



**SERVICE DEVELOPMENT
AND
IMPLEMENTATION PLAN 2016 – 2020

1140 HOURS EXPANSION
OF
EARLY LEARNING AND CHILDCARE**

CONFIDENTIAL DRAFT SUBJECT TO COUNCIL APPROVAL

CONTENTS

1. CONTEXT
 - 1.1. Executive Summary
 - 1.2. Introduction
 - 1.2.1. Principles of Expansion
 - 1.3. Strategic Approach
 - 1.4. Ensuring delivery of the Plan
 - 1.5. Background
2. CURRENT POSITION
 - 2.1. Summary of Current Service Delivery – Key Data
 - 2.2. Supply
 - 2.3. Demand
 - 2.4. Projected Demand
 - 2.5. Parent and Community Consultation
 - 2.6. Quality
3. FUTURE POSITION
 - 3.1. Principles Guiding Future Provision
 - 3.2. Approach to Phasing
4. WORKFORCE PLANNING AND DEVELOPMENT
5. CAPITAL
6. IMPLEMENTATION PLAN – Outline considerations
 - 6.1. Quality
 - 6.2. Phasing and Prioritisation
 - 6.3. Community Engagement
 - 6.4. Workforce Plan
 - 6.5. Funded Providers
 - 6.6. Infrastructure Requirements – Physical Estate Plan
 - 6.7. Planning Assumptions
 - 6.8. Finance
 - 6.9. Project Management

1. Context

1.1. Executive Summary

The Scottish Government has committed to expanding the provision of funded early learning and childcare (ELC) from 600 hours to 1140 hours by 2020. Any expansion is to prioritise a high quality experience for the child, recognising the significant contribution that universally accessible ELC can make to a child's development, to closing the attainment gap and to supporting families with childcare, employment, training and learning opportunities.

The Council's vision locally is underpinned by providing a transformational forward-thinking ELC service model with a clear focus on quality and offering parental choice, flexibility and affordability with the local authority as the primary guarantor of quality and the key enabler to ensuring this.

Following Scottish Government guidance, our approach is Provider Neutral with Funding Following the Child prioritising settings that are best placed to deliver quality outcomes for children and supporting the Council's ambition to close the attainment gap, regardless of whether the ELC services are provided by the public, private, or third sectors. Parents will be able to choose the setting they wish their child to access their funded hours from those who have Funded Provider Status and who can deliver the type of extended hours pattern the parent is seeking.

The Service Development Plan (SDP) builds upon the recommendations in a previous report submitted and approved by Council on 21 March 2017 setting a strategic approach, associated development and option appraisal to better inform future recommendations for delivery and implementation planning.

1.2 Introduction

Scottish Borders Council, in conjunction with a range of partners, is fully involved in the planning of 1140 hours expansion. The focus will be the strategic development of local authority, private and voluntary and childminder ELC provision taking into account the geography and rural nature of the Borders and the local demographics and provision.

From the community consultation and engagement (completed in August 2017) it is evident that a mixed model of provision offering flexible options to suit the needs of both working and non-working parents is required. This approach will offer sufficient choice, accessibility and affordability enabling parents to take up as many or as few of the funded hours as they wish.

For funded group providers in the private and voluntary sector there is a willingness to engage and deliver the 1140 expansion of hours provided this is both practical and sustainable. A significant number of Childminders have expressed an interest in being part of delivery models to deliver funded hours for three and four year olds. Scottish Borders Council is committed to the principle of provider neutral but this will need to be delivered within a best value approach.

In addition to the increased hours entitlement Scottish Government will also increase the entitlement to free school meals for all ELC children. This was part of the Phase 1 trial and is being continued within Phase 2 schools.

As a local authority we need to ensure approximately 2500 ELC places for eligible 2, 3 and 4 year old children in any one year; it is apparent that parents are seeking a mix of local authority, private and voluntary provision and childminders offering single and blended models of quality flexible ELC. This means that strong partnership working and planning

with private and voluntary providers and childminders to procure funded places will be key to the success of fulfilling parental choice.

1.21 Principles of Expansion

Quality – remains at the heart of ELC provision. The expansion will ensure a high quality experience for all children, which complements other early years and educational activity to close the attainment gap, and recognises the value of those we entrust to give our children the best start in life.

Flexibility - the expansion will support more parents and carers in work, training or study, through greater choice of provider and patterns of provision that are better aligned with working patterns whilst delivering this in a way that ensures a high quality experience for the child.

Accessibility - capacity is sufficient and is as conveniently geographically located as possible – particularly in areas of higher deprivation and in rural communities – to support families and enable parents and carers to work, train and study.

Affordability - the expansion will increase access to affordable ELC which will help to reduce barriers to participating in the labour market which parents and carers face.

1.3 Strategic Approach

This is underpinned by both national and local principles and priorities to ensure we deliver:

- (a) Improved outcomes for all children, especially those who will benefit most.
- (b) Support the wider programme of work to close the attainment gap as set out in Delivering Excellence and Equity in Scottish Education: A Delivery Plan for Scotland.
- (c) Increased flexibility of provision to support parents to work, train or study, especially those who need routes into sustainable employment.
- (d) High quality ELC learning environments which contribute to closing the attainment gap.
- (e) A key contribution to the Council's ambition to reduce child poverty.
- (f) An ELC estate best placed to deliver across Scottish Borders Council's statutory duties.
- (g) A future-proofed ELC estate which is both sustainable and flexible in meeting current and future needs.
- (h) Affordable and accessible services within the capacity of the estate.
- (i) A scaling up of the ELC workforce with a focus on creating Modern Apprenticeships and through supporting people transitioning into the ELC workforce across all providers.

