

# CHILDCARE SUFFICIENCY ASSESSMENT 2024

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This report has been produced by: Education Support Service, City of York Council

City of York Council Childcare Sufficiency Assessment 2024

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#### **Introduction and Background**

This annual report updates elected members on how City of York Council is meeting its statutory duty to secure sufficient early years and childcare provision for children aged 0-14 (and up to 18 for disabled children). The childcare reforms were announced in March 2023 and due to different work streams involved with the reforms this Childcare Sufficiency Assessment is mainly focused on 0 to 5 year old childcare. A separate supply & demand analysis was undertaken in March 2024 for children aged 5+ and can be found at Appendix 2. This was produced to support the submission of a delivery plan in June 2024 to Department for Education (DfE).

#### What is Early Years and Childcare?

Early Years and Childcare is the full range of provision on offer for 0 - 14 year olds (up to 18 years old for children with Special Educational Needs or a disability) across our Private, Voluntary, Independent and Maintained Sectors.

#### **Childcare Sufficiency Duty**

The Childcare Act 2006 gives local authorities a key role in shaping the childcare market in their area and all local authorities have a duty of securing, so far as is reasonably practicable, sufficient childcare to meet the requirements of parents to enable them to: take up, or remain in, work, or access their early education entitlements.

Local authorities are required to report annually to elected council members on how they are meeting their duty to secure sufficient childcare and make this report available and accessible to parents. Local authorities are responsible for determining the appropriate level of detail in their report, geographical division, and date of publication. The local authority role is one of market facilitation and to:

- Ensure that the childcare is available, accessible, and affordable so that parents have the opportunity to use childcare in their area.
- Ensure it is of good quality so that it benefits the child.
- Provide parents with a choice of childcare so they can choose the childcare that meets their needs.

#### **Assessment Methodology**

This annual sufficiency report is informed by the following:

- Local datasets including birth data, planned housing developments etc.
- Occupancy data submitted by early years providers in the Summer 2024
- Parent / carer survey, available via an online SurveyMonkey and in paper format (between 23 August 2024 and 30 September 2024), promoted through local networks including York parent / carer forum.
- Provider survey undertaken September 2024
- Local intelligence including from the Quality Improvement Advisers who support early years providers.
- York Family Information Service which supports families in finding early years and childcare and offer a brokerage service.
- Regular dialogue with providers at information and networking events including the Leaders and Mangers forum, shared foundation partnerships etc.

# **Key Headlines**

- There are 188 providers across the city offering 3674 places, in 2023 there were a total of 188 providers offering 3750 showing very little variance in the number of places available (76 places less in 2024).
- Summer 2024 occupancy data showed there were a total of 737 places vacant for 0 to 5 year olds, this is a slight increase when compared to Summer 2023 data which showed there were 591 places vacancies.
- Over the last 12 months, 11 providers have closed (10 childminders and one day nursery) and 11 providers have opened (eight childminders and three-day nurseries). Therefore, the total number of childcare providers remains at 188.
- Take-up of two-year-old disadvantaged funding remains high in the city and in the summer term 2024 was 90.6%, which remains significantly higher than the estimated national average of 75%.
- During the academic year 2023 to 2024 there were a total of 29 Ofsted inspections conducted in the early years sector and York currently has 100% Good or Outstanding Ofsted outcomes for early years providers which is higher than the national average of 96%.
- York received £413,250 Holiday Activities and Food (HAF) programme funding for 2023/2024 with over 22,000 places offered for children over the three holiday periods.
- A parent / carer survey was undertaken between 23<sup>rd</sup> August and 30<sup>th</sup> September 2024. A total of 291 responses were received. Most stated they had been able to access the childcare they required over the last 12 months, however 65 respondents stated they had not been able to access the childcare they had required. In most cases the parents who were not able to find suitable childcare needed wraparound care in primary schools.
- Parents in the survey identified that the main places they find out about early education funding is through word of mouth, early years settings and City of York social media sites.
- Most parents who completed the survey stated that their childcare needs would remain around the same for the next 6 to 12 months, however 87 respondents stated that they will need more childcare.
- In the academic year 1<sup>st</sup> September 2023 to 31<sup>st</sup> August 2024 Family Information Service supported 30 families to find childcare through their brokerages service. Out of the 30 cases no solution was found for five families, this was due to SEND / complicated childcare reasons.
- The 2024 annual childcare provider survey was undertaken between 12th September and 26th September 2024. The survey was for open dialect about sustainability, business support needs and overall readiness for the extended entitlements from September 2025. Most respondents stated that they would either break even or were not sure how their business would perform this year. A small proportion of respondents stated that they may run at a loss. However, in contradiction, most respondents said they were reasonably confident that they would be financially sustainable and would continue to run their provision next year.
- Recruitment and retention remains a challenge for the sector and settings report they struggle to attract potential applicants to posts (both qualified and unqualified).
- In the provider survey it was noted that there had been some capping / limiting of spaces in the sector. Work is ongoing to identify potential reasons for this.
- A considerable number of providers responded in the survey that business support training was required for the sector. Suggested topics included: financial planning, business planning, marketing and recruitment & retention.

# York's Economic Strategy 2022 to 2032

York's 10-year Economic Strategy sets out to improve living standards and livelihoods for all of York's residents and businesses. The aim is to do this through increasing productivity, raising earnings, and maintaining our skills advantage. Childcare is seen as a key enabler of the economic strategy.

#### **Employment**

Of people aged 16 to 64 years living in York, 79.4% were employed in the year ending December 2023. This is a decrease compared with the year ending December 2022 when the local rate was 85.5%. However, employment rates remain higher than the national average of 75%.

Around 2,900 people aged 16 and over in York were unemployed in the year ending December 2023. This is a rate of 2.5%. This was an increase compared with the year ending December 2022 when the unemployment rate was 1.8%. Source: www.ons.gov.uk

#### Housing

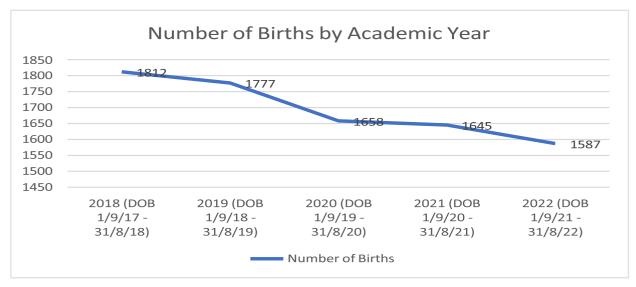
York's upcoming local plan is currently under examination. Upon adoption, it is set to facilitate the construction of 18,000 homes, with over 4,000 of them being designated as affordable housing. The plan will also contribute to the development of new transportation infrastructure and potentially lead to the establishment of up to six new schools. Apart from one large development in central York, most new housing development is planned for areas towards and beyond the outer ring road.

