## **BRIDGEND COUNTY BOROUGH COUNCIL**

### REPORT TO CABINET

#### 19 OCTOBER 2021

# REPORT OF THE CORPORATE DIRECTOR OF EDUCATION AND FAMILY SUPPORT UPDATE ONTHE EARLY CHILDHOOD EDUCATION AND CARE (ECEC) PILOT

## 1. Purpose of report

- 1.1 The purpose of this report is to provide an update regarding the proposed Early Childhood Education and Care (ECEC) pilot.
- 2. Connection to corporate well-being objectives/other corporate priorities
- 2.1 This report assists in the achievement of the following corporate well-being objective/objectives under the **Well-being of Future Generations (Wales)**Act 2015
  - Supporting a successful sustainable economy taking steps to make the county borough a great place to do business, for people to live, work, study and visit, and to ensure that our schools are focussed on raising the skills, qualifications and ambitions for all people in the county borough.
  - Helping people and communities to be more healthy and resilient taking steps to reduce or prevent people from becoming vulnerable or dependent on the Council and its services. Supporting individuals and communities to build resilience, and enable them to develop solutions to have active, healthy and independent lives.
  - Smarter use of resources ensure that all resources (financial, physical, ecological, human and technological) are used as effectively and efficiently as possible and support the creation of resources throughout the community that can help to deliver the Council's well-being objectives.

## 3. Background

- 3.1 At its meeting on 25 February 2020, Cabinet agreed that the local authority would work alongside Welsh Government towards piloting the ECEC initiative in 2021-2022.
- The following options were presented to Cabinet at its meeting on 25 February 2020 with **Option 2** approved.

Option 1 'Do nothing'	The local authority <b>does not</b> progress the proposed pilot.
Option 2	The local authority provides 30 hours of provision to <b>all</b> parents of <b>all</b> 3

'All for all parents'	and 4 year-olds at <b>any</b> setting from the <b>term</b> after a child's <b>3</b> <sup>rd</sup> <b>birthday</b> for 48 weeks (ie 39 weeks term-time provision and 9 weeks of school holiday provision).  The funding available from Welsh Government to support this option would be up to £3.5m per year.					
Option 3  'All for working parents only'	The local authority provides 30 hours of provision to <a href="www.working">working</a> parents of all 3 and 4 year-olds at any setting from the term after the child's 3 <sup>rd</sup> birthday for 48 weeks (ie 39 weeks term-time provision and 9 weeks of school holiday provision).  The funding available from Welsh Government to support this option would be up to £3.5m per year.					
Option 4  One year scoping exercise	There is a fourth option open to Cabinet should they feel more time is needed to consider how the ECEC pilot would work in practice.  The pilot could be delivered over a longer timescale, with the first year focusing more on scoping the pilot and working with settings to understand the implications on the ground.  The specific parameters of this approach would need to be determined, but the available funding would not exceed £1m in Year 1.					

- 3.3 It was agreed that the local authority would test a number of ECEC elements and the pilot was planned to take a staged approach to implementation. Some fundamental ECEC elements were to be tested in the first year and those would be built on in following years by the testing of additional elements where possible.
- 3.4 In summary, the overarching parameters of the pilot were identified as:
  - Welsh Government provided Bridgend County Borough Council (BCBC) with funding for the ECEC pilot.
  - Bridgend to continue to commit to provide 30 hours education provision for 'rising 4s'.
  - Within the pilot, an incremental number of settings who expressed an interest to pilot, both schools and childcare sector, would have been supported to deliver 30 hours of ECEC provision including holiday provision.
  - Working parents were to be no worse off in Bridgend than in other local authorities (ie working parents will be able to access the Childcare Offer for Wales hours during terms where part-time Foundation Phase Nursery provision would be available, alongside holiday childcare provision).
  - Within the ECEC pilot areas, all parents were to be able to access ECEC and therefore holiday provision.

