

The background of the slide features the coat of arms of the Government of Nunavut. It consists of a shield divided into four quadrants. The top-left quadrant shows a stylized sun with rays. The top-right quadrant depicts a caribou head with large antlers. The bottom-left quadrant features a three-masted sailing ship on wavy lines representing water. The bottom-right quadrant shows a bearded man in traditional Inuit clothing. Above the shield is a crown with four maple leaves. A banner at the bottom contains the motto 'ANE FOR A' in Inuktitut syllabics.

Agenda Item 6

Early Learning and Childcare – 2020 Expansion Plan

Falkirk Council

Title: Early Learning and Childcare – 2020 Expansion Plan

Meeting: Education Executive

Date: 10 April 2018

Submitted By: Director of Children's Services

1. Purpose of Report

1.1 This report provides:-

- Children's Services updated plans for Early Learning and Childcare (ELC) expansion;
- an updated summary of the key demographic, financial and statistical information currently being projected and estimated as part of the ELC expansion programme; and
- an update on the Scottish Government's timeframe for funding announcements in respect of revenue and capital financial resources from 2018/19 to 2020/21.

2. Recommendations

2.1 The Education Executive is asked to:-

- (1) agree Children's Services updated plans for ELC Expansion;**
- (2) note the updated information used for financial planning and projections;**
- (3) agree the proposals for 5 delivery models (as outlined in Appendix 1(i);**
- (4) agree that the Director of Children's Services can, once the 2018/19 capital funding is known, select and proceed with the expansion projects proposed for 2018/19 (as detailed in Appendix 2);**
- (5) agree that the Director of Children's Services can earmark £0.270m from the 2018/19 revenue funding to provide additional staffing resources within Support Teams (as detailed in 6.1(iii);**
- (6) request that the Director of Children's Services continues to provide regular updates to the Education Executive on plans and progress with the ELC expansion project as they develop;**

(7) confirm to the Education Executive, details of the future years revenue and capital funding once it is announced; and

(8) to agree to the proposed changes to the ELC Admissions Policy as outlined in Appendix 4.

3. Background

3.1 This report provides an update on the work that has taken place to revise and re-profile Falkirk's ELC Expansion Plans. Initial plans were submitted to the Scottish Government in September 2017 and subsequently endorsed by Education Executive on 7 November 2017.

3.2 The revised ELC Expansion Plans have been updated to take account of a number of factors:-

- feedback from meetings held with Scottish Government's Early Years Team (SGEYT) over the last few months;
- Scottish Government's letter of 30 November 2017, which provided further clarity and guidance on areas within the initial plan that needed further information, review, development and re-assessment;
- the Scottish Government's current confirmation of the available financial resources (as detailed in section 6.1);
- information derived from a national seminar held on 26 January 2018, with all local authorities with SGEYT;
- joint working approaches agreed with the 3 other partner Council's within our Regional Improvement Collaborative Group; and
- a further Guidance Note issued by Scottish Government on 22 February 2018.

3.3 A revised Financial Template, reflecting the revised expansion plans, was submitted to the Scottish Government, as requested, on 8 March 2018.

3.4 Falkirk Council plans to expand ELC provision, embrace the 4 key themes:-

- Quality
- Flexibility
- Accessibility
- Affordability

4. Considerations

4.1 Local Population Demographics

Following clarity over the correct statistical index to use, Falkirk's updated 2021 population projections, based on The National Records of Scotland (NRS), records have been revised as:-

- Total population: **163,517** (3.2% increase from **158,460** currently).
- Population 2, 3, 4, & 5 year olds: **7,326** (1.4% increase from **7,236** currently).

4.2 Individual Cohort Population Projections

The undernoted table, showing population projections, reflects the recent revised guidance from the Scottish Government's Early Years Team.

- 2 Year Olds - Planned uptake estimates revised from 70% to 60%.
- 5 Year Olds (Deferrals) – Eligibility rates assumed to be 17% with uptake estimated at 50%.

Year Group	Projected Population 2020	% Eligibility	Eligible Cohort	Planned Uptake (%)	Planned Uptake
2 Year olds	1,755	27%	474	60%	285
3 Year olds	1,765	100%	1,765	100%	1,765
4 Year olds	1,926	100%	1,926	100%	1,926
5 Year olds	1,880	17%	320	50%	160
TOTALS	7,326	N/A	4,485	N/A	4,136

4.3 Projected Capacity Requirements (Annual Hours)

Based on the revised planned uptake projection of **4,136** children, our revised Capacity (Annual Hours) is:-

		<u>Projected Capacity Annualised Hours</u>
4,136 x 1,140 hours	:	4,715,040

4.4 Current ELC Capacity

	Capacity	Annual Hrs.	Notes
Eligible 2 Yr. Olds	225	135,000	Based on 600 hrs/pa
3, 4 & 5 Yr. Olds	2,448	2,509,100	Based on our mix of current provision
TOTALS – CAPACITY	2,673	2,644,100	

4.5 Delivery Models Proposed To Meet Projected Capacity

To meet the projected population demand; and taking into account the recent guidance received, our delivery options have been revised to provide 5 different models. These are summarised in Appendix 1(i).