The Council's Vision: As a council we seek the best quality of life for all the people in the Scottish Borders, prosperity for our businesses and good health and resilience for all our communities

The Council's standards

- Putting our customers and staff at the heart of what we do
- Being fair, equal and open
- Continually improving our services
- Working with partners and stakeholders
- Delivering value for money in the use of our resources

The priorities driving the Council's business are set out in 'Connected Borders 2017-2022':

CONNECTED COMMUNITIES: Improved physical and digital connectivity; Full support for Borders Transport corridors study; Digital connectivity; Roads

ENTERPRISING COMMUNITIES: Maximised investment; new and supported businesses; Maximise benefits of Borderlands, City Deal and SoS Enterprise Agency; New LDP to support enterprise & business
Encourage Living wage

COMMUNITIES OF BEAUTY: High quality development; high quality environment; Town centre diversification; Innovative development, affordable housing; Waste management strategy; Localities/biodiversity

COMMUNITIES OF WELLBEING : Education for everyone; focus on mental & physical health "Whole community" approach to education, Substance abuse , Town centre regen/culture, Multi-use paths
Mental health support for vulnerable young people

COMMUNITIES OF CARING: Patient pathways; Support for families and carers, Clear patient pathways, Family support services- early intervention, mentoring, early years

COMMUNITIES THAT ARE EMPOWERED: Strong community partnerships taking decisions at local level, Area partnerships, Participatory budgeting (Localities Bid Fund)

Integrated Children and Young People's Plan - Our Five Key Priorities:

1. Keeping children and young people safe
2. Promoting the health and well-being of all children and young people and reducing health inequalities
3. Improving the well-being and life chances for our most vulnerable children and young people
4. Raising attainment and achievement for all learners Increasing with a focus on closing the poverty related attainment gap
5. Increasing participation and engagement

Our approach to the ELC expansion is fundamentally Provider Neutral (prioritising settings that are best placed to deliver quality outcomes for children and supporting our ambition to close the attainment gap, regardless of whether they are provided by the public, private, or third sectors) where funding follows the child determined by parental choice.

As a local authority we are the primary guarantor of quality and the key enabler of flexibility and choice. Planning for the expansion will by necessity evolve over the coming years as local authorities respond to changes in local circumstances and changes in the way parents use services.

This is a five year (based on academic years) phased approach which started with the Scottish Government Trial as Phase 1 (2016-17) and now the current Phase 2 (2017-18). This is in our areas of highest deprivation identified with consideration of the Scottish Index

of Multiple Deprivation to ensure that communities where there are families who stand to benefit most from the expansion benefit first.

Phases 3-5 will be based upon results and outcomes from ongoing and regular consultation and stakeholder engagement activities which will

- explore what parents want - delivery will be led by parental choice and best value
- explore fully what the local authority, partner providers and future providers can deliver (ensure we are using all our assets) linked to parent choice and best value
- identify any specific challenges that will need national support and guidance
- engage with HR colleagues, the local authority workforce and their representative bodies to identify any changes, challenges and opportunities which may be required to deliver the expansion of hours

1.4 Ensuring Delivery of the Plan

The Council is responsible for the delivery of the expansion plan and will take actions to increase awareness and understanding of the benefit high quality ELC offers in early childhood as well as raising the profile of ELC services. Alongside this all providers must collaborate and plan effectively ensuring recognition by all providers of the needs of parents/carers and the fundamental importance of ensuring this is central to all aspects of service planning.

Through the formation of a Service Delivery Board the Council will ensure key partners and stakeholders work together to enable the delivery of the 1140 hours expansion. The priorities of this Service Delivery Plan and those of the associated Implementation Plan will be subject to the board's scrutiny to ensure the focus of improved outcomes for children and families are realised through high quality ELC provision.

The Service Delivery Group will provide a forum for partners to be represented in the preparation and planning of the expansion; the group's work will be directed by the Service Delivery Board.

The effective use of relevant data and analysis, take up trends and stakeholder input are key elements which will support and drive the expansion and any development; this to support current and future supply and demand alongside the identification of any service gaps.

To ensure that services are of high and consistent quality and achieve positive outcomes for children, service quality will be focused on performance and improvement; and will be underpinned with a robust, evidence-based approach towards self-evaluation embedded across ELC services

1.5 Background

The summary information below extracted from the Know Borders: Strategic Assessment 2016 is profile information relating to the quality of life for Borders people.

Income Deprivation - Scottish Government's classification of income deprivation evidences Scottish Borders as having a lower proportion of population classified as income deprived compared to Scotland. Within the Scottish Borders, Teviot and Liddesdale locality has the highest proportion of people classified as income deprived.

Employment Deprivation - Within the Scottish Borders, Teviot and Liddesdale has the highest proportion of working age population who are employment deprived, followed by Berwickshire. Compared to Scotland the Scottish Borders consistently has a lower proportion of working age population claiming 'Out of Work Benefits'. Within the Scottish Borders, Teviot and Liddesdale have the highest proportion of working age population claiming 'Out of Work Benefits'.

The Scottish Borders consistently has a lower proportion of adults claiming incapacity benefit / severe disability allowance / employment and support allowance compared to Scotland. Within the Scottish Borders, the localities with the highest level of adults claiming incapacity benefit / severe disability allowance / employment and support allowance are Teviot and Berwickshire.

Employment and Income - Overall, there is a well-educated and skilled workforce in the Scottish Borders with a lower proportion of people of working age with low or no qualifications compared to Scotland. Workplace-based wages in the Scottish Borders remain low compared to Scotland.

Child Poverty - Child poverty is defined by HMRC as dependent children under the age of 20 in families in receipt of Child Tax Credits (<60% median income) or Income Support/Jobseeker's Allowance. In the Scottish Borders, the child poverty rate has increased from 11% in 2011 to 21 % in 2016 according to the research reported by the Child Poverty Action Group In Scotland (statistics are available by wards- see below). The Scottish Borders was 15th out of 32 Councils in Scotland with a higher child poverty rate than other Councils. These figures when considered within contexts such as fuel poverty , rural accessibility costs ,low wages and high private renting housing costs highlights that there are many children and their families experiencing significant barriers every day in getting children to school and ensuring the children and young people can experience all the learning opportunities on offer in the Scottish Borders.