To ensure sufficiency of childcare places across the city contributions are sought from developers of each project to support the creation of new places where demand is expected to exceed supply. These contributions are known as section 106 developer contributions.

Contributions to support the creation or expansion of early years provision has been received for several developments which have recently completed or are underway. A procurement process will start soon in areas where contributions have been received and data shows an evidenced need for increased places. It is usual that early year's places are created within 1.5km of a development.

#### **Birth Data**

The graph below shows the birth data in academic years over a five-year period (1<sup>st</sup> September to 31<sup>st</sup> August).



Source: ONS

The graph shows that births in the city have been declining over recent years, however the latest data is showing that the decline has slowed down since 2019/20. The dropping birth rates will impact on childcare needs in the coming years making it difficult to predict actual places required as births could increase. Birth data is released annually in arrears, therefore at the time of this report this was the latest actual data. Termly occupancy data collections from childcare providers are in place to monitor availability and emerging shortfalls meaning the Local Authority can act swiftly to mitigate risks.

#### **Asylum Seekers**

Under international law, anyone has the right to apply for asylum in any country that has signed the '1951 Convention Relating to the Status of Refugees' (the Refugee Convention). They have the legal right to remain there until the authorities have assessed their claim, which is a legal process.

A person seeking asylum is someone who:

- has left their country of origin.
- has formally applied for asylum in another country, according to the Refugee Convention
- is awaiting the outcome of their application.

The vast majority (80%) of the world's asylum seekers and refugees are living in countries neighbouring their country of origin, often developing countries.

The use of hotels as asylum seeker accommodation is happening across the country. York is host to an asylum seekers hotel. The decision to use hotels, and which hotels, is made by the Home Office.

In York, the hotel is be managed by Mears, the Home Office's contractor for Yorkshire and the Humber.

Children placed in York are given access to education, either through temporary attendance at local schools, or other means, depending on their needs.

At October 2024 there were a total of 38 children under the age of 5 residing in the hotel. Of these one child was accessing early education funding through the disadvantaged element of funding (2 year old funding) and two children were accessing 3 & 4 year old universal funding. This is lower than the figures for the previous October where there were four children accessing 2 year funding and eight children accessing 3 & 4 year old funding.

The number of children accessing funding varies each term due to the nature of families moving in and out of the hotel.

Family Information Service offer a bi-monthly drop-in at the Asylum Seeker hotel to support families with childcare searches. Currently there are no open brokerage cases and families can access the childcare they require.

# **Early Years & Childcare**

#### **The Childcare Reforms**

In the Spring 2023 Budget, the Chancellor announced transformative reforms to childcare for working parents and to support the economy.

The new childcare reforms included the following:

- from April 2024, all eligible working parents of a 2 year old can access 15 hours of funded hours per week.
- from September 2024, all eligible working parents of children aged 9 months+ up to 3 years old can access 15 funded hours per week.
- from September 2025, all eligible working parents of children 9 month+ can access 30 funded hours per week.

The focus for the Local Authority for the coming year is ensuring a sufficient supply of childcare to meet the needs of the families for September 2025 roll out of the reforms. Supply mapping was undertaken based on summer term 2024 data and priority areas identified to support place creation using Childcare Expansion Capital Grant funding.

The Chancellor also announced that the Government would invest £289m over two academic years to enable schools and local childcare providers to set up wraparound provision. The wraparound provision was for reception to year 6 children and to be available from 8am to 6pm.

The funding was to enable schools and local authorities to introduce or expand provision on either side of the school day and enable them to develop flexible ways of providing childcare.

Since the announcement of the new wraparound programme DfE have issued two programme handbooks:

Wraparound Childcare: guidance for local authorities: <u>Wraparound childcare: guidance for</u> <u>local authorities - GOV.UK (www.gov.uk)</u>

Wraparound childcare: guidance for schools and trusts in England: <u>Wraparound childcare:</u> guidance for schools and trusts in England (publishing.service.gov.uk)

It had been a requirement of the programme that local Authorities submit regular readiness surveys to the Department for Education and in July 2024 a full delivery plan was submitted. The delivery plan included a full costed analysis of the delivery of the programme for York.

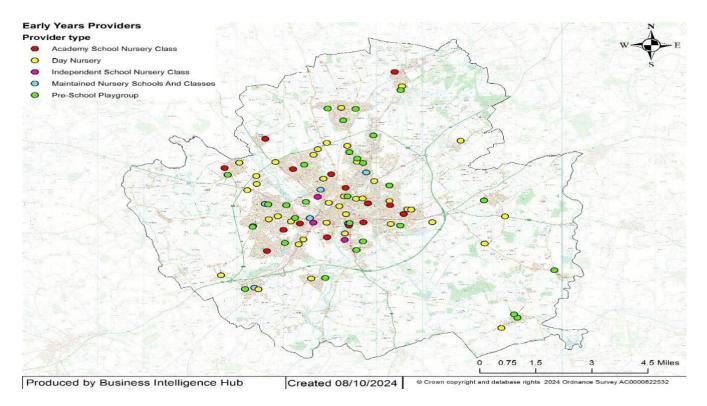
DfE committed a total of £447,000 in funding to York for the wraparound programme, of which £313,800 was received in August 2024 to enable place creation. A full procurement process began in October 2024 to facilitate the growth in the wraparound market.

# To support the submission of the delivery plan a full assessment of the wraparound provision was completed. This can be found at Appendix 1.

Since the announcements of the new reforms there has been a change in Government. The new Government have made a clear commitment to the reforms and in addition have announced new reforms for breakfast provision and also the creation of 3000 new school based nurseries. Further details are emerging from policy teams within the DfE and York will assess the impact at the point of further clarification.

#### **Childcare Supply**

The map below shows the providers by type plotted on the city map. The map shows the majority of childcare falls within the ring road. For confidentiality reasons childminders have not been plotted on this map.



#### **Provider Type**

The table below shows the type of childcare for children aged 0 - 5 years available in York for the years 2023 and 2024. The overall amount of providers by type has remained the same.

Provider Type	Number of providers as of	Number of providers as of
	31/08/2023	31/08/2024
Childminder	96	94
Day Nursery	39	41
Pre-school	26	26
Academy Nursery	16	16
Maintained Nursery	7	7
Independent Nursery	4	4
Total	188	188

The table shows that there is variety of provider types across the city offering choice for parents with childcare options.

#### **Openings / Closure of settings**

Over the last 12 months, 11 providers have closed (10 childminders and one day nursery) and 11 providers have opened (eight childminders and three day nurseries).

#### **Childcare Places Offered v Vacancies**

The table below shows the places offered v vacancies across the city for children aged 0 - 5 years with a comparison against 2023.

