

Performance & Resources Committee Meeting

Date of Meeting	Tuesday 6 December 2016
Paper Title	Expansion of Early Learning and Child Care Provision
Agenda Item	12
Paper Number	PRC3-I
Responsible Officer	Robin Ashton, GCRB Executive Director
Status	Disclosable
Action	For Information

1. Report Purpose

- 1.1 To provide members with an update on Scottish Government commitments to increase the volume of free childcare available and the potential impact of this on college delivery.

2. Recommendations

2.1 The Committee is invited to:

- **note** the Scottish Government commitment to increase early learning and child care allowances;
- **note** the initial work undertaken to assess childcare workforce planning needs;
- **note** the overview of current Glasgow college volumes of early learning and child care training;
- **note** the initiation of a Glasgow City Council Project Board and the participation of GCRB in this; and
- **request** a further update at a future meeting on regional activity and college curriculum planning related to meeting the Scottish Government commitment to increase early learning and child care allowances.

3. Scottish Government commitment to increase early learning and child care allowances

- 3.1 Currently, free provision of early learning and child care is offered to all 3 and 4 year olds as well as vulnerable 2 year olds. As of August 2014, the Children and Young People (Scotland) Act increased this free provision to 600 hours per year. This equates to around 16 hours per week during school term time. This free provision is delivered by a mixture of local authority nurseries, nursery classes attached to schools, partnerships offered by private or non-profit

nurseries, and some child-minders. The 16 hours provision per week can be taken in sessions of between 2.5 hours per day and up to a maximum of 8 hours.

3.2 The Scottish Government has pledged to increase the provision of free early learning and childcare provision to 1140 hours per year by 2020, for children who are 3 or 4 years old, as well for 2 year olds whose parents/carers are on qualifying benefits and are eligible for the 600 hours free entitlement through the Children & Young People's Act 2014.

3.3 Local authorities are required, under the Children and Young People Act, to consult with parents every 2 or 3 years on the delivery of these free hours, ensuring that there is a reasonable degree of choice and flexibility.

4. Impact on early learning and child care workforce requirements

4.1 The paper attached as Annex A was provided to GCRB by Colleges' Scotland and it seeks to estimate the impact on workforce requirements of implementing the Scottish Government commitments.

4.2 The paper estimates that nationally, approximately 14,000 additional early learning and child care FTE workers will be required comprised of an estimated 11,000 FTE practitioners, 2,300 FTE Managers and 1,100 FTE support workers.

4.3 For the Glasgow college region, the report estimates 847 additional FTE for Glasgow City, 249 FTE for East Dunbartonshire and 283 FTE for East Renfrewshire.

4.4 Members should note that the paper recognises that further work is required to refine these workforce estimates.

5. Overview of Current Glasgow College Delivery of early learning and child care training

5.1 Attached as Annex B is a summary of current Glasgow college delivery of early learning and child care training drawn from 2014/15 student records data and provided by the SFC to GCRB.

5.2 The report provides evidence that on an annual basis the Glasgow colleges collectively train approximately 280 learners at support worker level, 200 at practitioner level and around 50 at manager level.

5.3 A breakdown of the data shows that the proportion of male learners is around 6% of all completers and it is suggested that male childcare practitioners entering the workforce by 2020 needs to significantly increase, in line with Scottish Government guidelines for workforce expansion and the SFC Gender Action Plan.

5.4 In order to increase diversity in the workforce, Scottish Government have also asked colleges to consider how they could expand their part time and open learning delivery of early learning and child care courses.

6. Glasgow City Council Childcare Programme Board

- 6.1** Glasgow City Council have established a Programme Board to ensure a co-ordinated approach to the provision of the Council's response to statutory childcare provision in the city and support the growth of a mixed market.
- 6.2** The Board will be chaired by Annemarie O Donnell, Chief Executive of Glasgow City Council and includes representation from City Council Education Services and employment support agencies. The GCRB Executive Director has been invited to join the board to represent the Glasgow Colleges.
- 6.3** The remit of the Board is attached as Annex C and a draft City Council Briefing is provided for information as Annex D.
- 6.4** The purpose of the Glasgow Board is:
- to support and enable the delivery of a range of childcare options in the city to meet our statutory duty and our city leadership role to support people into work, create employment opportunities and target the areas of greatest need;
 - to identify further asks of government to support their ambition to more than double the number of childcare place for eligible 3-4 years by 2020; and
 - to enable the development of a city wide model that is focussed on services that are flexible, affordable and local and provide an appropriate level of quality.
- 6.5** The Board will take evidence form a number of bodies and ask for their support in further engagement with their stakeholders, for example the chamber of commerce and the Scottish Child-minders' Association.

