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# **WRAPAROUND CARE: A MODEL OF INTEGRATED PROVISION**

FINAL REPORT

for the Department for Education and Skills

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# GLOSSARY OF TERMS

**Foundation Stage** - all 4 year olds and many 3 year olds are entitled to free part-time early education place (see below). These early years, together with their time in reception class at primary school, make up the Foundation Stage. The Foundation Stage was introduced in September 2000.

**Core early education place (EEP)** – the free 2 ½ hour early education place available for three and four year old children. At the time the evaluation took place, these early education places were funded either through the Nursery Education Grant or via the Standard Spending Assessment. Since April 2003, all LEAs receive funding to provide EEPs through the under 5s sub-block of their Education Formula Spending Share (EFSS).

**Extended provision** – additional provision offered before and after that funded place, for which parents generally pay.

**Integrated provision** - where the term ‘integrated provision’ is used in this report, it refers to a range of models which co-ordinate these two elements (ie. the core early education place and extended provision) to offer a ‘package’ of extended provision wrapping around a core early education place.

## **Note on use of tense**

This report has drawn on information collected during the period November 2002 – September 2003. Thus, the past tense has been used throughout. However, much of the work is still ongoing at the time of writing.

## **Note on use of setting names**

The real names of the providers which took part in the pilot programme have not been used in this report. Where a setting is identified individually, real names have been replaced with pseudonyms.

# EXECUTIVE SUMMARY

## PART 1 – DEFINITIONS OF INTEGRATED PROVISION

### Introduction

The Wraparound Pilot Programme was announced by the government in October 2000 as part of its early years expansion programme – raising the quality of early years provision for children, and at the same time attracting more parents back into the labour market by providing more flexible care ‘wrapped around’ an early education place for their young children. Five local authorities were invited to put forward ‘original and innovative proposals for providing integrated education and care for young children’.

### Wraparound as one form of integrated provision

The Planning Guidance for 2001-02 defined an integrated (wraparound) place as ‘*care for three and four year olds provided before and/or after an early years education place and directly facilitated by the provider*’. An integrated ‘wraparound day’ thus includes a 2 ½ hour funded early education place embedded within a fuller day of provision. For the purposes of this report, the two key elements of the ‘integrated day’ are defined as follows:

- **Core early education place (EEP)** – the free 2 ½ hour early education place available for three and four year old children<sup>1</sup>; and
- **Extended provision** – additional provision offered before and after that funded place, for which parents generally pay.

Where the term ‘integrated provision’ is used in this report, it refers to a range of models which co-ordinate these two elements to offer a ‘package’ of extended provision wrapping around an early education place.

### Approaches to integrated provision

A wide range of approaches to the implementation of integrated provision was developed by the five pilot authorities. The experiences of these authorities suggest that there are four key choices to be made:

#### Choice 1: individual or partnership approach?

- *Partnership approach* – provider/s of the core early education place collaborate with one or more settings offering extended provision.
- *Individual approach* – a provider (in any sector) extends its own provision to offer both the core early education place and the extended element of the integrated day.

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<sup>1</sup> At the time the evaluation took place, these early education places (EEPs) were funded either through the Nursery Education Grant or via the Standard Spending Assessment. Since April 2003, all LEAs receive funding to provide EEPs through the under 5s sub-block of their Education Formula Spending Share (EFSS).



### **Choice 2: extent of integration**

Where different settings provide the early education place and the extended element of the integrated day (the partnership approach) this obviously brings implications for co-ordination and integration. Two approaches can be seen:

- *Logistical integration only* – session times are co-ordinated, transport is provided between settings and day to day information about individual children is passed on between providers of the early education place and the extended provision.
- *Logistical and programme integration* – providers also collaborate on issues of curriculum and practice, for example sharing planning or working together on issues such as support for special needs children.

### **Choice 3: involvement in management**

- *School involvement* - here, a nursery or primary school is involved in the management, and in most cases the provision, of the ‘integrated day’ and there is a formal management link between the school and the pre-school provider/s of extended provision. This approach does not necessarily imply school *leadership* of management. Throughout the pilot projects, examples of flatter organisational structures could be seen, where schools and pre-school providers shared responsibility for management.
- *VPI provider managed* - here, the responsibility for the management and operation of ‘the integrated day’ rests firmly within the voluntary, private and independent sector. Although the maintained sector may provide the early education place in some cases (e.g. where a private provider picks up children from a nursery school), management of the integrated day is essentially led by a private, voluntary or independent provider with no formal school involvement.
- *Independent co-ordinating body* – here, links between providers and parents are co-ordinated by an independent body rather than by a provider of education or care. In practice, this generally involves childminders joining an accredited network or a co-ordination scheme which links them to part-time education sessions at centre-based settings.

### **Choice 4: combination of core and extended provision**

Which sector provides the early education place (EEP) and the extended provision? Three main combinations can be seen:

- *School plus school* - both EEPs and extended provision offered by the maintained sector.
- *School plus VPI* – EEPs provided by the maintained sector and extended provision by the voluntary, private or independent (VPI) sector.
- *VPI plus VPI* – both EEPs and extended provision offered by the voluntary, private or independent sector.

In practice, these approaches may be combined. For example, where a school and a private provider collaborate, three year olds may attend the private provider all day (*VPI plus VPI*), while four year olds may attend part-time Reception and return to the private provider for the extended element of the ‘integrated day’ (*school plus VPI*).

## PART 2 - EFFECTS ON PARENTS AND CHILDREN

### Impact on parents

#### **Was there an impact on parents' (re)entry to work or training?**

The possibilities for identifying quantitative impacts on parents' work or training patterns have been severely limited by the smaller than expected sample size gained in the parent surveys (see Chapter 5 for further details). Although a number of small differences were found between the work patterns of parents in pilot areas and those living in areas where the pilot provision was not available, none of these results were significant at conventional levels.

However, many of the parents who took part in the telephone survey reported that the pilot provision had widened their choices for work and/or study. More than half (56%) reported that the provision had been instrumental in giving them choices in their paid work and education. A third (32%) reported being able to look or apply for jobs (these included both people who were already working and those who were not). One in five said that they were able to change jobs as a result of using the pilot provision, and the same proportion had been able to change their hours.

#### **How did parents use the extended pilot provision?**

The key determinant of whether or not parents used the pilot provision seems to have been previous use of formal childcare. The majority (75%) of children who used the pilot provision were already attending some form of formal childcare beforehand. Parents appear mainly to have used the pilot provision as additional, rather than replacement, childcare. Once they started using the pilot provision, three quarters of parents were using three or more forms of childcare, compared to only half before the start of the pilot period. Compared to non-pilot parents, those using the pilot provision used a greater number of providers to cover – on average – the same number of hours per week. Parents using the integrated pilot provision also used comparatively more hours of formal childcare than the non-pilot parents, who used comparatively more hours of informal childcare.

#### **Has the pilot provision met the needs of parents?**

The vast majority of pilot providers (and partnerships of providers) organised 'packages' of care for their parents, allowing them to drop their child off at the beginning of the day and pick them up at the end, with all arrangements between those times taken care of. This service was greatly appreciated and considered by parents to be a major benefit, bringing '*peace of mind*'.

*'It means being able to return back to teaching at the local primary school part time, juggle having a baby and keep X in a quality environment'.*

Findings from the telephone interview suggest that the provision did meet the needs of many parents, and helped them to make choices and changes in their work and training. The needs of part-time working parents appear to have been met effectively. However, a number of gaps in provision were identified for full-time working parents, notably breakfast and after school provision. Only half of the pilot providers and partnerships offered full day provision. Many parents also identified a need for holiday provision – again, only offered by a proportion of the pilot settings. Parents also noted that provision for other ages of children on the same site would be an advantage. These gaps in provision may go some

way towards explaining why 44% of telephone survey parents reported that the pilot had not affected their employment or training situation - and may also have contributed to the difficulty in identifying quantitative impacts on work patterns. Some settings had begun to ask for feedback from parents to help identify how their needs could be better met. Others noted, however, that not all parents *wanted* to work or study - or to increase their hours if they worked part-time – and cited a lack of demand for full day care. The provision of care for respite purposes, as well as to allow parents to work or study, was identified by a number of pilot areas as an important issue. Some parents, particularly in areas with significant social problems, may have a need for provision which simply gives them ‘time out’. For others, respite provision can provide the opportunity to participate in activities which broaden their horizons and may in the long term lead to (re)engagement with the labour market. Whatever the case, it is clear that systematic assessment must be undertaken before setting up integrated provision, and at regular intervals after that, to ensure that the needs and demands of parents in the surrounding area – whether for work, study or respite - are identified and met.

#### *Affordability, accessibility and flexibility*

Almost all parents surveyed considered the pilot extended provision to be affordable and good value. It would appear that the provision was also accessible to the vast majority of parents. Very few (only 8%) of those who took part in the telephone survey reported difficulties in securing a pilot place when they needed it, and the majority (90%) reported that the provision was easy to get to (although this was not significantly different to the experiences of the non-pilot parents). The pilot settings offered varying levels of flexibility in terms of provision. In some cases, provision was almost fully flexible - parents could literally ‘turn up on the day’ and book their child in for whichever hours and sessions they needed. Where flexibility was offered, this was greatly appreciated by parents, who valued the ability to change their sessions and the provision of short term or emergency care. In other cases, provision was less flexible, requiring payment and booking in advance on a weekly or monthly basis.

#### *Services other than childcare*

Although some gaps in provision were identified, it seems that all the pilot projects responded to local demand and made efforts to meet the childcare needs of local parents. Some also extended their focus beyond the provision of childcare and saw themselves as providing a more ‘holistic’ service for parents and families. A fair proportion (46%) of pilot providers offered parent services other than childcare, including tax-benefit advice, counselling, training or career advice, parental support and health care services. It appears that the pilot settings were particularly effective at providing information on the childcare element of the Working Tax Credit (offered by 43% of pilot providers), health services (27%) and courses and training (30%).

## Impact on children

Both parents and providers reported that the pilot provision had been a positive experience for children. A number of specific benefits for children were reported, including:

- Curriculum continuity and consistency in Foundation Stage provision, where providers of core early education places and extended provision collaborated;
- Familiarity in routine and continuity of care;
- Benefits for special needs children in terms of early intervention, where primary schools and pre-school providers collaborated;
- Smoother transition to school arising from closer links between pre-school settings and primary schools;
- Personal and social benefits, with improvements in children's social skills reported at several sites; and
- Educational benefits of full-time over part-time education provision in areas where children receive little stimulation in their home environment.

When asked about the length of day, the majority of parents and providers felt that the children coped well, although the importance of building in adequate breaks and 'down-times' was noted.

*'Initially, I was not sure whether he would cope with the long day, but he has done really well. I have noticed a lot of change in my son and I have also heard others say how well he is doing. He is confident as a person and in what he says and does, he has a better routine to his week, he is able to socialise with others. His use of language and words has improved and he speaks with ease and confidence. He has come out of his shell. I am sure all the above would have taken place eventually, but I feel a full time placement has made things happen sooner than later'*

Children also appeared to cope well with movement between providers, as long as staff and routines were familiar and collaboration between the two providers was strong. In particular:

- Collaboration between the providers of early education and extended provision is essential if continuity in curriculum and practice is to be achieved. This can be particularly important for special needs children, to ensure that any support programmes are implemented in a consistent way.
- Efforts must be made to ensure that day-to-day information about individual children is passed on effectively between providers and ultimately to the parent. For example, some providers used individual booklets or large envelopes for each child to collect written information and letters intended to go home.

Although parents were asked to complete a social behaviour profile of their child as part of the parent survey, the small sample sizes made it impossible to identify quantitative impacts of the pilot provision on children's behaviour.

## Assessing quality of provision

The quality of care and education in a sample of the pilot settings was assessed using the ECERS-R observational rating scale. Observations were conducted on the extended provision only, and comparisons made with a national data set collected as part of the Effective Provision of Pre-school Education (EPPE) research funded by the DfES. The results suggest that the pilot settings were providing an overall standard of care and education equivalent to that of the national EPPE sample. Results are very similar to trends in the national sample and show that provision offered by pilot settings in the maintained sector was of the highest standard, followed by private day nurseries and then playgroups. However, while scores achieved by pilot settings in the maintained sector were broadly similar to their national EPPE equivalents, pilot settings in the voluntary and private sectors gained higher overall scores than their national equivalents.

The fact that the *educational* quality of provision in the current pilot and in the national EPPE sample was broadly equivalent is particularly interesting, as the observations in EPPE settings took place over a whole day – including the 2½ hour funded early education place (EEP) – while the pilot settings were assessed on their extended provision only. Closer examination of extended provision within the pilot settings revealed two approaches:

- ‘*Extended education approach*’, in which children experience two core EEP sessions - although only one is their ‘official’ funded session. During their second core session, children access the same experiences as part-time children attending for their funded EEP.
- ‘*Extended care approach*’ – in which extended provision is distinct from EEP provision. Thus, children experience one core EEP plus separate extended care.

Observations conducted in the pilot settings suggest that extended provision which offered a second ‘EEP experience’ provided a more educationally stimulating experience for children. But is it ‘better’ for children to have access to two early education experiences in one day? The results of a preliminary exploration conducted at one ‘*extended care*’ pilot setting suggest that a package combining a quality early education place and separate extended care *could* provide a quality educational experience for children. This suggestion is more strongly supported by EPPE, which found no difference in outcomes for children who attended education provision full-time over those who attended part-time.

### Combinations of core and extended provision

The EPPE research suggests that the maintained sector can provide the highest quality centre-based education provision i.e. that there is an advantage to children having their core early education place within the maintained sector. But does it matter which sector offers the extended provision? Results in the current pilot are similar to trends in the national EPPE sample and indicate that the maintained sector also provides the highest quality extended provision. This suggests that provision offering both early education places and extended provision within the maintained sector might offer the highest quality experience for children. However, the previous analysis of educational quality suggested that the key factor leading to higher quality of an integrated package may in fact be the provision of a quality core early education place. If this is the case, a ‘package’ comprising a ‘school quality’ early education place and extended provision in the maintained, voluntary or independent sector could also provide a quality experience for children. Further research is needed to rigorously compare the quality of different combinations of provision.

## **PART 3 - PRACTICAL ISSUES**

### **Setting up integrated provision**

Providers face significant barriers in setting up integrated care and education, including issues relating to premises, staffing, registration, marketing and logistics and planning. Start-up funding is important in helping potential providers of integrated provision overcome these logistical barriers. A significant stumbling block identified by pilot settings was a lack of knowledge and confidence in financial, funding and legal issues during the early stages. Many providers also highlighted the importance of receiving support and advice from the lead organisation (whether LA, EYDCP or other body). Once provision has been set up, it may need support through the initial phases before self-sufficiency is achieved, and possibly for much longer. The experiences of the pilot settings show that it can take time to become viable – at least seven months, but often longer than the two year pilot period.

### **Managing integrated provision**

#### **Managing integrated provision at the strategic level**

Overall management in the five pilot areas rested with project boards, bringing together all the main ‘actors’ or ‘stakeholders’. This was seen as crucial in bringing early education and childcare closer together and promoting partnership between different providers. Two rather different models of overall management style could be seen in the different pilot project boards. The ‘hands on’ approach requires strong provider representation at board meetings and an operational focus. Membership may be large and unwieldy but there are potential opportunities for vertical and horizontal ‘joined up thinking’ and inter-agency learning between different agencies at management level and providers on the ground. This model requires a lead agency to take an active role and seems to be better matched to projects where the local authority or the EYDCP takes the lead. In the ‘hands off’ approach, the style is less proactive and providers and schemes on the ground are expected to be more independent and to form their own self-help groups or networks if they so wish. Here, the pilot project is, in a sense, pump priming. This model is probably a better ‘fit’ with projects where there is a substantial input from private or voluntary partners taking the lead.

#### **Managing integrated provision at the provider level**

At the site level, responsibility for the management and operation of integrated provision was undertaken by local pre-school providers and primary schools. Part 1 of the Executive Summary outlined several of the key management choices to be made by providers at the site level when setting up integrated provision:

- Choice 1 – should a setting extend its own provision to offer both elements of the ‘integrated day’, or collaborate with other providers to form a partnership?
- Choice 2 – to what extent will the core education and extended elements of provision be integrated?
- Choice 3 – who will take on responsibility for management?

The experiences of the pilot providers have been invaluable in exploring the pros and cons of each of the above choices. Conclusions on approaches are outlined in Part 4.

## Focus on partnership working

Where providers come together to offer integrated provision, this obviously brings implications for co-ordination and coherence. Session times must be co-ordinated, children must be moved from one place to another and work must be done to ensure continuity in curriculum and practice. The experiences of the pilot projects have provided particularly important learning in the area of partnership working. The importance of integration between partners has been highlighted, and key influences on the extent of integration considered – including the influence of partnership size. Chapter 10 of the main report presents a model for the development of integrated partnerships. Finally, a number of suggestions for good practice have been developed, drawing on the experiences of the pilot partnerships.

### Good practice advice for partnership working

The three critical factors in successful partnership working have been identified:

1. Frequent and effective communication between partners;
2. The willingness of partners to act as team-players and be flexible to the needs of others; and
3. Support from a lead agency.

*Specific good practice suggestions for potential partnerships of providers include:*

- Allowing time for visiting each other's settings and coordinating timetables, planning and practice across the Foundation Stage. This is particularly important for a partnership with multiple members, where the work required to co-ordinate provision may be significant.
- Sharing resources, particularly for larger items of equipment and special needs resources. Some partnerships clubbed together to purchase larger 'shared items'. Others suggested producing central lists of resources for partnerships.
- Sharing training can be beneficial and cost-effective.
- Encouraging parent involvement. One partnership set up a working party to improve parent involvement.
- Producing publicity at the partnership level, including personalised logos for partnerships, newsletters, events, conferences, information packs, radio, press and cinema advertising and posters.
- The York project found that designating specific roles within a partnership for a Special Needs Co-ordinator (SENCO) and Qualified Teacher (QTS) could have significant benefits in terms of planning across the Foundation Stage and support for special needs children. The LEA found that providing funding for these roles drew partnerships together in making decisions.
- The York evaluation also suggested that having workers involved in more than one setting provides continuity for children and families.

Larger partnerships may require more formal methods of management to ensure all members are involved and informed, and to achieve parity of esteem. Suggestions include:

- Making efforts to ensure meetings are friendly and accessible to all providers, including childminders. What might appear to be a small issue, such as holding meetings at a time when all providers can attend, can be important in promoting a feeling of equality among partners.
- Having regular meetings, with a clear agenda and detailed minutes with action points, can help keep the meetings focused and ensure everyone is kept informed.

*Good practice suggestions for lead agencies include:*

- Support from the lead agency – whether LEA, EYDCP or other body – is critical. Partnerships require funding and support to establish and maintain a collaborative approach, particularly where a group of providers is large (and potentially unwieldy) or has specific barriers to overcome e.g. lack of premises.
- One of the key roles for a lead agency is guidance on funding. Several partnerships noted that they would have appreciated additional guidance on how to spend the pilot funding and allocate it fairly. Another key issue is how to access additional funding from other sources. Partnerships require guidance on how to access funding beyond the pilot period and some suggested that a joint approach to producing and submitting bids would have been valuable and time-effective.
- Partnerships valued having a designated contact from the lead agency to provide support and act as a contact in case of queries or problems. In Cornwall and Kirklees, partnerships were supported by a dedicated Project Manager from the LEA/EYDCP. In York, partnerships were supported by LEA development workers. Development workers ‘looked after’ several partnerships, often attended local partnership meetings and provided a link to the LEA, a general point of contact and a source of information, support and advice. This visible presence and support was appreciated, and partnerships greatly valued having a designated person assigned to them. In Lancashire, childminders were supported by a National Childminding Association (NCMA) development worker. Whatever the method of support chosen, it is clear that the existence of specific support staff can greatly enhance partnership working.
- A key issue for lead agencies (and also partnerships themselves) is ‘who should take on responsibility for management at the site level?’ The pilot partnerships solved this issue in different ways, with examples of leadership by schools, private, voluntary or independent providers and also by independent co-ordinating bodies. Some conclusions on the pros and cons of these different approaches are presented in Section 4 and serious thought needs to be given during the early stages of planning integrated provision to decide which approach might be most appropriate.
- Support in publicity and marketing can be important, particularly in the development of a ‘recognisable product’.



## **Sustaining integrated provision**

Speed of take-up was very varied, and a number of key influences on sustainability have been noted, including:

- Local demand and variations in demand (particularly the dynamic between school entry and provider sustainability);
- Childcare supply and relationships with other local provision;
- Parent attitudes towards childcare and employment opportunities (and the role of in-work benefits such as the Working Tax Credit);
- Income and employment deprivation;
- Geography and population characteristics; and
- Provider characteristics.

The experiences of the pilot settings highlight the importance of a continuing structure at management level, and the key role of the central agency in helping to shape thinking about the future. The second key factor identified is the importance of business planning. New or extended provision should ideally be based on identified need, and sustainability considered from the early stages. Providers need to be aided in producing realistic business plans, monitoring provision and making accurate projections for future sustainability.

## **The costs of offering extended provision**

The pilot settings found it difficult to ‘pull out’ the specific costs of extended provision from the general costs of running their centres. These difficulties, together with the diversity in approaches to provision within the pilot sites, have made it impossible to undertake detailed comparisons of costs per place. A number of case studies are presented, providing illustrations of the costs of setting up and running integrated provision in a number of sample settings across all sectors. Rates charged range from around £1 per hour to around £5 per hour. The average cost per hour, assuming full take-up, was £1.87. However, not all settings were full – and many of the running costs involved in offering extended provision (particularly staffing costs) are closely related to the number of children actually present. A second calculation is therefore presented in each case study showing costs per hour based on actual take-up. Adjusting for take-up ‘raises’ the average cost per hour slightly to £2.33.

## **Focus on childminders**

Childminders potentially offer the most flexible and parent-responsive form of integrated provision, as they are able to adapt to changing family circumstances more readily than many centre-based settings. This was recognised by several of the pilots, and a number of approaches to the provision of integrated and extended provision through childminding could be seen. Some of the key issues identified in relation to childminding are:

- A structure and strategy for supporting childminders is vital.
- Ground-work is required to encourage childminders and centre-based settings to work together. Potential competition between settings and childminders is a major issue to overcome, particularly where settings have expanded their own part-time provision.
- Childminder charging policies vary, and there is some evidence that charges may include the time during which children are attending education settings.