- Evaluation and monitoring activity was to run alongside the pilot.
- 3.5 As part of the development activity, the local authority appointed an ECEC Manager in November 2020 (on an agency basis due to time limited funding) to lead this work, under the oversight of the Early Years and Childcare Manager.
- 3.6 The ECEC Manager has, during the pilot project, established a number of focus groups and working parties to engage with key stakeholders across the maintained and non-maintained early years' sector, including national umbrella organisations.
- 3.7 Headteachers, early years leads, childcare setting owners and managers and advisors from umbrella groups have met to discuss the impact, consequences and steps required to move the proposed pilot forwards. Stakeholders from the full range of potential partners were invited to collaborate with this development work, including Care Inspectorate Wales, Estyn, colleagues from Central South Consortium, and early years' leads in other councils. The learning from these groups has been significant and Welsh Government colleagues have offered their thanks to all those who have contributed to this research.
- 3.8 The pilot aimed ultimately to focus on the removal of barriers that exist between education and care, in order to ensure that any setting, whether a school or private/voluntary childcare, could offer ECEC provision. The universal funding for ECEC was agreed at the same rate as the Childcare Offer for Wales. A development plan included working towards proposed criteria for participation, detailed scoping exercises, designed delivery models, and development of a system for ECEC delivery. Five delivery models were proposed outlining where it was possible to pilot an ECEC approach in Bridgend (see Appendix B).
- 3.9 This work around the development of the pilot to date has been complex and detailed. Scoping the project raised a number of benefits and barriers to the implementation of delivery. Both Bridgend and Welsh Government now have a more evidenced-based and strategic understanding of the complex infrastructure changes that would need to take place for any future effective pilot.
- 3.10 Potential barriers to delivery were significant. Implications include the absence of a joint inspection framework between Estyn and Care Inspectorate Wales which would include the maintained nursery sector and childminders. This situation indicates that only the funded non-maintained sector would be able to offer ECEC without national changes to inspection processes.
- 3.11 The most crucial findings were around the lack of appropriate and available space within school sites available to develop ECEC childcare which would comply with meeting the National Minimum Standards set out by Care Inspectorate Wales.
- 3.12 Implications for the pilot have been identified, including the absence of a joint inspection framework which would include the maintained nursery sector and childminders.
- 3.13 Furthermore, fundamental concepts that would need significant development to support the proposed pilot were identified. These included the lack of acknowledged capital funding within the ECEC allocation, making it difficult for schools to adapt accommodation to meet the National Minimum Standards and for the non-

maintained sector to expand their premises to accommodate larger numbers of children.

- 3.14 Welsh Government's lack of a current plan for the delivery of parity between the maintained and non-maintained sectors regarding free school meals and school transport for eligible nursery-aged children receiving their education entitlement in the non-maintained sector was also a factor that became significant during the investigations.
- 3.15 The need to develop a coherent national plan and secure funding to enable parity between the maintained and non-maintained sectors for school transport would need to be in place for children receiving their education entitlement who have additional learning needs, disabilities or those travelling to specific Welsh-medium provision was also identified.
- 3.16 The school admissions process for non-statutory aged children was also investigated suggesting the need to clarify whether schools would manage their own admissions to ECEC provision, as the funded non-maintained sector currently do.
- 3.17 The barriers identified highlight the considerable challenges in achieving parity between the non-maintained and maintained sectors at a legislative level to develop real choice for parents of three and four-year-old children.
- 3.18 Some of the barriers highlighted are long term and embedded in regulation and legislation. Given that these are national level issues which cannot be resolved at the local level, the solutions therefore need to be explored and identified at a national level by Welsh Government, before any future delivery of ECEC provision can commence.
- 3.19 In addition, it became clear that ECEC places could impact on each school's pupil admission number (PAN), where if numbers of children in a maintained ECEC nursery provision exceeded the school's PAN for numbers of statutory school-aged children, there could be significant numbers of children effectively 'turned away' from moving up into the reception class, causing the risk of potential additional transitions at a young age.
- 3.20 The challenge of differing staff qualifications in the maintained and non-maintained sector were acknowledged as considerable challenges in achieving parity between the non-maintained and maintained sectors, when developing provision in both sectors in order to offer real choice for parents of three and four-year-old children.

## 4. Current situation/proposal

- 4.1 Welsh Government remain committed to a ten-year transformation programme to develop the philosophy of ECEC. However, since the election in May 2021, the priorities for Welsh Government have refocussed in response to the pandemic and planned recovery programme.
- 4.2 At this time, with the complexities and national implications for delivery of ECEC that have been identified during the scoping process, Welsh Government has advised the local authority that the ECEC pilot will be discontinued. Colleagues

from Welsh Government have stated their thanks to the local authority for the significant learning to date and advised that the knowledge around any future development of ECEC will benefit significantly from the work undertaken.