7. Risk Analysis

- 7.1** Given the significant increase and relatively short timeframes, there is a risk that the region's colleges do not deliver the volume of trained staff required to achieve implementation of the Scottish Government commitment by 2020. To mitigate this risk, the GCRB Executive Director will work with the colleges through the regional Learning and Teaching group and its Health, Care and Education Curriculum Hub to seek assurance that curriculum planning responds appropriately to regional needs.

8. Legal Implications

- 8.1** The Community Empowerment (Scotland) Act 2015 places a statutory obligation on further education boards to participate in, and contribute to, Community Planning Partnerships.

9. Financial Implications

- 9.1** The expansion of college delivery required to meet the estimated workforce requirements will require significant funding resources. Initial indications provided by the SFC are that

this will be provided as additional funding in addition to main grant funding but no formal notification of this has yet been received.

10. Regional Outcome Agreement Implications

- 10.1** Once college curriculum delivery requirements and associated funding are clearer, these plans will require to be integrated within the ROA 2017/18 commitments agreed with the SFC and the assigned colleges.

Workforce estimates for 1140 hours
Children & Families Analysis

Summary

The Children & Families Analysis team has developed a model for producing estimates of the potential additional workforce required to deliver the expansion to 1140 hours.

Estimates are produced based on assumptions regarding the number of:

- two, three and four year olds attending year round
- childminders used
- children with additional support needs
- wrap-around hours beyond the built-in flexibility; and
- new early learning and childcare settings available by 2020).

Details of the model design and the assumptions underpinning the estimates are provided in Annex A.

The estimates presented in this paper include a breakdown by local authority area, and reflect input from colleagues in the ADES Early Years network.

Table 1 gives a summary of FTE staff and staff headcount required in total and additionally to deliver the 1140 hours provision. This highlights that:

- Around around 23,000 FTE practitioners, 4,000 managers and 5,500 FTE support workers are estimated to be required in total to deliver 1140 hours. Of those, **an estimated 11,000 FTE practitioners, 2,300 and 1,100 FTE support workers will have to be newly recruited.**
- In terms of estimated additionally required (non-FTE) headcount this translates into around 14,400 practitioners, 2,300 managers and 1,400 support workers, based on hours worked currently.

Table 1: Estimated number of FTEs and headcount of total and additional workforce required

FTEs				
	Practitioners	Managers	Support	Total
Number of FTE required	23,044	3,944	5,462	32,450
Of those in LA settings	14,446	2,745	2,340	19,532
Number of current FTE	12,007	572	4,402	16,981
Of those in LA settings	7,450	572	1,886	9,908
Additional FTE required	11,037	2,294	1,060	14,391
Additional in LA settings	6,997	2,174	454	9,624

Additional (non-FTE) headcount				
	Practitioners	Managers	Support	Total
Number of heads required	30,063	3,944	7,214	41,220
Available heads in funded settings	15,661	1,650	5,814	23,125

Additional heads	14,402	2,294	1,400	18,096
-------------------------	---------------	--------------	--------------	---------------

The above analysis can be repeated for each individual local authority to arrive at local authority breakdowns. Table 2 gives a summary of additional workforce FTE requirements by local authority.

Table 2: Estimated additional FTE workforce by local authority (all sectors)

	Practitioners	Managers	Support	Total
Scotland	11,037	2,294	1,060	14,391
Aberdeen City	371	81	68	519
Aberdeenshire	425	175	72	673
Angus	218	70	25	313
Argyll & Bute	140	88	14	242
City of Edinburgh	940	144	135	1,219
Clackmannanshire	99	15	2	116
Dumfries & Galloway	256	67	25	347
Dundee City	442	29	34	505
East Ayrshire	259	32	25	316
East Dunbartonshire	202	29	19	249
East Lothian	236	61	21	318
East Renfrewshire	240	7	36	283
Eilean Siar	25	34	0	59
Falkirk	415	73	20	508
Fife	977	177	52	1,205
Glasgow City	608	101	137	847
Highland	321	258	37	617
Inverclyde	221	7	17	245
Midlothian	275	58	26	359
Moray	158	44	21	223
North Ayrshire	399	79	13	491
North Lanarkshire	916	116	35	1,067
Orkney Islands	50	25	0	75
Perth & Kinross	209	90	27	326
Renfrewshire	498	30	35	563
Scottish Borders	229	105	14	348
Shetland Islands	53	39	5	97
South Ayrshire	190	54	12	257
South Lanarkshire	793	83	47	923
Stirling	183	31	15	228
West Dunbartonshire	268	4	31	303
West Lothian	420	87	40	547

Next Steps

The figures presented in this paper are a first attempt at producing a detailed breakdown of the potential workforce requirements for delivering the expansion to 1140 hours. The figures will be further refined and updated as more detailed information on other aspects of the 1140 hours programme become available. For example, Scottish Futures Trust are working with local authorities over the summer to assess their current infrastructure capacity and to capture information on planned ELC infrastructure development over the coming years.