## **PART 4 – CONCLUSIONS ON APPROACHES**

### **Choice 1: individual or partnership approach?**

The individual approach (where one setting extends its own provision to offer an integrated day) has obvious benefits in terms of being able to achieve continuity between the core and extended elements of provision. Children do not need to be transported between locations, and continuity can more easily be achieved. However, evaluation of the five pilot projects suggests that the partnership approach can also be a valuable one - particularly where this enables access to a quality 'core' early education place. Children generally appeared to cope well with a move between settings, although several aspects have been identified as vital in easing the transition between locations and ensuring a continuous and coherent experience for children (see choice 2).

### **Choice 2: extent of integration**

Logistical integration (where session times and transport are co-ordinated) is very important in terms of meeting the needs of parents. It also goes some way towards meeting the needs of children. Smooth organisation of transport and the provision of a familiar routine have been identified as key in easing the transition for children between settings. Many pilot settings also developed effective methods for ensuring information about individual children was not lost in the transition between locations. However, in order to achieve continuity in curriculum and practice (both identified as beneficial for children), more formal collaboration and integration of *programme* (pedagogy, daily routines and, where possible, staffing) are required. Throughout the pilot project, many good examples of shared planning were seen.

### **Choice 3: involvement in management**

School involvement in management has been identified as offering several advantages – the key benefit being access to the educational infrastructure and mainstream support systems. Several of the school-based pilots also cited ease of management and organisation, particularly where a number of settings with potentially diverse procedures were brought together in a large partnership. Schools can potentially offer premises for childcare, and effective marketing through access to parents. However, a number of tensions were noted in some school-led partnerships, and it is essential to achieve parity of esteem among partners.

Models led by providers in the voluntary, private and independent sectors may be appropriate where local schools do not offer extended provision, as they offer a simple method of 'serving' a number of local schools and education providers. They may also be appropriate in areas where the provision of day care by private and voluntary providers is very strong.

The co-ordinating body approach has advantages in terms of meeting the needs of parents in a very flexible and personal way. Potentially, supply can be matched very carefully to the needs of individual parents, offering a variety of geographical locations, combinations and hours of care. It also has the potential to provide for large numbers of parents, as in theory any number of providers can be 'co-ordinated'. However, issues arise from the fact that this is essentially a 'brokerage service' – an independent body has potentially fewer opportunities for encouraging a dialogue between the providers of the core and extended elements, and may find it more difficult to monitor the take-up and quality of provision.

#### **Choice 4: combinations of core and extended provision**

Analysis conducted as part of this evaluation, and findings from the national Effective Provision of Pre-School Education (EPPE) study highlight the importance of a quality early education place within the integrated day. Approaches offering an early education place within the maintained sector plus extended provision (in any sector) would appear to offer the most stimulating experience for children, as long as there is collaboration between providers of the elements of the integrated day.

#### **Overview**

Extended provision ‘wrapped around’ a core early education place has been shown to offer high quality integrated care and education in a way that meets the needs of many parents and their children. Not all approaches were equally successful, but each had positive elements which can be used to develop good practice for the future.

It is clear that the lessons learned by the five pilot projects are highly valuable to any agency or provider planning to offer integrated provision. In particular, the issues relating to partnership working are relevant wherever providers are to collaborate in offering an integrated day. In the current context of the developing Children’s Centres and Extended Schools Agenda, the experiences of these five pilot authorities can be used to offer good practice guidance and advice. Many of the pilot partnerships involved primary schools working with pre-school providers. Their experiences suggest that schools are indeed an important resource in the development of integrated provision, and that they have a good foundation on which to build. Other partnerships had developed beyond the provision of childcare to offer more ‘holistic’ parent and family support services, and hoped to act as a ‘hub’ for wider community services. Many of the barriers and issues experienced by these pilot providers and partnerships will be the same as those faced by Children’s Centres and Extended Schools. For example, although many potential partnerships of education providers, childcare providers and family support services already exist within local communities, the experiences of the pilot partnerships highlight the need for funding and support to encourage the development of links and to promote collaborative working.

**PART 1 DEFINITIONS OF INTEGRATED PROVISION**

## CHAPTER 1 INTRODUCTION

### 1.1 The Wraparound Pilot Programme

The Wraparound Pilot Programme was announced by the government in October 2000 as part of its early years expansion programme – raising the quality of early years provision for children, and at the same time attracting more parents back into the labour market by providing more flexible care ‘wrapped around’ an early education place (EEP) for their young children. The interest in integrating these elements of provision draws essentially on three current concerns:

- *First*, the intention to tackle child poverty and social exclusion, and improve children’s life chances by expanding childcare provision for working parents – thus supporting the parents’ (re)entry into the labour market or giving them opportunities for retraining or further education;
- *Second*, recognition that provision to meet children’s needs should combine high quality education with care; and
- *Third*, a commitment to a ‘mixed economy of welfare’ which combines maintained, private and voluntary sector provision.

Britain’s world famous tradition of nursery education is well known for its child objectives. The more recent focus on working parents’ objectives in constructing ‘packages of care’ gives us a different perspective. The research brief put it like this:

‘Parents who work, or adults who want to undergo training or are contemplating return to work, need reliable, good quality childcare which they can trust. In addition, there is anecdotal evidence that the combination of wraparound care and early education might provide a greater incentive for parents of children who would most benefit from early education, to take up places. Under the arrangements for nursery education places for three and four year olds, many parents can already obtain free nursery education for their children in the maintained, private and voluntary sector. But for many, the nursery education places may be part-time, and may therefore not offer parents sufficient flexibility to take up training or employment. Therefore, care which combines a free nursery education place with wraparound care - care provided before and/or after the nursery education place - gives parents much greater flexibility in taking up work or training and may also help parents to take up early education places for their children’ (DfEE Research Specification ‘Research to inform the evaluation of the wraparound care pilots’).

Five local authorities were invited to put forward ‘original and innovative proposals for providing integrated education and care for young children’.

## **1.2 The research and policy context**

### **1.2.1 Poverty, employment and the role of childcare**

The 2002 Inter-Departmental Childcare Review stated that ‘work is the key long-term route out of poverty for those who can work. Policies to enhance opportunities to work will help close the gender pay gap and boost productivity.’ The report estimated that around two-thirds of family exits from poverty in any one year are linked to a family member becoming employed or increasing earnings. Both lone parents and women with dependent children – particularly children under 5 - are less likely to be in employment (Kozak and Coram, 1998; Trends in female employment, 2002). Iacovou and Berthoud (2000) suggested that more attention should be given to mothers finding work because a) if the mother finds a job the father is more likely to do so too and b) a second job is often essential to raise family clear of low income.

The provision of childcare is therefore critical, not only to chances of lone parents finding work, but also to workless couples finding their way out of poverty. Lack of good quality, convenient, reliable and affordable childcare has been found to be a major barrier to parents, particularly women and lone parents, gaining employment or accessing education and training, and to part-time working mothers taking on more hours (Woodland et al, 2002; Kozak and Coram, 1998; DWP Families and Children Survey, 2001). Surveys of demand for, and take-up of, early education and childcare are beginning to show the extraordinarily complex decisions faced by parents of young children attempting to juggle family, work and childcare (La Valle et al, 2000; Callender, 2000), particularly lone parents (Bradshaw et al, 1996; Bryson et al, 1997; Dex, 1999; Ford, 1996; Moss et al, 1998; Noble et al, 1998; Prior et al, 1999; Stratford et al, 1997). It is not simply a matter of whether childcare services exist or not, but how *appropriate* they are both for children and for their parents – whether or not they are in the right location, affordable, available at the right times of day and year, offering the right sort of stimulation and relationships, and able to cope flexibly with the rapid shifts in children’s and parents’ lives.

### **1.2.2 Government policy**

One of the strategies of the government, in its aim to reduce poverty, is to encourage paid employment - reducing the number of children in workless households by 2006 and helping 70% of lone parents in to work by 2010. Childcare is viewed as a key tool with which to tackle poverty and social exclusion, and the government’s commitment to the expansion of early years services has been one of its most consistent themes since the 1997 election. This is notable in the expansion of childcare provision following the National Childcare Strategy, in new funding (e.g. New Opportunities Fund, Nursery Education Grant) and in the reorganisation of services towards greater co-ordination and integration of previously separate services (e.g. Early Years Development and Childcare Partnerships, Childcare Audits, joint registration and accreditation of early years provision). The aim of the National Childcare Strategy is to deliver quality, affordable, accessible childcare in every neighbourhood.

## **1.3 The move towards integrated provision and current initiatives**

The Wraparound Care Pilots have been just one example of a general move towards integration of childcare and education. The landmark report of the House of Commons Education and Employment Committee (2000) significantly focused on ‘*early years*’ as an inclusive term, rather than ‘nursery education’ or ‘care’ as separate services. Since then,

thinking has moved even further towards integrated provision and joined up services as delivering better outcomes for both children and families:

- The EPPE project (Sylva et al, 1999a, 1999b, 2001) found that pre-school provision for 3 to 5s in combined centres (many of which were Early Excellence Centres, and all of which offered ‘more or less’ integrated education and care plus family support and health services) resulted in higher attainment on entry to primary school than other non-combined provision. There is evidence that the positive effects of good quality provision may be more pronounced for disadvantaged children. Early evaluation of Early Excellence Centres suggests that they may also have a positive impact on behaviour.
- Integrated provision also provides a solution to the logistical problems faced by many parents, particularly parents with children of different ages, who may need to access several different providers - at different locations - in one day. Having services (particularly for children of different ages) on one site, or the co-ordination of children’s moves from one provider to another, can go some way towards relieving the stress of endlessly complicated journeys.
- The integration of education and care also addresses the problem that a free education place of 2.5 hours per day is of little use to working parents without additional childcare ‘wrapped around’ the core education component.

Attempts to combine early education and care, as well as other services for young children and their families, have a long history in this country and include the combined nursery centres studied by Ferri and her colleagues (Ferri et al, 1981) and family centres offering integrated services (e.g. Smith, 1998, 1999; Statham, 1994, 2000). Reports produced for Birmingham in the 1990s on possibilities for community-based core education with appropriate services ‘wrapped around’ (Birmingham City Council, 1995) stimulated the development of more integrated approaches to neighbourhood-based services in disadvantaged areas – for example, *Flying Start* in Birmingham, which proved to be one of the forerunners of national Sure Start. Many of the current examples on the ground have developed from these ‘frontrunners’ and family centres have developed into Early Excellence Centres and/or Sure Start projects. For example, Pen Green Centre in Corby was established in the mid 1980s as a family centre and nursery class with additional adult education activities and local community groups. It now has a ‘combined nursery’ status and is funded both as an Early Excellence Centre and as a Sure Start project.

### 1.3.1 Targeted initiatives

Current priorities focus on the promotion of integrated early education, childcare and other family support programmes. The majority of these are targeted initiatives (i.e. targeted at the 20% most deprived wards).

- **Early Excellence Centres** (Bertram and Pascal, 1999) aim to deliver high quality, integrated services from the same site to children and their families and promote the practice of cross-sector partnerships. The centres provide education and care from birth to five, as well as parent support/ education and support for local providers.
- **Sure Start programmes** are run by local partnerships, and deliver a range of services including childcare, adult training and basic skills education. The programmes have been targeted at disadvantaged communities and aim to bring educational, social and emotional benefits for children and also to support families and communities. The current programme reaches 200,000 children and costs 1.1

billion. The programmes are designed to co-ordinate, streamline and add value to existing local services.

- ***Children's Centres*** will offer fully integrated 'one-stop-shops' where families can access education, care and family support services. Core services will include early education combined with full day care, parent outreach services, family support (including support for children and parents with special needs) and child and family health services. The Centres may also offer a range of adult education and training services, mobile crèche/ playbus provision, Internet access and specific back-to-work programmes, and will act as a service hub within the community for parents and providers of childcare services. The Government aims to provide for at least 650,000 children, creating 43,000 extra childcare places by March 2006. This involves making a Children's Centre accessible to all children in the 20% most disadvantaged wards. The aim is to extend existing provision, adding Sure Start services to Neighbourhood Nurseries, attaching childcare and early years education to existing Sure Starts and redesignating existing initiatives.
- ***The Neighbourhood Nurseries Initiative*** aims to expand childcare provision in the most disadvantaged areas of the country. Original targets were to create at least 45,000 new day care places by 2004 for children aged 0-5. At the time of writing (March 2004), approximately 700 Neighbourhood Nurseries were open, and final targets had been increased to at least 1,430 nurseries, offering at least 51,500 new places. The initiative plays a key role in the government's 'welfare to work' policies and its commitment to reduce child poverty. Initial funding has been granted to 141 Early Years Development and Childcare Partnerships (EYDCPs) to develop neighbourhood nurseries in their areas: some are 'new build' nurseries; others are expanding existing provision in the statutory, private and voluntary sectors. The initiative is providing funding as 'pump priming' to kick-start childcare in disadvantaged areas to parallel provision in more affluent areas.

### **1.3.2 Extended Schools Agenda**

The government is also highlighting the role that schools can play in increasing the availability of childcare facilities and services. The extended schools approach is based on a recognition that many schools already have a presence in every community, often have spare capacity to provide childcare on-site, and may already provide facilities and services for local families and communities. The Education Act (2002) has widened the powers of governing bodies so that they have the freedom to offer and charge for childcare, after school study and family learning (either themselves, or in partnership with other providers). The aim is to develop a range of services and facilities on school premises for children, families and the wider community, including education and childcare for 4-14 yrs and possible links to family and community learning/support, health and social care. In areas without a Children's Centre, extended schools will also be expected to act as hub for childcare services, co-ordinating and supporting community-based provision.

### **1.3.3 How does integrated 'wraparound' care fit in?**

Integrated 'wraparound' care offers a core early education place (EEP) plus a 'wraparound' of extended provision, aimed at three and four year old children<sup>2</sup>. This flexible, integrated

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<sup>2</sup> A fuller definition of integrated wraparound provision is given in Section 2.1.



provision is intended to enable parents with young children to enter (or re-enter) the labour market or take on training.

The DfES planning guidance for 2001-2002 set out a number of targets for local Early Years Development and Childcare Partnerships, two of which relate specifically to wraparound care:

- **Target 8** (Early Education and Childcare Provision): ‘To have aided the conversion, by 2004, of at least 21,000 playgroup places to move to day care/ wraparound care provision’; and
- **Target 24** (Choice and Diversity): ‘To significantly boost integrated services for 0-5s by 2004. To set specific targets for 2004 by September 2001 for the number of early education places for 3 and 4 year olds which have a) wraparound facilities, and b) fully integrated facilities for 0-4 year olds’.

In addition to contributing towards the meeting of these, and specific local targets for integrated wraparound care, some pilot projects were also observed to be moving in to the provision of other family support services. Many were developed around nursery and primary schools. Integrated wraparound provision thus has the potential to share characteristics with both the current Children’s Centre and the Extended Schools approaches.

## **1.4 Overview of pilot projects**

This section contains an overview of the five pilot projects. Table 1.1 describes each pilot in terms of:

- Local area context and background to the pilot bid;
- Objectives and area/ group targeted;
- Most common model of integrated provision;
- Lead agency;
- Number of sites; and
- Targets set for the creation of new integrated (wraparound) places.

### **1.4.1 How was integrated provision developed within the pilot projects?**

A number of approaches were taken to the creation of integrated places. In some cases existing provision was developed – in others, entirely new provision created:

- Many existing providers of early education places (EEPs) extended their own hours and/or increased capacity to create new integrated places.
- Existing providers in the private, voluntary and independent sector linked with existing providers of part-time EEPs to offer an integrated day ‘wrapping around’ those early education places. In many cases, early years partnerships were developed between providers.
- A number of new providers were created, some providing both EEPs and extended provision, and others offering extended provision to ‘wrap around’ existing early education places.

**Table 1.1 Overview of pilot projects**

	<b>Cornwall</b>	<b>Ealing</b>	<b>Kirklees</b>	<b>Morecambe</b>	<b>York</b>
<b>Context</b>	Issues of rural isolation, income and employment deprivation. Objective 3 status. SureStart area.	Urban, income and employment deprivation, social need. Culturally diverse with socially isolated groups.	Sites and corresponding communities very diverse in terms of levels of deprivation, ethnic mix and geography.	Morecambe - multiply deprived ex-tourist town, transient population; Lune Valley - affluent but isolated rural area with access problems.	Diverse: relatively affluent villages with low supply, income/employment deprived inner city estates.
<b>Back-ground to bid</b>	Trend of private/voluntary providers moving on to school sites. Local Authority focus on school-provider partnerships offering education and care.	Low take-up of nursery places by local parents, particularly by socially isolated groups. A few successful integrated projects but provision for working parents still 'patchy'.	Childminding main form of provision locally, but in decline. Working parents not using part-time maintained places due to lack of extended 'wraparound' provision. Providers willing to offer extended provision if helped to overcome obstacles.	Morecambe - high childminder use, local community centre and National Childminding Association (NCMA) already offering childminder information service and support, but no coordinated link between childminders and settings. Lune Valley - restricted access to early education provision.	LEA planning city-wide Shared Foundation policy. Need for more high quality affordable integrated provision. Wanted to encourage link between schools and other providers. Change in school admissions policy.
<b>Objectives</b>	<ul style="list-style-type: none"> <li>Meet demand from parents for extended hours on school sites;</li> <li>Offer continuity of care; and</li> <li>Encourage social inclusion through parent support/training.</li> </ul>	<ul style="list-style-type: none"> <li>Encourage 'hard to reach' groups to access provision;</li> <li>Encourage social inclusion through parent support/training; and</li> <li>Identify barriers to setting up integrated provision.</li> </ul>	<ul style="list-style-type: none"> <li>Meet demand from parents for integrated provision to allow work/ training;</li> <li>Offer quality care and education;</li> <li>Offer flexibility of care; and</li> <li>Raise profile and numbers of childminders.</li> </ul>	<ul style="list-style-type: none"> <li>Co-ordinate links between early education providers, parents and childminders;</li> <li>Recruit childminders; and</li> <li>Address problems of provision access in Lune Valley.</li> </ul>	<ul style="list-style-type: none"> <li>Set up local partnerships around each authority primary school to deliver a Shared Foundation for 3s and 4s integrating early education and care.</li> </ul>
<b>Area/ group</b>	<ul style="list-style-type: none"> <li>Urban and rural; and</li> <li>Deprived areas (some more affluent)</li> </ul>	<ul style="list-style-type: none"> <li>Vulnerable families;</li> <li>Traveller community; and</li> <li>Parents returning to work/ training or taking up Surestart activities.</li> </ul>	<ul style="list-style-type: none"> <li>Working parents; and</li> <li>Disadvantaged families with special needs children.</li> </ul>	<ul style="list-style-type: none"> <li>Parents in Morecambe; and</li> <li>Rural villages where core provision was lacking.</li> </ul>	<ul style="list-style-type: none"> <li>Some focus on Chinese community, travellers, deprived/rural areas.</li> <li>Specific groups targeted varied with local contexts.</li> </ul>
<b>Most common approach</b>	Primary school plus on-site voluntary/private provider.	Existing early education providers extending provision to offer an integrated day.	Voluntary/private providers 'wrapping around' own core education and also offering pick ups from local schools.	Co-ordination scheme linking childminders to funded early education places in centre-based settings; recruitment of childminders; mobile nursery provision in isolated Lune Valley.	School plus one or more childcare providers forming early years partnerships.
<b>Other services</b>	Parent support/ training, QA scheme	Parent support/ training	Childminder link schemes, QA scheme	Childminder support and toy library	Varies by partnership
<b>Lead body</b>	LEA/EYDCP	London Borough of Ealing	Kirklees Metropolitan Borough Council (Early Years Service)	Partnership between Poulton Community Centre, Lancashire EYDCP and Rural Childcare Project, NCMA	York Early Years Service
<b>Sites</b>	12	3 (one with two sites)	7	2 areas (potentially flexible)	Authority-wide, 40 partnerships (Feb 2004)
<b>Targets</b>	120 places	100 places	96 places	Morecambe - 25 new childminders (75 places) Lune Valley - 15 new childminders (45 places)	1,248 places

- Independent out of school providers broadened provision to include pre-school children, extending sessions and re-registering to create new integrated places.
- Several drives to recruit and train new childminders, and co-ordinate vacancies linking childminders to early education places (EEPs) in centre-based settings. One network of accredited childminders was also developed.

#### **1.4.2 The Cornwall Project**

The Cornwall approach was to develop management partnerships between early education providers and childcare providers in the private or voluntary sector to offer on-site early education and childcare. Childcare provision ‘wrapped around’ either a pre-school early education place (EEP) or a part-time Reception place. In the majority of cases, existing provision was developed. Primary school involvement has been high, and in eleven of the twelve sites management partnerships were formed between primary schools and on-site private or voluntary providers. The twelfth setting - a nursery school and Centre of Early Excellence - extended its own part-time EEPs to offer breakfast, lunch and after-school care. Pilot settings were also required to provide two free places for parents on accredited training courses and offer least three of the following (in response to the social inclusion agenda): family learning; basic ICT and community ICT access; drop-in facilities for parents/carers; and parenting education including work with fathers.

#### **1.4.3 The Ealing Project**

The pilot comprised four projects across three sites. In Southall, one of the three nurseries within an Early Years Education Centre had already begun a wraparound scheme using external funding. The remaining two extended their part-time early education sessions to offer an integrated day as part of the DfES pilot programme. In Northolt, a local primary school extended its part-time provision to offer both morning and afternoon places to a number of children - and worked with a nearby community centre run by the Pre-School Learning Alliance to provide breakfast and lunchtime care (and thus a full day of provision). The project also had links with SureStart. On the South Acton estate, a nursery had already been converted as part of a Social Regeneration Budget (SRB) project to offer flexible hours to working parents. The local creche had a strong link with the local college, and extended its hours as part of the wraparound pilot programme to meet significant local demand for care. A fourth site (a partnership between a maintained school and a pre-school) was planned, but not fulfilled. In addition to childcare, a number of settings also offered parent classes and advice as part of the pilot.