- 4.3 Although Welsh Government has advised that the pilot is to be discontinued, they have confirmed that funding to support the administration of the ECEC pilot remains in place for the financial year 2021-2022. This agreement is in place to support an appropriate and planned exit strategy, alongside a thorough evaluation of the work to date.
- 4.4 It is essential that the local authority agrees appropriate steps towards the closing of the pilot with Welsh Government colleagues, and the partnership work to deliver this continues. The detailed development/business plan had set out scheduled progress with identified resource recognised, to support and achieve the agreed timescales and targets. The early years' team and strategic officers in the local authority waited a significant time for a response to the proposals designed from Welsh Government following the May 2021 elections. It is important that time now be set aside to ensure a safe and strategic end to the pilot is achieved.
- 4.5 While the decision made by Welsh Government means the end of the pilot, some investigations and scoping work will continue this financial year to capture and clarify the issues and barriers and indeed propose potential solutions. Welsh Government has advised that it is paramount that they continue to develop further the understanding of the issues identified by Bridgend in order to more fully and appropriately develop any further ECEC approach in Wales.
- 4.6 The service continues to meet with Welsh Government colleagues to collate the information and evidence highlighted during the scoping period. The ECEC Manager will remain in post in order to fully complete a post-pilot evaluation report.
- 4.7 An effective communication plan has once again been devised to ensure all the stakeholders who participated in the pilot are offered an opportunity to contribute towards the final findings of the work undertaken.
- 4.8 A timescale has been agreed with Welsh Government to ensure an effective and thorough exit strategy is developed alongside the review of the learning to date.
- 4.9 Colleagues both within Bridgend and wider will be able to review the learning and contribute to the findings of the evaluation report.
- 4.10 Activities identified as being relevant to the ongoing progression of early years services within Bridgend will be able to be categorised with many contributing to effective plans for future developments across the early years sector. The service has identified many areas for development these include:
  - Development of further effective partnership frameworks between the maintained and non-maintained sector to further enhance transition and shared pedagogy, to reflect Welsh Government's commitment to an early years quality framework.
  - Continued development around the role of Bridgend's 'Quality Matters' toolkit.

- Increased development of the work with the child-minding sector to explore opportunities for the sector to offer services as funded non-maintained providers.
- Development of enhanced opportunities for increased professional development in the childcare sector particularly linked to skills in business leadership.
- Opportunities to develop a mentorship approach across the provider sector.
- Review of childcare offer/school admissions communications to parents to support understanding a complex system.
- 4.11 While the intensity of the work has been demanding for the local authority and the services involved it is important to note that there are many benefits emerging. The local authority has gained increased intelligence across both the early years and early education sector and this will do doubt further enhance and improve the forthcoming Childcare Sufficiency Assessment and implications for school modernisation including new buildings.
- 4.12 The evaluation of the findings will provide an effective conclusion and enable those who participated to clearly learn from the findings and concepts explored during the pilot and hopefully make recommendations for future development.
- 4.13 In bringing the outcomes of the pilot together in a final report and setting out effective evaluated conclusions, Welsh Government will be able to fully understand the complexity of the proposed pilot and potential next steps clearly identified. Bridgend early years' sector will continue to benefit from the enhanced partnerships developed during the pilot and use this to continue to expand and improve the breadth of expertise available.
- 4.14 The local authority will no longer be required to develop a digital system to support the ECEC pilot and will now progress the development of Bridgend parents and practitioners migrating towards the proposed national Childcare Offer for Wales digital platform.

## 5. Effect upon policy framework and procedure rules

5.1 None arising from this report.

## 6. Equality Act 2010 implications

6.1 A full equalities impact assessment would have been completed as part of the proposed development plan.

## 7. Well-being of Future Generations (Wales) Act 2015 implications

7.1 A Well-being of Future Generations (Wales) Act 2015 assessment was completed to support the pilot and is detailed at Appendix A.

## 8. Financial implications

8.1 Welsh Government remains committed to the work within Bridgend of both the early years' service and the project board. Funding has been agreed to support related activities and administration including the development of an in-depth, post-pilot report and analysis to conclude the ECEC pilot to the sum of £200k. The service will be able to support effective actions with the wider stakeholder group to ensure all relevant learning is captured and shared with Welsh Government and stakeholders.

