

The Council will require to comply with any change to support for early learning and childcare in the Children and Young People (Scotland) Act 2014.

### **5. Property/Assets**

The revised plan indicates that Renfrewshire will require 5 new builds, 1 major refurbishment, 12 minor adaptations, 9 extensions and 3 new outdoor projects.

In term of providing suitable dining facilities work has taken place to identify where additional resources will be required to implement the service. A further detailed assessment will require to be undertaken.

### **6. Information Technology**

Information and technology will be required to be set up for new services.

## **7. Equality and Human Rights**

The recommendations contained within this report have been assessed in relation to their impact on equalities and human rights. No negative impacts on equality groups or potential for infringement of individuals' human rights have been identified arising from the recommendations.

## **8. Health and Safety**

It is integral to the Council's aim of securing the health and wellbeing of employees and those affected by its undertakings and without this continued effective focus, there is a risk that will adversely impact on the Council both financially and in terms of service delivery.

## **9. Procurement**

The Renfrewshire Expansion Plan will consider the way in which providers are contracted to deliver early learning and childcare services for entitled children. The Scottish Government is currently considering procurement practices for engaging independent providers or third sector in delivering early learning and childcare.

## **10. Risk**

There is a significant risk, given the expansion across Scotland, that the infrastructure programme will not be deliverable. There will be a demand on the construction industry which could result in insufficient providers being available to build and deliver the adaptations required.

There is a significant risk that, given the scale of expansion across Scotland, Children's Services will be unable to recruit sufficient staff to deliver the expansion of funded early learning and childcare.

There is also a risk that providers in the independent and third sector will face significant challenges in retaining and recruiting sufficient staff.

There are risks that insufficient independent and third sector providers will be able to deliver the required number of places.

There is a significant risk around independent and third sector sustainability due to their concerns about retaining their workforce, living wage implications receiving a sustainable rate for early learning and childcare and sustainable around non-funded hours part of other businesses. These concerns have been raised across Scotland, as well as in Renfrewshire.

## **11. Privacy Impact**

Personal information will only be held as required to deliver the service. This will be done in accordance with data protection legislation.

## 12. COSLA Policy Position

COSLA has been involved in the negotiations with the Scottish Government regarding the expansion of 1140 hours of early learning and childcare. The Renfrewshire plan reflects the COSLA position.

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### List of Background Papers

- (a) A Blueprint for 2020: The Expansion of Early Learning and Childcare in Scotland, The Scottish Government, 2017
- (b) Early Learning and Childcare Entitlement Expansion Plan, Education and Children's Services Policy Board, 24/08/17
- (c) Early Learning and Childcare Entitlement – 1140 Expansion Plan, Education and Children's Services Policy Board, 2/11/17
- (d) A blueprint of 2020: the expansion of early learning and childcare in Scotland – early learning and childcare service model for 2020 consultation paper, The Scottish Government 2018.

The foregoing background papers will be retained within children's services for inspection by the public for the prescribed period of four years from the date of the meeting.

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KMcD/JT/SQ/LG  
8 August 2018

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## 1140 Expansion – Proposed Expansion in Geographical Areas