#### **1.4.4 The Kirklees Project**

Five sites were included in the original bid, based around two maintained nursery schools and three private day nurseries. Integrated provision has also been developed in Kirklees using the European Social Fund (ESF) revenue funding for day care expansion. Two playgroups which received ESF funding were included in this evaluation. In this case, the DfES pilot funding is considered to have ‘freed up’ money to be used in other settings, in addition to the creation of new integrated places within the five original pilot settings. A SureStart project, based on recruitment of childminders to provide wraparound to local schools and playgroups, was a later addition to the bid but has not been included as part of the evaluation. Of the seven settings considered in the evaluation, the two maintained nursery schools extended part-time early education provision to offer an integrated day. Three private or voluntary settings forged links

with local primary schools to offer care wrapping around part-time Reception places (and also ‘wrapped around’ their own early education provision for younger children). Two private day nurseries offered a pick-up and collection service to a number of local primary schools. Kirklees Early Years Service deliberately aimed for a ‘campus’ model rather than the on-site ‘one-stop-shop’ approach.

#### **1.4.5 The Lancashire Project**

This project comprised three main elements:

- OPTIONS, a vacancy database and co-ordinating service which aimed to link registered childminders with nurseries or pre-schools to meet the needs of parents (matching supply and demand). Core elements included the Vacancy List (for childminders and centre-based settings) and Nursery Link (linking childminders to centre-based settings). Some childminders also offered Family Link (care for siblings), school holiday care, unsocial hours care and/or emergency care.
- Childminder recruitment in Morecambe and the Lune Valley, and support of childminders through registration and beyond. A network of accredited childminders was also established.
- Provision of a Mobile Nursery Unit to target villages in Lune Valley (see Appendix 3).

#### **1.4.6 The York Project**

The pilot scheme in York had a very broad remit, with integrated wraparound provision forming just one element of the City’s Shared Foundation ‘vision’. The pilot covered the whole of the LEA area, and involved the creation of partnerships between primary schools and the private, voluntary and independent childcare providers in their immediate area. All partnerships were based around a primary school (or schools) offering part-time Reception places and/or nursery provision, plus a number of other providers (on and off-site) offering a mixture of early education places and extended ‘wraparound’ provision. By February 2004, 40 partnerships had been formed, some involving more than one primary school. The York pilot was closely linked to changes in primary school admissions policies. At the time of the evaluation, a two-entries-per-year system was being applied city-wide. Parents could also request a part-time Reception place before their child began full-time, or defer entry and continue with integrated pre-school provision until their child turned five. The early years partnerships thus aimed to provide care wrapping around part-time school Reception places, as well as around early education provided by pre-school settings. The focus of this pilot was very much on partnership working, and ‘a shared foundation for early learning’.

## 1.5 Aims and methodology of the evaluation

### 1.5.1 Aims and objectives of the evaluation

The evaluation has comprised two main strands - an impact study and an implementation study (see Figure 1.1). The key questions addressed by each strand of the evaluation are shown below, alongside references to where each question is addressed in the main body of the report.

#### Impact study

- **How well have parents' needs been met?** What were the major determinants of whether or not parents used the extended pilot provision? How did the extended pilot provision work from the parents' perspectives? SEE CHAPTERS 5, 6 & 8
- **What has been the impact of the pilot provision on parent's (re)entry to the labour market, education or training?** SEE CHAPTERS 5, 6 & 8
- **What has been the impact of the pilot provision on children's social interaction and behaviour?** (as a determinant of a sound foundation for future learning) SEE CHAPTERS 5, 6 & 8
- **To what extent have the pilot settings offered quality provision?** SEE CHAPTERS 7, 8

#### Implementation study

- **Implementation and process** – in the development and implementation of integrated provision, how did the different pilot sites address issues such as flexibility, sustainability and changing staff cultures? SEE CHAPTERS 9, 10 & 11
- **Targets** – how successful have the projects been in meeting the targets agreed at the start of the project? What has been the impact of the pilot provision on neighbourhoods in terms of supply of childcare? SEE CHAPTER 4 & SECTION 6.12
- **Participation** – what has been the take-up of provision? SEE CHAPTER 4
- **Diversity** – how successful have the projects been in addressing the diversity of local needs, particularly those that are unique to the pilot areas? How well has the provision met the needs of children with special educational needs or disabilities? SEE CHAPTERS 5, 6 & 8
- **Displacement** – what steps did the pilot areas take to ensure that the creation of the pilots did not displace provision already provided in another area/ community within the EYDCP/LEA area? SEE CHAPTER 11
- **Value for money** - what is the cost of offering extended provision as part of an 'integrated day'? Have projects made effective use of information about use of resources/ monitoring information? SEE CHAPTERS 11 & 13

A key output of the implementation study has been the development of good practice guidance, based on the experiences of the five pilot authorities and making use of the lessons learned by providers during the course of the pilot project.

### **1.5.2 Impact study methodology**

In order to answer the three key impact study research questions, the following quantitative and qualitative methods have been used:

#### *Parent surveys*

Parents' views and activities were investigated through self-completion questionnaires sent out via school Reception classes. A sub-sample of parents also took part in a follow-up telephone interview. These surveys provided quantitative data on parent and child outcomes, and information about parents' perspectives on the provision. Further details are given in Chapter 5.

#### *Parent focus groups and consultation*

Qualitative data was also collected from parents via focus groups and informal parent consultation. Feedback from the parent consultations is presented in Chapter 6.

#### *Quality assessments*

The quality of extended provision in a sample of pilot settings was assessed using the Early Childhood Environment Rating Scale or ECERS-R (Harms, Clifford and Cryer, 1998). The results of these observations are reported in Chapter 7.

### **1.5.3 Implementation study methodology**

The implementation study has also made use of quantitative and qualitative research methods. The research design comprises two main elements:

#### *Implementation and process*

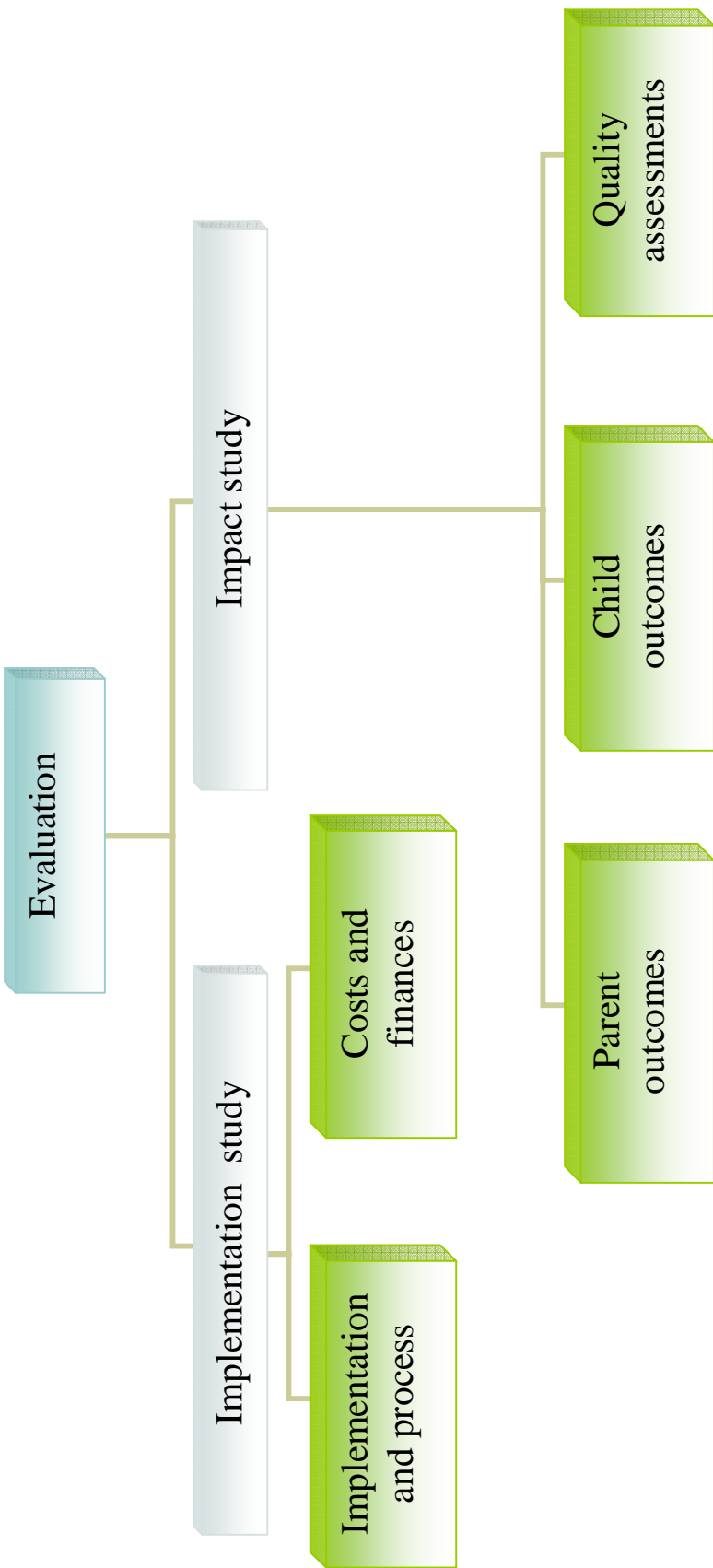
This component of the research has considered how the pilot projects were set up and how they operated. Information was collected on the provision itself, on the process of setting up, running and managing integrated provision and also on costs and sustainability. Monitoring data was also collected to enable calculations of the number of places created, and the take-up of those places. The following methods were used:

- Analysis of documents and data already available on the pilot projects and areas;
- Direct collection of data from the project sites via a provider questionnaire. Questionnaires were completed by twenty seven centre-based providers offering integrated provision as part of the pilot project. The Lancashire project also provided enquiry statistics for the OPTIONS service (April '02 to March '03) and a breakdown of the number of childminders registered (September '03);
- Interviews with key personnel in the pilot projects (see Table 1.2) ; and
- Collection of data from and liaison with local evaluators.

The results of the implementation study are reported in the following chapters:

- Chapter 3 – Approaches to integrated provision;
- Chapter 4 – Creating integrated provision places;
- Chapter 9 – Setting up integrated provision;
- Chapter 10 – Managing integrated provision;
- Chapter 11 – Sustaining integrated provision; and
- Chapter 12 – Focus on childminders.

**Figure 1.1** Evaluation structure



### *Costs and finances*

Providers were asked to complete a financial questionnaire as part of the evaluation and give details of capital costs, running costs and revenue relating to extended provision. Cost calculations are presented in Chapter 13.

#### **1.5.4 Instruments developed**

A number of instruments were developed by the evaluation team to aid data collection. These included:

- A template for interviews at the project management level;
- A template for interviews at the provider level;
- A template for data collection at the project management level;
- A provider questionnaire;
- A parent focus group topic guide;
- A parent self-completion questionnaire; and
- A parent telephone interview.

A number of these instruments (excluding the parent questionnaire and telephone interview) were produced as 'core templates', which were then adapted to local circumstances. This was necessary due to the diverse ways in which integrated provision was developed in the five pilot authorities. Local adaptations were made in consultation with local evaluators and key personnel in the lead agencies (EYDCPs, LEAs). Copies of all evaluation instruments are shown in Appendix 1.



**Table 1.2 Summary of fieldwork**

<b>Fieldwork</b>	<b>Date</b>	<b>Cornwall</b>	<b>Ealing</b>	<b>Kirklees</b>	<b>Lancashire</b>	<b>York</b>	<b>Total</b>
Meetings with primary heads to set up parent surveys	Nov 2002- Mar 2003	Group meeting with all Heads	4	5	See footnote <sup>4</sup>	10	20
Visits to and liaison with survey schools	Jan-April 2003	13	4	4	See footnote <sup>4</sup>	10	31
Parent telephone interviews	May-June 2003	Yes	Yes	Yes	See footnote <sup>4</sup>	Yes	339
Parent focus groups and consultation	April-June 2003	4 focus groups	Analysis of 2002 leavers surveys <sup>3</sup>	Informal parent consultation	See footnote <sup>4</sup>	4 focus groups	50-60 parents
Interviews with lead agencies e.g. LA/EYDCP	April-June 2003	2 interviews - EYDCP Lead Officer & Head of Early Years Service; EYDCP Wraparound Project Manager.	2 interviews - Project Manager; Local Evaluator (both London Borough of Ealing).	1 interview - Wraparound Project Manager, Kirklees Early Years Service.	4 interviews - EYDCP representative; two key personnel from Poulton Community Centre; NCMA Childcare Development Worker.	3 interviews - Early Years and Childcare Service Manager, City of York; two Project Managers, City of York (job-share).	12
Interviews with a sample of site project managers and providers (including childminders)	April-June 2003	8 interviews - four Head Teachers; one SureStart Manager; three providers.	4 interviews - PLA Development Worker; Deputy Nursery Head; Nursery Care Worker; Traveller Assistant. Also used existing interviews with Head of 2 sites.	7 interviews - six providers; one group of childminders.	4 interviews - Project Manager (OPTIONS); Acting Deputy Head (Mobile Nursery Unit); two childminders.	14 interviews - four Head Teachers; three childminders; six providers; one school administrator.	37 (plus existing inter-interviews)
Observations of extended provision	June-Sept 2003	4	3 (one site discontinued)	5	1 <sup>5</sup>	6	19
Discussion with local evaluators	Consultation with local evaluators took place throughout the course of the evaluation. In a number of cases, the national and local evaluation teams collaborated to collect project data and conduct interviews. Two formal meetings with local evaluators were held in November 2003 and January 2004.						

<sup>3</sup> Provided by the Southall Early Years Centre

<sup>4</sup> Due to the restricted contact the Lancashire project has had with parent users, it was not possible to obtain parent feedback on this pilot project – either through the parent survey or via parent focus groups and consultation.

<sup>5</sup> At the time the observations were conducted, there were very few childminders within the Lancashire project offering extended provision for three and four year old children. As a result, it was not possible to conduct the planned number of observations. Where possible, additional observations were conducted in the other pilot areas

## CHAPTER 2      DEFINING INTEGRATED PROVISION

### 2.1      Defining integrated provision

The Wraparound Care Pilot Programme was intended to encourage ‘original and innovative proposals for providing integrated education and care for young children’. This integrated provision was to cater for parents who wished to work or study by offering some form of care ‘wrapping around’ funded early education places for pre-school children.

The Planning Guidance for 2001-02 defined an integrated ‘wraparound’ place as care for three and four year olds provided before and/or after an early years education place and directly facilitated by the provider. Examples given on the SureStart web-site included the following:

- *Children taken by the provider of a breakfast club to an early education place in a nursery school, or collected from a nursery school by the after school provider and taken to an after school club;*
- *Children receiving early education within an approved childminder network are cared for by the childminder before and/or after that early education; and*
- *Children attending a morning playgroup for their early education stay on in the afternoon to be cared for by a day care provider.*

An integrated ‘wraparound day’ thus includes a 2 ½ hour funded early education place embedded within a fuller day of provision. For the purposes of this report, the two key elements of the integrated ‘wraparound day’ are defined as follows:

- **Core early education place (EEP)** – the free 2 ½ hour early education place available for three and four year old children<sup>6</sup>; and
- **Extended provision** – additional provision offered before and after that funded place, for which parents generally pay.

**Where the term ‘integrated provision’ is used in this report, it refers to a range of models which co-ordinate these two elements to offer a ‘package’ of extended provision wrapping around an Early Education Place (EEP).<sup>7</sup>**

This evaluation has considered:

- The ‘extended provision’ element of the integrated day; and
- The ways in which the core EEP and extended provision can be combined to offer an integrated ‘package’.

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<sup>6</sup> At the time the evaluation took place, these early education places (EEPs) were funded either through the Nursery Education Grant (for three year olds in the non-maintained sector and for the first year of new places in the maintained sector) or via the Standard Spending Assessment (for four year olds in the maintained and non-maintained sectors and existing three year olds in the maintained sector). Since April 2003, all LEAs receive funding to provide EEPs for 3 and 4 year olds through the Education Formula Spending Share (EFSS).

<sup>7</sup> Although no longer used centrally, the term ‘wraparound’ is still used in many local areas to describe this particular form of integrated provision.

## 2.2 Issues in defining integrated provision

There has been much discussion on the definition of integrated provision during the course of the pilot project, and definitions have not always been consistent. Consideration of the integrated (wraparound) places reported in EYDCP Quarterly Childcare Reports suggests that this may be a broader issue - there appear to be different interpretations of the definition and calculation of integrated (wraparound) places in different authorities.

Although there is now general agreement on the definition of integrated provision (as provided in the five pilot areas), a number of interesting issues have emerged:

- One of the original distinctions between the core early education place (EEP) and extended elements of the integrated day hinged on the provision of education – i.e. the 2.5 hour ‘core’ provided the education, while the extended provision offered care to ‘wrap around’ that education. The experiences of the pilot projects show clearly that the extended provision can – and often does – include education as well as care.
- Since EEPs operate during term time only, holiday provision is not included in the definition of integrated provision used within this pilot. However, many of the key personnel in the pilot areas - both at the management and the provider levels - acknowledged the importance of holiday care for working parents and saw it as an unofficial part of integrated provision.
- ‘Integrated provision’ as defined by this pilot project relates to provision for three and four year old children. However, feedback from parents, providers and managers involved in this pilot project has highlighted the importance of care for all ages of children as an essential means of meeting the needs of parents. Some of the pilots unofficially broadened their working definition of integrated provision and argued that they should be offering ‘*provision which meets the needs of parents*’. Many of the places created as a result of the pilot have in fact been open to children of other ages. For example, a place created in a private or voluntary setting *could* be used to offer a three or four year old either an EEP or extended provision – the elements of the ‘integrated day’. However it could also be used by a two year old, or by a school child during out-of-school hours.
- Particular difficulties have been experienced in defining and monitoring integrated places provided by childminders. It is now acknowledged that an informal arrangement organised by the parent does not account as an ‘integrated provision place’. For example, if a parent has arranged for a childminder to pick a child up from a nursery place, without the help of a network or other co-ordinating body to make that link, the place does not count as an ‘integrated provision place’. However, there remains some uncertainty over the extent to which the parent must be aided. For example, in an early years partnership involving a primary school and a number of providers, is it enough for the school to keep a list of partnership childminders on their noticeboard – or must the link between childminder and parent be actively arranged?

Issues over the precise definition of integrated provision have had implications for the counting and monitoring of places created as part of the pilot project. These issues are discussed further in Chapter 4: Creating integrated provision places.

## CHAPTER 3 APPROACHES TO INTEGRATED PROVISION

### 3.1 Introduction

A wide range of approaches to the implementation of integrated provision was developed by the five pilot authorities. The experiences of these authorities suggest that there are four key choices to be made:

- Choice 1: partnership or individual approach. Should a setting extend its own provision to offer both elements of the 'integrated day', or collaborate with other providers to form a partnership?
- Choice 2: extent of integration. To what extent will the core education and extended elements of provision be integrated?
- Choice 3: involvement in management. Who will take on responsibility for management?
- Choice 4: combinations of core and extended provision. Which sector/s will provide the core education and extended elements of provision?

### 3.2 Choice 1: partnership or individual approach?

#### 3.2.1 The partnership approach

Here, provider/s of the core early education place (EEP) collaborate with one or more settings offering extended provision to offer an 'integrated day'.

The voluntary Oaktree Children's Centre<sup>8</sup> in Kirklees worked with a nearby primary school to offer extended provision to children attending the Reception class part-time. Children were walked to and from the school by staff at Oaktree to attend their education session, and spent the remainder of the day at the playgroup. Oaktree also offered out-of-school care to children attending school full time.

Where different settings provide the EEP and extended elements of the 'integrated day', this obviously brings implications for management and co-ordination. The issues involved in partnership working are explored further in Chapter 10.

#### 3.2.2 The individual approach

Here, a setting offering EEPs extends its own provision to offer both the core and extended elements of the 'integrated day'. All aspects of provision are co-ordinated by the individual provider.

Appletree Nursery School in Ealing extended its part-time education provision to offer 20 full-time places in addition to part-time EEPs. The management of integrated provision was led by the Head Teacher of the school.

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<sup>8</sup> Pseudonyms are used throughout this report to refer to individual settings

### 3.3 Choice 2: extent of integration

This choice concerns the extent to which the two elements of the ‘integrated day’ (the early education place (EEP) and extended provision) are co-ordinated.

#### 3.3.1 Logistical integration only

In this approach, EEP and extended provision session times are co-ordinated, transport is provided between settings where necessary and day to day information about children passed on between providers. The care day is thus organised for parents, who can drop children off at the beginning of the day and pick them up at the end of the day, with all arrangements in between those times ‘taken care of’.

The Cherrytree Childcare Centre in Kirklees offered extended provision to children accessing EEP sessions at a number of local primary schools and pre-school settings. The Centre offered a mini-bus service to drop off and collect children from their EEP and bring them back to the Childcare Centre, where they spent the remainder of the day in the ‘Wraparound Room’. The care day was fully organised for parents. However, since it served such a large number of schools and local providers, the Childcare Centre did not collaborate with the EEP providers on aspects of planning and daily routine.

#### 3.3.2 Logistical and programme integration

In this approach, providers of the core and extended elements of the ‘integrated day’ also collaborate on issues of curriculum and practice – for example, sharing planning or working together on issues such as support for special needs children.

At the Hawthorns in York, a voluntary playgroup moved in to the Early Years corridor at the local primary school as part of the pilot project. The playgroup offered extended provision to children attending the school’s Early Years Unit. The playgroup and the Early Years Unit collaborated closely on matters of planning and programme structure. Planning was shared at regular meetings, and staff members liaised over issues such as special needs and individual support. Staff members felt they had ‘*broken down organisational and educational boundaries*’ to offer integrated education and care for children.

### 3.4 Choice 3: leadership of management

#### 3.4.1 School involvement

Here, a nursery or primary school is involved in the management, and in most cases the provision, of the ‘integrated day’. This can be the case where a school extends its own provision to offer both elements of the ‘integrated day’ (the individual approach). Alternatively, a primary school and pre-school provider/s in the voluntary, private or independent sector work together to provide an ‘integrated day’ (the partnership approach). This approach does not necessarily imply school *leadership* of management – a flatter management structure may be taken – but there is school involvement in management and a *formal* link between the school and the pre-school provider/s.