		Und	er 2's			2 - 3	Years			3 - 5	Years		Т	otals	(0 – 5':	s)
Provider	2023		2024		2023		2024		2023		2024		2023		2024	
Туре:	Places Offered	Places vacant														
Academy Nursery	0	0	0	0	36	3	43	5	435	47	433	65	471	50	476	70
Maintained Nursery	0	0	0	0	4	0	10	0	204	21	202	32	208	21	212	32
Independent Nursery	0	0	0	0	14	2	12	0	117	29	92	16	131	31	104	16
Day Nursery	549	82	553	177	617	106	618	142	857	171	884	195	2023	359	2055	514
Pre-school	3	0	3	0	126	33	136	37	434	50	420	56	563	83	559	93
Childminder	105	14	87	3	125	15	94	5	124	18	87	4	354	47	268	12
Totals	657	96	643	180	922	159	913	189	2171	336	2118	368	3750	591	3674	737

As at Summer 2024 there were a total of 3674 places offered for children aged between 0 - 5 years, which is a slight reduction of 76 places when compared to 2023 where there were 3750 places offered. However, there were 737 vacant places in Summer 2024 which is a slight increase from vacancies in 2023 where there were 591 places vacant. This shows there were a significant number of vacancies across the city in Summer 2024 to support families with their childcare needs.

The data also showed that there were vacancies for all age ranges (0 - 5 years).

Analysis is available at ward level to support local decisions on expansion / creation of new places and the Local Authority will work with any provider to identify local sufficiency for both early years and wraparound places / identify potential gaps for growth.

#### \*\* A breakdown of ward level places offered v vacant is shown in appendix 2\*\*

#### **Government Help with Childcare Costs**

There are several different entitlements available to support families with childcare costs. Eligibility varies for each entitlement and a full table setting out all current entitlements is shown in **Appendix 3**.

Where families are accessing entitlements, they should be able to clearly identify on their childcare invoices the hours that have been deducted e.g. 15 or 30 hours.

#### 2 Year old take-up

Take-up of funded places for disadvantaged two year olds has remained consistent over the previous year and for summer term 2024 take-up was 90.6% (spring term 2024 88.4% and Autumn term 2023 90.5%).

This remains higher than the national estimated average of 75% in 2024, which is slightly up from 74% in 2023.

#### 3 & 4 Year Olds:

Take-up of funded places for 3 & 4 year olds remains high across the city, although it's not possible to provide an accurate percentage take-up figure due to migration and children accessing funded places in settings cross border (including children accessing within York from other Local Authorities).

\*\* at the time of this report no data was available for the 9 month old+ entitlements as it had just been implemented.

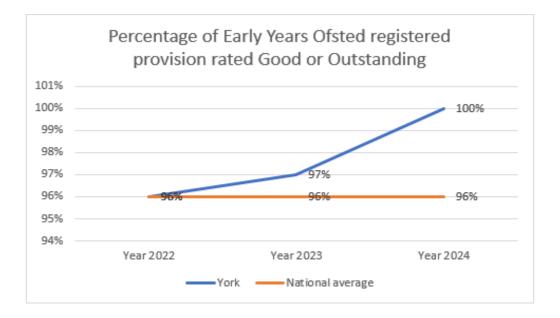
#### **Ofsted Outcomes**

Ofsted is the Office for Standards in Education, Children's Services and Skills (Ofsted). Ofsted inspect services providing education and skills for learners of all ages. They also inspect and regulate services that care for children and young people.

Ofsted is responsible for inspecting the childcare sector and at present providers are given an overall outcome. This inspection report format is currently under review and further details on future inspection formats will emerge over the coming 12 months.

During the academic year 2023 to 2024 there were a total of 29 Ofsted inspections carried out in York. Of these inspections four were day nurseries (all receiving a Good outcome), four were pre-schools (all receiving a Good outcome) and 19 were childminders (12 Good, four Outstanding and three Met as no early years children were on site at the time of the inspection).

The graph below shows the percentage of early years Ofsted registered provision rated Good or outstanding compared to national averages for the past 3 years. At present York has 100% Good or Outstanding Ofsted outcomes which is higher than the national average of 96%.



#### Holiday Activities and Food Programme (HAF)

In addition to the overall childcare availability York's Holiday Activities and Food (HAF) programme offers fun activities for keeping active, being creative, and trying something new over the easter, summer, and winter school holidays. Children and young people from reception and year 11 and who are in receipt of benefits-related free school meals receive a voucher from their school which allows them to book onto free activities. Each of these sessions will include a healthy meal and a selection of activities ranging from sports, drama and creative workshops, nature activities, and much more. Some clubs provide specific sessions for children with Special Educational Needs and Disabilities (SEND) or additional needs.

Since 2021, the programme has grown significantly. The aim is to offer a range of activities for all ages, abilities, and interests across the city. The total amount of funding received for the 2023/2024 programme was £413,250, with over 22,000 places offered for children over the three holiday periods.

	Number of children/young people attended	Number of primary aged children and young people	Number of secondary aged children and young people	Number of children and young people with additional needs
Easter	1870	1470	400	325
Summer	1381	1239	142	292
Winter	1520	1151	253	292

#### Holiday Childcare

To support families in school holidays there are a total of 31 Ofsted registered holiday childcare clubs from the following sectors:

4 x maintained

27 x private, Voluntary, Independent (PVI)

Other clubs run throughout the school holidays to support families e.g.: sports clubs, tuition etc however as these are not Ofsted registered and may not open 8am to 6pm therefore we do not record these for sufficiency purposes.

#### Supporting children with Special Educational Needs / Disability (SEND)

The Disability Discrimination Act (DDA) applies to everyone providing early years care and education. It applies to individual childminders and to networks of accredited childminders. The DDA sets out two main duties:

- Not to treat a disabled child 'less favourably'
- To make reasonable adjustments for disabled children

#### York SEND Local Offer

The York SEND Local Offer sets out services and activities available to children and young people with Special Educational Needs and Disabilities; support is available from birth to 25 years old.

The Local offer website can be found here: <u>Welcome to York SEND Local offer – York</u> <u>SEND Local Offer</u>

The SEND Sufficiency Strategy for children, young people and families in York forms an integral part of the Local Offer and highlights how a 'whole system' approach is used for provision planning. The strategy draws on the knowledge and support of specialist and targeted services into the mainstream environment to increase inclusive practice so that children and young people can attend their local setting/early years provider/school. Once published the strategy will be available on the Local offer website.

#### **Section 23**

A section 23 duty requires health professionals to tell the local authority if they believe a child under school age has, or is likely to have, special educational needs or a disability (SEND).

As at April 2024, there were 76 submitted Section 23 notifications from Health teams for children born between 01/09/2020 and 31/08/2021.