4.6 Comparison of Projected Demand -v- Planned Capacity

The current Expansion Plan shows:-

	<u>Annual Hours</u>
Current projected demand	4,715,040
Current planned capacity	<u>5,814,540</u>
ADDITIONAL/EXCESS CAPACITY	<u>1,099,500</u> (23.3%)

The current model provides an average of **1.24** places for every eligible child. It is important to note that there are a number of limiting factors relating to legislation, strategy, rurality and locality that leads to excess capacity being an inevitability:-

- actual demand figures are not yet known, this is also relevant in relation to Private Nurseries and use of childminders;
- creating an equality of service provision in rural areas; and
- providing sufficient capacity across local ward delivery models to allow parents a reasonable level of flexibility/choice.

Children's Services view is that our overall approach to a common and equitable model of service provision within each ward is both pragmatic and sensible and can be fine-tuned and realigned to meet actual demand levels in the future.

4.7 Ward By Ward Provision

As previously agreed by Education Executive, the strategic expansion plan aims to provide an equitable distribution of delivery stream models across each of the nine Council wards, where it is possible to do so.

Appendix 3 shows current plans for service model provision in each ward. It should be noted however, that some changes may require to be made to this as the project progresses as a result of financial, planning or infrastructure matters or as demand becomes more certain.

4.8 Changes to Staffing Ratios for Delivery Models

To reflect the Care Inspectorate's Adult:Child ratio being 1:8 (currently 1:10 – for up to 4 hours/day) for all of our proposed delivery models, existing capacity figures have been revised to ensure that all our new capacity figures reflect the new ratio.

4.9 Infrastructure Expansion Plans

Our current plans show **48** individual infrastructure projects. This includes **16** extensions, **1** new-build and **31** refurbishment/outdoor space projects.

4.10 Workforce Expansion

Our current estimates suggest that the current ELC workforce of c.**358fte** (2017/18) will require to grow to c.**783fte** by 2021. (**118%** growth)
In addition to the growth within the ELC sector, there will also be corresponding growth within Catering and Cleaning Services.

4.11 Expansion of School Meal Provision

As all eligible children (aged 2 – 5) will be entitled to receive a meal over the lunchtime period, the additional capital costs of **£15.3m**, include **c. £1.1m** required to expand and convert kitchens and to purchase additional equipment.

4.12 Phased Implementation Plan

(i) 2017/18 Funding

In addition to the **4** previously agreed projects funded from the 2017/18 funding, there is scope to bring on-stream, a further **8** projects earlier than was previously planned.

The proposed changes in the delivery models means that the initial plans require less capital funding than was first forecast, so a number of projects can now be accelerated.

(ii) 2018/19 Funding

Although the actual level of funding has not yet been confirmed for 2018/19, we estimate that Falkirk's share of capital funding will be in the region of **£4.1m**. Based on this estimate, plans to undertake a further **13** expansion projects are proposed.

In order to progress these new projects, it is proposed that the Director of Children's Services can be given the authority to proceed with these, once the 2018/19 funding is confirmed.

A summary of all the agreed, and proposed projects relating to year 1 and year 2 capital monies, is shown in Appendix 2.

(iii) 2019/20 and 2020/21 Funding

Once confirmation of this funding has been received, details of the proposed year 3 and year 4 projects will be included in an update report to Education Executive.

Note: With an expansion programme of this scale, and given the majority of the capital funding has still to be confirmed, this project remains very much "work in progress", and is likely to be the subject of further change.

4.13 Private Nursery and Childminder Provision

The current expansion plans estimate that **c.9%** and **c.2%** of our overall eligible cohort (as detailed in section 4.2), will receive their provision within private nurseries or childminder settings respectively. For 3-5 year olds, this means that **394** places may be delivered in this way.

Again, it is very difficult to predict what parental demand will be within these areas at this stage.

Meetings are being scheduled with both groups to discuss this matter further and further details will be provided in the next update report.

4.14 Proposed Changes to ELC Admissions Policy

The current Policy was last updated and approved by Education Executive on 5 September 2017.