In Cornwall, the voluntary provider Little Acorns operated from an Elliott hut in the grounds of the primary school. Younger children stayed for a full day at Little Acorns and received both their core early education place (EEP) and extended provision. When they became eligible for part-time Reception, children were walked to and from the school for their EEP. While day to day management of integrated provision was undertaken by the setting manager, the school had been highly involved in the creation of this new provision and was actively involved in strategic management.

In York, Peartree Primary School came together with a local private day nursery, two voluntary pre-school playgroups and a number of childminders to form an early years partnership – thus offering a wide range of options for integration. As with all the York partnerships, management was led by the school with input from the childcare providers at regular partnership meetings.

### **3.4.2 Voluntary, private or independent provider-managed**

Here, the responsibility for management and operation of integrated provision rests firmly within the voluntary, private and independent (VPI) sector. A VPI provider may extend its own provision to offer both elements of the ‘integrated day’ (the individual approach). Alternatively, a VPI provider may collaborate with another setting to provide an ‘integrated day’ (the partnership approach). Although the maintained sector may provide the core early education place (EEP) in some cases (for example where a private provider picks up children from a nursery school), management of the ‘integrated day’ is essentially led by a private, voluntary or independent provider with no formal school involvement in management.

At the privately run Lemontree Nursery in Kirklees, children could attend for a full day and receive both their EEP and extended provision at the centre. The nursery also ‘wrapped around’ part-time EEPs at a number of local primary schools and used a mini-bus to offer a pick up service. The operation of integrated provision was undertaken solely by Cherrytree and, while there was contact between the setting and the schools it served, there was no formal collaboration in terms of management or planning.

### **3.4.3 Independent co-ordinating body**

Here, links between providers and parents are co-ordinated by an independent body, rather than by a provider of education or care. In practice, this generally involves childminders joining a co-ordination scheme or an accredited network. In an accredited network, childminders offer both the core EEP and extended provision. A co-ordination scheme links non-accredited childminders to part-time EEPs at centre-based settings.

In Morecambe, the OPTIONS scheme comprised a childcare information drop-in centre with a vacancy database linking registered childminders with nurseries or pre-schools. Parents contacting OPTIONS were told which nurseries or pre-schools had vacancies, which childminders were linked to those nurseries or pre-schools, and whether those childminders had vacancies. A second element of the pilot project in Morecambe involved the development of a network of accredited childminders, co-ordinated by the National Childminding Association (NCMA).

#### *Note on childminder involvement*

All three approaches can involve links between childminders and centre-based settings. The experiences of the pilot projects suggests that linking childminders to centre-based provision is potentially a complex undertaking – particularly where those centres have also extended their own provision beyond the core EEP. Issues relating to childminder involvement are outlined in Chapter 13.

### **3.5 Choice 4: combination of early education places (EEPs) and extended provision**

Within the ‘integrated day’, the core early education place (EEP) can be offered by the maintained, private, voluntary or independent sector, and can include part-time Reception places in primary schools in addition to pre-school provision. Thus, ‘integrated provision’ (as defined by this pilot) can be described as:

- **Schools plus** – where the core EEP is provided by a school or nursery school; or
- **VPI plus** – where the core EEP is provided by the voluntary, private or independent (VPI) sector.

Extended provision is more commonly offered by the voluntary, private and independent sector, but within the pilot projects a number of examples of extended provision within the maintained sector can also be seen.

When considering the integration of the EEP and extended elements of provision, three main combinations can be identified:

#### **3.5.1 School plus school**

Here, both the core EEP and extended provision are offered by maintained sector. This is the case where a school nursery or nursery school has extended part-time education provision to offer both elements of the ‘integrated day’.

The Sycamores Nursery School in Ealing extended its provision to offer both core EEP and extended provision to a number of children. These children stayed for a full day in the nursery school until they began primary school.

#### **3.5.2 School plus VPI**

Here, core early education provision is offered by the maintained sector, and extended provision by the voluntary, private or independent (VPI) sector. Examples of this approach often involve a primary school offering part-time EEPs within a nursery class or Reception class, and collaborating with a VPI provider which offers extended provision to ‘wrap around’ the EEPs.

At the Limes Infant School in Cornwall, children attended the school nursery for their core EEP and spent the remainder of the day at a voluntary playgroup set up within the school building as part of the pilot project.

### 3.5.3 VPI plus VPI

Here, children attend a voluntary, private or independent (VPI) provider for both their core EEP and extended provision. This may be the case where a child remains with an accredited childminder, a private day nursery or a playgroup for a full day until they begin school full-time.

In Morecambe, the National Childminding Association (NCMA) set up a network of accredited childminders. Three and four year olds staying for a full day with an accredited childminder received both core EEP and extended provision as part of an 'integrated day'. Links between parents and childminders were organised by the network.

### 3.5.4 Combinations of approaches

In practice, these approaches to co-ordinating early education places (EEPs) and extended provision may be combined. For example, where a school without a nursery collaborates with a private pre-school provider, three year olds may attend the private provider all day and receive both their core EEP and extended provision (*VPI plus VPI*). Older children may attend part-time Reception class and return to the private provider for the extended 'wraparound' element (*school plus VPI*).

**At Mapleton in Cornwall**, the privately run Maples Nursery operated from a building on the site of the primary school. Three year olds were able to attend the nursery for a full day, receiving both the core EEP and extended elements of the 'integrated day'. Older children who took up a part-time Reception place at the primary school were walked across the playground by staff at the nursery to attend an early education session, and then returned to the nursery.

## 3.6 Summary

The five pilot areas developed integrated provision in very different ways, and made very different key choices. To summarise, the four key choices are:

- Choice 1: partnership or individual approach. Should a setting extend its own provision to offer both elements of the 'integrated day', or collaborate with other providers to form a partnership?
- Choice 2: extent of integration. To what extent will the core education and extended elements of provision be integrated?
- Choice 3: involvement in management. Who will take on responsibility for management?
- Choice 4: combinations of core and extended provision. Which sector/s will provide the core education and extended elements of provision?

The first three choices are essentially related to how integrated provision is managed i.e. how many providers are involved and how these providers collaborate to provide integrated education and care. These three management choices – and the way in which the five pilot sites responded to them – are outlined in greater detail in Chapter 10. The fourth choice relates to the provision itself and, specifically, to which sector provides the core early education and extended element of provision. Chapter 6 considers this choice in terms of potential impacts on quality of provision.



## **CHAPTER 4      CREATING INTEGRATED PROVISION PLACES**

### **4.1    Introduction**

The fact that there was some confusion over the definition of ‘integrated provision’ during the course of the pilot (see Chapter 2) has made the task of accurately assessing the creation and take-up of new places problematic. The pilot areas and settings took very different approaches to the calculation and monitoring of both places and take-up and, in some cases, little baseline or monitoring information was collected. Although some pilots were successfully monitoring their provision by the end of the pilot period, a lack of standardisation and rigorous record keeping during the early stages has made accurate comparisons difficult. This section sets out the approach taken by the evaluation team to the calculation of new places created, and the take-up of those places.

The evaluation focused on the creation of extended provision – although some settings also created additional early education places (EEPs) as part of the pilot project. A questionnaire was sent out to centre-based settings, requesting information on:

- Number of pre-pilot places (both EEPs and extended provision);
- Number of current places (both EEPs and extended provision); and
- Children present for each session during a sample week in March 2003.

In three of the projects (Cornwall, Kirklees and Ealing) it proved possible to collect information from all pilot settings, allowing an assessment of:

- The total number of extended provision places created (current minus pre-pilot places). These are defined as places ‘wrapped around’, but not including, a funded EEP; and
- Percentage take-up of those places.

Due to the large number of partnerships in York, it was not possible to conduct a full survey of places as part of the evaluation. The Local Education Authority conducted its own tracking of extended provision places, and these figures have been used to assess whether the York project met its targets for the creation of places.

The Lancashire project experienced particular problems in defining and tracking childminder places. Little data was collected, and these difficulties have made the accurate assessment of places created and take-up impossible for the purposes of this evaluation. The project has since addressed its data management issues, and at the time of writing was developing more rigorous methods for future monitoring.

## 4.2 Number of places created

### 4.2.1 Methods of calculation

In some pilot settings, a specific number of places were set aside as extended provision places. At Appletree Nursery School in Ealing, for example, forty of the sixty afternoon places were set aside for children receiving their part-time early education place (EEP) and twenty for children receiving extended provision (having received an EEP session during the morning). In this case, the number of extended provision places available each day or week can be easily calculated.

In the majority of pilot settings, however, places were not set aside in such a specific way. While new places created through the pilot project *could* be taken up by a child accessing extended provision, they could equally be taken up by a child accessing their core EEP, or even by a child not eligible for EEPs (and thus for extended provision, as defined by this pilot project)<sup>9</sup> at all - for example a child younger than 3. These places could more accurately be described as 'potential' extended provision places. In order to give as clear a picture as possible of the places created by the pilot project, two figures are reported:

- **Total number of 'potential' extended provision places created** (total current places minus total pre-pilot places). This figure includes all newly created 'free availability' places i.e. those which could be taken up by a child accessing extended provision, by a child accessing an EEP, or by a child not eligible for EEPs/ extended provision (as defined by this pilot project)<sup>9</sup>. It does not include places designated *specifically* as funded EEPs.
- **Estimated number of 'actual' extended provision places.** This is an adjusted figure which aims to give an estimate of 'actual' extended provision places. It is based on the proportions of places actually used for extended provision during the sample week, as opposed to places used for other forms of provision (i.e. funded EEPs or provision for children younger than three or older than four). Take, for example, a setting which had a total of 100 breakfast places available during the sample week, 34 of which were taken up by children accessing extended provision and 54 of which were taken up by children not eligible for extended provision as defined by this pilot<sup>9</sup> (i.e. those younger than three or older than four). Of the 88 children present, 39% were accessing extended provision. Thus, 39 of the 100 places are, for the purposes of this analysis, estimated to be 'actual' extended provision places.

The questionnaire completed by the pilot settings is shown in Appendix 1. Places were counted on a weekly basis. This allowed for accurate calculation in the event that particular sessions were not offered daily (a number of lunch clubs were offered only on certain days per week). For each pilot, weekly places were then divided by five to give a daily average of places created.

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<sup>9</sup> Extended provision as defined by this pilot project relates only to provision for three and four year olds 'wrapping around' a funded early education place (EEP). Other forms of integrated provision can, and do, cater for children outside the 3 to 4 age range.

#### 4.2.2 The five pilots: targets set and places created

<i>Cornwall – 12 settings, target 120 places</i>	<b>Breakfast</b>	<b>Am*</b>	<b>Lunch</b>	<b>Pm</b>	<b>After school*</b>
<b>‘Potential’ extended provision places created</b>	182	133	256	206	176
<b>‘Actual’ extended provision places created</b>	88	61	208	106	71

\* The evaluation team is aware of a further 16 morning places and 22 after school places which became available after the survey was undertaken (potential extended provision places). These have not been included in the calculations, as no information on take-up for the sample week was available.

<i>Ealing – 3 settings, target 60 places*</i>	<b>Breakfast</b>	<b>Am</b>	<b>Lunch</b>	<b>Pm</b>	<b>After school</b>
<b>‘Potential’ extended provision places created</b>	32	0	42	42	20
<b>‘Actual’ extended provision places created</b>	32	0	42	42	20

\* An original target of 100 places was set for 5 settings (20 places each). One of these projects was not initiated, and a second was discontinued prior to the sample week in which data was collected. The figures presented relate to the three settings which were in operation at the time the survey was undertaken. Taken together, these three settings had a target of 60 places.

<i>Kirklees – 7 settings*, target 96 places</i>	<b>Breakfast</b>	<b>Am</b>	<b>Lunch</b>	<b>Pm</b>	<b>After school</b>
<b>‘Potential’ extended provision places created</b>	66	84	126	80	98
<b>‘Actual’ extended provision places created</b>	68	75	116	100	85

\* Two of the seven settings contributing towards these places were funded by the European Social Fund revenue funding for daycare expansion rather than the Wraparound Pilot Programme.

*Lancashire – target 25 new childminders (Morecambe), 15 new childminders (Lune Valley)*  
By September 2003, 49 new childminders had signed up to the OPTIONS co-ordination scheme, 45 of which were registered for extended provision and 3 of which covered the Lune Valley area. This equates to 135 ‘potential’ extended provision places, since each childminder could take on up to three children between the ages of three and four.

*York – target 1,248 places*

The York project devised its own method for calculating the number of extended provision places created<sup>10</sup> Using this method, the LEA calculated that 1,350 new extended provision places had been created for three and four year olds by May 2003.

<sup>10</sup> The starting point is the total number of wraparound care places from the Quarterly Report. The total number of places is divided, for each new type of provision available, by 3 or 2.5 depending on the age-range of children attending i.e. the wider the age range the lower the probability will be that the spread of children receiving extended ‘wraparound’ provision will be 3-5 year olds. This figure represents the number of 3-5 year olds receiving extended ‘wraparound’ provision. The number of places reported as closed are deducted.

Local evaluations in the five pilot projects developed their own methods for calculating and counting the number of places created in each pilot area. However, due to the varying methods and timeframes used by the different local evaluators it has not been possible to make direct comparisons with the data collected as part of the national evaluation, and local calculations are not reported here. Further details on local calculations (where produced) can be found in the local evaluation reports for each pilot area.

### **4.3 Take-up of places created**

#### **4.3.1 Methods of calculation**

Pilot settings were asked to provide information on the children attending each session over a sample week (in March 2003). Information was broken down as follows:

- Three and four year olds using a funded early education place (EEP);
- Three and four year olds accessing extended provision (i.e. paid provision ‘wrapped around’ a EEP); and
- Children of other ages.

Take-up figures are presented for all places offered over the sample week i.e. places already in existence before the pilot and new places created. Two figures are presented:

- Take up of ‘potential’ extended provision places. These include all ‘free availability’ places – those which could be taken up by a three or four year old accessing an extended provision session, a three or four year old using a funded EEP, or by a child not eligible for EEPs, and thus for extended provision as defined by this pilot (see footnote 9 on p.42). It does not include places designated *specifically* for funded EEPs. Take-up relates to the number of *all* children present during the sample week, as a percentage of *all* ‘free availability’ places.
- Estimated take up of ‘actual’ extended provision places (see definition in Section 4.2). This is the number of three and four year olds accessing extended provision, as a percentage of the estimated number of ‘actual’ extended provision places.

### 4.3.2 The five pilots: weekly take-up of all places<sup>11</sup>

<i>Cornwall – 12 settings</i>	<b>Breakfast</b>	<b>Am</b>	<b>Lunch</b>	<b>Pm</b>	<b>After school</b>
<b>‘Potential’ extended provision places</b>	1,120	665	1,625	1,345	1,090
<b>Take-up of places (all children)</b>	591	409	932	772	744
<b>% take-up by all children</b>	<b>53%</b>	<b>62%</b>	<b>57%</b>	<b>57%</b>	<b>68%</b>
<b>‘Actual’ extended provision places</b>	551	306	1,281	647	464
<b>Take-up of places (extended provision only)</b>	302	141	777	415	281
<b>% take-up by extended provision children</b>	<b>55%</b>	<b>46%</b>	<b>61%</b>	<b>64%</b>	<b>61%</b>

<i>Ealing - 3 settings</i>	<b>Breakfast</b>	<b>Am</b>	<b>Lunch</b>	<b>Pm</b>	<b>After school</b>
<b>‘Actual’ extended provision places*</b>	160		210	210	100
<b>Take-up of places (extended provision only)</b>	129+ **		179	179	85
<b>% take-up by extended provision children</b>	<b>81%+</b>		<b>85%</b>	<b>85%</b>	<b>85%</b>

\* All places created were designated as extended provision.

\*\* Records were not kept for one setting. True figures may be slightly higher.

<i>Kirklees – 7 settings*</i>	<b>Breakfast</b>	<b>Am</b>	<b>Lunch</b>	<b>Pm</b>	<b>After school</b>
<b>‘Potential’ extended provision places</b>	410	830	630	500	610
<b>Take-up of places (all children)</b>	182	274	399	224	275
<b>% take-up by all children</b>	<b>44%</b>	<b>33%</b>	<b>63%</b>	<b>45%</b>	<b>45%</b>
<b>‘Actual’ extended provision places</b>	341	433	580	401	426
<b>Take-up of places (extended provision only)</b>	145	131	367	164	190
<b>% take-up by extended provision children</b>	<b>43%</b>	<b>30%</b>	<b>63%</b>	<b>41%</b>	<b>45%</b>

\* Take-up figures for the sample week were received from six of the seven pilot settings. An estimate of take-up for the seventh was made using average take-up figures from the six settings for which information was available.

<sup>11</sup> It should be noted that the timing of the survey may affect apparent take-up of places. Settings were asked to provide information for a sample week in March 2003. When returning their data, many pilot settings noted that take-up of places was highly dependent on school admissions. During the Autumn term, when children began Reception class part-time in several of the pilot areas, pre-school settings had a high take-up of places as they offered extended provision for part-time Reception children. Once these children began full-time schooling in January, numbers dropped significantly. A survey of usage conducted during the Autumn term may therefore have shown a higher take-up of places.

### *Lancashire*

In the Lancashire project, although systematic records were kept of enquiries, take-up of places was not tracked. During the year 1<sup>st</sup> April 2002 to 31<sup>st</sup> March 2003, 212 parents made 288 enquiries to the OPTIONS co-ordination service, of which:

- 146 (52%) were for childminders;
- 62 (22%) were for nurseries;
- 30 (10%) were for playgroups;
- 21 (7%) were for after school clubs;
- 20 (7%) were for parent/toddler groups; and
- 9 (3%) were for holiday schemes.

It has not been possible, however, to determine how many places were taken up as a result of information provided by the OPTIONS scheme.

### *York*

Due to the large numbers of partnerships in the York project, it was not possible to undertake an assessment of take-up within the scope of this evaluation.

#### **4.3.3 Issues in assessing take up**

For settings which offered extended provision only (i.e. no funded early education places), it proved straightforward to calculate the number of children accessing extended provision on a particular session or day. Equally, the records kept by the majority of settings made it possible to calculate fairly easily how many breakfast, lunch and after-school places were taken up by children 'eligible' for extended provision. What proved to be more difficult, for those settings providing early education places (EEPs) as well as extended provision, was establishing how many children within a particular morning and afternoon session were 'using' a funded EEP and how many were accessing extended (paid) provision. Many settings did not keep a record of which specific sessions were funded as an EEP and which were paid for by parents as extended provision. A provider with, for example 24 children on a Thursday afternoon, would not necessarily have specified how many of those children were 'using up' a funded EEP. They would simply add up how many sessions a particular child accessed in a week, take off the number of funded EEP sessions used by that child, and ask the parents to pay for the remainder. It is suggested, therefore, that this approach can be adapted to form a useable method for assessing the take-up of extended provision.

A method for discussion is proposed as follows:

That a setting first identifies how many of its children are potentially eligible for extended provision (i.e. access funded EEPs at the setting in question, or at any other setting). The number of extended provision places taken up in any one week will be the number of sessions used by those children which were paid for (i.e. not funded as an EEP). Using this method, it should be possible for a setting to calculate the number of extended provision places taken up in any particular week, breaking this down by session if necessary.

**PART 2 EFFECTS ON PARENTS, CHILDREN AND PROVIDERS**

## SUMMARY OF NEEDS AND PROVISION

### NEED

	<b>Cornwall</b>	<b>Ealing</b>	<b>Kirklees</b>	<b>Lancashire</b>	<b>York</b>
<b>Objectives</b>	<ul style="list-style-type: none"> <li>Meet demand from parents for extended hours on school sites;</li> <li>Offer continuity of care; and</li> <li>Encourage social inclusion through parent support/ training.</li> </ul>	<ul style="list-style-type: none"> <li>Encourage 'hard to reach' groups to access provision;</li> <li>Encourage social inclusion through parent support/ training; and</li> <li>Identify barriers to setting up extended provision.</li> </ul>	<ul style="list-style-type: none"> <li>Meet demand from parents for integrated provision to allow work/ training;</li> <li>Offer quality care and education;</li> <li>Offer flexibility of care; and</li> <li>Raise profile and numbers of childminders.</li> </ul>	<ul style="list-style-type: none"> <li>Co-ordinate links between early education providers, parents and childminders;</li> <li>Recruit childminders; and</li> <li>Address problems of access to provision in Lune Valley.</li> </ul>	<ul style="list-style-type: none"> <li>Set up local partnerships around each authority primary school to deliver a Shared Foundation for 3 and 4 year olds integrating early education and care.</li> </ul>
<b>Area/group targeted</b>	<ul style="list-style-type: none"> <li>Urban and rural; and</li> <li>Deprived areas (although some more affluent).</li> </ul>	<ul style="list-style-type: none"> <li>Vulnerable families;</li> <li>Traveller community; and</li> <li>Returners to work/ training, parents taking part in Surestart activities.</li> </ul>	<ul style="list-style-type: none"> <li>Working parents; and</li> <li>Disadvantaged families with special needs children</li> </ul>	<ul style="list-style-type: none"> <li>Parents in Morecambe; and</li> <li>Rural villages lacking access to core provision.</li> </ul>	<ul style="list-style-type: none"> <li>Some focus on Chinese community, travellers, deprived/rural areas – but as project is city-wide, specific areas and groups targeted varied with local contexts.</li> </ul>

### PROVISION

	<b>Cornwall</b>	<b>Ealing</b>	<b>Kirklees</b>	<b>Lancashire</b>	<b>York</b>
<b>Settings</b>	12	3 (one with 2 sites)	7	2 areas (potentially flexible)	40
<b>Most common approach to integrated provision</b>	Primary school plus on-site voluntary/private provider.	Existing providers of early education places (EEPs) extending provision to offer an 'integrated day'.	Voluntary/private providers 'wrapping around' own EEPs and also offering pick ups from local schools.	Co-ordination scheme linking childminders to EEPs in centre-based settings; recruitment of childminders; mobile nursery provision in isolated rural area.	School plus one or more pre-school providers forming early years partnerships.
<b>Transport</b>	Yes, where necessary	Yes, where necessary	Yes, where necessary	Yes	Usually
<b>Care day organised for parent?</b>	Yes	Yes	Yes	Yes	Usually
<b>Parent services and support</b>	Family learning, ICT access, drop-in facilities for parents/carers, parenting education.	Parent courses, family support services.	2 of 7 offered parent courses and advice on Working Tax Credit (including the childcare element).	Toy library.	Varied according to partnership.
<b>Childminder support</b>			Quality Assurance scheme, childminding link schemes.	Childminder drop-ins and support.	