Source: Poverty in Your Area, "End Child Poverty" copyright Child Poverty Action Group 2015

% of children in poverty October – December 2015

Ward / Local Area	Before Housing Costs	After Housing Costs
Tweeddale West	9.12%	14.78%
Tweeddale East	6.02%	10.01%
Galashiels and District	14.64%	23.61%
Selkirkshire	13.83%	27.17%
Leaderdale and Melrose	8.95%	14.53%
Mid Berwickshire	11.18%	17.93%
East Berwickshire	16.32%	25.64%
Kelso and District	14.54%	23.20%
Jedburgh and District	18.21%	28.04%
Hawick and Denholm	17.92%	28.73%
Hawick and Hermitage	13.66%	21.76%
Scottish Borders	13.11%	21.54%

Economic Findings - The re-introduction of the Borders Railway led to several changes to Galashiels including the development of an inner relief road and change to traffic management and the Transport Interchange. The Transport Interchange operates as the rail

and bus station. Further town centre regeneration in Galashiels is currently underway. The usage of the Borders Railway for the first six months has been 22% above forecast, nearly 700,000 people travelling

Social Findings - Overall people in the Scottish Borders experience a good quality of life. However, evidence shows that there are areas that experience health, income, employment and / or access deprivation. The Scottish Borders Household Survey asked if people reported accessibility issues. The most common accessibility issue was public transport with over 16% reporting this problem. Over 20% of those in Berwickshire had public transport issues. People in Berwickshire also reported the highest level of people with accessibility issues for social and recreational activities and health.

Environmental Findings - The rural nature of the Scottish Borders makes access to services and amenities difficult for many. Specifically it can limit the range of activities that children and young people can engage in. This can have a negative impact on both physical and mental health.

Family learning – To support our vulnerable families (parent/ carers and children) in achieving one or more of the Curriculum for Excellence (CfE) capacities: successful learners, confident individuals, responsible citizens, and effective contributors. In 2013/14 there were 746 family learning opportunities delivered to parents/ carers of which 60% were 'successfully completed'. In 2014/15, the proportion of 'successfully completed' increased to 64% although the number of opportunities dropped to 632

Child Obesity- within the Scottish Borders, the proportion of child obesity in Primary 1 by Intermediate Zone ranges from 0% to 21.4%. The locality with the highest proportion of child obesity in P1 is Berwickshire.

It is useful to consider how the expansion of ELC hours may impact upon these wider aspects of the community and improve the quality of life of our children and their families.

2 Current Provision

2.1 Summary of Current Service Delivery

Currently all 3 and 4 year olds and eligible 2 year olds are entitled to 600 hours Early Learning and Childcare (ELC) per annum. This was set out in The Children and Young People (Scotland) Act 2014 which extended these hours from 475 hours per annum.

- Over 38 weeks per year this is equivalent to 15 hours 50 mins per week
- Over 50 weeks per year this is equivalent to 12 hours per week

Scottish Borders currently deliver 600 hours through:

- 46 local authority settings, 28 private and voluntary settings (for 3&4 year olds)
- 8 local authority settings, 10-12 private and voluntary settings, 39 childminders (for 2 year olds).

Across providers there is a range of flexibility for parents.

2.2 Supply

There are two elements to our Early Years and Childcare Service. Local Authority and Funded Providers:

High School Cluster	Local Authority	Funded Providers	
	School Nurseries	Private and Voluntary Sector Group provision (Day Nursery, Pre-School)	Childminder (Eligible 2 year olds)
Berwickshire	4	3	5
Earlston	7	7	7
Eyemouth	4	2	6
Galashiels	9	2	4
Hawick	6	3	1
Jedburgh	2	1	1
Kelso	5	1	1
Peebles	5	8	13
Selkirk	4	1	1
Total	46	28	39

These are the other group providers and childminders who are not currently funded providers.

A SUMMARY OF NON-FUNDED PROVISION BY HIGH SCHOOL AREA

NON-FUNDED PROVISION	Local Authority Schools without nursery provision	Private & Voluntary Sector Group provision (Playgroup & OOSC)	Childminder
Berwickshire	1	3	10
Earlston	1	5	15
Eyemouth	1	0	2
Galashiels	1	3	10
Hawick	1	2	9
Jedburgh	1	1	4
Kelso	1	0	10
Peebles	4	6	24
Selkirk	2	0	12
Total	13	20	96

Child population estimates in areas of deprivation and data zones by High School area¹

HS Catchment (best fit)	Data zone count	Average of Children in Low Income Family 2014	² 2015 All Children Ages 0-15	< 1 year	1 year old	2 year old	3 year old	4 year old	AGE 0 to 4	Total 3& 4 year old
Berwickshire High School	16	13.0%	2221	116	115	106	99	107	543	206
Earlston High School	18	7.9%	2241	117	125	153	132	153	680	285
Eyemouth High School	11	15.4%	1111	71	76	93	115	72	427	187
Galashiels Academy	21	17.2%	2982	191	206	196	229	223	1045	452
Hawick High School	20	18.5%	2824	167	187	181	188	167	890	355
Jedburgh Grammar	9	16.2%	1047	62	71	74	68	72	347	140
Kelso High School	14	16.1%	1568	96	100	98	108	100	502	208
Peebles High School	24	8.2%	3691	160	207	220	208	216	1011	424
Selkirk High School	10	15.0%	1290	44	78	77	50	84	333	134
Grand Total	143	13.8%	18985	1024	1165	1198	1197	1194	5778	2391

2.3 Demand

Trends over the past six years with snapshot of take up based on take up and requests for places / applications as at 1st September 2017.