There are two proposed changes to the Policy:-

- (i) to give a priority to a family residing outwith a catchment area when they apply for an early years place, where they already have an older sibling child in the establishment (early years establishment or primary school), that they are applying for; and
- (ii) to give a priority to a family requesting that their child defer entry into primary 1 for one year (Deferred Year), where the intention is for the child to remain in their current establishment.

In addition, Children's Services have re-worded, for improved clarity, some of the existing priorities.

Details of the current and proposed amendments to the priority criteria for allocating early learning and childcare places, are shown in Appendix 4.

It is proposed that these changes come into effect immediately.

5. Consultation

- 5.1 Significant consultation, discussion and liaison has already taken place with the Scottish Government's Early Years Team; neighbouring Regional Improvement Collaborative Councils and the Association of Directors of Education Scotland (ADES) groups.
- 5.2 Additionally, the current plans have been discussed, as appropriate with Headteacher Groups and a series of well attended information events have recently been held with Early Years staff. Trade Union representatives also attended these events.
- 5.3 Development Services and Financial Services Teams have been involved in the compilation and preparation of the technical and financial information contained and used within the Financial Template.

6. Implications

6.1 Financial/Resources

- (i) Revenue and Capital

In addition to the 2017/18 financial resources that have been confirmed, the Scottish Government have confirmed the quantum of national funding that has been allocated for 2018/19.

	<u>2017/18</u>	<u>2018/19</u>
<u>Revenue</u>		
Specific Project Funding - Scotland	£ 24.100m	£76.300m *
- Falkirk	£ 0.653m	£ 1.963m
Rate Support Grant - Scotland	N/A	£ 11.000m
- Falkirk	N/A	£ 0.308m
FALKIRK TOTAL - REVENUE	£ 0.653m	£ 2.271m
<u>Capital</u> – Scotland	£ 30.000m	£150.000m
Falkirk	£ 1.252m	TBC

Note: * £6m of this has still to be distributed for additional Graduates.

It is expected that Councils will be advised of their individual capital allocations for 2018/19 by the end of May 2018.

The Scottish Government have confirmed that the total resources allocated can be used across the lifetime of the expansion programme.

(ii) Current Estimates of Expansion Costs

Based on the current submitted expansion plans, it is estimated that the additional costs will be:-

	<u>Base Year (2016/17)</u>	<u>2021/22</u>	<u>Additional</u>
Revenue	£ 14.3m	£ 34.1m	£ 19.8m
Capital	£ NIL	£ 15.3m	£ 15.3m

(iii) Additional Support Staff

In view of the significant additional work this project entails, it is proposed that **£0.270m** of the 2018/19 revenue funding be used to:-

- provide additional temporary staff within the Architects, Planning and Design Team in Development Services to ensure they have the capacity to meet and deliver on the proposed projects over the next 3 years; and
- provide additional staff within Children's Services Early Years/Asset Team to meet the additional workload in the short-term and the long-term project requirement.

Note: This funding would provide for up to **c.6** posts.

6.2 Legal

Current plans have been developed in recognition of the relevant statutory guidance that has been issued in relation to the early years learning and childcare duties within the Children and Young People (Scotland) Act 2014.

6.3 Risk

The key inherent risks associated with this major project are:

- Delivery of infrastructure expansion projects on time.
- Ensuring there is sufficient financial resources available.
- Ensuring that staff are recruited on time.

6.4 Equalities

Where it is possible to do so, the deprivation rankings will be used as a basis to prioritise early years expansion plans. This demonstrates a clear commitment to reduce inequalities and improve outcomes in a targeted manner. The test of change projects were identified in schools that had sufficient available capacity.

6.5 Sustainability/Environmental Impact

None

7. Conclusions

7.1 The current ELC expansion plans remain one of the most exciting, challenging and significant projects that the Council has had to undertake.

7.2 It is recognised that once the Scottish Government finalise and confirm the remainder of the capital and revenue funding allocations, that further clarity and certainty can be embedded in the expansion plans which will support timescales and costs being finalised.

7.3 To enable this major project to be delivered on time, it is vital that additional support is provided to the support teams involved in the delivery and roll-out of this programme.

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Date: 8 December 2017

Appendices

Appendix 1(i) - 5 Proposed Delivery Models

Appendix 1(ii) - Proposed Delivery Models Across Early Years Estate

Appendix 2 - Agreed Capital projects and Further Proposed Projects

Appendix 3 - Ward by Ward Provision Summary

Appendix 4(i) - Current Allocation Criteria in Admissions Policy

Appendix 4(ii) - Proposed Amended Allocation Criteria in Admissions Policy

List of Background Papers:

The following papers were relied on in the preparation of this report in terms of the Local Government (Scotland) Act 1973:

- None

5 Proposed ELC Delivery Models

The table below shows the 5 different proposed delivery models that will be established to deliver 1140 hours.