A survey was undertaken by the early support team in Spring 2024 with the parents of the identified children. The findings observed that the vast majority of families were able to access the childcare they required, however there had been a small number of cases where settings had not been able to meet children's needs and placements had 'broken down'. This is being addressed through the SEND support strategy for providers.

#### **SEND** Funding

There are two key early years funding streams aimed at supporting access to the early years entitlements for children with additional needs and disabilities; the Early Years Inclusion Fund (EYIF) and the Disability Access Fund (DAF).

#### **SEN Inclusion Fund**

SEN Inclusion Fund is awarded to children attending an early years setting who have a My Support Plan or equivalent and who do not have an Education Health and Care Plan (EHCP). The children are usually in receipt of early education funding with emerging needs (although there have been a very small number of exceptions for children with especially high needs, which present as complex needs alongside a significant health condition). In York, allocation of funding is made by a panel, on an application basis with amounts awarded based on hours needed as set out in a sessional plan completed by the SENCo. It is paid through an hourly rate of £8.50 per hour and the maximum contribution

is 75% of funded entitlement which equates to 22.5 hours a week (a maximum total of  $\pounds$ 1,045 per term) for a child entitled to 30 hours.

In York 91 children accessed SEN Inclusion Fund over the 12 month period from September 2023 to August 2024.

#### Disability Access Fund (DAF)

Providers can receive £910 (increased from £881 in previous financial year) per year for funded children who receive Disability Living Allowance and are accessing a place at their setting.

The Disability Access Fund (DAF) can help providers make their settings accessible to children with special needs. The funding can help providers make reasonable adjustments to their settings. They could purchase specialist equipment and or seek specialist training that would help them meet the child's needs.

In York 68 children accessed the Disability Access Fund over the 12 month period from September 2023 to August 2024 (2, 3 & 4 year olds only) with a total of  $\pounds$ 60,836 paid to childcare providers.

#### Learning Support Hub

A new model of support was introduced in York in September 2022; the learning support hub aims to build in skills and capacity from birth to 25 for children and young people with identified and emerging SEND. Providers can apply to the hub for targeted intervention which will involve specialist teachers or practitioners from the outreach team to work directly in settings over a prescribed period of time by offering a scaffolded approach to build skills and capacity into the sector to support children with additional needs.

### Annual Parent / Carer Childcare Needs Survey 2024 Summary:

A parent / carer survey was undertaken between 23<sup>rd</sup> August and 30<sup>th</sup> September 2024. The survey was conducted in partnership across the city and included a full communications strategy for ensuring a wide reach.

A total of 291 responses were received from parents / carers in York.

The majority of respondents (274) stated that they currently use childcare. However 55 repsondents stated that they had not been able to access the childcare they had required due to restricted places and 10 respondents stated they could not access the childcare they required due to settings not being able to meet their childs needs. Of the families that could not access the childcare they required the majority were for primary aged children. This shortfall is being addressed through the wraparpound programme and also the commissioning of specialist out of school provision for childtren with SEND.

Families reported that the main sources of information around early education funding were from an early year's setting or friends, family, and word of mouth. This shows the sector is well embedded into communities and that families are getting the information they require around help with childcare costs.

The majority of respondent (145) stated that they had used Tax Free Childcare to help with the cost of childcare, however 11 respondents stated they did not know about tax free childcare, therefore some promotion of this will need to be undertaken to ensure all families can access help with childcare costs.

The final question of the survey asked respondents about whether their childcare needs will change within the next 6-12 months. 178 respondents claimed their needs would stay the same, 87 respondents claimed they would need more childcare and 13 claimed they will need less childcare. This information supports the planning for the roll-out of the entitlements from September 2025 and the expansion of the wrapround provision in the city.

#### **Brokerage Support**

York's Family Information Service (FIS) is a free and impartial service providing information, advice and guidance for parents and carers of 0 - 19-year-olds (or up to 25 years if the child or young person has special educational needs or disabilities). The service provides information on a wide range of services, activities and groups and Ofsted registered childcare. This includes a childcare brokerage service, to support families who are struggling to find childcare that meets their needs.

In academic year 1<sup>st</sup> September 2023 to 31<sup>st</sup> August 2024, the Family Information Service opened 30 brokerages. Out of the 30 opened cases there were five where no solution was found due to child having SEND /complicated childcare reasons.

# **Annual Childcare Provider Survey**

#### Summary:

The 2024 annual childcare provider survey was undertaken between 12th September and 26th September 2024. The survey was for open dialect about the sectors sustainability, business support needs and overall readiness for the extended entitlements from September 2025. For the purpose of this report all responses have been grouped to ensure no provider can be identified.

The survey was sent out to all provider types including childminders, day nurseries, preschool playgroups, school nurseries and out of school provision (wraparound).

A total of 45 responses were received from the childcare providers in York. The survey was not mandatory for providers and due to the sensitivity of the questions around business sustainability some providers may have chosen not to answer.

The vast majority of the respondents felt that they were reasonably confident that the setting would be financially viable for the next year, however it was noted that three providers identified that they may run at a loss.

Some providers had been capping / limiting places offered for all age ranges during the previous year and when asked the main reasons given were personal circumstances, premises size or lack of space and financial viability.

Recruitment of suitable practitioners remains a challenge both locally and nationally and a small number of settings reported that they regularly use agency staff to support with meeting ratios.

A small number of providers reported that they are currently at maximum capacity and may not have future capacity to meet the increase in demand for the 2025 roll out of the funding enetitlements.

The majority of providers indicated that there is a need for business support training in the Childcare Sector. The subjects required included: financial planning, business Planning, marketing and recruitment and retention.

Some providers did express an interest in either expanding places or exploring opportunities for business growth across the city.

The findings from the survey will inform the action plan for the coming year and will be used to target support where there is an identified need.

## **Conclusions and Action Plan**

There remains a number of national and local challenges which continue to impact on the early years and childcare market and have the potential to affect the supply of good quality places to meet demand. Since the time of the new reforms being announced in March 2023 there has been an election and the new Government are yet to give full details on future early years and childcare policies, however they have made a commitment to continue the roll-out of the existing programme for early years entitlements and fund year one of the national wraparound programme.

Whilst the focus of this assessment has been on the 0 - 5 age range due to the new childcare reforms timescales, there is an acknowledgment that many of the identified actions will cover both sectors 0 to 5 years and 5+ for the wraparound sector. The wraparound report was produced in Spring 2024 to support the requirement to submit a delivery plan for funding in Summer term 2024. The full wraparound report can be found at Appendix 2.