TREND	2016/17	2017/18	
Placement type ELC 2, 3&4 year olds	Take up	Take up As per registrations as at Sept 2017	Average Take up
Private and voluntary sector	685	685	767
Local authority	1683	1544	1644
Total take up	2368	2229	2411
LA %	72	69.3%	
P&V %	28	30.7%	
	100.0%	100.0%	

Demand

Take up places for 3 and 4 year olds 2016/17 ; and requests for places 2017/18 by High School

² National Records of Scotland (NRS) Small Area Population Estimates for 2015

High School Cluster	ELC places based on Total 2 x year group	Local Authority School Nurseries		Private & Voluntary		Totals by Locality /HS		
		Actual Take up ELC16 /17	ELC requests 17/18	Actual Take up ELC16/17	ELC requests 17/18	Actual Take up ELC16 /17	% take up at LA Provision 2016/17	Total Take up/ requests 17/18 (Sep 17)
Berwickshire	216	166	160	63	49	229	72%	209
Earlston	322	205	166	138	137	343	59.8%	303
Eyemouth	154	100	78	49	51	149	67%	129
Galashiels	394	337	262	40	56	337	89%	318
Hawick	358	306	302	122	98	428	71%	400
Jedburgh	104	83	84	30	31	113	73%	115
Kelso	206	132	139	35	60	167	79%	199
Peebles	470	229	239	226	196	455	50%	435
Selkirk	142	125	114	13	7	138	91%	121
Total	2366	1683	1544	716	685	2399	Ave 72%	2229

- Total 3 & 4 year old take up for 2016/17 = 2399
- Total requests for 2017/18 = 2229 (this is snapshot as at Sept 2017 from Nursery enrolment process November 2016 plus ongoing applications since then. Trend analysis indicates that in some of our SIMD areas that parents continue to enrol throughout the year and into the start of term).
- Total year group intake 2016/17 for Scottish Borders = 2366
- An average of 72% of year group comes from ELC places taken up in LA provision.

2.4 Projected Demand

The data uses the estimated eligible population as a percentage of the total population for 2016, and forecasts the same percentage eligibility into the future. 2-year old and deferred entry projections are based on the percentage of the population currently registered for early learning and childcare

	2016	2017	2018	2019	2020	% Change 2016 - 2020
2-year olds	64	61	60	60	60	-6%
3-year olds	1169	1157	1109	1098	1089	-7%
4-year olds	1215	1233	1223	1173	1162	-4%
Deferred	72	73	72	69	69	-4%
Total	2520	2524	2464	2400	2380	-6%

The Council predicts that demand for LA Nursery provision will increase as the results of the Family Survey 2017 found that 45.4% of respondents prefer the use of LA Nursery provision. In addition, where there is a preference for using multiple providers a significant 90% identified a blended option with LA Nursery Provision and other providers.

The August 2017 consultation indicates that parents/carers prefer to use ELC service either close to where they live or where their other children go to school. The consultation feedback

³ ELC Expansion Profile Tool supplied by Improvement Service August 2017

has been taken into consideration as part of the option appraisal assessment to identify development of phasing in addition to provision which has on-site out of school care provision along with the proximity of any off-site out of school care provision as a way of joining up local service provision in meeting full day care needs.

Future delivery plans will also take cognisance of housing and Borders railway development.eg City Deal developments

2.5 Parent/Carer and Community Consultation

The views of parents and carers are central to helping inform the design and implementation of expanded provision through previous and recent engagement and consultation activity with families, providers and childminder during April – August 2017 as well as planned future engagement for phase development.

It is evident that all provision types have a role to play in supporting the needs of parents and carers for funded ELC and specifically the expansion of hours. This includes childminders either as a single provider or for blended models with either local authority nursery, private and voluntary group provision or a combination of both.

2.51 Feedback from Parent/Carers and Families

Analysis of 2015 consultation with parents, carers and families identified key themes for Early Learning and Childcare for 0-5 year olds as well as Out of School Provision for Primary school aged children in High School areas. Some of which helped inform and shape the initial development for Phase 1 trial as well as being a useful comparison with the 2017 results.

The key themes relating to ELC provision prevalent in all nine High School areas were:-

- More availability of Full Day Care
- More choice of provision type
- Extended ELC over 46- 50 weeks; In Service Days, Friday afternoon provision
- Provision (other than full day care) for 2 year olds
- Flexibility to split provision
- Extended hours: earlier start/ later finish
- Increase of Childminders/ Availability of Childminders to pick up from some areas
- More Rural Nursery provision
- ELC with Childminders
- Weekend/ early evening care

The Council sent out 2000 individual surveys (with return envelopes) to every parent who had enrolled their child for the current year. In addition to this surveys were distributed to parents of children 0-4 years and parents invited to attend consultation events, through allied health professionals, partner providers, childminders and staff. An online version was on the Council website and promoted widely. In addition to this, face-to-face public meetings in each of the High School areas were also undertaken in August 2017. 586 responses were received in total. 352 responses were from parents of 3-5 year olds. This is a response rate of 18% from the current parent body. 234 responses were from parents/carers of 2 year olds and under.

The Council's assumption is that parents who desired the biggest change are those who responded. Of those who responded findings show that: 55% intend to use full year provision. Assumptions of the provision being used 70-75% from local authority and 25-30% from funded providers was confirmed as accurate. Phase 3 will allow the Council to test out uptake levels in the range of provision available and continue to evolve planning.

Parents/carers highlighted availability of provision (session times, affordability, accessibility, flexibility, choice of provider) as an issue they expect the expansion to resolve.

In response, the proposed model will offer parents/carers provision which more meets their needs:

- Term time and all year round provision with varying times available
- Greater number of funded hours available will reduce costs to parents as well as help reduce the reliance on family and friends
- Provide varied types of provision within schools or other locally based provision, to offer extended hours or work in a blended way to meet local needs.

2.5.2 Feedback from Funded Partner Providers

The Council values the contribution made by Funded Partner Providers. There is a willingness from partner providers to engage and deliver the 1140 expansion of hours, provided this is both practical and sustainable. Providers are considering how the extended hours can be offered within their business model by way of flexible hours as they do currently, asymmetric models as well as 'stretching' the hours across 50 weeks.

Of the 28 funded providers, 23 completed surveys giving an 89% return rate.