Model	Establishment-type	Options to parents	No. of hours per year
1a	Nursery Class within Primary School 9am – 3pm 38 weeks per year	Core hours aligned with the primary school day 9am – 3pm	1140 6 hours per day, 30 hours per week, term time only
1b	Nursery Class within Primary School 8am - 6pm 38 weeks per year	Flexibility of 30 hours per week within opening hours	1140 30 hours per week, term time only
2	Early Learning & Childcare Centre Sessions 8am-1pm or 1pm-6pm 45.6 weeks per year	Parents can chose to attend for a morning or afternoon session across 45.6 weeks (8am-1pm or 1pm-6pm)	1140 5 hours per day, 25 hours per week, 45.6 weeks
3	Early Learning and Childcare Centres Open 8am-6pm, 50 weeks per year <i>Further flexibility can be offered in addition to the above (wraparound care) at a charge to parents if capacity exists once all statutory places are delivered</i>	Attendance times are negotiated with the provider – Falkirk Council fund a maximum of 1140 hours	1140 Flexible hours negotiated between parent and centre
4	Voluntary/Private Provider and Childminders	Attendance times are negotiated with the voluntary/private provider – Falkirk Council fund a maximum of 1140 hours	1140 Flexible hours negotiated between parent and provider

NOTES

- Model 1a & 1b - will operate in alignment with primary school term dates, in-service days and public holidays.
- Model 2 - will operate in alignment with primary school term dates, in-service days and public holidays but will remain open over the entire summer holidays period, except the last 2 days.
- Model 3 - will operate throughout the year and only close for in-service days, public holidays and over the 2 week Christmas/festive period.
- Model 4 - School holiday provision will also be covered in private partner nurseries.

Proposed Delivery Models Across Early Years Estate

School Nursery Classes / Early Learning & Childcare Centres			
Model 1a	Model 1b	Model 2	Model 3
Antonine	Slamannan *	Airth	Bonnybridge
Avonbridge		Bankier	Camelon
Bainsford		Bantaskin	Denny Day Nursery
Bowhouse		Beancross	Hallglen
California		Bo'ness Public	Kinneil
Carmuir		Carronshore	Larbert
Carron		Comely Park	Queen Street
Denny		Inchclair	Rannoch
Deanburn		Kinnaird	St. Margaret's
Dunipace		Ladeside	Sheildhill
Easter Carmuir		Langlees	Woodburn
Grange		Larbert Village	
Head of Muir		Maddiston	
Laurieston		Victoria	
Moray		Westquarter	
Nethermains			
St. Andrew's			
St. Bernadette's			
St. Francis			
St. Joseph's			
St. Mary's			
St. Patrick's			
Sacred Heart			
Stenhousemuir			
Wallacestone			
Whitecross			
TOTAL (26)	TOTAL (1)	TOTAL (15)	TOTAL (11)

* Slamannan Primary School is a model 1b given it currently operates this delivery model.

APPENDIX 2

Year 1 (17/18) Capital Projects – Agreed (4)

- Avonbridge Primary School
- Easter Carmuir Primary School
- Langlees Primary School
- Slamannan Primary School

Further Year 1 (17/18) and Year 2 Capital Projects – Proposed

<u>Establishment</u>	<u>17/18</u>	<u>18/19</u>
• Airth PS	X	
• Bowhouse PS	X	
• Carmuir PS	X	
• Nethermain PS	X	
• St. Bernadette's PS	X	
• St. Joseph's PS	X	
• St. Mary's PS	X	
• Whitecross PS	X	
• Bainsford PS		X
• Bankier PS		X
• Beancross PS		X
• Bo'ness PS		X
• Bonnybridge PS		X
• California PS		X
• Carronshore PS		X
• Grange PS		X
• Hallglen PS		X
• Kinnaird PS		X
• Ladeside PS		X
• Victoria PS		X
• Westquarter PS		X
<u>TOTAL PROJECTS</u>	<u>8</u>	<u>13</u>