York is currently meeting its statutory duty to ensure that there is provision of childcare in the city to meet the needs of parents of children aged 0 - 5 years to allow them to work or undertake education or training. This is confirmed by the availability of vacancies for parents to access across all age ranges 0 - 5 years. In the summer term 2024 there were a total of 737 vacant places across the city. There is a good mix of childcare types across the city giving parents a varied choice of childcare options: 96 childminders, 41 day nurseries, 26 pre-schools, 16 academy nurseries, seven maintained nurseries and four independent nurseries.

However, the Local Authority is aware of the rising challenges for families of children with SEND. The provision of appropriate early years and childcare that meets the needs of children with special educational needs and, or disability continues to be of high importance in York and there are a number of strategies to uphold equity of access for all children. These include the provision of additional funding for providers where staffing levels are increased above statutory ratios in order to meet the needs of children with SEND. Additionally, work has begun to ensure children that have an EHCP plan / section 23 are able to access their full entitlements. A focus of any new creation of places will be to ensure all places are inclusive and York is about to launch its Special Educational Needs / Disability (SEND) strategy which highlights how a 'whole system' approach is used for provision planning, this will incorporate early years.

A new model of support for providers was introduced in York in September 2022; the learning support hub aims to build in skills and capacity from birth to 25 for children and young people with identified and emerging SEND. Providers can apply to the hub for targeted intervention which will involve specialist teachers or practitioners from the outreach team to work directly in settings over a prescribed period of time by offering a scaffolded approach to build skills and capacity into the sector to support children with additional needs. Alongside this there is a universal training offer and a bespoke training offer which can be applied for to meet the unique specific requirements of a cohort or an individual child where the universal training offer does not meet the child or young person's specific needs. York is working with Best Practice who are delivering the Level 3 SENCo qualification and have increased the number of SENCo networks to an additional network each term.

The analysis of wraparound provision for school aged children identified some gaps in provision and that there remains a small gap for children with complex needs. Both of these areas are being addressed through a procurement process to commission delivery of places City of York Council Childcare Sufficiency Assessment 2024 to meet this need. There was also a closure of a wraparound setting in the Heworth without ward in the summer term which has left an identified gap. Procurement processes will be implemented to identify a provider to deliver provision from this city of York building.

Whilst Family Information Service report very few brokerage cases for children specifically with SEND the parent survey highlights that some families have been unable to find suitable childcare. Therefore, there is partnership work to do to ensure that those families struggling to find childcare are supported from the relevant professionals.

The provider survey highlighted several concerns relating to sustainability within the childcare sector and providers stated that they would welcome business support training specifically around financial planning, business planning, marketing and recruitment. Therefore, this is being incorporated into the annual plan for the training offer.

The ongoing staffing recruitment and retention crisis is continuing to affect the sector and providers are opting to cap places or employ agency staff at additional costs. A new training offer and working group will be looking at ways to support the sector. The working group will be established to include all relevant partners e.g.: DWP, York Learning etc. The local authority is working with colleagues in partner agencies such as the Job Centre Plus, colleges, universities, the Local Government Association and sector organisations alongside ongoing dialogue with the Department for Education to highlight the current staffing crisis and seek potential short, medium and longer term solutions.

Where providers are experiencing sustainability issues, the local authority works closely with them, providing advice and support and looking at potential solutions including revisiting their business models, staffing structures and developing marketing strategies.

Working in conjunction with school place planning, York's supplementary planning guidance has been updated and the council as been successful in securing capital funding (Section 106 and Community Infrastructure Levy (CIL)) from new housing developments to support the creation and expansion of both early years and school places. Funding has been secured for several developments and the process to commission places will begin shortly following a full procurement process to ensure best value.

To support families with the cost of childcare work, Tax Free Childcare is promoted via the local authority website, social media sites and within community venues. This work will continue to develop to ensure new families taking up childcare are aware of the support they can access.

Ongoing overview of the early years and childcare market will continue to be informed by local intelligence including from colleagues in the quality improvement team, local councillors, services directly supporting families and networking events with our local early years and childcare providers. A termly occupancy collection will ensure the Local Authority can adapt to emerging trends / patterns of parental choice and offer targeted support where necessary for business sustainability. The regular networking events, which include briefings and information sessions ensure that providers have the most up to date information on any available funding sources, training, learning from recent Ofsted inspections and learning from other local authorities. They also provide a valuable opportunity for the local authority to gain an up-to-date perspective on the current situation with the childcare market in York.

#### Action Plan for 2024 / 2025

Key Issue	Action	Timescale
-	Where data identifies that additional places are	Termly monitoring
	required work with providers to investigate options for	
	developing new places e.g. through expansion or	Follow procurement process when
	reorganisation of existing provision, or possibly	applicable.
	development of new provision. Work alongside	November 2024 – Chocolate Works /
	colleagues in procurement, planning, premises, and quality improvement to support the creation of new	Terrys developer contributions to follow
	high-quality provision to support demand arising from	procurement process for early years
	the childcare reforms / housing developments	places
	At the time of this report the Government had	Further details to be announced at the
	announced 3000 additional nursery places in schools	Autumn 2024 budget therefore await the
	and a free breakfast for all children. However, no	details in preparation for planning.
	further detail was available and was expected to be	
	announced at the Autumn budget	
SEND	Track children with SEND to ensure they can access	
	the full early years entitlements and are not	
	disadvantaged with a reduced offer of hours of early	
	education	
	Progress work with support partner Hempsalls which	Procurement for SEND wrapround places will start in October.
	focuses on wraparound care for children with complex needs with a view to developing a viable	
	business model which will assist in commissioning	
	wrap around care for sustainable, affordable out of	
	school provision for children with complex needs.	
	Work within the SEND strategy to ensure data is	
	captured to provide an accurate prediction for	
	planning for early years places.	
	Longer term, continued analysis of Section 23	
	notifications should continue. With improved quality	
	of notifications and analysis of outcomes over time,	
	this crucial data can be used to support future sufficiency planning.	
Recruitment and	Continue to work with colleague at DWP and in	
retention	Economic Growth team, Skills team, and York	
	Learning to promote early years and childcare	
	careers, apprenticeships and routes into early years	
	management and promote the early years and	
	childcare sector as a viable career path	
	Roll out further cohorts of the Management Skills	
	Programme and develop and promote further Multiply Maths workshops as part of the Skills Bootcamp	
	Programme to further enhance skills and knowledge	
	of existing early years workforce	
	Develop a strategy / working group to support with	This work has begun, and the full working
	business planning, recruitment, marketing etc.	group will be in place December 2024 to
	The group to complete a full programme of support	progress.

#### Contacts:

Find out about help with childcare costs: <u>www.childcarechoices.gov.uk</u>

For families looking for local childcare: <u>York family information service – Raise York</u>

For sufficiency / early education funding queries: <u>earlyyearsfunding@york.gov.uk</u>

# ADDITIONAL DATA Appendix 1: Wraparound Childcare: Supply and Demand Analysis March 2024

#### **Executive summary**

In the 2023 Spring Budget, the Chancellor announced additional funding to support local authorities to expand wraparound childcare (before and after school) between 8am-6pm for all primary aged children during term time. This represents the biggest investment in wraparound provision since 2011 when the government removed the ring-fenced extended schools funding.