We will continue to share any future updates to the workforce estimates with the Workforce Quality Group.

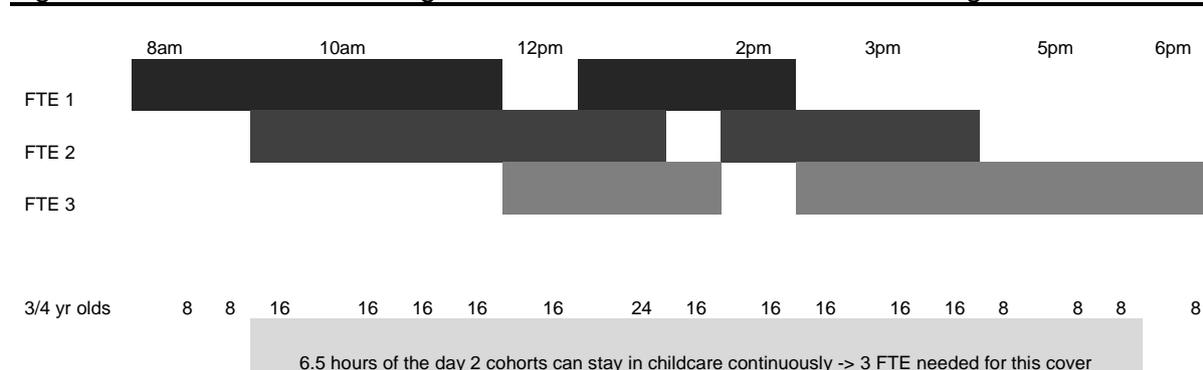
Annex A – Overview of Workforce Model and Underlying Assumptions

Basic model

Practitioners

It is assumed that in order to deliver 1140 hours over 38 weeks, 1.5 FTE practitioners are required to deliver childcare to 8 three/four year olds or 5 two year olds. This takes into account lunch breaks and preparation and assumes each FTE practitioner has 6 hours of contact time per day and works 35 hours/week. This setup also allows for some additional flexibility for each child at either the start or the end of the day. Figure 1 gives a staffing example with two cohorts comprising 8 three/four year olds each (or, alternatively 5 two year olds).

Figure 1: Visualisation of staffing model for 1140 hours in term-time setting



If children attend over the course of the whole year instead, their entitlement per day works out to around 4.5 hours on average. In this case, only 1 FTE is needed per cohort.

The total FTE practitioner requirement is the number of eligible children multiplied by the staff:child ratio and the number of FTE required per cohort of 8 children (5 in the case of 2 year olds) in the specific setting.

Children with additional support needs are accounted for at lower staff:child ratios. Two year olds with ASN are assumed to require, on average, ratios of 1:3, older children 1:5.

The number of existing childminders to be used will further affect how many additional practitioners will be required. However, childminders can operate only at ratios of 1:3 at most.

As a result of the exemplary staffing model above there will be around 4 hours of additional hours beyond the funded 1140 hours available. Any further wrap-around hour will require pro rata 1/8 additional FTE per cohort of 8 (or 5 in the case of 5 year olds).

Hence, the final number of required staff is affected by:

- the number of two, three and four year olds attending year round
- the number of childminders used
- the number of children with additional support needs
- the number of wrap-around hours beyond the built-in flexibility

Managers

This set of workforce estimates have been produced based on 600 new settings being built to accommodate the ELC expansion. This would result in around 3,100 settings in total delivering funded ELC by the time the expansion is fully rolled out. As highlighted earlier this would SFT are leading on a piece of work over the summer, which will provide more detailed estimates of potential infrastructure developments across local authorities in the period to 2020.

Each of these settings is going to require at least one manager where settings are open term-time only, and two where the setting is open over the course of the whole year. Some practitioners may also take on managerial responsibilities.

Support workers (incl. ancillary & auxiliary workers)

The number of ancillary and auxiliary workers is hard to pin down since many are contracted and the use of support workers differs by local authority. In the absence of more detailed information, the number of required support workers is arrived at by scaling up the existing number of support workers in proportion to the expected increase in settings.

Assumptions

Number of children

In line with 2014-based population projections,¹ we assume that by 2020 there will be around 56,200 two year olds, 56,000 three year olds, 56,400 four year olds. While funded ELC is offered universally to three and four year olds, only 27% of two year olds (14,000) are expected to be eligible, in accordance with the current volume of eligible two year olds. Furthermore, we expect 7.5% (3,900) of five year olds to defer entry to primary school and remain in funded childcare.

The number of children with additional support needs is assumed to remain constant at today's level of 10,440 children Scotland-wide.

Attendance

We assume 100% uptake and account for no additional wrap-around hours beyond the built-in average of 4 hours during which additional ELC may be provided to one cohort.