APPENDIX 3

Projected Ward by Ward Demand and Supply Summary

ELIGIBLE 2 YEAR OLDS		MAXIMUM DEMAND		SUPPLY		Total	Supply
Ward		Population Eligible 2 year olds	Total hours required	No. of LA Providers	No of Private Providers	Hours available	Meets Demand?
1	Bo'ness and Blackness	28	31,920	1	0	34,200	Y
2	Grangemouth	28	31,920	1	0	34,200	Y
3	Denny and Banknock	34	38,760	1	0	45,600	Y
4	Carse, Kinnaird and Tryst	37	42,180	1	0	45,600	Y
5	Bonnybridge and Larbert	33	37,620	1	0	34,200	N
6	Falkirk North	41	46,740	2	1	74,100	Y
7	Falkirk South	27	30,780	1	0	34,200	Y
8	Lower Braes	25	28,500	2	0	39,900	Y
9	Upper Braes	32	36,480	2	1	58,900	Y
TOTALS		285	324,900	12	2	400,900	Y
3 - 5 YEAR OLDS		MAXIMUM DEMAND		SUPPLY		Total	Supply
Ward		Population 3-5 year olds	Total hours required	No. of LA Providers	No of Private Providers	Hours available	Meets Demand?
1	Bo'ness and Blackness	378	430,920	5	1	507,280	Y
2	Grangemouth	379	432,060	5	1	488,320	Y
3	Denny and Banknock	458	522,120	7	2	614,240	Y
4	Carse, Kinnaird and Tryst	502	572,280	7	3	752,600	Y
5	Bonnybridge and Larbert	442	503,880	6	1	596,720	Y
6	Falkirk North	554	631,560	7	2	844,400	Y
7	Falkirk South	371	422,940	5	2	536,820	Y
8	Lower Braes	337	384,180	3	1	457,740	Y
9	Upper Braes	430	490,200	7	1	615,520	Y
TOTALS		3,851	4,390,140	52	14	5,413,640	Y
OVERALL TOTALS		4,136	4,715,040	64	16	5,814,540	

Current Allocation Criteria in Admissions Policy

(last updated 5/9/17 following approval by Education Executive)

Table 1 – Criteria for Allocating Early Learning and Childcare Places

Priority is given in the following order:

Catchment Area

1	Children as stated in 6.3 within the school catchment area.
2	Children who are in their pre-school year and who live within the school catchment area.
3	Children who are in their ante pre-school year and who live within the school catchment area.

Allocation Area

4	Children as stated in 6.3 within the Area Allocations Group (i.e School Cluster Area).
5	Children who are in their pre-school year and live within the designated area of the Area Allocations Group but outwith the school catchment area.
6	Children who are in their ante pre-school year and live within the designated area of the Area Allocations Group but outwith the school catchment area.

Falkirk Area

7	Children as stated in 6.3 within Falkirk Council boundaries.
8	Children who are in their pre-school year and who live within Falkirk Council boundaries but outwith the designated area of the Area Allocations Group.
9	Children who are in their ante pre-school year and who live within Falkirk Council boundaries but outwith the designated area of the Area Allocations Group.
10	Children with September-December birthdays who have not been granted a funded delayed place but are purchasing a place.

Other Local Authority Area

11	Children who are in their pre-school year and who live outwith the Falkirk Council boundaries.
12	Children who are in their ante pre-school year and who live outwith the Falkirk Council boundaries.

Proposed Amended Allocation Criteria In Admissions Policy

(At Education Executive 10/4/18)

Table 1 – Criteria for Allocating Early Learning and Childcare Places

Priority is given in the following order:

School Catchment Area

1	Children as stated in 6.3 within the school catchment area (ASN).
2	Children who have applied for an additional pre-school year (deferred year), where the intention is for them to remain within their existing establishment.
3	Children who are in their pre-school year and who live within the school catchment area.
4	Children who are in their ante pre-school year and who live within the school catchment area.

Allocation Area (i.e School Cluster Area)

5	Children as stated in 6.3 within the Allocation Area (ASN).
6	Children who are in their pre-school year, or who have applied for a deferred year and live within the designated area of the Area Allocations Group but outwith the school catchment area.
7	Children who live in allocation area with a sibling in the requested establishment.
8	Children who are in their ante pre-school year and live within the designated area of the Area Allocations Group but outwith the school catchment area.

Falkirk Council Boundary

9	Children as stated in 6.3 within Falkirk Council boundaries (ASN).
10	Children who are in their pre-school year or who have applied for a deferred year and who live within Falkirk Council boundaries but outwith the designated area of the Area Allocations Group.
11	Children who live within Falkirk Council boundary with a sibling in the requested establishment.
12	Children who are in their ante pre-school year and who live within Falkirk Council boundaries but outwith the designated area of the Area Allocations Group.

Other Local Authority Area

13	Children in outwith the Local Authority Area who have applied for an additional pre-school year (deferred year).
14	Children who are in their pre-school year and who live outwith the Falkirk Council boundaries.
15	Children who are in their ante pre-school year and who live outwith the Falkirk Council boundaries.