#### 9. Recommendation

- 9.1 Cabinet is recommended to:
  - consider this report;
  - agree that the Education and Family Support Directorate brings the work of the ECEC pilot to a close, following safe and effective actions around the proposed exit strategy and the development of a final evaluation report to be provided to Welsh Government; and
  - consider the post-pilot evaluation report and its findings when this is completed.

# Lindsay Harvey CORPORATE DIRECTOR EDUCATION AND FAMILY SUPPORT October 2021

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**Background documents:** 

## Appendix A

## WELL-BEING OF FUTURE GENERATIONS (WALES) ACT 2015 ASSESSMENT

Section 1	Complete the table below to assess how well you have applied the 5 ways of working.					
Cong-term  (The importance of balancing short term needs with the need to safeguard the ability to also meet long term needs)	1. How does your project / activity balance short-term need with the long-term and planning for the future?					
	The proposed pilot of ECEC will meet both short-term and long term needs of children and their families accessing the early years' education, while the long-term strategic implications intend to support families out of poverty and offer children the opportunity to access high quality education. In addition, childcare providers will benefit from this scheme on a long-term basis as the potential increased flexibility or potential additional numbers of children accessing provision, dependent on the option selected, will support sustainability within the sector.					
	Sustainable childcare, along with developing new childcare places to meet the commitments of the Childcare Offer for Wales aspect of the ECEC system, will, in the long term, help the local authority with its statutory duty of providing sufficient childcare across the county borough for working parents and those parents training with the intention of returning to work.					
Prevention (How acting to	2. How does your project / activity put resources into preventing problems occurring or getting worse?					
prevent problems occurring or getting worse may help public bodies meet their objectives)	The delivery of the proposed pilot of ECEC, will contribute towards support and continued development of childcare in the county borough and support the local authority in meeting its statutory duty of providing sufficient childcare for working parents.					
	The ECEC pilot scheme will also support the focus on the development of Welsh-medium places which will offer more choice to parents wishing to access Welsh-medium provision.					
Integration	3. How does your project / activity deliver economic, social, environmental & cultural outcomes					

(Considering how the public body's well-being objectives may impact upon each of the wellbeing goals, on their objectives, or on the objectives of other public bodies)

## together?

### **Economic**

The pilot of ECEC system with the integral Childcare Offer for Wales support for working parents focuses on encouraging parents back into work, therefore potentially reducing the numbers of children in poverty.

## Social

The proposed pilot of ECEC will provide children the opportunity to access education provision across a range of settings. This universal early years' provision will offer children social environments. Working families who struggle to meet the costs of children during school holiday periods will continue to benefit with children supported by high quality provision, offering parents the opportunity to thrive in employment.

#### **Environmental**

Offering education provision locally, or close to a workplace, will help support the environment by reducing the carbon footprint of families travelling additional miles to a childcare provision. The focus of the local authority is to try and secure such childcare for every eligible family in the county who are seeking it. However, it is acknowledged that many families will need to access provision in other geographical areas.

## Cultural

The pilot of the ECEC system will continue the focus on ensuring sufficient education and childcare places for those who wish to access provision in the medium of Welsh.

## Collaboration

(Acting in collaboration with any other person (or different parts of the body itself) that could help the

## 4. How does your project / activity involve working together with partners (internal and external) to deliver well-being objectives?

The planning phase of the ECEC pilot is supported by a project board. Stakeholders, both internal and external, are able to contribute to advising Bridgend County Borough Council.

The childcare team works effectively with external partners, particularly the childcare umbrella organisations,

body meet its well- being objectives)	and this will continue to be built upon during the implementation of the proposed pilot ECEC system.
Involvement	5. How does your project / activity involve stakeholders with an interest in achieving the well-being goals? How do those stakeholders reflect the diversity of the area?
(The importance of	
involving people with an interest in achieving the well-	The stakeholders involved in the project board includes childcare providers and organisations, including those who support families with children who have additional learning needs, and Welsh language organisations.
being goals, and ensuring that those people reflect the diversity of the area which the body serves)	Wellbeing of the target audience/users is a strong focus, where the education and care of the child is of the utmost importance to the local authority. However, it remains the choice of the parents as to what part of the proposed pilot ECEC system they access, where and when. The well-being of the parents is also a focus of this scheme, ensuring that childcare costs are not a barrier to accessing work or training.