Around 30% of two year olds and 45% of three, four and deferring five year olds are expected to attend over the whole year.

Furthermore, we assume around 200 childminders across Scotland will be involved with the provision of funded ELC in 2020. It is likely that childminders will play a role in delivery models that allow for split provision.

Sector provision

Local authorities expect that partner providers will play a larger role in delivering the funded entitlement post roll-out. The partner provider is assumed to increase to 40% (currently around 30% for over-tuos and to 25% for two year olds (currently <20%). Note that the

¹ <http://www.nrscotland.gov.uk/statistics-and-data/statistics/statistics-by-theme/population/population-projections/population-projections-scotland/2014-based>

partner provider share does not affect the overall workforce requirement. It does affect the distribution of new workers across sectors.

Settings and managers

There are currently around 2,500 settings delivering the funded entitlement.² As highlighted above the workforce estimates have been produced based using an assumption of 600 additional ELC settings. Each is going to require at least one manager, increasing to two where the setting is open year-round. The number of settings open year-round is assumed to correspond to the share of children attending year-round.

Available staff

SSSC provides detailed workforce headcount data for 2014, based on Care Inspectorate Annual Returns.³ To arrive at an estimate of the full-time equivalent workforce, we assume full-time staff work 35 hours per week and divide this by the current average number of hours worked.

This indicates there are currently around 12,000 FTE practitioners working in settings that provide the funded entitlement.

Furthermore, there are 2,200 managers currently in post. However, where the setting is attached to a primary school and the settings switches from term-time only to year-round provision, the current managers is likely to be a head-teacher and not available over the whole year. This results in only 1,700 available managers.

The number of support workers in the SSSC is unlikely to reflect the actual number of auxiliary and ancillary workers currently involved with the delivery of funded ELC. As most settings out-source these functions to contractors, we only consider those support workers directly employed by respective settings. Currently, there are around 4,400 FTE support workers available.

Results

Using the above model and assumptions, it is estimated that around 23,000 FTE practitioners, 4,000 managers and 5,500 FTE support workers are required in total to deliver 1140 hours. Of those, an estimated 11,000 FTE practitioners, 2,300 and 1,100 FTE support workers will have to be newly recruited.

Assuming practitioners and support staff work 26.5 hours on average, this translates to an estimated additionally required (non-FTE) headcount of 14,400 practitioners, 2,300 managers and 1,400 support workers, based on current contracts. Where actual FTE data from local authorities are available, those were used instead.

With 200 childminders used, for example around 200 two year olds, 200 three year olds, 190 four year olds and 10 five year olds could take up their offer at childminders.

² <http://www.gov.scot/Topics/Statistics/Browse/Children/Pubs-Pre-SchoolEducation/ELCAdditionalTables2015>

³ <http://data.sssc.uk.com/local-level-data/105-2014-detailed-workforce-information>

Glasgow Colleges ROAM Briefing – Early Learning and Childcare Workforce Expansion

According to FES data for 2014/15, **enrolments** by Level were – these do not include ‘taster’ or other short courses.

ELC delivery by level	G Kelvin	G Clyde	CoG	
SCQF Level 4	54	54		
SCQF Level 5	28	105	14	
SCQF Level 6	76	147	49	This is sometimes referred to as ‘support worker’ level - NC/SVQ2 level
SCQF Level 7	38	123	39	This is sometimes referred to as ‘practitioner’ level - HNC/SVQ3
SCQF Level 8		32		
SCQF Level 9		25		This is sometimes referred to ‘manager’ level - BA, PDA L9, Grad Dip
Total	196	486	102	

According to FES data for AY 14/15, Glasgow Colleges’s successful **completions** in ELC were:

Successful completers by region: Gender	Female	Male	Total
G Kelvin	118	6	124
	95%	5%	
G Clyde	339	14	353
	96%	4%	
CoG	68	12	80
	85%	15%	

The proportion of male students on ELC courses in 14/15 At Glasgow Colleges was approx. **6% this was above the national average of approx. 4% the national peak is approx. 15% at CoG College. G Kelvin reported that no male students studied at HE level in 14/15. This is a trend which should be directly addressed.**

260 students at FE level in G Kelvin were recorded as having ‘No PI’ in relation to their completion status; we believe that this is because a significant number of enrolments were for ‘taster’ or other short courses aimed at school students. As the focus of the expansion will be on increasing the quantity and diversity of students successfully completing SSSC regulated childcare courses at SCQF Levels 6,7,and 9 this should be the key area of focus for the College region.

The proportion of male childcare practitioners entering the workforce by 2020 needs to

significantly increase, in line with Scottish Government guidelines for workforce expansion and the SFC Gender Action Plan.