The policy is rooted in the government's employment agenda, encouraging parents to work and a mandated requirement for parents on Universal Credit with primary school aged children to work more hours (up to 30hrs per week) but also serves a dual purpose of potentially improving access for disadvantaged children to extracurricular activities to improve their outcomes.

City of York Council is starting from a strong position to expand the wraparound sector; the council has maintained its workforce to have oversight of the quality of Out of School provision, as part of the Statutory Childcare sufficiency duty, where other LAs may not. This report outlines our assessment of the supply of, and demand for, wraparound provision in York. This data set represents the most accurate information we have at this current time, but there are limits to this data and further assessment of supply and demand will need to take place with Childminders who offer wraparound care and parent/carers to identify any further demand.

The National Wraparound Childcare Programme has allocated funds to York up to a maximum of £447,000 over 5 academic terms until 31<sup>st</sup> March 2026, to expand the sector by an increase in the supply of places available and to support some council staffing resource for the programme.

The wraparound sector in York is well developed, with most school sites having a wraparound provision offer. Ofsted inspections of wraparound providers show that the very large majority of providers are graded as Met (or good or higher) at inspection.

Since the budget announcement the local wraparound childcare market in York has continued to respond to need, with three clubs expanding the number of places offered because of parental demand. Any change in government may mean new priorities linked to wraparound care and the LA is mindful of this for future planning.

#### Key Headlines

- York is well served in terms of the availability of before and after school provision, with most schools having provision on site or close by, daily places available for breakfast club is 1838 and 2200 available after school.
- Dringhouses, Rural West York, Rawcliffe and Clifton Without; Guildhall and Heworth Without are experiencing pressure on places, where demand exceeds supply.
- Demand for breakfast club provision is generally lower than after school provision.
- The wraparound programme presents some opportunities to expand opening hours, increase capacity at existing providers, develop new provision and look to how the childminder workforce can support the delivery of places.

 Additional clarification on demand levels from parents/carers is required to allow us to project future demand for wraparound provision. Nevertheless, this supply and demand analysis establishes the starting point for our evidence base to develop the wraparound market.

#### Introduction

This report outlines the recent supply and demand mapping that was undertaken as part of the preparation for the roll out of the National Wraparound childcare programme and builds on what we already know about the sector in York. This includes an overview of breakfast club and after school club provision and the wards which are experiencing pressure on places.

Clubs vary in size, but all operate Monday – Friday with the smallest clubs offering 16 places each day and the largest 130 places. The sector has responded to demand over the years and clubs have continued to grow. The city is now, in some ward areas, at capacity for the number of after school club places that can be offered, and this is mainly due to a lack of suitable premises, or lack of availability of space on school site. Data from our recent SEND Childcare Sufficiency assessment, highlights a need for wraparound childcare for children with complex needs. Using the data collected from the supply and demand analysis, specifically waiting list information, we can identify which wards area have higher levels of demand than supply which in turn will allow us to identify how to make best use of the programme funding allocated through the National Wraparound Childcare Programme and expand places.

#### Analysis

The LA was tasked by the DfE, as part of a national data collection, to assess the supply and demand of wraparound provision. The survey was released to LAs on 7<sup>th</sup> March, with a return date of 28<sup>th</sup> March. We worked hard to gather a response from all clubs and had a return rate of 100%. This data gives us a useful insight into places available across the city and supports us as we map supply and demand, with a view to expanding the sector as part of the National Wraparound Childcare Programme.

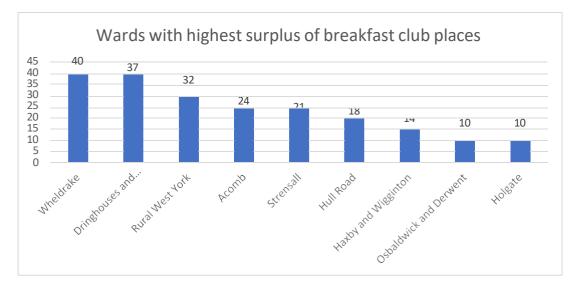
Generally, after school provision is in higher demand than breakfast club provision, this may be due to the post pandemic effects where more employees are now working at home or because the city has a higher-than-average number of employees working part time. Locally DWP figures indicate that there are approximately 180 parents/carers seeking work or looking to increase their hours, because of the national changes to Universal Credit.

Supply and Demand data shows that of the 1838 breakfast club places available each day, 319 places are not taken up. Of the 2200 after school club places available each day there are lower levels of unfilled places at 153, but there are some significant pressure points in the city, which are detailed below.

#### Take up of places and occupancy levels

The graphs outlined below, give an overview of places across the city at ward level, with the highest and lowest highlighted including places taken up and where demand is higher than supply.

The chart below outlines the wards with the highest number (10 or more) of surplus places for breakfast club provision.

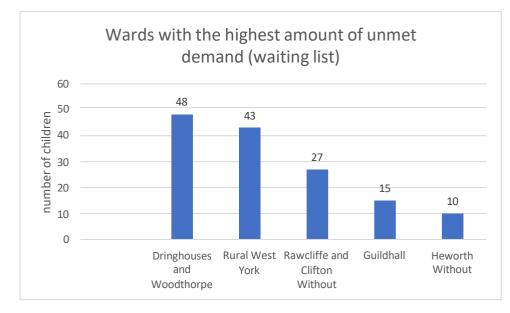


There are 7 children waiting for a breakfast club place, at clubs which are oversubscribed and/or unable to offer places on the days required. These clubs are situated in the following wards:

Haxby and Wigginton ward

Fishergate ward

The chart below indicates the wards with the highest waiting lists for After school provision. Unmet demand is relatively high across the city for after school provision, in total there are 181 children on waiting lists for after school provision.



At the time of this DfE data capture we didn't have details about other unmet demand, but we know that since National Primary School offer day some clubs have seen further demand for places; there may also be families who cannot access a suitable place but are not on a waiting list.

Local intelligence shows that there are higher levels of demand from reception aged children, which tends to taper off as children move into years 5 & 6 as children begin to walk home from school in preparation for their transition to Secondary school.

It is worth noting that the number of clubs at 100% occupancy (17 breakfast clubs and 30 after school clubs), those that are nearing full occupancy, and the pressure on places that this creates. Where clubs are nearing full occupancy, it may be that they have some space but are unable to meet requests for specific days from families.

Average occupancy rates for breakfast clubs in the city are 79% and 89% for After school provision.