	roject / activity will result in multiple benefi g goals (use Appendix 1 to help you).	its for our communities and contribute
Description of the Well-being goals	How will your project / activity deliver benefits to our communities under the national well-being goals?	Is there any way to maximise the benefits or minimise any negative impacts to our communities (and the contribution to the national well-being goals)?
A prosperous Wales An innovative, productive and low carbon society which recognises the limits of the global environment and therefore uses resources efficiently and proportionately (including acting on climate change); and which develops a skilled and well-educated population in an economy which generates wealth and provides employment opportunities, allowing people to take advantage of the wealth generated through securing decent work.	The pilot ECEC will support children's early years' experience of both education and childcare alongside parents in employment and those wishing to return to employment to meet the costs of childcare, which can often be seen as a barrier.  It is hoped that more flexible education and funding for holiday childcare will remove barriers and continue to allow parents to take advantage of the additional financial benefit and/or return to work.	The engagement and promotion of the pilot ECEC system will be vital to ensure all parents are aware of this more flexible approach and where parents in the ECEC pilot areas who are eligible for funded childcare in the holiday periods feel able to access the support, if they so wish.
A resilient Wales A nation which maintains and enhances a biodiverse natural environment with healthy functioning ecosystems that support social, economic and ecological resilience and the capacity to adapt to change (for example climate change).	Children and families benefiting from the pilot ECEC system will be well placed to support this wellbeing goal based on the activities delivered by the range of educare providers.	Promotion of the pilot ECEC system across the County borough will assist in maximizing the benefits of the natural environment based on the activities delivered by education and childcare providers.
A healthier Wales A society in which people's physical and mental well-being is maximised and in which choices and behaviours that benefit future health are understood.	Parents in the identified pilot ECEC areas will receive financial support for childcare costs to offer to reduce or remove the financial barriers to returning to work can, in many cases, benefit the health and well-being of the household, both mentally and	The engagement and promotion of the pilot ECEC approach will be vital to ensure those parents who are eligible are accessing the support, if they so wish.  Evaluation of the scheme will be

A more equal Wales A society that enables people to fulfil their potential no matter what their background or circumstances (including their socio economic background and circumstances).	Uptake of early years' education in Bridgend is highly effective. This pilot of ECEC will potentially enhance provision which could enable children to discover environments that they have not had experience of before, broadening their horizons and benefitting their well-being.  The pilot ECEC universal scheme will become incrementally available and support all parents. The background of families is not relevant to eligibility the ECEC pilot.  The ECEC pilot will incrementally allow all parents both working and those not in work to meet their potential by removing the financial constraints of holiday childcare whilst at work, empowering them to remain in, extend or return to the workplace.	undertaken by both Bridgend County Borough Council officers and Welsh Government officials to measure the impact that this has had on families.  With the ECEC pilot designed to become incrementally universal Bridgend will move away from the current position where only children who are in a household of working parent(s) are able to access the funded school holiday provision within the Childcare Offer. (In household consisting of two parents, both must work. If the household consists of a single parent, they must be in work.)  There are however currently other grants managed by the local authority's childcare team that could be considered for support of children during this interim period for ineligible families to access childcare, minimising any negative impact this may have on certain families and/or communities.
A Wales of cohesive communities Attractive, viable, safe and well- connected communities.	Early years' provision and education is often at the centre of a community, particularly if it is attached, or in close vicinity to, a school building. Communities with a range of schools and childcare provisions are often thriving and further	Sufficient childcare is a statutory duty of the local authority. The local authority ensures this duty is met by focusing childcare development in areas of need and identified in the Childcare Sufficiency Assessment (CSA). The Childcare Team