## CHAPTER 5 RESULTS OF THE PARENT SURVEY

### 5.1 Introduction

This chapter presents the results of a survey of parents conducted as part of the evaluation. Throughout the chapter, the following terms are used:

- **Extended pilot provision** – provision for three and four year olds offered as part of the pilot project, comprising extended provision ‘wrapped around’ a funded early education place (EEP).
- **Pilot users** – parents who had used the extended pilot provision.

Parents’ views and activities were investigated through self-completion questionnaires sent out via school Reception classes.<sup>12</sup> A sub-sample of parents took part in a follow-up telephone interview. Four key questions were addressed:

- Did the integrated pilot provision enable parents of pre-school children to take on paid work (or increase their hours) by providing ‘joined up’ nursery education and childcare? Alternatively, did it help them to enter training or education?
- What were the major determinants of whether or not parents used the extended pilot provision?
- How did the extended pilot provision work from the parents’ perspective?
- What effect, if any, did the use of extended pilot provision have on the children’s social interaction and behaviour (as a determinant of a sound foundation for future learning)?

The chapter begins by outlining the key features of the two parent surveys. It then considers the four key questions in turn, before drawing final conclusions.

### 5.2 The parent questionnaires

#### 5.2.1 Background

The parent surveys compared the views, outcomes and background of families who had used extended pilot provision with two different groups – those who lived in the areas served by the pilot provision but did not use it, and those who lived elsewhere and so did not have access to the pilot provision.

As the timetable and the size of the evaluation allowed for parents to be interviewed only once, (rather than conduct a before/after study), the decision was made to interview parents who had already used the extended pilot provision, and whose children had since left to start school. Similar parents from both comparison groups were also interviewed. This allowed the collection

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<sup>12</sup> The surveys were conducted in Cornwall, Ealing, Kirklees and York. Due to a lack of information in the Lancashire project on which children had received extended pilot provision, and on which schools children had moved on to, it was not possible to conduct the parent surveys in this pilot area.

of retrospective information from parents about their activities and experiences before and during the pilot period, as well as current information on their 'post-pilot' activities. For those that did not use the extended pilot provision, information was collected from similar periods of time for comparison.

Parents in two categories of schools were surveyed. First, schools identified as having a large proportion of former users of the pilot provision were chosen. In these schools, the whole of the Reception class was surveyed – providing the 'pilot users' group and also the first comparison group i.e. parents who lived in the pilot areas but who had not used the pilot provision. The second category comprised 'similar' schools in the same LEA with no former users of the pilot provision in them at all. Parents from these schools formed the second comparison group – those in 'non-pilot' areas who had not therefore had access to the pilot provision. These 'non-pilot' schools were selected on the basis of having similar KS1 and KS2 results, similar proportions of children with free school meals and special educational needs, and similar neighbourhood characteristics **before** the introduction of the pilot provision. Families in the survey from these 'non-pilot' schools thus represented 'non-pilot areas' - since knowledge of these schools suggests that they were outside the de facto catchment areas for the pilot places.

### **5.2.2 The book bag self-completion survey**

A brief self-completion questionnaire was sent to parents of Reception children within a sample of schools in the pilot areas and, for control comparison purposes, in matched schools in non-pilot areas. Pilot area schools were identified using information from providers on the destinations of their 'graduates' from the pilot provision. In schools with large numbers of pilot children, the whole of the Reception entry was surveyed.

Parents were given the questionnaire in twenty-three 'pilot area' and eight 'non-pilot area' schools. Questionnaire packs were distributed to parents via children's book bags, or through specially organised survey events hosted by the primary schools. The self-completion questionnaire provided basic information on parent characteristics, employment and use of childcare, and also allowed the identification and selection of a sample of pilot and control parents for the telephone survey.

The purposes of the initial self-completion questionnaire were two-fold. Its first purpose was to help draw a sample for a more detailed follow-up telephone survey. Its second purpose was to measure the quantitative impact of the extended pilot provision on the key parental outcome variables.

Unfortunately, the self-completion questionnaire did not generate the numbers of parents originally anticipated (around 1,200 responses). This was due to the fact that the numbers of users of the pilot provision starting Reception were significantly lower than originally anticipated. In order to try and boost numbers, questionnaires were also sent directly to other pilot users who had started Reception at schools with only a small number of other pilot users. In total 577 questionnaires were returned, of which 527 were useable<sup>13</sup>. This consisted of 166 pilot

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<sup>13</sup> Some questionnaires did not have answers on key explanatory variables and could not be used in the analysis. Other respondents were subsequently identified as NOT having started school and were also excluded from the analysis.

users of whom 118 had been contacted through their school and 48 directly (Group 0), 216 non-pilot users in pilot areas (Group 1) and 145 families in non-pilot areas (Group 2).

### **5.2.3 The telephone survey**

The intention had been to approach 1,000 parents subsequent to the self-completion exercise, with an anticipated number of 800 achieved telephone interviews. Because of the small number of former pilot users and consequent low sample sizes in the initial self-completion questionnaire, interviews were attempted with fewer than half of this target. In total, 443 parents were approached (146 pilot users and 297 non-pilot users)<sup>14</sup>. Of these, 339 interviews were conducted using computer assisted telephone interviewing (CATI), giving an overall response rate of 82% - 108 pilot parent interviews (88%) and 231 non-pilot parent interviews (80%). Fieldwork was conducted between 8 May and 20 June 2003. Interviews were carried out with parents who held the main or shared responsibility for childcare in the household. The vast majority of respondents (323 out of 339) were mothers.

### **5.2.4 The effect of reduced sample sizes**

The reduced sample sizes in both parent surveys had severe implications for the analysis. Firstly, it made the task of finding significant impact effects almost impossible. Secondly, the small sample sizes allowed little scope for sub-group analysis (e.g. lone parents, ethnic groups, economic activities) within the pilot and control groups.

### **5.2.5 Use of the pilot user group and two control groups**

As a result of the small sample sizes, the analysis has focused on simple comparisons between various combinations of the 3 different groups.

For the parts of the analysis concerned mainly with the 'process', the views and experiences of pilot users (Group 0) have been compared with those of non-pilot users (Groups 1 and 2). However, when looking at the *impact* of the pilot provision, comparisons have been made between **all** individuals in pilot areas (Groups 0 and 1 i.e. the 'treated' group, regardless of whether they used the pilot provision or not) and **all** individuals in non-pilot areas (Group 2). This is because part of the impact of the pilot provision concerns take-up of the programme and there was no way of identifying which individuals in non-pilot areas would have taken up the programme if the pilot provision had been available in their area. Because some of Group 0 had been artificially boosted (by approaching pilot users directly), in all the quantitative impact analysis these 48 individuals have been excluded from the analysis.

The sample was designed in such a way that the non-pilot area control group (Group 2) should closely match the pilot area groups (Groups 0 and 1) across a range of socio-demographic characteristics. One typically important characteristic is the level of deprivation in the local neighbourhood in which the family lives. Typically, this is measured at the ward level using the Index of Multiple Deprivation (see footnote on page 56). However in most areas, the pilot programme was targeted towards relatively deprived areas, making it very likely that the control

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<sup>14</sup> 31 parents were later identified as ineligible as their child had not attended any of the pilot providers mentioned (pilot sample only) or had not started school within the last year. They have been excluded from the response rate calculation.

areas would have a lower IMD score (i.e. be less disadvantaged) than the pilot areas as a direct result of the targeting of the policy.

If the pilot and control areas had been perfectly matched, it would have been possible to simply compare the average outcomes in pilot and control areas in order to estimate the impact of the pilot programme. However, whilst every effort was made to select control schools that were as similar to the schools containing pilot 'graduates' as possible, they were not perfectly matched. There are a number of ways to get around this problem, and in the original specification it was proposed that propensity score matching techniques would be used. This would re-weight the control households according to observed characteristics, to look as close as possible to the 'pilot eligible' households, in both the self-completion and telephone surveys. Because of the sample size problems, it was only possible to implement this approach with the self-completion questionnaire and not the main telephone survey.

### **5.3 What were the major determinants of whether or not parents used the pilot provision?**

Is it possible to model what determined usage of the pilot provision amongst families who were potentially eligible to use it (i.e. Groups 0 and Group 1)? What factors influenced some parents to use the pilot provision whilst others did not? A simple regression model<sup>15</sup> was used to investigate whether there were any characteristics of families living in pilot areas that made them more likely to take up the pilot provision (controlling for other factors such as their local neighbourhood). In particular, did the father's education, the parents' labour market status when the child was two, the parents' use of early formal care, household composition, ethnicity and the child's special educational needs impact on the probability of taking up the pilot provision<sup>16</sup>?

The model was estimated on the 334 households which completed a questionnaire in pilot areas (those which were contacted through their schools). Of these 334 households, around 35% had used the pilot provision in the year prior to Reception. In summary:

- The only significant individual determinant of pilot provision usage was the **use of formal care** when the child was aged two. Households that had used any type of formal care when the child was two were 13.3 percentage points more likely to have used the pilot provision than those who had not.

All other family characteristics were insignificant. From the model it is clear that other neighbourhood factors, such as ward level deprivation, were much more important determinants of whether a family took up the pilot provision. Of course there may have been other important unobserved family characteristics which also determined the take-up of the pilot provision, but which were not measured in the survey.

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<sup>15</sup> A probit limited dependent model was used.

<sup>16</sup> In looking at the determinants it was only possible to use variables that were not influenced by the pilot provision itself. Factors such as mother's highest education before the introduction of the pilot provision were not available from the self-completion questionnaire. Father's education has been included, but it has to be assumed this was not affected by the introduction of the pilot.

Having considered the determinants of who took up the pilot provision, the next step was to look further into the impact of the provision on parents' (particularly mothers') labour market participation.

## **5.4 Did the pilot provision enable parents of pre-school children to take on paid work or enter training or education?**

One of the key aims of the parent surveys was to investigate the question, 'Did extended provision enable those parents who wanted to take on paid work to do so and help parents who were already doing paid work to increase their working hours or to alter them to suit their work-life balance requirements?'

Data from both the telephone and the self-completion surveys was used to address this question. This section begins descriptively, using data from the telephone survey and comparing the proportion of parents in paid work or education within the pilot and non-pilot areas. The two groups of parents are compared - and changes described over time - before, during and after the pilot provision.

Data from the self-completion questionnaire is then used to measure the impact of the pilot provision on key parental outcomes that were available in this survey using matching techniques.

Lastly, returning to the data from the telephone survey, parents' perceptions of the impact of the pilot provision on their labour market choices are reported.

### **5.4.1 A comparison of parents' labour market participation in pilot and non-pilot areas**

#### *Changes between periods before and during the periods of pilot provision*

One key measure of the success of the pilot provision is the proportion of parents interviewed who moved in or out of paid work, training or education after they were given the opportunity to use it. Did the introduction of the extended pilot provision enable more parents interviewed in the pilot areas - compared to non-pilot areas - to take on paid work, change their hours, or start education or training?<sup>17</sup>

Before the start of the pilot period - when their children were about to turn three - over half of parents interviewed in the pilot and non-pilot areas (59 % and 62 % respectively) were in paid work, mainly working part-time. Sixteen per cent of parents were in education or training (although only four per cent said that this was what they 'mainly' did).

Simply comparing the aggregate numbers in each group, during the pilot period, there was no significant rise (or fall) in the proportion of parents interviewed who were in paid work, training or education, either in the pilot or non-pilot areas (a two percentage point drop and a four

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<sup>17</sup> The small numbers of parents interviewed in the telephone survey, and the resultant inability to re-weight the control group using matching techniques, mean that it has only been possible to report in aggregate on the number of parents' movements in and out of paid work or of education, or changes in the hours they worked. The vast majority of respondents (323 out of 339) were mothers.

percentage point rise respectively). Within the groups, there was no significant change in the proportion of parents who were working full and part-time. Similarly, the proportions of parents in education or training (either as a main or secondary activity) did not change significantly after the start of the pilot period.

However, maybe a better way of looking at the effect of the pilot provision on parents work or training patterns is to look at the numbers of parents interviewed who moved in or out of paid work, training or education after the start of the pilot provision. Seven per cent of pilot area parents started paid work or education between the period when their child turned 3 and the pilot period. This is not significantly different to what happened to the non- pilot areas, in which seven per cent of parents started paid work or education during the same period<sup>18</sup>.

**Table 5.1 Economic activity before and during the pilot period**

	% Pilot areas	% Non-pilot areas
<b>Main economic activity pre-pilot</b>		
Working full time (30+ hours)	20.7	26.4
Working part-time	39.7	35.2
Unemployed	0.8	2.2
Studying	4.5	1.1
Looking after family	34.4	35.2
<b>Main economic activity in pilot period</b>		
Working full time (30+ hours)	18.2	26.4
Working part-time	40.5	39.6
Unemployed	0.4	2.2
Studying	5.26	1.1
Looking after family	34.8	30.8
<b>Moves in and out of work/training</b>		
W/T pre and during pilot period	60.7	64.9
Move into W/T	7.3	6.6
Move out of W/T	6.9	0
W/T in neither period	25.1	28.6
<i>Base</i>	248	91

Base: All respondents

<sup>18</sup> Given the numbers, this analysis has not been broken down further into movements in and out of full or part-time work. However, this is considered later in the section, based on pilot parents' self-reports (rather than pilot vs control comparisons).

### *Changes between periods during pilot provision and since children started school*

Another way of looking at the effect of the pilot provision on parents' labour market decisions is to see the extent to which parents changed at the end of the pilot provision, when their children started school. Did the loss of pilot provision affect the work or education patterns of 'pilot area' parents differently to those of parents in the non-pilot areas who did not have access to the pilot provision during their child's nursery years?

In fact, this does not seem to be the case, with no significant change in the numbers of pilot or non-pilot area parents in paid work or education after their children started school. Only four per cent of pilot area parents left paid work or education during these periods, with ten per cent entering paid work or education. A very similar pattern was seen amongst non-pilot area parents over the same period.

**Table 5.2 Economic activity during and after pilot**

	% Pilot areas	% Non-pilot areas
<b>Main economic activity in pilot period</b>		
Working full time (30+ hours)	18.2	26.4
Working part-time	40.5	39.6
Unemployed	0.4	2.2
Studying	5.26	1.1
Looking after family	34.8	30.8
<b>Main economic activity post-pilot</b>		
Working full time (30+ hours)	20.7	24.2
Working part-time	42.5	44.0
Unemployed	2.0	1.1
Studying	5.7	1.1
Looking after family	29.2	28.6
<b>Moves in and out of work/training</b>		
W/T pre and post pilot	64.0	67.0
Move into W/T	9.7	6.6
Move out of W/T	4.1	4.4
W/T in neither period	22.3	22.0
<i>Base</i>	248	91

Base: All respondents

### **5.4.2 Impact of the pilot provision on parents' outcomes**

As stated in the introduction, to assess the impact of the pilot on parental outcomes, the outcomes of families living in pilot areas that had the potential to use the pilot provision would need to be compared with the outcomes of 'similar' families living in non-pilot areas. To do this, each one of the families living in a pilot area (the treatment group) must be matched with an appropriate control group chosen according to their pre-pilot characteristics. This essentially involves re-weighting all individuals in the non-pilot areas in a way that makes them look as close as possible in terms of pre-pilot characteristics to those families living in pilot areas. The outcomes of pilot area families are then compared with the appropriately weighted matched control families<sup>19</sup>.

<sup>19</sup> To do this, kernel (Gaussian) based propensity score matching was used. More details can be obtained from the authors.

The variables used to match on were:

- Ward level pre-pilot neighbourhood characteristics, namely the index of multiple deprivation (IMD), income index, work index and education index score<sup>20</sup>;
- 1999 and 2001 school measures of Key Stage 1 maths and reading results and the percentage of special educational needs and free school meals at the child's school;
- Parental background variables including parents' work status when the child was aged two, highest education of the father<sup>21</sup>, ethnicity, whether single parent household and age of parents; and
- Whether the child used any kind of formal care when aged 2 and whether the child had special educational needs.

In the results presented below both the unmatched and matched results are shown, along with the appropriate (bias corrected) 95% confidence intervals<sup>22</sup>.

Using this approach, the four key questions addressed were:

- Did the extended pilot provision enable those parents who wanted to take on paid work to do so and help parents who were already doing paid work to increase their working hours, or to alter them to suit their work-life balance requirements?
- Did the pilot provision reduce reliance on benefits?
- Did the pilot provision help those parents who wanted to enter training or education to do so?
- Did the pilot provision have some lasting impact on the work, education and childcare choices of parents after the pilot ceased?

In order to address these questions, parents completing the questionnaire were asked what they were doing (i.e. their economic status) before, during and after the period in which pilot user parents were using the pilot provision, namely:

- In the year in which their child was aged two;
- In the year before their child started school; and
- At the time of interview (with their child in Reception class at school).

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<sup>20</sup> The Index of Deprivation (IMD2000) is the combined measure of multiple deprivation at local ward levels for all wards in England. It is based on a weighted combination of the six component 'domains' of deprivation in the Indices of Deprivation (ID2000). The separate domains are income, work, health, education, housing and access to services. Each domain is itself a combined score drawing on a number of relevant variables – in total, 33 different measures. The Index of Multiple Deprivation for England or ID2000 (Noble, M., Smith, G., Penhale, B., Wright, G. et al) was published by the then DETR and is the official measure of local deprivation in widespread use by central and local government and other agencies. The income domain measures the proportion of people in each ward living in families dependent on means tested benefits. The work domain measures the proportion of the working age population excluded from paid employment. The education domain uses a combination of education performance measures on pupils in schools and the adult population. The child income score is a measure of the proportion of children under 16 in families dependent on basic means tested benefits.

<sup>21</sup> Father's education was used for matching as this was less likely to have been affected by the pilot.

<sup>22</sup> With the matching procedure, all standard errors are bootstrapped, using 500 replications. With matching it is important to report bias corrected confidence intervals rather than traditional standard errors (based on the normal distribution) because the distribution of the matching estimator is not known.



### *How good was the matching?*

The variables on which pilot school families were matched with non-pilot school families were outlined above. Ideally, more information would have been collected on the family before the introduction of pilot, but this was not possible in a short self-completion questionnaire.

Table 5.3 shows the means of a selection of the key matching<sup>23</sup> variables for the two groups before and after the matching had taken place. The matching technique did well in ensuring that the two samples are very similar in terms of local neighbourhood characteristics such as the IMD, child index and work index<sup>20</sup>. It did this, however, by making the control samples more unlike in important personal characteristics such as the proportion of single parent families and the proportion of mothers working when the child was two. The fact that matching did not make the sample appear balanced on all key characteristics, particularly the proportion of single parent families, has important implications for the estimated effects below and this needs to be borne in mind when looking at the results. Indeed all of the available quality matching measures suggest that the matching was very poor in re-weighting the control group to look like the pilot areas and indeed very little has been gained by undertaking the matching process. This means that extreme caution must be exercised when interpreting the results, particularly when there are large differences between matched and unmatched results.

**Table 5.3 Quality of the matching procedure**

Variable	Pilot areas		Non-pilot areas	
	Unmatched	Matched	Unmatched	Matched
IMD <sup>20</sup>	24.9	24.2	19.6	25.0
Child Index <sup>20</sup>	30.9	30.0	23.8	33.6
Work Index <sup>20</sup>	12.1	11.6	9.6	11.7
Mum worked when child 2	54.5	55.3	60.7	53.9
Mum work hrs when child 2	12.3	12.4	14.0	11.4
Dad worked when child 2	69.5	68.7	69.0	66.7
Dad work hrs when child 2	27.6	27.4	28.4	26.4
Single parent	18.0	17.7	15.9	29.6
Used formal care when child 2	66.8	66.3	66.2	69.6
<i>Number of obs:</i>	334	300	145	300

Furthermore, if there are other non-observable characteristics that differ between the two groups that also affect the outcome, then the estimated impacts may still be biased. Because the number of questions that could be asked in the questionnaire was limited, there are important factors that

<sup>23</sup> It was decided to show the key variables whose means were dramatically changed by the matching procedure.

have not been controlled for such as mother's highest education when the child was aged two<sup>24</sup>.

### *Impact on Work*

The self-completion questionnaire allowed a focus on whether, in the year before the child started Reception, the availability of pilot provision had an impact on either the incidence and/or hours of parents' work. The results are given in Table 5.4. It should be noted that for 34 of the 334 households in the pilot areas, no suitable matches could be found and they have been excluded from the analysis<sup>25</sup>.

The results reported Table 5.4 show that matching did change the magnitude of some of the outcomes of interest, though none of these differences are significant at conventional levels. Because the quality of the matching was quite poor and failed to make the control group look similar to the pilot group in certain potentially important characteristics, a lot of caution has to be exercised in drawing definitive conclusions from the reported results. Because sample sizes were much smaller than anticipated, none of the results are significant at traditional levels.

It is estimated that pilot provision decreased the proportion of mothers in employment by 3.5 percentage points, though this is not significant at conventional levels. No impact on the average number of hours mothers worked per week was found. There was no significant impact on fathers' work incidence or hours of work.

**Table 5.4 Impact of pilot provision on parents' work in year before Reception**

	Unmatched sample			Matched sample		
	Pilot area	Non-pilot area	Difference	Pilot area	Non-pilot area	Difference
<b>Mother:</b>						
<b>Work (%)</b>	52.4	59.3	-6.9 (-16.6,2.7)	52.7	56.2	-3.5 (-16.4,11.2)
<b>Hours</b>	11.1	13.2	-2.1 (-4.9,0.7)	11.2	10.3	0.9 (-2.3,4.9)
<b>Father:</b>						
<b>Work (%)</b>	67.4	68.3	-0.9 (-10.1,8.2)	66.7	59.2	7.4 (-3.6,28.3)
<b>Hours</b>	22.6	24.3	-1.7 (-5.9,2.4)	22.4	29.0	3.4 (-2.8,11.7)
<b>Sample size</b>	334	145		300	300	

Notes: 95 per cent bias corrected confidence intervals in brackets

<sup>24</sup> Father's highest educational qualification has been controlled for, assuming that this was not affected by the pilot where this was recorded.