Partner providers highlighted the following challenges they expect the Council or Scottish Government to resolve:

- For some existing providers, expanding the hours they can provide may not be possible (e.g. where they operate in shared premises) and they can therefore be part of a split placement or blended model.
- Generating enough income which enables sustainability. The hourly funding rate received from the Local Authority is not considered to be meeting costs. For many the funded hours will replace some chargeable hours which will result in a reduction of income.
- Concern that expansion of hours may deter people from being on voluntary management committees needed to keep voluntary sector provision viable. Currently there are 15 voluntary sector funded providers in Scottish Borders
- Other associated issues (increases in rent, adaptations to premises, lunches, staffing recruitment, retention and pay)

In response to Partner Provider Concerns :

- The Council recognises that an increase to the funded hourly rate is required to ensure sustainability of provision.
- Parents who require additional childcare (wraparound) beyond the 1140 hours will be able to pay for this in settings where there is additional capacity available.
- The national workforce recruitment campaign and the additional funding that will be available nationally for funding qualifications will benefit all sectors
- The Council will continue to support qualification and continuing professional development for all sectors within the resources available
- As phasing takes place, providers will receive funding for the provision of lunches for all children taking up their funded hours over a lunch time period.

- A new day nursery relief will be introduced from 1 April 2018 to remove the burden of rates from day nurseries to support an inclusive workforce, benefitting the economy as a whole.
- Discussions are on-going with Catering Services to find solutions for providing meals where no kitchen facilities exist on the premises.
- Where funded providers approach the Council with particular issues and challenges regarding their premises, the Council within the capital plan additional ELC funding will work in partnership to try to resolve issues as much as possible within the resource available.
- There will be a national recruitment marketing campaign to meet the workforce needs of the expansion. The campaign is scheduled to go live in late October 2017. Phase 1 of the campaign will focus on school leavers, raising awareness of a career in ELC and encouraging them to apply to appropriate training opportunities. A second burst of Phase 1 marketing activity is planned for January 2018. The Council will work with Scottish Government to ensure the campaign has a maximum impact at a local level. Alongside this, the Council will continue to work in partnership with Borders College to deliver Foundation Apprenticeships for S4 and S5 pupils and the MA Programme.

2.53 Feedback from Childminders and Scottish Childminding Association (SCMA).

There are 138 childminders in the Scottish Borders, 112 of which are members of the SCMA.

The Council values the contribution made by childminders and has, for many years, had a contract with SCMA to employ a local development officer to support registered childminders in the Scottish Borders.

In line with the Scottish Government vision, Scottish Borders Council has recognised the key role childminders have in delivering the expanded entitlement, especially for younger children. The Council has taken account of this, identifying a number of childminders to deliver ELC 2 with parents being provided with the details for these childminders when they apply for an ELC 2 place. In addition to this, Scottish Borders Council has, for the last 11 years, operated a "Supported Childminding Scheme" using childminders to provide short term childcare to help families experiencing difficulties in their lives.

The Scottish Childminding Association (SCMA) has been very active in promoting the role childminders could play in delivering funded ELC. They have been campaigning at national and local levels.

Every Registered childminder in the Scottish Borders was individually posted/e-mailed a survey to complete, followed up with reminders - 46 completed and returned a survey giving a 33% return rate. The majority who responded expressed an interest in being part of the expansion delivery models and have indicated they can offer the expansion of hours within their current business model. In addition, there is openness to both single and blended models.

Childminders highlighted the following challenges to be resolved:

- Fear that expansion of funded places in local authority provision will put them out of business
- Rate currently paid to funded providers is less than some of them charge

- Concerned that if they are not included in the phasing period, they will not be in business by 2020
- Information relating to the funding process and what this involves including training, paperwork requirements, CI registration, qualifications, meeting funded provider status

In response to Childminder concerns:

- Phase 3 -5 of the expansion process will include the option for parents to choose from a range of different providers (who meet the required standard) ie provider neutral and includes childminders as an option.
- The Council recognises that they will need to increase the funded hourly rate to ensure sustainability of provision.
- Providers enabling flexibility to take up the 1140 funded hours over more than 38 weeks will still be able to charge for any additional hours
- Work is taking place to look at how the process of providing funding for lunches for children accessing their funded hours over lunch time
- Learning from trial and sharing of best practice across providers to support service development
- Specific work with childminders to develop policy, process and training. Guidance issued from Scottish Government will also assist in addressing this also
- Information regarding the required level of qualification for childminders, the Funded Provider Status and Quality Action Plan will be shared with childminders as soon as it is available

2.6 Quality

Quality is at the heart of the expansion. Under the Standards in Scotland's Schools Act 2000 the local authority has a statutory duty to ensure the quality of provision in its schools and establishments. This 'guarantor of quality' remains with the expansion of ELC. The Council's Improvement Framework details the quality assurance processes the Council follows bringing together the necessary information which allows the evaluation of educational provision and informs the key actions to be taken to drive continuous improvement. It ensures the Council are supporting all schools/settings to improve year on year. In particular, it ensures the Council are committed to breaking the link between deprivation and underachievement by narrowing the attainment gaps between groups of children and young people and schools.

This Improvement Framework:

- Is founded on the principle of self-evaluation against nationally agreed indicators contained within *How Good is our Early Learning and Childcare*. Schools/settings are expected to evaluate performance using all relevant quantitative and qualitative data and involving all stakeholders.
- Recognises the importance of having setting-to-setting collaboration and involving an integrated approach with wider involvement of all staff as central to individual school/setting improvement.
- Utilises a proportionate, validated self-evaluation approach to school/setting reviews, including peer reviews, cyclical reviews, thematic reviews and pre/post Education Scotland inspection reviews, Care Inspectorate inspections.

- Requires all school/setting to hold dependable information, collect reliable data and evidence improvement on learning, teaching and the attainment and achievement of all learners.
- Delivers a proportionate approach to supporting and challenging school/setting based on rigorous and accurate self-evaluation using an intelligent use of data, including regular monitoring visits from the Early Years Teacher Team (EYTT) and/or Officers.
- Requires all staff in school/setting to recognise the shared responsibility in delivering high quality learning provision for all children
- Promotes continuous engagement with professional learning opportunities and literature for developing the knowledge and skills required for effective learning and teaching and for asking critical questions about practice.