Glasgow Colleges, like all colleges in the sector, should consider what additional steps they can take to enrol and retain more male students, including male only access courses, other examples of effective practice in Edinburgh, Lanarkshire, Perth and City of Glasgow could be followed in this area.

Successful completers by region: Level	FE	HE	Total
G Kelvin	94	30	124
	76%	24%	
G Clyde	203	150	353
	58%	42%	
CoG	37	43	80
	46%	54%	

The majority of additional childcare staff entering the workforce by 2020 are required at HNC and BA level

Successful completers by region: Age	under 16	16 to 19	20 to 24	25+	Total
G Kelvin	13	42	19	50	124
	4%	12%	5%	14%	
G Clyde	19	155	53	126	353
	5%	44%	15%	36%	
CoG	6	46	12	16	80
	2%	13%	3%	5%	

In order to increase diversity in the ELC workforce, Scottish Government has requested a higher proportion of over 25's completing relevant ELC courses by 2020. Over 25's are more likely to be interested in part-time study due to caring or existing work commitments. The use of ILA200 and the part-time fee grant should be fully explored when expanding part-time provision to adult returners.

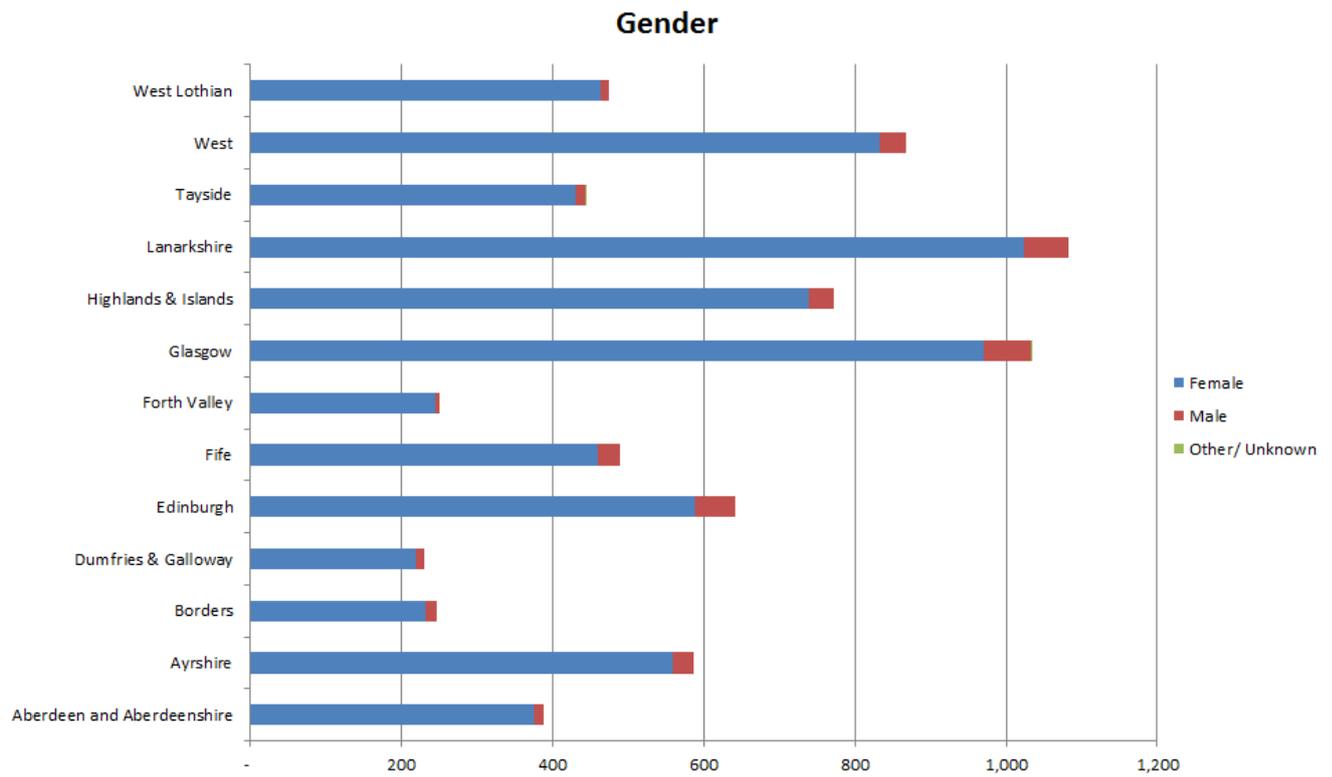
In order to increase diversity in the workforce, Scottish Government have asked Colleges to consider how they could expand their part time and open learning delivery of ELC courses.