<sup>25</sup> This explains why the outcomes in the pilot areas change slightly for the matched and unmatched samples.

Table 5.5 shows the impact of the pilot provision on parents' labour market status at the time of the survey when the child was in Reception. The results indicate that there may have been a slight positive impact on both incidence and hours of work, but again none of these results are significant at conventional levels. There is no evidence of any positive effects from the unmatched estimates so drawing any positive conclusions from these results is highly problematic.

**Table 5.5 Impact of the pilot provision on parents' work in Reception year**

	Unmatched sample			Matched sample		
	Pilot area	Non-pilot area	Difference	Pilot area	Non-pilot area	Difference
<b>Mother:</b>						
<b>Work (%)</b>	57.5	57.9	-0.4 (-10.1,9.3)	59.0	58.7	0.3 (-15.0,18.2)
<b>Hours</b>	13.4	14.3	-0.9 (-3.8,2.0)	13.7	11.8	1.8 (-1.5,5.9)
<b>Father:</b>						
<b>Work (%)</b>	61.4	65.5	-4.1 (-13.5,5.3)	61.3	52.9	8.4 (-5.0,27.3)
<b>Hours</b>	24.5	26.9	-2.3 (-6.4,1.8)	24.7	21.8	2.9 (-2.5,10.8)
<b>Sample size</b>	334	145		300	300	

Note: 95 per cent (bias corrected) confidence intervals in brackets

### *Impact on Benefit Dependency*

As reported in the previous section, there is no significant evidence that the pilot provision improved labour market outcomes for parents in either the year before Reception or beyond. Did the availability of the pilot provision have any effect on the receipt of out-of-work benefits<sup>26</sup> and in-work benefits<sup>27</sup> post-pilot (i.e. when the children were in Reception)?

The results are reported in Table 5.6. There is some evidence from both the matched and unmatched sample that the introduction of the pilot provision may have reduced the proportion of families receiving out-of-work benefits, but again these results are not significant at conventional levels. There is no evidence that the pilot provision impacted on the receipt of in-work benefits.

**Table 5.6 Impact of pilot provision on benefit dependency in Reception year**

Proportion of families receiving:	Unmatched sample			Matched sample		
	Pilot area	Non-pilot area	Difference	Pilot area	Non-pilot area	Difference
<b>Out-of-work benefits</b>	<b>31.4</b>	<b>33.8</b>	<b>-2.3</b> <b>(-15.8,11.1)</b>	<b>29.3</b>	<b>42.7</b>	<b>-13.4</b> <b>(-49.7,4.0)</b>
<b>In-work benefits</b>	<b>38.9</b>	<b>32.4</b>	<b>6.5</b> <b>(-4.9,17.9)</b>	<b>38.3</b>	<b>40.7</b>	<b>-2.3</b> <b>(-29.3,14.8)</b>
<b>Sample size</b>	<b>334</b>	<b>145</b>		<b>300</b>	<b>300</b>	

Notes: 95 per cent bias corrected confidence intervals in brackets

### *Impact on Education and Primary Carer*

Parents were asked for information on the qualifications gained, or which they were studying for, in the year before their child started Reception and also whether they were currently undertaking study. This information was used to look at the impact of the pilot provision on study in the year before Reception and at the time of the questionnaire, as well as the level of study undertaken in the year before Reception. The results are reported in Table 5.7.

From the table it can be seen that the pilot provision had no significant impact on either the proportion of main carers studying in the year before the child started Reception or the proportion studying whilst the child was in Reception.

<sup>26</sup> Defined as housing benefit, council tax benefit, income support, job seekers allowance, incapacity benefit and carers allowance.

<sup>27</sup> Defined as Working Tax Credit (including the childcare element) post-pilot (i.e. when the children were in Reception).

**Table 5.7 Impact of the pilot provision on primary carer’s education and training**

Proportion of mothers:	Unmatched sample			Matched sample		
	Pilot area	Non-pilot area	Difference	Pilot area	Non-pilot area	Difference
<i>Year prior to reception:</i>						
Any study	14.7	13.8	0.9 (-5.9,7.7)	13.7	12.9	0.8 (-13.0,12.2)
NVQ Level 1	5.1	3.4	1.6 (-2.2,5.5)	5.7	5.3	0.4 (-10.5,5.2)
NVQ Level 2	3.9	2.1	1.8 (-1.3,5.0)	3.0	3.6	-0.6 (-11.5,4.6)
NVQ Level 3	4.7	6.9	-2.1 (-6.8,2.7)	4.0	5.4	-1.4 (-13.0,3.2)
NVQ Level 4+	3.3	4.8	-1.5 (-5.5,2.5)	3.3	3.5	-0.2 (-10.0,4.3)
<i>Reception year:</i>						
Any study	20.4	19.3	1.1 (-6.7,8.8)	20.0	27.1	-7.1 (-23.9,5.8)
Sample size	334	145		300	300	

Notes: 95 per cent bias corrected confidence intervals in brackets

*Impact of pilot provision on the type of childcare used by families*

The final outcome considered is the type of care used by families in the year before Reception and during Reception. From the self-completion questionnaire, the proportion of parents in the year before Reception that used any formal care, and that used formal care as their main form of childcare were considered. Because the pilot provision involved increasing the availability of formal care during this time, one would expect to find positive differences between the treatment and control groups. There is a difference in the proportion that were using formal care as their main form of care, but once again this is not significant at conventional levels.

Of more interest is whether the pilot had an impact on the type of after school care used by parents once their child started Reception. In the self-completion questionnaire, parents were asked about whether they used any before and/or after school care now that their child had started Reception and, if so, the type of care. In some pilot areas, where children had only started school part-time, families were still being offered extended pilot provision<sup>28</sup>. For these families it was not possible to predict whether or not, in the absence of pilot, they would still have been using some other form of after school care. Two estimates are therefore reported in Table 5.8. The first assumes that all children who were using the pilot after school care would continue in similar non-pilot care (I). This estimate provides an upper bound of the true estimate. The second

<sup>28</sup> Since, in some pilot areas, extended provision was offered to ‘wrap around’ part time Reception places as well as around pre-school early education places.

estimate (II), assumes that none of the children who were using this pilot care would continue using any after school care once they started attending school full-time. This estimate provides a lower bound of the true estimate. Two types of care are considered – whether the child was attending any kind of formal or informal after school care and whether the child was attending any kind of formal after school care.

The pilot provision appears to have had a significant impact on the probability of children attending some type of after school care (Table 5.8). Children living in pilot areas were between 12.7 and 16.7 percentage points more likely to use some form of formal or informal after school care during the Reception year. This difference is significant at 5% levels of significance. This difference is primarily due to differences in the use of formal care in pilot areas. Families living in pilot areas increased their usage of formal after school care from 11.1% to between 19.0% and 23.0%, an increase of between 7.9 and 11.9 percentage points. This increase is only significant at 10% levels of significance and only for the upper bound. Again caution needs to be exercised in taking the magnitude of the changes too literally, as these estimates are considerably higher than the corresponding unmatched results. The unmatched results do provide some weak corroborating evidence that the pilot provision may have increased the use of formal care once the children started school.

**Table 5.8 Impact of pilot provision on children’s type of care**

Proportion of families using	Unmatched sample			Matched sample		
	Pilot area	Non-pilot area	Difference	Pilot area	Non-pilot area	Difference
<i>Formal Care in year prior to reception:</i>						
Any	79.0	74.5	4.6 (-3.8,13.0)	79.0	80.3	-1.3 (-18.0,9.3)
Main	58.1	52.4	5.7 (-4.1,15.4)	58.7	43.6	15.1 (-6.1,27.9)
<i>After school care in reception year:</i>						
Any (I)	36.2	31.0	5.2 (-4.0,14.4)	37.3	20.6	16.7** (6.8,33.1)
Any (II)	32.0	31.0	1.0 (-8.1,10.1)	33.3	20.6	12.7** (3.1,29.4)
Formal (I)	22.5	16.6	5.9* (-1.7,13.4)	23.0	11.1	11.9* (0.0,21.8)
Formal (II)	18.3	16.6	1.7 (-5.7,9.1)	19.0	11.1	7.9 (-5.0,17.4)
Sample size	334	145		300	300	

Notes: 95 % bias corrected confidence intervals in brackets

\*\* Significant at 5 per cent level

\* Significant at 10 per cent level

### 5.4.3 Parents' perception of the impact of the pilot provision

Beyond the objective measurement of movements in and out of paid work and/or education, the telephone survey included subjective questions which addressed the extent to which pilot parents felt that using their pilot provider had helped them do what they wanted to in terms of paid work or education. They were asked if the pilot provision had helped them to<sup>29</sup>:

- Look or apply for jobs;
- Start paid employment;
- Change their working hours (if so, was this to do a greater or fewer number of hours?);
- Change jobs;
- Do some training or a course; or
- Whether it had any other effects (respondents were asked to say what these were).

Getting on for half (44%) of parents said that the pilot provision had not affected their employment situation. Maybe these parents used the provision as replacement rather than additional provision (see above). However, for others, the pilot provided the opportunity for them to alter, or at least try to alter, their previous circumstances. It is clear that measuring entrance and exits from paid work or education is only part of the picture, when looking at ways in which extended provision can help parents. A third of parents (32%) reported being able to look or apply for jobs (these included both people who were already working and those who were not). Linked with this issue, one in five (in each case) said that they were able to change jobs as a result of using the pilot provision, or to change their hours. Those changing their hours were as likely say that the pilot provision allowed them to alter their pattern of work as they were to be increasing their hours.

**Table 5.9 Parents' perceived impact of pilot provision**

	% Pilot users
Look/apply for jobs	32
Do training or course	31
Start paid employment	22
Change working hours	21
Change jobs	19
No affect	44
<i>Base</i>	<i>108</i>

Note: Based on all pilot respondents (multiple responses) in telephone survey

### 5.4.4 Section summary

The possibilities for identifying a quantitative, significant impact of the pilot provision on parents' ability to take on paid work or start education and training have been limited. This is not only due to the relatively small sample sizes; it has also been affected by the high proportions of parents who were already in paid work before they started using the pilot provision. A larger

<sup>29</sup> Of course, not all of these options would be relevant to all respondents (eg 'to start paid employment' for those already in work). However, given that only just over 100 respondents were asked, overall percentages are reported for each issue of those who said that the pilot provision helped, rather than filtering on e.g. those not employed, those not already in training/education.

sample size might have enabled identification of more subtle shifts, such as moves in and out of full and part-time paid work as well as allowing more robust matching to have taken place.

Because of the small sample sizes and the inability to undertake robust matching, little evidence of quantitative impacts of the extended pilot provision has been found. The only effect found is that the provision may have increased the use of formal after school care once the children started in Reception.

What is encouraging is the finding that, from many parents' perspectives, the pilot provision was instrumental in giving them choices in their paid work and education, providing opportunities to change their job or working patterns.

## **5.5 How did the pilot provision work from the parents' perspective?**

Beyond the quantitative measure of the impact of the pilot provision on parents' labour market participation, it is interesting to consider how parents used the provision, and their views of the available provision. The initial self-completion questionnaire did not ask parents about any of these issues, so the analysis in this section is based solely on the main telephone survey. There were two broad elements to this issue:

- Was the pilot care used as additional provision or as a replacement to parents' existing childcare arrangements?
- How far did the pilot meet the needs of its parent users?

Each of these issues is addressed in turn. However, as this section discusses different types of childcare provision, both formal and informal, it is probably useful to start with a short explanation of the definitions and terms used.

The following providers are referred to as 'formal':

- Nursery classes or nursery schools - these provide part-time early education places for 3 and 4 year olds during school terms. These part-time places can be provided free at the point of use. In some cases, full-time places are also provided, usually for older children;
- Day nurseries - these provide full-time day places for the under 5s. They are usually open all year round and charge a fee. They include private, local authority, community and workplace day nurseries. Part-time places can also be available;
- Playgroups - also known as pre-schools for 3 and 4 year olds. Playgroups usually provide only part-time places; and
- Childminders – who may or may not be registered. The child usually goes to the childminder's own home. Childminders often look after more than one child.

The following providers are referred to as 'informal':

- Grandparents;
- Other relatives or friends; and
- Other – includes home-based childcare (e.g. nannies, au pairs, babysitters) and ex-partners.



### 5.5.1 Was the pilot provision used as additional provision or as a replacement to parents' existing nursery or childcare arrangements?

The survey included two comparisons that allowed investigation of changes in patterns of childcare use amongst pilot parents. Firstly, the childcare they were using before they started with the pilot providers was considered. Secondly, pilot parents were compared (during the period in which they were using the pilot provision) with parents in the control group (both in the pilot and matched non-pilot areas).

#### *Childcare before and during the pilot period*

The majority of pilot children (75%) were already regularly<sup>30</sup> attending nursery or using some form of formal childcare before they started with the pilot provider<sup>31</sup>. In many cases (31%), parents were combining this formal care with informal childcare.

**Table 5.10 Provision prior to the pilot**

	% Pilot users
Formal only	44
Informal only	6
Both	31
None	19
<i>Base</i>	108

Base: All pilot respondents

From Table 5.11 below, it appears that much of the formal provision may not have been used as 'childcare', being primarily 'education' settings - nursery class/schools or playgroups. However, for most children this was combined with either formal or informal childcare. Only 16% of children were in formal nursery class/school/playgroup environments with no other formal or informal provision.

**Table 5.11 Provision prior to pilot**

	% Pilot users
<u>Formal</u>	
Nursery Class / School	20
Day Nursery	31
Playgroup	37
Childminder	19
<u>Informal</u>	
Grandparents	36
Friends or relatives	7
Someone else	2
No previous childcare	19
<i>Base</i>	108

Base: All pilot respondents

Note: Percentages add up to more than 100 due to multiple responses possible.

<sup>30</sup> At least once a week.

<sup>31</sup> Pilot parents were asked about provision in the month before they started with the pilot provider. If the child went to more than one pilot provider, the earliest month was taken.

In fact, half (46%) of the pilot parents were using more than one form of nursery or childcare provision before they started to use the pilot provision. There was a wide variation in whether this was a combination of formal providers or a combination of formal and informal care.

So, with many parents already using – or juggling – different nursery and childcare provision for their children, what impact did the pilot have on their pattern of usage? Overall, pilot parents ended up increasing the number of nursery or childcare providers they used. Once using pilot provision, three quarters (77%) of pilot parents were using three or more forms of childcare, compared to only half (47%) before the pilot period. This suggests that many parents used the pilot provision in addition to their existing childcare provision. The proportion of parents using formal only, or a mixture of formal and informal care, both increased by the same amount (around ten percentage points).

**Table 5.12 Number and type of childcare providers used pre and during pilot period**

	% Pre-pilot	% During pilot
<b>Number of providers</b>		
None	19	-
One	34	23
Two	27	39
Three	13	27
Four	7	9
Five	0	2
<b>Type of childcare</b>		
Formal only	44	55
Informal only	6	-
Both	31	45
None	19	-
<i>Base</i>	<i>108</i>	<i>108</i>

Base: All pilot users

#### *Childcare used by the pilot users and non-pilot users*

Comparing pilot and non-pilot users provides further information on which to compare the use of pilot and non-pilot provision. As well as the number and type of providers, any differences in the number of childcare hours used and the availability of provision during atypical hours (early, late, weekends) can be identified. Parents were asked about regular<sup>32</sup> childcare arrangements during the term before their child started school<sup>33</sup>.

Pilot user parents were asked about their pilot providers, together with all other formal and informal childcare arrangements. In the analysis, pilot providers have been categorised and identified as a separate type of formal childcare. However, it must be borne in mind – in comparisons between the pilot and control groups - that a pilot provider may provide core early education places (EEPs) *and* extended provision (e.g. a lunch club and/or an afternoon place) to fill any gaps in provision. Whilst this analysis may view this as using more than one form of

<sup>32</sup> At least once a week.

<sup>33</sup> Three quarters of the children started school in September 2002. Parents were therefore asked about childcare during the previous Summer term (April to June 2002). The remaining group of children started school in January 2003, and their childcare reference period was the previous Autumn term (September and December 2002).

childcare, parents – as users – will often view this as just one. The effect of this will be to suppress the reported number of formal providers amongst the pilot parents and, as such, the number of providers should be viewed as an underestimation. However, any underestimation may also be an indication of the success of pilot in providing ‘seamless’ care.

So, on the following criteria, did the availability of pilot provision affect parents’ use of childcare?

- The number of childcare providers (with the above caveat);
- The types of childcare providers, particularly the balance between formal and informal options;
- The number of hours of childcare used on an average week; and
- The use (and thus availability of) childcare at atypical hours, such as early morning, late afternoon/evening or at the weekend.

Whilst Table 5.13 provides full details of the comparisons in the use of childcare between the pilot and control parents, the key points are that:

- Despite the possible under-reporting in the number of formal childcare providers, pilot parents were more likely than other parents to be using three or more childcare providers (38% compared to 21%). This is in line with the concept of the pilot providing childcare to fit around other providers and fill the gaps in provision.
- As suggested by the comparison of pilot parents’ use of formal and informal childcare before and during the pilot period, there is little evidence to suggest that pilot provision reduced the use of informal childcare. Compared with parents in the control group, pilot parents were not significantly less likely to use informal care in conjunction with pilot (or other formal) providers.

**Table 5.13 Number and type of childcare providers used in the reference period**

	% Pilot users	% Non-pilot users <sup>34</sup>
<b>Number of providers</b>		
One	23	34
Two	39	44
Three	27	18
Four	9	3
Five	2	0
<b>Type of childcare</b>		
Formal only	55	47
Informal only	-	3
Both	45	49
<b>Childcare providers<sup>35</sup></b>		
Wrap provider	100	-
Nursery Class / School	24	54
Day Nursery	9	29
Playgroup	15	37
Childminder	10	8
Grandparents	42	44
Friends or relatives	11	13
Someone else	0	4
<i>Base</i>	<i>108</i>	<i>231</i>

Base: All respondents using childcare

Looking more closely at the hours of childcare – and different forms of childcare – used by parents reveals more differences between the pilot and control group parents. Whilst the weekly mean number of hours of childcare was very similar for pilot and control parents (25 and 24 hours respectively), pilot parents used significantly more hours of formal childcare per week than parents in the control group (22 hours and 18 hours respectively). Conversely, parents in the control group were using significantly more hours of informal childcare (13 hours per week compared to 9 hours by the pilot parents). This suggests that parents without the pilot provision used informal childcare to fill the gaps in formal provision.

Whilst pilot and control group parents had different patterns of childcare use, the groups were equally likely to feel that the childcare provision they had was adequate for their needs. When asked whether they would have liked more or fewer hours of childcare, the vast majority of parents said that their level of provision was ‘about right’ (85% of pilot parents and 84% in the control group).

The final comparison made between the provision available to – or used by – pilot and control group parents concerns childcare during atypical hours (i.e. childcare before 9 o’clock in the morning, after 5 o’clock in the afternoon and at the weekend). In fact, given that nearly half of

<sup>34</sup> In both pilot and non-pilot areas

<sup>35</sup> Given the ‘joined up’ provision of early education and extended provision offered by some pilot providers, there is little interest in comparing the pilot and control group on the level of individual types of formal childcare.

parents in both groups (45% of pilot parents and 44% of control group parents) used childcare in one or more of these periods, perhaps the term ‘atypical’ is a misnomer.

Table 5.14 shows the need for childcare provision across all three periods, but particularly the extended day option on weekdays. Whilst the data are not shown below, as the number of parents involved are small to percentage, it can be reported that – in the case of both pilot and control group parents - around half of the extended day provision was via formal providers. However, of the childcare at the weekend, only two parents (control group) used formal childcare.

**Table 5.14 Childcare use at atypical hours**

	% Pilot users	% Non-pilot users
None	55	56
Early morning	27	29
Late afternoon/ evening	22	23
Weekends	19	15
<i>Base</i>	<i>108</i>	<i>231</i>

Base: All respondents

Note: Percentages add up to more than 100 due to multiple responses possible.

### 5.5.2 How far did the pilot meet the needs of its parent users?

The final section on how the pilot provision worked for parents is concerned with the mechanics of obtaining a place with a pilot provider and how far they had to travel to the provider. It also addresses a wider aim of the pilot to provide additional services to parents and children within the childcare setting.

#### *Using pilot provision*

Parents rarely reported difficulties in securing a pilot place for their child at the point at which they needed it. In only 8% of cases did parents say they had to wait for a place to become available. What is more, the majority of parents (81%) were able to use providers within a mile or two of their own home (although this was not significantly different to the experiences of control group parents (83%)). When asked how easy or difficult they felt it was to get to their provider from their home, virtually all (nine in ten) pilot and control parents said it was easy.

**Table 5.15 Distance from home to provider<sup>36</sup>**

	% Pilot users	% Non-pilot users
Half a mile or less	38	38
0.5 – 1 mile	23	32
1 – 2 miles	20	13
2 – 3 miles	11	12
More than 3 miles	7	4
<i>Base</i>	<i>108</i>	<i>231</i>

Base: All respondents using formal childcare

<sup>36</sup> Parents were asked how long it would take to walk from their home to their childcare provider. Calculations were based on 20 minutes for 1 mile.

*Provision of information and additional services*

A secondary aim of the pilot was to enable parents to access help and information on a range of issues. Parents were asked about the availability of such services at the pilot providers:

- Information on the childcare element of the Working Tax Credit;
- Courses or training;
- Job or career advice;
- Health services for families (e.g. health visitors, nurses, dentists);
- Counselling services;
- Advice or support for parents; and
- Other services (respondents were asked to say what these were).

As shown in Table 5.16 below, whilst pilot providers were offering more services than formal providers in the control group, still half (54%) of pilot user parents said that their provider did not offer any of these additional services.

**Table 5.16 Information and services available at provider<sup>37</sup>**

	% Pilot users	% Non-pilot users
<b>Information</b>		
Information provided on childcare element of Working Tax Credit	43	27**
<b>Services</b>		
Courses or training	30	13**
Job or career advice	12	5
Health services	27	13**
Counselling services	8	5
Parent advice	25	17
No services available from provider	54	66**
<i>Base</i>	<i>108</i>	<i>231</i>

Base: All respondents using formal childcare except those using childminders only. Includes respondents nursery classes, nursery schools, day nurseries and playgroups.

Note: Percentages add up to more than 100 due to multiple responses possible.