Currently the Early Years Teacher Team (EYTT) supports 46 local authority school nurseries and 28 funded partners in the private and voluntary sector. The inclusion of childminders in a blended provision model will increase the number of ELC funded providers.

It is also unknown at present how the introduction of the National Funded Provider Standard will influence current ways of working but the Council must ensure that with the expansion any form of support is both manageable and proportionate and fits with quality assurance procedures.

Some participants in the consultation events felt that the scoring of quality in inspections can be subjective, with often too many benchmarks for providers to meet in slightly different ways. "Quality" was regarded by everyone as a priority – although there are different interpretations of what "good quality" looks like and why parents chose particular settings including happy children, good inspection reports, personal recommendations and lots of activities.

Feedback from the consultation events in relation to quality was as follows:-

- Challenges will be to ensure quality partnerships and communicating progress
- Requests that a provider can work with other ELC providers and ensure a quality service for that child, especially children with additional support needs
- Acknowledgement that partnerships are crucial and the effectiveness of these will help to build quality
- There needs to be a full understanding of what being a funded provider involves
- From parents , "As a parent I want to know that the person looking after my child is able to give the best possible care and meets the needs of my child. What if they are not meeting standards but still looking after my child? I need to know there is no risk to my child."
- Care Inspectorate and Education Scotland is 'business as usual' for schools and partner providers but not for childminders - needs to be the same for all funded providers
- Some parents and childminders felt that inspections should be more regular whilst others are of the view that the obligations are too wide and varied for providers e.g. Care Inspectorate, Parents, SBC, Early Years Team, HMle (should only have to answer to few not all) ie the development of a single quality assurance inspection framework

- Whilst the Council's quality monitoring seems thorough there may be too much support offered to some settings who already operate at a high standard.
- How will the inspectorate inspect learning in a home environment? This is a concern for childminders and more information is needed. As a local authority the Council will be guided by the Scottish Government Quality Action Plan (due end of October).

3.0 Future Provision

3.1 Guiding Principles moving to 1140 HOURS

The increased hours will offer parents further choice and flexibility, matching the needs of their families and meeting the current context of each local community /cluster area. The delivery model will offer a blend of provision: local authority settings, private and voluntary settings and childminders.

The policy direction is fundamentally provider neutral where funding will follow the child (led by parental choice). A new national standard will be set for partner provider status. Those who reach partner provider status will be able to deliver 1140 hours. The service model will prioritise quality of provision whilst offering parents a genuine choice of settings in local authority, private or third sector whilst delivering a best value approach within the funding envelope provided by the Scottish Government.

The new model of delivery for Early Learning and Childcare in the Scottish Borders is being developed around a cluster approach. Within each of the nine high school cluster areas there will be a range of options for parents. From this parents will be able to choose the type of provision that best suits their needs. Parents who require additional childcare (wraparound) beyond the 1140 hours will be able to pay for this in settings where there is additional capacity available.

Local Authority delivery

In the local authority provision the Council plans to have one hub (50 week full service) in each cluster area. The majority of settings will operate as term time fixed (asymmetric pattern) and some settings as term time flexible (asymmetric plus some extension of hours).

Local Authority	How funded hours can be accessed	Pattern
Term time fixed	38 weeks - Asymmetric Matched to school asymmetric timings over 4 ½ days	Matched to School asymmetric timings e.g. 08:45 - 15:15 (M-Th) 8.45- 12 (F)
Term time flexible	38 weeks -Asymmetric plus Asymmetric timings over 4 ½ days with further extension of hours	Matched to School asymmetric timings with some extension e.g. start time between 8:30 - 8:45 and pick up between 15:15 – 16:45
All year flexible plus extra hours	Hub - 50 weeks, Full day care Hubs will also offer term time fixed/ flexible/ extra hours	Provision open from 08:00 - 18:00

Funded Provider delivery

A range of provision will then be provided in equal partnership ie determined by parental choice and offering single and blended models of delivery.

Funded Providers	How funded hours can be accessed	Pattern as available
Private & Voluntary Group provision	38 weeks - Term time fixed/ flexible / extra hours 50 weeks -All year flexible/ extra hours/ full day care	Varied and flexible options for parents to access the 1140 hours
Split provision	Child attends more than one provider (Funded providers/ funded provider Local authority/ Funded provider)	Pattern and number of hours with each provider decided by parent
Blended models	Children spending time in both an ELC nursery setting and a childminder. Setting and childminder work together in a supportive and integrated way.	Pattern and number of hours with each provider decided by parent
Childminders	38 weeks - Term time fixed/ flexible / extra hours 50 weeks - All year flexible/ extra hours/ full day care	Varied and flexible options for parents to access the 1140 hours

3.2 Approach to phasing of 1140 hours

Entitlement to 1140 hours started being phased in from August 2017 onwards to ensure full roll-out by 2020. Local authorities have the flexibility to determine the most appropriate way to phase, however guidance is clear that this should reflect the Scottish Index of Multiple Deprivation to ensure that the families and communities who stand to benefit most from the expansion also benefit first. In Scottish Borders this guidance has been followed.

Phase 1: (pilot): January – September 2017. Full year provision in Philiphaugh in Selkirk.

Phase 2: August 2017 – Term time fixed provision in 7 local authority settings (Coldstream, Greenlaw, Eyemouth, Langlee, Burnfoot, Kirkhope, Philiphaugh) ; highest levels of deprivation and rural deprivation.

Phase 3: August 2018

Extend provision in the catchment areas of the 7 local authority settings, listed above, to include funded providers for children who live in those school catchment communities. 2 of the local authority settings will become hubs (Eyemouth and Burnfoot) and 5 will continue to be term time fixed (Coldstream, Greenlaw, Langlee, Kirkhope, Philiphaugh). Parents can choose to have their child in the school setting within the community or any funded provider of their choice. This includes all hours or split/blended placements.