Initiatives in other areas which could be adopted by Glasgow Colleges to increase diversity and meet workforce planning demands:

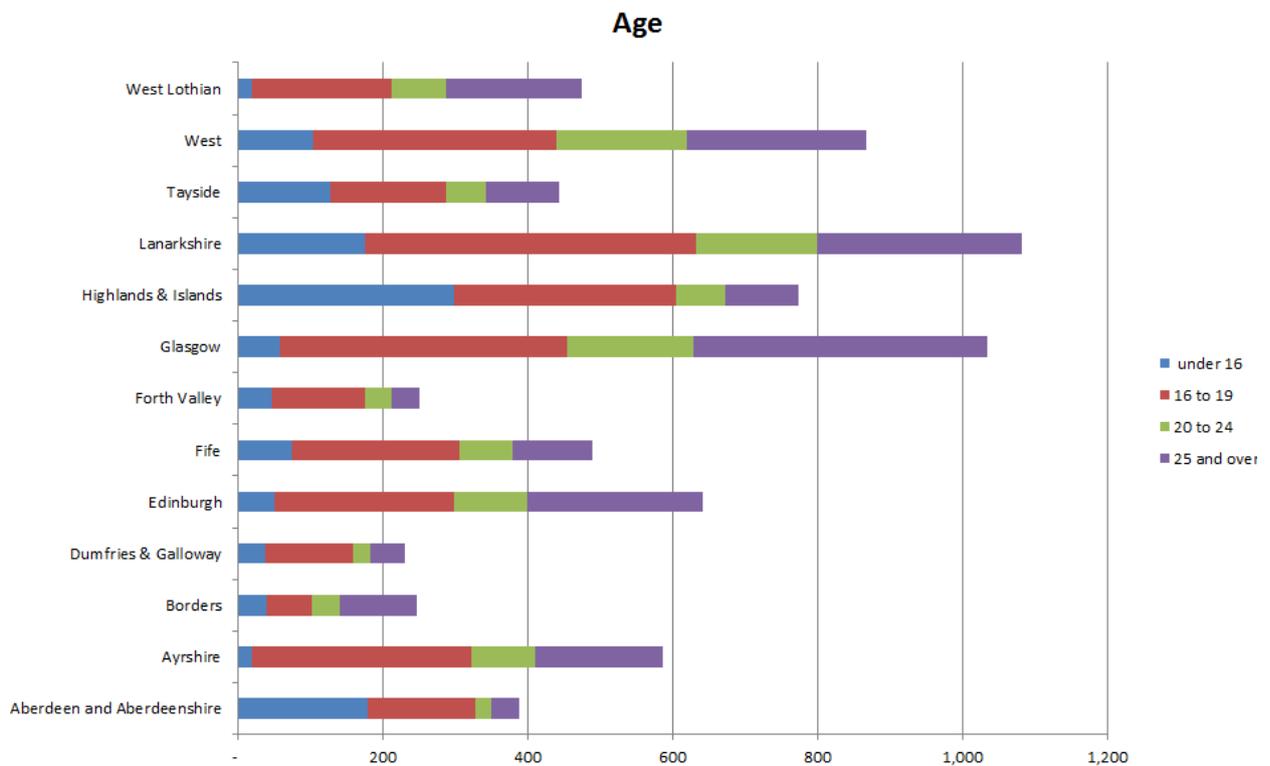
- [Men in Childcare](#) – this is currently operating in Edinburgh, New College Lanarkshire and City of Glasgow Colleges and is part funded by SG and part by the LA. It offers a free access to

HNC course to men, delivered in the college on an evening basis, with rolling intakes throughout the year and has been very popular in all areas (roughly 15-20 men per intake). Students who complete the course go into the main college cohort of HNC students.

- Perth College UHI are working with their LA to work with male sports coaches who may be interested in cross training in ELC.
- Childminders are being used to provide placements as part of a pilot at West Lothian College. [SCMA](#) are working in partnership with the college to provide placements for HNC students and also bringing in groups of children to work with NC students.
- Greater delivery of part time/evening courses has increased the level of participation from adult students, including men, in the areas which offer these courses.
- ESOL students are being targeted in some areas to undertake ELC training, this may improve BME uptake and increase diversity
- In addition to this, the numbers of high quality childminders in each region will need to grow, as for the first time they will also be delivering the free element of childcare funded by SG. Childminders are not required to undertake training such as this but the college may wish to offer additional short courses i.e. First Aid, Food Hygiene, Child nutrition etc. which may be of interest to the Childminding community.
- Several colleges are exploring how they could provide nursery facilities on campus, options include partnering with a local provider to support an existing nursery and provide placements and employment opportunities for students or operating a new on-campus nursery for the benefit of students, staff and the local community through which free funded hours could be delivered with the same benefits as above for the college. This is assuming it operates within ONS guidelines.