There are 18 breakfast clubs running at less than 80% of their potential occupancy, and these are shown below, the wards with the lowest occupancy for breakfast clubs are:

**Rural West York** 

Wheldrake Ward

11 after school clubs are running at less than 80% occupancy. This identified capacity means that some areas may be able to meet increasing demand in their current provision as the Wraparound Childcare Programme rolls out.

#### **Demographics of York**

The data from the ONS forecast for the population growth of residents aged 0-11 between 2023 and 2029 shows a decrease from 23,636 to 22,341, a reduction of 1282. We must consider this data when looking at projected demand for wraparound provision and in isolation this trend may indicate a drop in demand levels for wraparound, however further analysis is required to consider the implications of any potential housing developments in the city and the economic driver for this policy which is encouraging more parents/carers to be back in work.

To be able to project future demand, work has begun to consider the impact this is likely to have on the availability of places. Current take up figures are based on the numbers of children on the school roll and the number of places taken up at the link OOSC. Given there are limited datasets available these have been used as a baseline and starting figure as we begin to plan for the potential of increased take up. The average of places taken up compared to the number on roll is 12% for breakfast club and 16% after school club. The DfE have shared their analysis of York, using the school census to estimate the number of additional places York will be required to fund using the programme funding and estimate this to be 390, but this figure does not consider current waiting list levels.

There are a small number of schools who do not offer, or have access to breakfast and after school provision, and we will seek to develop provision at these sites, via the wraparound programme.

A breakdown of the provision available across the city, is included in annex 1.

#### **Opening and closure times**

All breakfast club provision offered in the city is open from 8am or earlier. 19 after school clubs close before 6pm, with closure times from 5:15pm onwards, and this may present barriers for families who are accessing work or training. The National Wraparound programme expects wraparound provision to be available 8am-6pm, so there is scope for discussion with after school club providers to extend their hours if local demand dictates this and the LA can look at options to financially support this, using the programme funding.



#### **Recommendations and priority next steps**

The recommendations below have been developed because of the supply and demand analysis and the scale up expected as part of the National Wraparound programme, will be used to inform an action plan with more detail. The recommendations are:

- Develop SEND after school provision to support a small cohort of children with complex needs.
- Engage those schools that do not offer either breakfast or after school provision and look to programme funding to minimise the financial risk to these providers and support them to be sustainable in the longer term.
- Consider the support that can be given to the 19 providers running after school provision who do not operate until 6:00 PM.
- Develop a commissioning process to enable spend of the National Wraparound capital and programme funding, where our supply and demand data indicates a need for provision.
- Consider options to create more spaces in the wards with the highest demand for after school club places.
- Undertake a parent/carer survey to identify further unmet demand, both current and future.
- Consult with our childminder workforce to establish the current supply of places offered by the sector and the levels of demand.
- Progress links with JCP to address locally the current recruitment and retention issues and help inform assessment of potential demand, including:
  - a) Knowledge of potential number of people who will be moving into employment and hence require childcare,
  - b) Knowledge of numbers of existing people who cannot access work due to no accessible childcare,
  - c) Promoting sector with potential new workforce including over 50s and school leavers
  - d) Promoting existing OOSC vacancies and linking providers with potential new employees
  - e) Working with the local colleges and universities to ensure that the courses match the skills / knowledge /experience required for employment in OOSC sector.

# Appendix 2: Childcare Places Offered v Vacancies at Ward Level

Ward:	Under 2s		2 - 3	2 - 3 Years		5 years	Totals (0 – 5's)		
	Places offered	Places vacant	Places offered	Places vacant	Places offered	Places vacant	Places offered	Places vacant	
Acomb	15	0	25	3	71	2	111	5	
Bishopthorpe	17	5	15	1	48	4	80	10	
Clifton	3	1	23	0	96	4	122	5	
Copmanthorpe	12	1	21	7	55	24	88	32	
Dringhouses & Woodthorpe	38	21	46	18	115	16	199	55	
Fishergate	38	10	35	6	163	20	236	36	
Fulford & Heslington	2	0	16	0	36	0	54	0	
Guildhall	52	22	66	15	140	13	258	50	
Haxby & Wiggington	25	7	46	12	113	15	184	34	
Heworth & Heworth Without	34	11	59	9	103	21	196	41	
Holgate	17	6	42	10	142	19	201	35	
Hull Road	52	2	49	10	63	12	164	24	
Huntingon & New Earswick	26	4	73	12	124	17	223	33	
Micklegate	11	1	20	2	81	12	112	15	
Osbaldwick & Derwent	78	31	70	19	150	68	298	118	
Rawcliffe & Clifton Without	55	18	68	14	176	37	299	69	
Rural West	73	12	80	17	166	22	319	51	
Strensall	31	7	68	17	99	32	198	56	
Westfield	52	19	66	11	134	19	252	49	
Wheldrake	12	2	25	6	43	11	80	19	
Totals	643	180	913	189	2118	368	3674	737	

# Appendix 3: Help with Childcare Costs Eligibility Table

Entitlement:	Childs' age:	Eligibility:	What can you receive:	How to apply:
Working parent's entitlement	Term after child turns 9 months	Working parents	15 hours per week over a period of 38 weeks	www.childcarechoice.gov.uk speak to your chosen childcare provider to ensure they have a place
Parents of 2-year- olds receiving some additional forms of government support	From the term after child turns 2 years old	If you are claiming certain benefits / have a low household income Looked after children. Child has an education, health, and care plan. Child has an adoption order, special guardianship, or a child arrangement order. Families with no recourse to public funds	15 hours per week over a period of 38 weeks	www.raiseyork.co.uk/childcare/information- for-parents-about-funded-child-care-2- year-old
Universal entitlement	From the term after child turns 3 years old	All 3 & 4 year olds	15 hours per week over a period of 38 weeks	Speak to your chosen childcare provider about if they can offer a place and take them your child's birth certificate.
Extended entitlement	Currently from after the term child turns 3 years old. ** From September 2025 this will include children from 9 months+	Working parents	15 hours per week over a period of 38 weeks (used with universal entitlement is 30 hours)	www.childcarechoice.gov.uk
Tax Free childcare	All eligible children (up to age 11 or 16 if child has a disability)	Dependent on working status / benefit status	If you get Tax- Free Childcare, you'll set up an online childcare account for your child. For every £8 you pay into this account, the government will pay in £2 to use to pay your provider.	www.childcarechoice.gov.uk