The Council do not yet know the funding levels that will be available .It may be possible to expand in other community/catchment areas if funding allows in August 2018. Funded providers include those who are currently on the framework. In addition to this the Council will be working with procurement to develop a tender process for the purpose of this phase to enable potential funded providers, including childminders, who meet the criteria to deliver ELC. It is the Council's intention to support interested childminders through this process and begin the process after initial feedback regarding the SDP with the Scottish Government ie November 2017.

Phase 4-5: funding dependent - from August 2018 to August 20

As funding from Scottish Government allows, the Council will expand in school catchment communities. Parents/carers will be able to choose to have their child in the school setting within the community (if this school provides ELC) or any funded provider of their choice This includes all hours or split/blended placements.

The order of phasing for school catchment communities will be determined using inequality indicators from 'Reducing Inequalities in Scottish Borders' 2015. The categories being used are:

- Employment and Income: Income deprived; Employment deprived; Working age population claiming Out of Work benefits; Children living in Poverty
- Rurality and Accessibility: People living in the most 'access deprived' areas; Percentage of households with no car or van(2011)

Phasing will reflect funding levels as they are released from Scottish Government. It will also be dependent on timescales associated with any new build extensions, modifications or refurbishments.

The Council is confident that our approach will provide and facilitate a varied and versatile model of provision in response to identified need. This coupled with effective asset management planning and robust prioritisation criterion for capital and revenue investment to ensure resources are targeted to the highest priority areas supporting families into training ,into employment or with existing employment challenges.

The Council will incorporate funded partners and develop new provision or delivery models where there is an identified need, which is both viable and sustainable.

As well as parental demand, this will also rely upon providers meeting procurement and quality arrangements aligned to any future arrangements developed from guidance for Funded Providers and the Quality Improvement Plan.

It is envisaged that this work will be governed and monitored by the Delivery Board, which will be formed after feedback from Scottish Government on the submitted Delivery and Implementation Plan. The Board chaired by the Service Director will oversee a Strategic Delivery Group who will drive the implementation of the SDP .It will be made up of stakeholders, Council officers and community representatives. This will include members of the ELC community who can objectively represent and communicate the views of the ELC private and voluntary sector and childminding sector. Some people identified an interest during the local information sessions and these will be followed up at the appropriate time.

The Expansion Planning Guidance recognises that any expansion will change and evolve during the process in response to local area need, changing circumstances and demographics.

4.0 Workforce Planning and Development

All providers will need to ensure children are supported by a skilled qualified workforce. This will require a significant investment in upskilling staff and likely increasing the workforce for both the Council and funded providers.

A review of the current ELC resource against anticipated growth to meet expansion and identify the workforce gap will be completed and a plan to address this gap will be ongoing through People Planning and links with trade union representatives. In phase 2 this included the creation of nine Modern Apprenticeships and a process whereby any vacancies were first advertised internally to support people transitioning into the ELC workforce within

Scottish Borders Council. Further work is planned to undertake a workforce survey to gain the views of the current workforce, as well as identify any impact and future considerations. Extensive support and guidance will be led by HR to ensure any work undertaken is within Council organisational policy and procedures.

Scottish Government have allocated funding for three Additional Graduate/Teacher posts in Scottish Borders as part of their commitment that “by 2018, nurseries in our most deprived areas will benefit from an additional qualified teacher or childcare graduate”. The Council is required to submit an action plan and job description to the Scottish Government detailing how they will deploy these additional posts.

5.0 Capital and Revenue

5.1 Capital

Early scoping work has been undertaken indicating our current provision will require an increase in capacity and is likely to include new build extensions, modifications and refurbishments. Costs are appended in the Scottish Government Finance template at an estimated cost of £8.753 M.

5.2 Revenue

Costs are appended in the Scottish Government template. Some of these costs are accurate : increase in staffing due to staff ratio change from 1:10 to 1:8 staff pupil ratios , staffing costs associated with increase in hours , costs of meals for pupils and some are predicted costs which will become more accurate as more parents engage and parental choice is known : number of HUBs required for all year round provision , negotiated increase in payments to partner providers , cost of quality assuring additional providers and costs of training. The Council is committed to continually engaging with the Scottish Government's ELC Programme Delivery team. The revenue costs based upon information from the initial consultation carried out in August with all stakeholders is £18.278 M. The current revenue costs are £6.126 M ; additional funding of £12.152 M is estimated at this stage. The Council will engage further with parents/carers and all stakeholders with the aim of reducing these initial predicted revenue costs ensuring best value and affordability. The Council welcomes and is committed to working with the ELC Programme Delivery Team to scrutinise the initial assessment of both revenue and capital costs with the aim of arriving at a joint assessment of required funds.

Donna Manson
Service Director Children and Young People
Scottish Borders Council

6.0 IMPLEMENTATION PLAN – outline considerations

6.1	Quality
6.1.1	Continue process for Monitoring and Assessment of Improvement plans for current provision to maintain standard and develop appropriate criteria for childminders
6.1.2	Review of support system delivered through our EYTT to evaluate impact of any expansion and identify what is manageable and proportionate; new ways of working
6.1.3	Your Childminder Journey: a learning and development resource (previously referred to as Learning & Development Pathway for Childminder) and identify implications for current and future providers and produce associated plan
6.1.4	Review Use Self-evaluation in funded provision to identify best practice models
6.1.5	Review current commissioning & procurement contract terms & conditions (Funded Providers) against National Funded Provider Standard (March 2018)
6.1.6	Dissemination of Quality Action Plan (October 2017) and review implications/impact what more needs to be done to strengthen quality in ELC, and its use as a driver for improving children's outcomes
6.1.7	Identification of training needs across sectors relating to expansion of hours. Exploring potential to benefit joint/multi provider engagement opportunities
6.1.8	Regular feedback /satisfaction survey from users & workforce in trial phasing provision for expansion of hours
6.2	Phasing and Prioritisation
6.2.1	Ongoing monitoring and review of Phase 2 which was operational August 2018 to incorporate learning into future phasing
	Review of further development and roll out for Phase 3 community model in Phase 2 areas – August 2018
6.2.2	Development of Poverty and Employability matrix for use in determining phase 4 & 5
6.2.3	Ongoing review and update of capital development programme Some may move between phases (earlier/later) as further details relating to larger capital development dependencies (e.g. school new build) feasibility, demand and value for money. Where the creation of new LA provision is identified this may /may not be progressed depending on outcome of further details relating to feasibility, demand and value for money.
6.2.4	Review and agreement of criteria for prioritisation for Phases 4-5
6.2.5	Prepare outline schedule for Phases 3-5
6.3	Community Engagement
6.3.1	Creation of Communication Plan identifying key stakeholder, engagement strategy and actions for communicating feedback from engagement events and surveys and process for regular updates. Work with corporate communications team to ensure that stakeholders and workforce members will receive all the information they need in a timely manner.
6.3.2	Preparation and undertaking of Local Authority Workforce survey/audit working with HR colleagues and TU reps- October/ November 2017
6.3.3	Preparation of Systems plan: Undertaking discussion and impact /planning with <ul style="list-style-type: none"> • Catering Services • Business Systems Support (PayPal; NAMS)