Geographical Panel Areas	Provision	Proposed Phasing Numbers			Infrastructure Developments
		2018/19	2019/20	2020/21	
<ul style="list-style-type: none"> <li><b>Johnstone / Lochwinnoch</b></li> </ul>	<ul style="list-style-type: none"> <li>4 local authority extended year</li> <li>1 local authority TT</li> <li>2 partner provider extended year service</li> <li>1 current non-partner extended year service</li> <li>Blended provision with childminders</li> </ul>	89	187	321	<ul style="list-style-type: none"> <li>2 new builds (relocation / expansion of existing LA services)</li> <li>1 extension</li> <li>2 minor refurbishment</li> </ul>
<ul style="list-style-type: none"> <li><b>Erskine/Inchinnan/Bishopton</b></li> </ul>	<ul style="list-style-type: none"> <li>3 local authority extended year</li> <li>4 partner provider extended year service</li> <li>3 partner providers TT</li> <li>1 new build extended year service</li> <li>1 current non partner extended year service</li> </ul>	21	192	375	<ul style="list-style-type: none"> <li>1 new build</li> <li>1 minor refurbishment</li> <li>1 extension</li> <li>1 outdoor</li> </ul>
<ul style="list-style-type: none"> <li><b>Renfrew</b></li> </ul>	<ul style="list-style-type: none"> <li>3 local authority extended year</li> <li>4 partner provider extended year service</li> <li>2 current non partner extended year service</li> <li>Blended provision with childminders</li> </ul>	92	177	295	<ul style="list-style-type: none"> <li>1 extension</li> <li>1 extension (new service)</li> <li>1 minor refurbishment</li> </ul>
<ul style="list-style-type: none"> <li><b>Houston/Bridge of Weir/Kilbarchan</b></li> </ul>	<ul style="list-style-type: none"> <li>2 local authority extended year</li> <li>3 partner provider extended year service</li> <li>1 partner provider TT</li> </ul>	10	101	271	<ul style="list-style-type: none"> <li>1 new build (relocation/expansion of existing LA service)</li> <li>1 extension</li> <li>1 minor refurbishment</li> </ul>

Geographical Panel Areas	Provision	Proposed Phasing Numbers			Infrastructure Developments
		2018/19	2019/20	2020/21	
<ul style="list-style-type: none"> <li>Linwood</li> </ul>	<ul style="list-style-type: none"> <li>1 local authority extended year</li> <li>1 local authority extended year (ASN)</li> <li>1 local authority TT</li> <li>1 partner provider extended year service</li> </ul>	33	100	100	<ul style="list-style-type: none"> <li>1 major refurbishment</li> </ul>
<ul style="list-style-type: none"> <li>Glenburn/Foxbar</li> </ul>	<ul style="list-style-type: none"> <li>3 local authority extended year</li> <li>3 local authority TT</li> <li>1 partner provider extended year service</li> <li>Blended provision with childminders</li> </ul>	106	179	202	<ul style="list-style-type: none"> <li>2 extensions</li> <li>3 minor refurbishments</li> </ul>
<ul style="list-style-type: none"> <li>Paisley West 1</li> </ul>	<ul style="list-style-type: none"> <li>1 local authority extended year</li> <li>2 local authority TT</li> <li>1 partner provider extended year service</li> <li>1 partner provider TT</li> </ul>	64	91	70	
<ul style="list-style-type: none"> <li>Paisley West 2</li> </ul>	<ul style="list-style-type: none"> <li>2 local authority extended year</li> <li>2 local authority TT</li> <li>4 partner provider extended year service</li> </ul>	33	154	84	<ul style="list-style-type: none"> <li>1 minor refurbishments</li> <li>1 outdoors</li> </ul>

Geographical Panel Area	Provision	Proposed Phasing Numbers			Infrastructure Developments
		2018/19	2019/20	2020/21	
<ul style="list-style-type: none"> <li><b>Paisley Central 1</b></li> </ul>	<ul style="list-style-type: none"> <li>2 local authority extended year</li> <li>2 local authority TT</li> <li>4 partner provider extended year service</li> <li>1 new build extended year service</li> <li>1 current non-partner extended year service</li> </ul>	82	130	257	<ul style="list-style-type: none"> <li>1 new build</li> <li>2 minor refurbishments</li> </ul>
<ul style="list-style-type: none"> <li><b>Paisley Central 2</b></li> </ul>	<ul style="list-style-type: none"> <li>2 local authority extended year</li> <li>2 local authority TT</li> <li>3 partner provider extended year service</li> <li>1 current non-partner extended year service</li> <li>1 current non-partner TT service</li> </ul>	67	144	206	<ul style="list-style-type: none"> <li>2 extensions</li> <li>1 minor refurbishments</li> <li>1 outdoors</li> </ul>