	educare development will be a focus of the designed ECEC pilot system.	is well established and has staff with experience and expertise in this area, allowing the required development to be supported effectively.
A Wales of vibrant culture and thriving Welsh language A society that promotes and protects culture, heritage and the Welsh language, and which encourages people to participate in the arts, and sports and recreation.	The pilot ECEC supports greater flexibility for parents who wish to access provision in the medium of Welsh. It is a priority of the Childcare Team on behalf of BCBC to ensure that enough places are secured to meet this demand. This includes the development of four Welsh-medium childcare provisions strategically placed across the county. These developments will ensure that parents will be able to access the childcare in the Welsh language and encourage parents who have not yet made a decision to consider Welsh-medium provision.	Promotion and engagement is underway regarding the Cymraeg 2050 capital programme, ensuring that communities have an input into the additional services on offer in the Welsh language.
A globally responsible Wales A nation which, when doing anything to improve the economic, social, environmental and cultural well-being of Wales, takes account of whether doing such a thing may make a positive contribution to global well-being.	This scheme will offer positive outcomes to the people of Bridgend and Wales. Having a thriving, successful and resourceful Bridgend and Wales will make a positive contribution to global well-being.	Promotion and maximising take-up of the education and childcare will improve economic social environmental and cultural well-being.

## Section 3 Will your project / activity affect people or groups of people with protected characteristics? Explain what will be done to maximise any positive impacts or minimise any negative impacts

Protected characteristics	Will your project / activity have any positive impacts on those with a protected characteristic?	Will your project / activity have any negative impacts on those with a protected characteristic?	Is there any way to maximise any positive impacts or minimise any negative impacts?
Age:	Yes	No	
Gender reassignment:	No	No	
Marriage or civil partnership:	No	No	
Pregnancy or maternity:	No	No	
Race:	No	No	
Religion or Belief:	No	No	
Race:	No	No	
Sex:	No	No	
Welsh Language:	Yes	No	

Section 4		Identify decision meeting for Project/activity e.g. Cabinet, Council or delegated decision taken by Executive Members and/or Chief Officers				
Cabinet						
Compiling Officers Name:		Mark Lewis				
Compiling Officers Job Title:		Group Manager –Family Support				
Date completed:		March 2021				

## Early Childhood Education Care Workshop Options 21 January 2020

Option	Who is it for?	Which provision could parents choose from?	What would it cover?	What would it cost?	What are the potential benefits?	What are the potential risks?
Option 1 'Do nothing'	Status quo					
Option 2  'All for all parents'  30 hours to all parents of 3 and 4 year olds at any setting from term after their 3rd birthday for 48 weeks	All parents  - working and non- working	Any provision – non-maintained or schools for both 3 and 4 year olds	Term time and holiday provision	% take up ceiling where the pilot becomes unaffordable would be 65% - 70% excluding additional ALN costs.	<ul> <li>Simple to communicate</li> <li>Gives parents more choice</li> <li>Provider neutral</li> <li>Easier to administer</li> <li>No children miss out.</li> <li>Gives parity of access to all</li> <li>Additional value to current offer is clear to WG</li> <li>Delivers quickly on ECEC vision</li> </ul>	<ul> <li>Is it affordable?</li> <li>Cost pressures around take up/ALN/other (eg free school meals and transport)</li> <li>Creates expectations for parents that are difficult to step away from</li> <li>Capacity to deliver new places in non-maintained and schools limited</li> <li>Schools may lose out if can't offer childcare</li> </ul>
Option 3  'All for	Working parents only –	Any provision – non-maintained or schools for	Term time and holiday provision	Minimal financial risk to BCBC as the £3.5m should	<ul><li>Provides savings on current offer</li><li>Fits with focus of current</li></ul>	Less generous than current Bridgend offer for non-working parents

working parents only'  30 hours to working parents of all 3 and 4 year olds at any setting from term after their third birthday for 48 weeks	same criteria as current childcare offer	both 3 and 4- year-olds		cover the additional costs.	•	childcare offer Gives parents more choice Provider neutral Potential to change make up of provision – non-maintained start to offer early ed and schools start to offer childcare Provides a step towards ECEC	<ul> <li>Non-working parents lose access to free school nursery provision</li> <li>Parental choice may result in some providers losing children</li> <li>Less children benefitting from early education</li> </ul>
Option 4 One year scoping exercise	Welsh Government officials have indicated that the pilot could be delivered over a longer timescale, with the first year focusing more on scoping the pilot and working with settings to understand the implications on the ground.  Additional funding would be provided towards the staffing and engagement costs associated with this, though this would be lower than £3.5m. The specific parameters of this approach would need to be determined, but the available funding would not exceed £1m.						