	<ul style="list-style-type: none"> Facilities Management
6.3.4	Meet with interested stakeholders as to formation of Expansion of ELC Delivery Board; Outline objectives, agree Terms of Reference, roles and responsibilities and protocols and future scheduled meetings
6.3.5	Meet with interested stakeholders as to formation of Expansion of ELC Delivery Board; Outline objectives, agree Terms of Reference, roles and responsibilities and protocols and future scheduled meetings
6.3.6	Preparation of schedule of key stakeholder dates for reporting e.g. Executive, Corporate Management, Trade Unions, wider stakeholders as identified
6.3.7	Work proactively with Community Planning Partners to maximise income and resources for households with children and to promote access to employment opportunities prioritising the uptake of ELC provision for eligible 2's and providing targeted support to families
6.3.8	Strengthen integrated planning within localities through Early Year's Partnerships and develop hub and spoke model in each through capacity building and self evaluation
6.3.9	Completion of Equality Impact Assessment process
6.4	Workforce Plan
6.4.1	Workforce audit to identify future need alongside ongoing review of workforce to meet current admissions requirements
4.4.2	Development of People Plan including ongoing feedback from Phase 2. Progression planning for further Modern Apprentices and review of use of current workforce re-skilling opportunities
6.4.3	Review and use of analysis from Workforce consultation survey to identify any gaps, impact or issues for recruitment requirements
6.4.4	Identify and plan for recruitment activity which is supportive of any national initiatives and guidance, local procedures
6.4.5	Prepare outline training needs/analysis/opportunities for own workforce requirements
6.5	Funded Providers
6.5.1	Analysis of consultation results to determine available capacity and potential for 1140 hours expansion
6.5.2	Where school has no ELC nursery but hosts a funded provider on-site. Evaluation of provision and need to determine feasibility and sustainability of provision offering 1140 hours expansion
6.5.3	Prepare interim process for phasing in respect of procurement. The Council currently has commissioning arrangements with partner providers and childminders for eligible 2 year olds need to enable process to cater for blended models as part of phasing National Funded Provider Standard(March 2018)
6.5.4	As part of the assessment and planning process for 2020 delivery of the 1140 ELC hours entitlement, work will be carried out with these partners to consider future partnership and commissioning arrangements which fulfil the delivery aims for 1140 hours within SBC and
6.5.5	Work with ELC providers on service development as identified in communication plan
6.5.6	Prepare outline training needs/analysis/opportunities for funded providers including information Your Childminder Journey: a learning and development resource (previously referred to as Learning & Development Pathway for Childminder)
6.5.7	Identify flexible option potential along with guidance Delivering Flexibility (early 2018)
6.5.8	Identify method of support providers to review current business model and identify how best to offer 1140 hours to enable sufficiency and access to places to meet needs of provider, families and local authority

6.5.9	Explore increase in current rate for ELC 3 & 4 and for eligible 2 year olds.
6.6	Infrastructure Requirement – Physical Estate Plan
6.6.1	Audit / site visits of current school stock provision re capacity, use, premises, outdoor/indoor environment, layout to identify reconfiguration opportunities and use of outdoor areas
6.6.2	Options appraisal of premises to identify minor and major capital works and refurbishments; Consider projects underway or in planning and taking account of 1140 requirements
6.6.3	Explore and identify potential to create new ELC provision which may serve a range of families and communities e.g. possibility of making links to the use of the railway and create a standalone facility at Tweedbank and Stow
6.6.4	Work with Catering Services to review learning from phased trials for the provision of lunches and plan for future phasing and implications for funded provision.
6.6.5	Preparation of Systems plan: Undertaking discussion and impact /planning with Catering Services, Business Systems Support (PayPal; NAMS), Facilities Management, Schools Admin Review systems and processes relating to Admissions, NAMS and ParentPay and impact of expansion of hours.
6.7	Planning Assumptions including financial assumptions to support projections
6.7.1	Additional funding is made available from Scottish Government
6.7.2	Positive engagement of LA schools and ELC community (funded providers/ Childminders etc.)
6.7.3	Formulation and ratification of strategic approach to delivery and definition of flexibility
6.8	Finance
6.8.1	Capital and Revenue information is detailed within the Financial Template
6.9	Project Management
6.9.1	A project manager will work with the Early Years team and other internal colleagues on the delivery and implementation of the plan. This team are responsible for applying project management methodology to ensure the project as a whole and individual phases are managed effectively, one time and within budget and meets all identified milestones, deliverables and outcomes.
6.9.2	In addition a Delivery board will be formed with ELC community representation as well as other stakeholders to ensure representation of views and scrutiny of the implementation as well as supporting the communication plan
6.9.3	Review and quality assurance will also be undertaken through Corporate Management and Council reporting processes
6.9.4	Progress and update reports will be prepared by the Project Team for CMT, TU and council as part a strategic reporting process.

CONFIDENTIAL DRAFT SUBJECT TO COUNCIL APPROVAL