\*\* signifies a significance at the 5 per cent level; other differences between pilot and non-pilot users are non-significant.

Where pilot providers seemed to be doing well in comparison with others was in the provision of information on the childcare element of the Working Tax Credit (offered by getting on for half of pilot providers), health services (by a quarter) and courses and training (by nearly a third). Whilst a quarter of pilot providers offered parenting advice, this level of provision was similar to that offered at other formal providers. Advice on jobs or careers and counselling services were only available to a small minority of pilot (and control group) parents. However, only three in ten parents for whom such services were available had actually made use of them.

<sup>37</sup> For respondents using more than one formal provider, one was selected at random and parents were asked to concentrate on the services available from that one provider. In the case of the pilot user group, selections were made from their pilot providers (rather than any other formal providers).

### **5.5.3 Section summary**

Parents appear to have used the pilot provision as additional, rather than replacement, childcare provision. Once they started using the pilot provision, three quarters of parents were using three or more forms of childcare compared to only half before the start of the pilot period. The proportion of parents using formal only or a mixture of formal and informal care both increased by the same amount. Compared to non-pilot users, pilot parents used a greater number of providers to cover – on average – the same number of hours per week. Pilot parents were using significantly more hours of formal childcare than the non-pilot users, who were more likely to be using a higher number of hours of informal care.

Parents rarely reported difficulties in securing a pilot place for their child at the point at which they needed it. Moreover, the vast majority of parents were able to use providers within a mile or two of their own home.

Fulfilling a secondary aim of the pilot, a fair proportion of providers offered parents services other than childcare, including tax-benefit advice, counselling, training or career advice, parental support and health care services. Where pilot providers seemed to be doing well in comparison with others was in the provision of information on the childcare element of the Working Tax Credit, health services and courses and training. However, whilst pilot providers were offering more services than formal providers in the non-pilot group, still half of pilot parents said that their provider did not offer any of these additional services.

## **5.6 What impact did the pilot provision have on child behaviour?**

### **5.6.1 Strengths and Difficulties Questionnaire**

One of the aims of the evaluation was to measure the extent to which extended provision had an impact on children's development. Whilst it was always recognised that this evaluation would not be able to measure longer-term impact, the parent survey provided an opportunity to measure children's socio-behavioural development, comparing families in the pilot areas with those in the non-pilot areas.

The parent telephone interview included a sub-set of questions from Robert Goodman's Strengths and Difficulties Questionnaire (SDQ). Traditionally completed by parents and/or teachers (and for older age groups, the children themselves), this questionnaire is used to identify emotional or behavioural problems, using 25 questions which divide into five sub-scales, each measuring a different factor. The results of each of the five sub-scales can be used separately; alternatively four of the sub-scales can be combined to form one scale.

Due to time and space constraints, it was only possible to include ten questions in the survey. It was decided to include items from the two subscales measuring 'pro-social behaviour' and 'conduct'. Here, the findings of each scale are reported in turn.

### **5.6.2 Pro-social behaviour scale**

The pro-social scale is a composite score taken from parents' response to five questions, which address a child's reactions and levels of sensitivity towards other people. For each of the

following items, parents were asked to say whether this was currently (i.e. post-pilot period) ‘not true’ (score 0), ‘somewhat true’ (score 1) or ‘certainly true’ (score 2) for their child:

- *Considerate of other people’s feelings;*
- *Shares with other children things like treats, toys or pencils;*
- *Helpful if someone is hurt, upset or feeling ill;*
- *Kind to younger children; and*
- *Often volunteers to help others (parents, teachers, other children).*

The child’s level of pro-social behaviour was then scored as being ‘normal’ (composite score 6 to 10), ‘borderline’ (composite score 5) or ‘abnormal’ (composite score 0 to 4).

So, were there any differences in the scores of pilot area children and those of the non-pilot area children? This issue was considered in three different ways, comparing the two groups:

- Responses to each individual question;
- Mean scores from the composite scale; and
- Proportions being rated as normal, borderline or abnormal.

Pilot area children did not appear to behave significantly differently to the non-pilot area children. For both groups, the behaviour of virtually all children (98% of pilot area children, 99% of non-pilot area children) was rated as ‘normal’. The mean scores for the pilot and control groups were high at 8.6 and 8.9 respectively (with 10 being the highest possible score and 0 the lowest).

Table 5.17 indicates that parents in both groups rated their children’s levels of pro-social behaviour highly. None of the differences between the pilot and control groups are statistically significant at the 90 per cent level.



**Table 5.17 Pro-social scale: responses to individual questions and overall score**

	% Pilot area	% Non-pilot area
<b>Considerate of others</b>		
Certainly true	64.6	65.9
Somewhat true	33.3	31.9
Not at all true	2.0	2.2
<b>Shares with children</b>		
Certainly true	67.6	82.4
Somewhat true	30.8	17.6
Not at all true	1.6	0.0
<b>Helpful if someone hurt/ill</b>		
Certainly true	89.5	91.2
Somewhat true	8.1	8.8
Not at all true	2.4	0.0
<b>Kind to younger children</b>		
Certainly true	86.6	91.2
Somewhat true	11.3	8.8
Not at all true	2.0	0.0
<b>Volunteers to help</b>		
Certainly true	67.1	63.7
Somewhat true	28.1	34.1
Not at all true	4.9	2.2
<b>Composite scale</b>		
Normal	98.0	98.9
Borderline	-	-
Abnormal	2.0	1.1
<b>Mean overall social score</b>	8.6	8.9
<i>Base</i>	248	91

Base: All respondents

### 5.6.3 Conduct problems scale

Like the pro-social scale, the conduct problems scale is a composite score taken from five questions, to which parents' had to respond whether it was 'not true', 'somewhat true' or 'certainly true' for their child. Although each question is scored 0, 1 or 2, for the four questions asking about negative behaviour, 'not true' is scored 0 :

- *Often has temper tantrums or hot tempers;*
- *Often fights with other children or bullies them;*
- *Often lies or cheats; and*
- *Steals things from home, school or elsewhere.*

But for the fifth (the only positive behaviour), 'certainly true' scored 0 (and 'not true' scored 2) -

- *Generally obedient, usually does what adults request.*

The child's conduct is then scored as being normal (composite score 0 to 2), 'borderline' (composite score 3) or 'abnormal' (composite score 4 to 10).

So, again, the question was asked 'were there any differences in the scores of pilot area children and those of the non-pilot area children?' As with the pro-social scale, this issue was explored in three different ways, comparing the two groups:

- Responses to each individual question;
- Mean scores from the composite scale; and
- Proportions being rated as normal, borderline or abnormal.

The same story emerged for the conduct measurement scale as for the pro-social scale. Pilot area children did not appear to behave significantly differently to the non-pilot children on any of the measures. Whilst children's behaviour on this factor was generally not rated as highly as their pro-social behaviour, this was true of both groups of children, with no significant difference between them. The conduct of 72% of pilot area children and 69% of non-pilot area children was rated as 'normal' using the composite scale. The mean scores for the pilot and control groups were not significantly different, at 1.78 and 1.92 respectively (with 0 being the best possible score and 10 the worst).

Table 5.18 indicates that parents in both groups rated their children as very unlikely to engage in seriously bad behaviour (stealing, fighting, bullying), but were more mixed in their views when asked to rate their children's general levels of obedience and tempers. None of the differences between the pilot and non-pilot groups are statistically significant at the 90 per cent level.

**Table 5.18 Conduct scale: responses to individual questions and composite scale**

	% Pilot area	% Non-pilot area
<b>Has temper tantrums</b>		
Certainly true	16.3	20.0
Somewhat true	37.8	52.2
Not at all true	45.9	25.8
<b>Fights and bullies</b>		
Certainly true	1.2	1.1
Somewhat true	12.9	14.3
Not at all true	85.9	84.6
<b>Lies and cheats</b>		
Certainly true	3.7	4.4
Somewhat true	26.8	24.2
Not at all true	69.5	71.4
<b>Steals</b>		
Certainly true	2.0	2.2
Somewhat true	2.0	6.7
Not at all true	96.0	91.1
<b>Generally obedient</b>		
Certainly true	54.0	61.5
Somewhat true	40.3	37.4
Not at all true	5.6	1.1
<b>Composite scale</b>		
Normal	71.8	68.9
Borderline	12.7	17.8
Abnormal	15.5	13.3
<b>Mean Overall Conduct Score</b>	1.78	1.92
<i>Base</i>	248	91

Base: All respondents

#### 5.6.4 Section summary

The emotional and behavioural development of Reception children in the pilot and non-pilot areas did not appear to be different. Neither the average mean score nor the distribution across the scale varied significantly between the two groups of children. Whilst the individual questions showed some variation between the two groups, there was no consistent direction (i.e. no tendency for one group to rate more highly across all questions) and the differences were not significant. Given the sample sizes, it was impossible to look more closely at particular groups of children. Differences might have been anticipated between various sub-groups within the two groups. For instance, the analysis might have considered children in both groups who used particular forms of informal and formal childcare provision; who were in childcare for a greater or fewer number of hours; who had parents with similar socio-demographics; and so on. Overall, the experience of pilot pre-school provision had no significant effect (positive or negative) on children's behaviour in the early period of them starting school.

## **CHAPTER 6 PERSPECTIVES OF PARENTS, PROVIDERS AND MANAGERS**

### **6.1 Methods used**

In addition to the quantitative data provided by the parent surveys, a number of qualitative techniques were used to assess how well the pilot provision met the needs of parents and children. The following methods were used:

- Interviews with key personnel at the lead agency level in each of the pilot areas (e.g. EYDCP, LEA);
- Interviews with site managers and providers at the local level;
- Analysis of questionnaires completed by twenty seven centre-based providers and partnerships of providers offering integrated provision as part of the pilot project;
- Focus groups, surveys and consultation with parent users of the pilot provision;
- Childminder consultation: and
- Analysis of background data and project documentation in all five pilot areas.

Further details on the evaluation methodology is provided in Section 1.5.

### **6.2 Why did parents choose to use the extended provision?**

The main reasons given for choosing the packages of integrated provision offered as part of the pilot project were (in the order they were mentioned by parents interviewed):

- General convenience of arrangements e.g. proximity to home, provision of pick up service, organisation of care day;
- Wanting time to work or study;
- Provision (and location of provision) which tied in well with care/ schooling for children of other ages;
- Wishing to develop the social skills/ language/ confidence of their children; and
- The quality and range of activities on offer.

### **6.3 Organisation of the care day**

Of the twenty seven centre-based providers/partnerships which completed the questionnaire, twenty five helped parents to organise their care day and arranged the link between core early education places (EEPs) and extended provision. In some cases, both elements of provision were offered by the same provider. In other cases, EEPs and extended provision were offered by different providers. In these cases, movement of children between locations was organised for parents and usually undertaken by staff at the setting offering extended provision. Parents were

able to drop their child off at the beginning of the day and pick them up at the end, with all organisation between those times arranged by the provider or partnership of providers.

The organisation of the different elements of the 'integrated day' was appreciated, and considered by parents to be a major benefit. It was acknowledged by many parents that balancing childcare with other activities '*can be a juggling act*'. Where early education places (EEPs) and extended provision were well integrated and arrangements were organised for parents, this was overwhelmingly seen as a positive service, bringing '*peace of mind*' and '*easing the burden of childcare*'. Where movement between locations was arranged, this was well thought of by parents and no problems were noted. The fact that parents could simply drop their children off at the beginning of the day and have care arranged for them was seen as very beneficial. Some parents noted that providers were good about passing on information about children. This was done by face-to-face contact at pick-ups, and also by using booklets or envelopes for individual children to ensure information and letters were passed on and reached parents.

*'It's given me freedom and my own life'.*

*'It means you don't have to worry'.*

*'It's been a life saver!'*

*'I used a childminder with X. But that was always difficult – I was late, or didn't need her and then I felt bad I wasn't paying her. Here it's all arranged and that's what she [daughter aged 3] does every day'.*

Two of the larger partnerships considered as part of the evaluation did not co-ordinate the different elements of provision to the same extent, and were not providing an 'integrated day' for parents. Although they offered multiplicity of service, and had produced partnership leaflets giving details of provision on offer within the partnership, they did not organise packages of care for their parents. Few links were made between the EEPs and extended provision offered by different providers within the partnerships, and little transport was provided between providers. Parents who took part in the focus groups at these partnerships were generally unclear about the partnership arrangements, and in many cases did not realise that the providers were meant to be working together. Many continued to arrange childcare themselves, or relied on childminders to pick their children up from centre-based settings.

*'In terms of this partnership there's not that much wraparound care... there's not that much being provided as a partnership'.*

*'If they're encouraging people to return to work then they have to put more in place to enable that to happen...I just don't think there's enough at the moment'.*

In Lancashire, the link between parents, centre-based provision and childminders was made by the OPTIONS scheme. In total, 49 childminders were signed up to the scheme, 45 of which offered the 'Nursery Link' service – dropping off and collecting children from early education places (EEPs) at centre-based settings. Links with centre-based settings were made fairly late on in this project. As a result, it has not been possible to assess the extent to which this service met the needs of local parents. Potentially, this approach offers a flexible and personal approach to the integration of EEPs and extended provision.

## **6.4 What did parents use the provision for?**

### **6.4.1 Work and study**

The focus of the pilot programme was to encourage parents back in to employment, study and training. Just over half of parents interviewed as part of focus groups or leavers surveys reported that the provision had enabled them to work or study (both full and part time).

*'It means being able to return back to teaching at the local primary school part time, juggle having a baby and keep X in a quality environment'.*

*'Because of this [provision] I was able to continue with my full time employment as a nursery nurse – otherwise it would have been very difficult for me financially as a single parent'.*

In some areas – notably those which deliberately aimed to provide for working parents – providers reported that most of their parents worked. Other areas, for example two nursery schools in a deprived area of Ealing, reported around one third of parents working. In several cases, the main impact appears to have been on return to part-time rather than full-time employment.

Providers which reported good links with local colleges, and those which offered courses themselves, tended to have higher proportions of parents studying. In Ealing, one sessional provider extended crèche hours specifically to meet the needs of parents studying at the local college – and around 75% of parents using the provision were undergoing training. Two other nursery schools which offered courses and support for parents through the pilot project reported that around one third of their parents used the provision to study.

*'I am very grateful for all staff in X nursery, without them I wouldn't have finished my course and I hope I find a place for my little one for next year'.*

The vast majority of working or studying parents interviewed said that they would not be able to carry on doing so if the integrated provision was not available.

*'The reason I do it now [study] is because I have the childcare. I wouldn't have considered it if not, I'd have had to wait until she started school..there wouldn't be anywhere to put her, really. I couldn't have done it without this'.*

In Morecambe, it was not possible to establish how many parents using provision organised by OPTIONS were working, studying or training. However, records of enquiries made to OPTIONS show that, of the 212 parents requesting information on childcare provision between April 2002 and the end of March 2003:

- 20% were starting work;
- 20% were starting training; and
- 40% in total were working (and needed childcare to stay in work).

#### **6.4.2 Respite**

Some of the pilot areas – and also a number of parents – identified respite as a priority. While fewer parents overall used the pilot provision for respite than for work or study, in areas of social need up to a third of parents were identified as needing respite.

*'.....there is a group for whom [the provision] has just improved the quality of life, not using it to move into or continue in employment, but giving them time for themselves - which obviously improved their life quality and benefits the children as well'.*

A number of providers emphasised the need for such care among parents who simply cannot cope or need 'time out'. For others, provision can provide the opportunity to try things out and become more independent, or time to participate in activities which broaden their horizons and widen expectations – and may in the long term lead to (re)engagement with the labour market. Although some parents were making the first step in to training (in several cases through courses provided by the pilot settings themselves), they may need time to build up the skills and confidence to enter full time training or employment. One pilot project in a highly disadvantaged area reported that, although many parents initially used the provision for respite purposes, many were now 'moving off respite' and entering work or training. Other interviewees noted that not all parents wished to return to work – and suggested that provision must allow for cultural diversity and the provision of choices among groups who do not see working as a move forward.

The provision of care for respite purposes relates closely to affordability of provision. Some pilot areas reported that use for respite purposes was low because non-working parents could not afford the care. In other areas, where provision for income deprived parents and those requiring respite was higher on the agenda, care was heavily subsidised and most non-working parents did not contribute towards the cost of provision. Some settings within the pilot saw their role as

offering affordable care for less affluent parents – but, since parents in less affluent areas have little money (and cannot access Working Tax Credit if they are not working), these were also the settings which struggled to be viable. Some pilot settings suggested that there may be a need for a model of integrated provision which does not focus solely on services for working parents.

### **6.4.3 Other impacts**

Many providers, and also a number of parents, suggested that the pilot provision had increased the childcare choices available to parents. For example, some areas reported greater use being made of part-time Reception places by working parents, now that care was available to ‘wrap around’ that part-time provision. The York local evaluation reported that parents were more confident about ‘what they wanted for their child’ and were better informed about childcare choices.

## **6.5 Hours and availability of provision**

### **6.5.1 General availability and length of the ‘integrated day’**

Among the parents interviewed, there were varying levels of satisfaction with the general availability of provision (i.e. the number of places on offer). The majority of parents reported satisfaction with the number of places available. Lack of availability was noted in only two focus groups. In the Ealing project, however, pilot settings were forced to interview for places due to extremely high demand. Thus in some areas, parents not gaining access to the pilot provision were required to use other forms of care and make their own arrangements.

For the purposes of assessing whether the *level* of provision on offer (i.e. hours per day) met the needs of parents, hours of care were considered under the following categories:

- School hours provision (between the hours of 8.45am and 3.30pm);
- Breakfast provision (care beginning at, or before, 8.30am); and
- After school provision (care after 3.30pm and lasting until at least 5.30pm).

Taking in to account the maximum hours of provision possible (including both early education places and extended provision), of the twenty five providers/partnerships which organised care for parents:

- Twelve offered full day provision, from 8.30 or before to 5.30pm or later;
- Six offered care during school hours plus *either* breakfast or after school provision;
- Six offered provision during school hours only; and
- One offered half days and was developing links with childminders to offer a full day of provision.

In all cases, care was organised for parents and transport between settings, where required, was undertaken by staff members. As already noted, two of the larger partnerships did not organise care for parents, and a number of gaps in provision were noted at these partnerships (see Section 6.3).



The needs of part-time working parents appeared to be well met by the majority of pilot providers/partnerships, with the vast majority offering provision covering at least 9am to 3pm. In areas where many of the employment opportunities are part-time, providers suggested that local need could be met by such levels of provision. At one site which worked closely with a local college, a finish time of 3pm fitted in well with the college finishing time.

**At The Mulberry Bush Nursery School in Cornwall**, part-time provision could be partially extended by ‘adding on’ a lunch session and breakfast or after-school provision (depending on whether the child attended a morning or an afternoon early education place). The provider suggested that, as many local parents worked part-time in local shops, lunch cover allowed them to take on work over the busy lunchtime period. However, these lunch sessions tended to be heavily oversubscribed, and were sometimes allocated on a rota basis – which may have made it difficult for working parents to rely on the provision.

However, the needs of full-time working parents were not being fully met by all providers/partnerships – of whom only half offered full day provision. Although several parent focus groups reported no problems with the level of provision, others groups identified a number of gaps in provision (notably breakfast and after school care) which they found difficult and which they felt restricted the possibilities for full-time employment or study.

*‘There is no breakfast club here, so starting work is not easy’.*

*‘Come three o’clock you’ve got to find alternative childcare’.*

Several of the providers and partnerships of providers acknowledged that there were gaps in provision and were considering extending their own provision, or working with childminders to provide care during hours not provided by centre-based settings. In other cases, providers cited a lack of demand for full day care. For example, one Head Teacher suggested that, in the local areas served by his provision (where many local employment opportunities are part-time), parents were used to sessional care and did not yet think in terms of ‘full days’. He suggested that any extension in hours must *‘go hand in hand with efforts to achieve a culture change in the attitude of parents towards employment’*.

### **6.5.2 Holiday provision**

Although not strictly included as a component of ‘integrated provision’ as defined by this report, holiday provision was identified as essential for working parents. While many of the private day nurseries involved in the pilot operated year-round, only a few of the maintained and voluntary settings offered holiday provision. Where holiday schemes did exist, parents reported that they were rarely full-time, or operated for certain weeks only. It was noted that, where work opportunities are seasonal and tourist-based - as is the case in a number of the pilot areas - holiday provision can be particularly important.

*'If it could stay open during half term and the holiday, that service would help my situation. It would help anybody's situation that uses the service – we don't get half term, do we?'*

*'It's tricky when you have three different aged children to sort out in the holidays'.*

Although some settings were beginning to work in collaboration with childminders to offer holiday provision, parents found that many childminder vacancies during the holidays were already filled by parents who used them during term time. Parents who did use childminders during the holidays said that they needed to book a long time in advance due to demand for places – *'booking children in at Christmas for the summer holidays'* - an approach which lacked flexibility. This same dilemma can apply to holiday provision offered by private day nurseries. One parent using an Early Years Unit within the pilot programme one day per week would have liked to extend her use of the Unit and the extended provision on offer, but did not want to lose the link with the private day nursery on which she depended for holiday provision.

Holiday provision can be important for children as well as parents. In Ealing, a primary school offered holiday provision in collaboration with a community centre run by the Pre-School Learning Alliance (PLA). This site noted the importance of offering continuous and consistent provision for vulnerable children throughout the year.

### **6.5.3 Provision for all ages**

Care and education for children of all ages in one location was also identified as a priority for parents. Where this was offered, it was greatly appreciated. Parents in several groups interviewed had chosen their provider because one or more of their children could be cared for in the same location. Where this was not possible, parents continued to experience difficulties in juggling care for all the children in the family. Quality provision for children of around nine or ten was seen as particularly lacking – parents reported that these children were too old for the 'good' care environments but were not yet old enough to be left at home on their own.

*'It's fabulous that X takes has high as eight, there's no other service round here that does'.*

BUT

*'When children turn eight, it all stops'.*

While the definition of integrated provision used in this pilot refers specifically to provision for three and four year olds, a number of pilot providers and partnerships also provided care for other ages of children. Examples included:

- Partnerships between primary schools and on-site (or nearby) provider/s. Pre-school children attended the childcare provider, and possibly the school nursery if there was one. Older children attended the school, and possibly also an out-of-school club offered by the childcare provider.