Enrolments by proportion of gender, by college region - 2014/15



Enrolments by age, by college region - 2014/15

Glasgow City Council Childcare Programme Board Remit

Purpose

- To support and enable the delivery of a range of childcare options in the city to meet our statutory duty and our city leadership role to support people into work, create employment opportunities and target the areas of greatest need.
- To identify further asks of government to support their ambition to more than double the number of childcare place for eligible 3-4 years by 2020.
- To enable the development of a city wide model that is focussed on services that are flexible, affordable and local and provide an appropriate level of quality.

Workstreams

Our Role in Direct Provision and Enabling

To review our direct provision, its purpose and current progress in meeting the 2015 recommendations of SREWG and taking into account the revised government targets for 2020;

- Clarifying our enabling role and how our service will have to transform as part of a mixed market.
- How we are moving from a universal service to a service for the most vulnerable
- Progress with our revised admissions policy
- Progress with introducing a tapered charging policy
- The role and future model for JBG nurseries and how this fits with the current commissioning of places
- An assessment of the current and future funding available to the city and how to use that funding to enable a mixed market model.

Enable a more Mixed Market

- Demonstrate the viability and sustainability of a local hub model in each of the three community planning areas based on the principles of social enterprise and co-operatives
- Have a proof of concept model for one area ready for go live in February 2017
- Consider how to further support the growth in child-minders and the logistics of linking them to local hubs
- Test parental demand and the impact on the current market
- Scope how to resource a business advice service for the childcare sector, including the use or development of a GFIS type model for business, the types of advice and support that we and other providers can offer

Initial Data Required:

- The current provision and capacity of pre-school and after school care services by public, private and third sector providers and child-minders, mapped by geographic location.
- The current and projected demand for pre-school and after school care services mapped by geographic location.
- An assessment of the current and future met and unmet demand by comparing the data and mapping exercises.

Job Creation and Skills

Provide an assessment of the workforce required to resource the Glasgow childcare market

Liaise with the college sector on the skills and training required and how to ensure we have a suitable and sustainable city workforce

Prove a realistic assessment of the timeline to have the workforce in place against the target of 2020

Data Required

- The number of skilled staff in the council and in childcare in the city
- The required number to meet the government's commitment in 2020
- The number of qualified childcare workers completing qualifications each year
- The gap and how to address that gap

Innovation and Engagement

Engage and take evidence from parents and carers, current and potential future providers, the business sector and staff to test the approach and demand.

Review and horizon scan of innovative models of delivery and current developments elsewhere (in comparable core cities).

Use the tontine model to test innovation and options for accelerating a sustainable model in the city which can be developed over the next 3-4 years, taking account of the public sector financial challenges ahead.

Governance and Timescales

Progress Report in December and a proof of concept launched in February 2017.

Programme Board

Chair Annemarie O Donnell

- Education
- DRS
- JBG
- College Regional Board
- Glasgow Life.

The board will take evidence from a number of bodies and ask for their support in further engagement with their stakeholders, for example the chamber of commerce and the Scottish Child-minders' Association.

Glasgow City Council Childcare Programme Board Briefing

Inclusive Economic Growth - Childcare

Report by the Chief Executive

Current Responsibility

The Council has a statutory duty under the Children and Young People's Scotland Act 2014 to *secure* delivery of a minimum of 600 hours per year of funded early learning and childcare for all 3 and 4 year olds and some vulnerable 2 year olds. The Council has no statutory duty to provide after-school care for children over 5 and there is no national funding for this provision; however, Glasgow does provide some support through the Integrated Grant Fund (IGF).

New Responsibility

The Scottish Government is committed to expanding Early Learning and Childcare (ELC) funded provision from 600 hours to 1140 hours for eligible 3-5 year olds by 2020.

What the Council Provides

Glasgow is the single biggest provider of ELC in Scotland. It operates 112 nurseries, providing places for around 11,000 children. The level of service varies from part time classes for 3-5 year olds to a full time all year wrap around service for some 0-5 year olds.

Jobs and Business Glasgow run 6 nurseries providing 281 places in the city. Education Services purchases some places from Jobs and Business Glasgow nurseries.

The Council also purchases over 3,000 places from 98 partnership nurseries in the private and voluntary sector.

The Council supports after-school care by funding groups through the IGF (£465,581). There are 103 groups providing after-school care in the city and about 70% of them operate from our schools at a reduced let rate.

What Childcare Costs

In 2015 Children in Scotland assisted the council with a review of our approach. At that time it considered the council's charges affordable compared to other providers and neighbouring authorities. The council charges £62 per place for 25 hours. This compares with the private sector at £123 per place for 25 hours. Voluntary sector charges are on average £65 per place for 25 hours. A childminder charges on average £6 per hour and an after-school £15 per hour.

What Parents and Carers Want

In 2015, Children in Scotland helped the council conduct an extensive parent survey and 1,200 parents responded. The vast majority (84%) of respondents indicated that they used childcare because they worked and that their biggest concerns were affordability and flexibility of available services. Glasgow's more vulnerable families were under-represented in the survey. The majority of respondents lived within low rated SIMD areas and 13% of the respondents travelled from neighbouring authorities to work in Glasgow.