# Appendix 4: Action Plan 2023 update

Key Issue	Action	Update
Childcare reforms / take up of early education entitlements	Consult with the local early years sector to develop a local funding formula for the new funded entitlements for 2-year-olds and under 2s.	Consultation was undertaken in December 2023 with the childcare sector and funding rates agreed for financial year 2024/2025. Action Complete
	Secure additional capacity in order to undertake in depth data analysis required to assess potential increase in demand for new entitlement places for 2s and determine how many additional places need to be created	<ul> <li>Staff recruitment has taken place, and the following staff are in posts to support the roll-out of the new reforms:</li> <li>Early Years and Childcare Programme Reforms Lead</li> <li>Wraparound Project Officer</li> <li>Early Years and Childcare Reforms Programme Support Officer</li> </ul>
		Action Complete
	Where data identifies that additional places are required work, develop key priorities to facilitate the market and work with providers to investigate options for developing new places e.g., through expansion or reorganisation of existing provision, or possibly development of new provision. Work alongside colleagues in planning, premises, and quality improvement to support the creation of new high- quality provision to support demand arising from the childcare reforms	Supply / demand mapping was undertaken for both the April 2024 and September 2024 rollouts of the early year's expansion. Three new day nurseries opened in the city in 2024. A paper was presented to the exec board in September 2024 and final agreement was made for the capital spend process. A procurement process has been developed and is in the final stages in order to commission new places ready for the expansion in September 2025. A provider engagement event is planned for October 2024 to begin the spend on the early year's capital funding and wraparound programme funding. <b>This action is ongoing and will be carried forward to 2024</b> / 2025.
	Undertake a review of the current IT systems and funding processes and policies, in collaboration with early years providers to ensure that they support exiting local authority capacity and provider sustainability in the delivery and administration of early years funded places	Provider information sessions have been held which outlined the move to monthly payments for early education funding. The move to monthly payments involved purchasing an additional module on Synergy which has now been embedded. The rollout out was trialled in the summer term with a sample number of providers and full roll out has taken place for the Autumn term. All policy documentation has been updated in line with the new procedures and published on the website. <b>Action Complete</b>
	Continue to promote the take-up of early education and childcare places for three- and four-year-olds and for disadvantaged two-year-olds. Work with colleagues and providers to ensure that the most	Providers continue to promote the entitlements and work with the Local Authority for delivery models.

	vulnerable families are not displaced by the expansion of the entitlements but can continue to access inclusive provision, including baby places and funded tow year olds.	A comms strategy has been implemented to promote the new entitlements across the city. Ongoing work is in place monitoring take- up of both the new working families' entitlements and disadvantaged entitlements, to date there is no evidence to suggest disadvantaged families are being displaced, however this will be monitored. This action is ongoing and will be carried forward to 2024 / 2025.
SEND	Progress work with support partner Hempsalls which focuses on wraparound care for children with complex needs with a view to developing a viable business model which will assist in commissioning wrap around care for sustainable, affordable out of school provision for children with complex needs.	Work has been undertaken to produce a fully costed delivery model. Procurement processes have been developed and procurement will start in October 2024. This action is ongoing and will be carried forward to 2024 / 2025 due to procurement process timescales.
	Continue to work with colleagues in other teams including the Families Information Service, to identify further areas of unmet need in the city and potential solutions for the development of new provision and/or expansion of existing provision to address accessibility	<ul> <li>Families Information Service support families who may be struggling to find childcare and offer a full brokerage service.</li> <li>A new Early years and Childcare Inclusion officer was appointed in the summer term 2024.</li> <li>There have been no reported cases of unmet demand for parents with children who have SEND.</li> <li>This action is ongoing and will be carried forward to 2024 / 2025.</li> </ul>
Housing developments & Section 106 / CIL capital funding	Continue to secure section 106 / Capital Infrastructure Levy funding and procure the expansion and development of new early years and childcare places to meet additional demand arising from new housing developments.	The service continues to apply for / secure S106 contributions wherever possible. Procurement processes are being finalised for the capital spend to create places at the appropriate time depending on sufficiency need. The first round of procurement will take place late in the Autum term 2024. <b>This action is ongoing and will be carried forward to 2024 / 2025.</b>
	Consider local policy on potential yields from affordable housing developments in York and potential approaches for securing sufficient places where contributions from 100% affordable housing developments are not viable.	This work is currently ongoing as developers submit plans which include affordable housing. This is currently being monitored for the effects of affordable housing and contributions. This action is ongoing and will be carried forward to 2024 / 2025.
Recruitment and retention	Continue to work with colleague at DWP and in Economic Growth team, Skills team, and York Learning to promote early years careers,	Work has begun to develop / strengthen partnership links across stakeholders.

	apprenticeships and routes into early years	A communications strategy has been
	management and promote the early years as a viable career path	implemented to promote the 'Do Something Big' campaign.
		Due to the nature of the current recruitment crisis this is a priority to be carried over and actioned in 2024 / 2025.
	Maintain ongoing dialogue with the Department for Education to highlight the current crisis.	Monthly meetings have taken place between CYC teams leading on the reforms and DfE. The DfE continue to report that CYC is a 'light touch' Local Authority due to the experienced team leading on the reforms.
		This action is ongoing and will be carried forward to 2024 / 2025.
	Roll out further cohorts of the Management Skills Programme and develop and promote further Multiply Maths workshops as part of the Skills Bootcamp Programme to further enhance skills and knowledge of existing early years workforce	Funding for Bootcamps specifically for the sector has not been available this year. However, a bid has been submitted for Bootcamps for the sector in Summer 2025. If successful, the Bootcamp will focus on Business support and will be targeted to the needs of the sector.
		This action is ongoing and will be carried forward to 2024 / 2025.
Overall sufficiency of places	Continue to monitor and risk assess: • Longer term impacts of the pandemic and current economic climate alongside capability and capacity of sector for growth • school lease arrangements with early years and childcare providers • the growth of local and national chains	Analysis work has been undertaken for the roll out of both the entitlements and the national wraparound programme. Analysis of the childcare market is ongoing and regular updates are provided to senior leaders and ward members.
		This action is ongoing and will be carried forward to 2024 / 2025 for regular monitoring and further Government policy changes.
Affordability	Continue with the work promoting funded early education places and Tax-Free Childcare to families across the city via a variety of methods including work to distribute further posters in Pharmacies, Food Banks, supermarkets and distributed via the Local Area coordinators.	This work is ongoing and regularly updated. Updates to posters etc have been completed and distributed. A focus has been on signposting parents to Childcare choices website for the most up-to-date information. Particularly due to changing policy and new reforms.
		This action is ongoing and will be carried forward to 2024 / 2025 due to the nature of entitlements changing and new families requiring information.
	Further engagement with all early years providers to establish which providers are not currently a registered provider of Tax Free Childcare and encourage them to sign up, encourage ongoing promotion of the Tax Free Childcare with their parents /carers and try to identify barriers which may be preventing parents/carers from accessing Tax Free Childcare	Promotion work has been undertaken across the city. <b>To be carried forward to 2024 / 2025</b> action plan