The Challenge

- The council alone cannot meet the requirement of the Scottish Government's enhanced commitment to extend ELC to 1140 hours for 3-5 year olds by 2020.
- The flexible services that parents and carers want across the working day for children 0-5 years and 5 plus years are patchy across the city. From an analysis of 21 of our wards in 2015, only 6 of them have medium to good capacity for full time wrap around nursery care. A further 8 have limited capacity and 7 wards have very poor or poor capacity.
- The council is not funded to provide after-school care and so does not provide it.
- Childcare generally is regarded as expensive and a route to in work poverty. Parents in Glasgow can spend on average £6,517 per year for a place (almost 25% of their earnings). In other countries childcare averages just 12% of earnings.
- There are 189 registered childminders in Glasgow who care for 1068 children. Glasgow has seen a growth in childminders but it is an under developed area.

The city will need more mixed provision by the private and third sector to meet the doubling of national entitlement for early years and to meet parents and carers demands for nursery and afterschool care that is flexible, affordable, local and fits the working day.

Council Approach to Meeting the Challenge

The council has been working to meet these challenges in line with earlier discussions agreed an approach based on:

Action	Progress
Our directly provided services will be targeted to very vulnerable children and those families in work poverty and is not a universal service	Ongoing to meet the enhanced national offer
Revising the admissions policy to support this approach	Application form improved and processes streamlined in discussion with parent focus groups. Work on admissions policy ongoing
Introducing a charging policy based on the market rate tapered on the ability to pay.	Improvements to the billing and charging calculations and process to make it more easily understood. Further work planned.

Providing assistance to families to identify childcare places in their area through a Council run advisory service.	The Glasgow Family Information Service (GFIS) established and well used
Growing a more mixed market with the emphasis on social enterprises and childminders.	Progress with established social enterprises (see below) and ongoing.

Social Enterprise Case study

Indigo is a charitable group providing childcare services in Glasgow. It was formed in 2007 from merging three smaller childcare organisations in Castlemilk. Since then it has transformed from a grant dependent organisation to a successful social enterprise generating over 70% of its income from fees. The council provides some grant funding to the organisation but the majority of its funding comes from fees paid by parents for nursery care, afterschool care and youth services. It has a three year plan to reduce its grant dependency further. The council also supports the organisation by providing access to accommodation, support for quality learning and teaching.

Indigo services are located in 3 primary schools in Castlemilk with separate nursery and youth facilities in the same area. When the Garrowhill Primary new build opened in January 2015, it included an early years' facility. Rather than staff and operate by conventional GCC means, the opportunity was taken to pilot the delivery aspect using a social enterprise model in partnership with Indigo. Indigo have provided an extended early learning and childcare service in the early years wing of the primary since October 2015.

The partnership has been viewed positively both from a GCC and Indigo perspective with the following emerging outcomes:

- Quality early learning and childcare capacity has been increased in the local area
- Extended day has been accommodated in response to demand
- The service links well with the school and work is progressing on transitions from early years into primary and development of the curriculum
- Commissioned places include provision for vulnerable families and delivery is not solely commercially focussed
- The level of council funding has been less than originally forecast, with the facility on target to sustainable provision within its first two years of operation.

Proposals

The Council needs to support the acceleration of a more mixed market in Glasgow to meet parental demand for childcare and the enhanced commitment by the Scottish Government to extend ELC hours. It is proposed that we:

- Have a fundamental review of the Council's direct provision of ELC, to confirm its purpose and how we can expand our enabling role.
- Examine how we accelerate a more mixed market approach through supporting growth in social enterprises and childminders by providing business advice, capacity building, and support with finding property to people interested in establishing a childcare business or becoming a childminder.
- Support and enable social enterprises and businesses to work towards a co-operative model linking up their nursery, afterschool services, and childminders through local hubs perhaps by expanding the existing GFIS service or through a similar service for business.
- Model how local hubs would work in the three community planning areas given they are all at different stages of development and capacity.
- Involve trusted local and national bodies in the model to provide further advice and expertise to new and emerging social enterprises and childminders, for example, the Scottish Childminding Association and Community Enterprise in Scotland.
- Use the Tontine civic innovation approach to bring the council, business, the third sector and users together to develop the model and related solutions.
- Test the model for sustainability, parental demand, procurement issues and impact on established childcare businesses (displacement); and
- Establish a Programme Board to ensure a co-ordinated approach to the provision of the Council's response to statutory childcare provision in the city and support the growth of a mixed market.

Timescale

If the approach is agreed, the Programme Board provide a progress report in December 2016 and put in place a proof of concept model in a local area by March 2017