- Several private and voluntary providers – particularly the larger ‘childcare centres’ - offered care for children from birth to secondary school age (usually 14). Pre-school children could remain in the setting for a full day until they started school, or be taken to a part-time education place at another location. Once children started school, they were able to return to the setting for out-of-school care.
- One pilot site, based at a primary school in Cornwall, had strong links with SureStart, which provided care for younger children. A second primary school, which already worked with an on-site playgroup to offer extended provision, was planning to open a SureStart centre on the same site.

## 6.6 Flexibility of provision

The pilot settings offered varying levels of flexibility in terms of provision. Several providers/partnerships had deliberately set out to offer flexible care to meet the needs of local parents. In these cases, provision was almost fully flexible - parents could literally ‘turn up on the day’ and book their child in for whichever hours and sessions they wanted. Where flexibility was offered, this was greatly appreciated by parents, who valued the ability to change their sessions and also the provision of short term/ emergency care. A second major benefit noted by parents was that they could use the hours they wanted – and only pay for those hours which were used. Settings which did offer fully flexible provision noted some problems in staffing for potentially varying numbers of children (see Chapter 9).

*‘You know you can ring up and say can you fit her in, or can she stay for ten minutes, you haven’t got to worry about getting back’.*

*‘You can just pop up on a morning and say, you know, can they come up this afternoon, and they’re fine, they’ll fit you in’.*

In other cases, provision was less flexible, requiring payment and booking in advance on a weekly or monthly basis. Some settings operated full or half day policies, so that a parent wishing to pick up their child earlier would have to pay until the end of the session (i.e. pay for more provision than they had used). A number of parents stated that they would like their provider to be more flexible.

Some settings did require parents to book in advance, but were ‘*as flexible as they could be*’, allowing parents to book in at short notice if spare capacity was available. Many providers highlighted this relationship between capacity and flexibility - flexibility is possible where sessions are not full, but more problematic where sessions are running at capacity.

Parents who used childminders, whether as part of the pilot programme or arranged independently, noted significant benefits in terms of flexibility. These parents also valued the personal service offered by childminders and felt that their children benefited from being in a home-based environment with the more personal attention and smaller adult: child ratios.

*'I work shifts and she [the childminder] picks them up and can have them any time and at short notice, which is great'.*

*'I don't find playgroups as personal – I like personal relationships, I like being able to speak to someone in particular about my child'.*

*'[The nursery] was very good when he first started, but again I didn't find...it wasn't like a home from home, it was a nursery class and they were there to integrate with other children..it gave them a valuable experience but it wasn't a home where they were cared for like they were at the childminder's'.*

## **6.7 Affordability of provision**

Across the board, parents cited the difficulties of 'breaking even' when working and paying for childcare. In areas with low wages, childcare can be a large proportion of income – particularly where a parent has more than one child. The provision of affordable childcare was seen as essential to '*make work profitable*' for parents.

Almost all parents surveyed considered the extended provision on offer to be affordable and good value – despite the fact that several providers had recently raised prices. One group of parents had recently renegotiated a price with their setting to a level they felt was affordable. Several commented that the provision was cheaper than other local providers, while others suggested that it was roughly equivalent. The free 2.5 hour funded places were appreciated – and in many cases recognised by parents as helping to make the provision more affordable overall.

*'X went to another nursery before he came here and it was sort of £25 a day, and that was an extortionate price. So when he did join here, it was much more affordable for me, and better financially'.*

*'This has been the best thing that has happened for X and for me – I was working full time but I'm pregnant now and I've given up so couldn't afford private day care – but this is an all day thing and he really benefits from it.'*

*'X is here three days a week and it's £15. You'd probably pay that per day in a private day nursery'.*

Some providers and partnerships aimed specifically to provide good value care for less affluent parents. In such areas, although the pilot provision was cheaper than other local provision, some parents still struggled to afford the care. In some cases, pilot funding was used to subsidise provision for disadvantaged families.

### **6.7.1 Help with paying for childcare**

Many parents interviewed as part of a focus group stated that they received the childcare element of the Working Tax Credit. Roughly one quarter of parents received, or had applied for, Working Tax Credit. Several of these stated that they would not be able to afford the care without the credit. One studying parent received help paying for childcare from their course provider.

Among parents not claiming WTC or other help, awareness of the benefits available was fairly low – and some were unsure as to exactly what they did receive. Others knew that they were not eligible for WTC. Many of these parents appeared to rely on income to cover the costs of childcare.

## **6.8 Quality of provision**

Parents interviewed were generally very satisfied with the quality of provision on offer:

*‘The room is brilliant, and the links between the nursery and the wraparound staff are really good – they all know if one of the children is off-colour or whatever’.*

*‘When X was at the childminder’s, very often she would be sat in front of the television – this is really good stimulating care and I know she’s safe’.*

Further details relating to the quality of provision are given in Chapter 7.

## **6.9 Going beyond childcare - other services provided**

All the pilot projects responded to local demand, and to the childcare needs of local parents. A number also extended their focus and aimed to set up a flexible, accessible and approachable service which went beyond the provision of childcare. Strong and supportive relationships with parents were evident in a number of cases. Many pilot settings asked for regular feedback from parents and made significant efforts to build up good and supportive relationships.

### **6.9.1 Parent services in Cornwall**

In the Cornwall project, there was a specific intention to prioritise areas within the social inclusion agenda. Pilot settings were required to provide two free places for parents on accredited training courses and offer at least three of the following: family learning; basic ICT and community ICT access; drop-in facilities for parents/carers; and parenting education including work with fathers. Several settings also provided support in claiming benefits, including WTC.

In some cases, childcare was offered while courses were running. Both providers and parents noted the importance of providing crèche facilities for courses. Awareness of the services on offer was high, although not all had used the services – and some settings had experienced difficulties in attracting parent interest. One focus group which was particularly positive about

the provision of parent services took place in a setting which worked closely with SureStart to offer training (and provide childcare while parents were undertaking courses).

*Parent accessing SureStart services: 'I'm doing English exams, maths exams, business communication exams and computer exams...so if you want to widen your horizons, then that's the place, really.....when he reaches four I'm going to miss it!'*

A number of providers/partnerships were further developing the idea of family support services, and actively seeking other sources of funding to offer an holistic service meeting needs '*from cradle to grave*'.

**One primary school in Cornwall** was developing an adult education centre on the site of the school, linked to the local college, which would provide courses for parents. The site also linked with Health Visitors, speech and language therapists. A local SureStart building planned for the site would provide for children between birth and 2 years. The vision here was a 'one-stop-shop' to meet the needs of parents and the wider community.

Cornwall EYDCP also encouraged pilot providers to become involved in a European Social Fund (ESF) programme known as the Equal project. The Equal project in Cornwall aims to engage disadvantaged parents in activities that will improve their knowledge, skills and employment opportunities in the childcare sector. It is designed to complement existing activities by adding value and opportunities to expand the work in this field. By working together, the Wraparound Pilot Project and Equal were able to draw down ESF funding based on existing activities, to enable the provision of additional services to parents that would not normally have been available.

## **6.9.2 The Ealing traveller project**

### *Background and aims*

One of the pilot projects in Ealing had a specific focus on encouraging take-up of provision by excluded groups, including travellers. Southall, where the pilot project was based, is within the 20% most deprived wards in the country. The area has a high proportion of traveller families living in poor short-term housing or temporary encampments on unofficial sites, with limited access to all services, including early years provision. The LEA Traveller Education Service estimated there to be approximately 100 traveller children of five and under in the area, in any given academic year. Take-up of part-time early education places (EEPs) by travellers was, however, very low, and the traveller community had reported feeling marginalised and intimidated by public institutions. The project aimed to improve relations with the local traveller community and encourage access to early education. It also hoped that improved relations with travellers would lead to a reduction in damage to nursery property and buildings. The Southall agenda focused heavily on social inclusion, and criteria for places included hardship cases (e.g. asylum seekers experiencing difficulties, children on at risk register, one-parent families) and parents hoping to study or work, in addition to travellers.

### *Approach*

- Provision based at a maintained nursery school, which offered funded early education places (EEPs) and extended provision from 8am to 5.30pm to a number of ‘pilot’ children;
- Specialist support assistant from the traveller community;
- Home visits help to ascertain and meet specific needs;
- Work with parents to reassure and build up trust; and
- Subsidised places (parents did not pay unless working).

### *Has the project succeeded?*

The nursery reported the following successes:

- Stimulation of new demand, raised expectations and increased accessibility of EEPs to groups experiencing particular exclusion. At the time of the evaluation there were eight traveller children attending (the initial target was five), with some families travelling up to ten miles to access provision.
- Increased trust among the traveller community, who were bringing very young children to be looked after. Families were supportive and, although children were often absent, they almost always returned to the nursery.
- Increased parent confidence in communicating with nursery. A traveller parent had recently joined the governing body.
- Easier transition to primary school for children. Nursery staff suggested that attending the provision had helped traveller children adjust to more structured routines before entering primary school. Most had integrated successfully into primary school.
- Increased awareness among staff of the extreme needs of many of their families.

### *Good practice advice and points to note*

- Traveller numbers were low at first, and it took three years to build up trust. Transience is an issue in planning long-term.
- Having a traveller officer (employed by Ealing’s Traveller Education Service) contributed greatly to success in terms of building up trust and encouraging travellers to take up places. The officer was able to conduct outreach work with families, and speak the Traveller language to children and families to bridge the language barrier. Families came to the nursery because they knew a traveller was employed there. It took some time to recruit the officer and success depended on working closely with the traveller team, with their experience in this area and many contacts in the community. Retaining traveller staff can be an issue, as female travellers marry when young and would usually give up work at this point.
- Home visits were useful to help to ascertain and meet specific needs.

- Traveller families find the 2 ½ hour early education sessions an unacceptably short time to leave their children in nursery, since many of them travel a long distance to reach provision. Full day provision was seen as a key factor in attracting traveller families.
- The nursery noted the importance of training existing staff who would be working with traveller colleagues and children, and raising awareness among staff of culture of the traveller community.
- An early concern for the project was that other schools would perceive an opportunity to transfer traveller children to the project. The project worked closely with the Traveller Support Unit and other bodies to ensure that local Head Teachers were aware of policy and practice.

## **6.10 Have benefits been identified for children?**

Throughout the interviews conducted as part of the evaluation, both lead agencies and providers noted the difficulty of ‘measuring’ the impact of provision on children. A number of nursery schools in Ealing conducted baseline assessments to establish whether full-time children were progressing faster than part-time children. However, the majority of providers relied on staff judgements as to whether the children were enjoying the care, and on feedback from parents.

### **6.10.1 The parent perspective**

Parents in all groups said that their children enjoyed the care, and many reported that they did not want to leave when it came time to go home.

*‘He loves it here and gets very upset if the nursery is closed.’*

The most commonly cited benefits for children were (in the order they were mentioned):

- Educational benefits and stimulation;
- Development of social skills (e.g. communication skills, sharing) through interaction with other children;
- Easier transition to school in terms of routines and getting to know classmates;
- Having a familiar routine and continuity of care (e.g. knowing who would be looking after them);
- Improvements in confidence and independence;
- Access to resources/ activities/ experiences which they would not get at home; and
- Improved behaviour arising from discipline and familiar routines.



*'He has challenging behaviour at times and at this time it's best for him to go to full time school - it calms him down, gives him much more security and confidence. He needs this as he has had to deal with many changes, which a little one finds difficult'.*

*'Initially, I was not sure whether he would cope with the long day, but he has done really well. I have noticed a lot of change in my son and I have also heard others say how well he is doing. He is confident as a person and in what he says and does, he has a better routine to his week, he is able to socialise with others. His use of language and words has improved and he speaks with ease and confidence. He has come out of his shell. I am sure all the above would have taken place eventually, but I feel [this placement] has made things happen sooner than later'.*

Although parents in all groups cited benefits for their children, the impact on children was felt most strongly by parents using the extended nursery provision in Ealing. The two nursery schools offered provision in a very deprived area with many social problems, where many children have little stimulation in their home environment. Of the twenty one parents surveyed, just over half cited significant benefits for their children in terms of language and literacy development, general educational benefits or improved confidence and independence. It would appear that this provision made particular progress in meeting the needs of the children it served.

#### **6.10.2 The provider perspective**

A number of benefits for children were identified by providers of integrated provision:

- Where providers worked together closely on the planning of early education places (EEPs) and extended provision, curriculum continuity and consistency across the Foundation Stage was considered to be a major benefit for children.
- Consistency in care and routines was also identified as beneficial where providers worked closely together. For example, at one primary school in Ealing, the linking of the school nursery and a community centre project brought benefits for both organisations and for the children: *'vulnerable children receive consistent care and staff members are able to work closely together and pass on information'.*
- Where primary schools and childcare providers collaborated, benefits for special needs children in terms of early intervention were noted. If there is no contact between pre-school and school provision, the process of assessing whether a child needs to be put on the special needs register generally begins when the child enters school - and can take up to a year. Where primary schools worked with pre-school provision on the assessment and support of special needs children, this process could be started much earlier. In addition, the mechanisms for special needs support present in the school system (for example the school special needs co-ordinator or SENCO) could be made available to pre-school settings, thus enabling them to support special needs children more effectively. The York early years partnerships were required to designate a partnership SENCO, who then took on responsibility for co-ordinating special needs issues across the partnership.
- Some of the pilot settings also suggested that children – and, in particular, children with special needs - benefited educationally from full-time provision. Baseline assessment at

two nursery schools offering integrated provision in a multiply deprived area suggested that full-time children progressed faster than part-time children in terms of both personal/social development and academic progress. Staff members noted improvements in language and speech, confidence, listening skills, independence and social skills. It is not possible to tell exactly which element of the integrated provision led to these improvements – and thus how this information can be generalised to other models of integrated provision. However, staff at the nursery schools identified continuity as key, and suggested that children who remain in one setting for a whole day can ‘take ownership’ of their environment.

- Many providers (and also parents) cited a smoother transition to school arising from closer links between pre-school settings and primary schools. Where care was offered to ‘wrap around’ a part-time Reception place, providers suggested that this allowed children to get used to the school environment gradually before starting full-time. Where schools and pre-school providers worked together closely, continuity in curriculum and practice was seen as beneficial in further preparing children for school and easing the transition between pre-school and school. This was particularly the case where pre-school providers were on-site, allowing close working relations and allowing children to become familiar with school staff and buildings.
- Personal and social benefits were noted, with improvements in children’s social skills observed at several sites. The opportunity to interact with adults and other children was seen as beneficial, particularly where children received little social interaction and input at home. Two sites in disadvantaged areas saw their provision as enabling them to combat some of the social disadvantages their children faced at home, both in terms of access to a high quality learning environment and in terms of developing personal and social skills. Children were reported to have grown in confidence and self-esteem. In Kirklees, settings offering extended provision and out-of-school care to children attending a number of local providers and schools noted the benefits of mixing with children from other areas, schools and ages. Other settings noted the role of lunchtime provision in allowing social interaction with adults and children and a ‘*time to chat*’.
- Where extended provision was less structured than the core early education place, providers reported benefits in terms of growing independence. Staff members suggested that the children benefited from having more choice in their activities, which helped to improve decision-making skills.
- Projects with small numbers of children reported benefits in terms of making the children ‘feel special’. The Mulberry Bush Nursery School suggested that the children using extended provision had ‘bloomed’, and that many had significantly developed their language skills. One project which expanded rapidly noted that some children may need help in adapting to larger numbers. Methods employed to meet this need included key worker systems and built-in ‘quiet times’.
- One project in a highly deprived area noted the benefits to children of having a healthy breakfast at the breakfast club. Some of the children would have previously attended nursery without having breakfast and now that this was provided they were more settled during the day.

### **6.10.3 How did children cope with the length of day and possible move?**

When asked about the length of day, the majority of parents and providers felt children coped well, although the importance of building in adequate breaks and ‘down-times’ was noted. In some settings, a deliberately ‘homely’ and unstructured environment was created for the extended element of provision. Other settings suggested that variety in sessions and a change in rooms or locations help to ensure children do not get bored. Settings which provided out-of-school care for school-age children suggested that older children coming in can also provide a change of pace.

*‘I didn’t even have to ask if she wanted to come on an afternoon. She hadn’t been there that many weeks and she wanted to come all day’.*

*‘My son’s with me. I don’t know if I would want my child to be here from 8 o’clock through till whenever, when they’re so little. If he’s going to a childminder and then to school, that’s very different than coming to school and spending all that length of time’.*

Settings offering both elements of the ‘integrated day’ suggested that children benefit from remaining in one location for a full day. Certainly, continuity in curriculum and routines – both identified as beneficial for children – are easier to achieve where one provider offers both the core early education place (EEP) and extended element of provision. It is also possible, although not always the case, to achieve continuity in staffing. A number of nursery schools which extended their own part-time provision to offer full days suggested that this ensured a smooth transition from the core EEP to extended provision.

Where movement was required between locations, how did children cope? In all pilot partnerships, children were accompanied if a move between locations was required – usually by staff at the extended provision setting. Where the distances were small, children were walked between settings. In other cases, settings used a mini-bus to transport children. The majority appeared to cope well with the move, as long as staff and routines were familiar. Both parents and providers agreed that a consistent and familiar routine is important for children.

Two further elements were identified as important when moving children between locations:

- Collaboration between the providers of core EEPs and extended provision is essential if continuity in curriculum and practice is to be achieved. Particularly where two providers with potentially disparate working procedures and approaches offer different elements of the ‘integrated day’, it is important that they meet and work together to achieve a smooth transition and a coherent experience for children. This can be particularly important for special needs children, to ensure that any support programmes are implemented in a consistent way.
- Information can be lost where a move is involved. The pilot settings made considerable efforts to ensure that information about individual children was passed on between providers, and ultimately to the parent. Much of this occurred at the point of collection. Some used individual booklets or large envelopes for each child, to collect written information and letters intended to go home. Where links were good between the different elements of provision, parents acknowledged and appreciated this.

#### **6.10.4 Provision for special needs children**

A number of pilot settings catered for particularly high proportions of special needs children. In Ealing, three of the four projects catered for children from highly disadvantaged families, and focused on appropriate and effective support for these children – many of whom had special needs. Similarly in Kirklees, one of the nursery schools served an area with many special needs children, and also acted as a centre for children with special needs from other areas within the authority. In all cases, the needs of these children were being met through appropriate support and staffing, and all indications are that they benefited from full day provision.

Some problems were noted in attracting funding to provide for special needs children (see Chapter 9). In addition to funding issues, some pilots also experienced problems in recruiting suitably qualified staff to care for special needs children. The Lancashire project was addressing this by training volunteers to work with this group of children. In York, placing special needs children with childminders was seen as more appropriate than a large nursery setting. In Kirklees, Health and Social services had made some funds available for special needs children. This was a direct result of the pilot and indicates a clear path for future inter-agency work. However, it was noted that there are a number of difficulties to overcome before problems related to staffing and funding for special needs children are resolved.

#### **6.11 Impact on providers**

Providers and primary schools involved in the pilot project and in the provision of an ‘integrated day’ identified a number of benefits, including:

- Stimulation of new demand – extended provision was seen as a selling point, attracting parents and securing places for both pre-school providers and primary schools;
- Shared expertise and experience;
- Better communication and development of a shared understanding between sectors; and
- Professional development of staff and raised awareness of issues relating to childcare. Schools were ‘*seeing benefits to the extended schools approach.*’

However, a number of issues remained. A shared understanding between sectors had not yet been achieved in all cases and it was acknowledged that ‘*mistrust can be a feature of local partnerships*’ - particularly in some of the larger school-led examples where providers felt parity of esteem had not yet been reached and where competition for children remained an issue (see Section 10.3). Across all sectors and settings interviewed, the major disadvantage to offering integrated provision - and in particular to partnership working - was the huge amount of time and energy required, often undertaken on a voluntary basis despite the pilot funding.

#### **6.12 Wider impacts**

The extent of broader impacts was highly dependent on the size of each pilot project. For example, in the authority-wide York project, over 1,000 new integrated places were created. In contrast, the Ealing project – which deliberately focused on a number of small sites offering a specialised and highly subsidised service to vulnerable families and children – was too small to

have an impact on childcare stock within the borough. The focus and aims of these projects – and of those which fall between these two extremes – were incredibly different, and it is therefore difficult to draw any real comparisons regarding impact at an authority level.

Projects did cite broader impacts in two main areas:

- Interest from other local providers, neighbouring authorities and, in some cases, further afield. A number of the pilot areas had hosted visits from providers and local authorities interested in the implementing integrated provision, and keen to learn from the experiences of the pilot projects; and
- A sea-change in attitudes at the provider and lead agency level - *'establishing a culture of linked care and educational provision, both within settings and for parents.'*

## **CHAPTER 7      ASSESSING QUALITY OF PROVISION**

### **7.1      Introduction**

As part of the national evaluation, the quality of care and education in a sample of the pilot settings was assessed using the Early Childhood Environment Rating Scale (ECERS-R). The ECERS -R (Harms, Clifford and Cryer, 1998) is one of the most widely used observational measures for describing the characteristics of early childhood education and care. Observations were carried out in the following key areas:

- Space and furnishings;
- Personal care routines;
- Language and reasoning;
- Activities; and
- Interaction and programme structure.

Observations were initially carried out in fifteen centre-based pilot settings, and were conducted on the extended element of provision only. Of the settings observed, five were in the maintained sector, seven were voluntary playgroups/ pre-schools and three were private day nurseries. Two sites were later revisited, and observations conducted on the early education place (EEP) around which extended provision ‘wrapped’.

### **7.2      Use of the ECERS-R instrument and comparison with national data**

The structure of the ECERS-R subscales used in the observations is shown in Table 7.1. Each item is rated on a seven point scale from one (inadequate), through to three (minimum/ adequate), five (good) and seven (excellent).

The majority of observations were conducted over a half-day period. Where the extended provision on offer was less than half a day in length – for example, a lunch club ‘wrapped around’ a core early education place (EEP) - the observation was conducted over a shorter period of time and used only those sub scales which applied. For example, for lunch clubs, only the personal care routines and interaction subscales were used.

**Table 7.1 ECERS-R: structure of subscales used in the pilot settings**

<p><b>Space and furnishings</b></p> <ul style="list-style-type: none"> <li>• Indoor space</li> <li>• Furniture for routine care, play and learning</li> <li>• Room arrangement for play</li> <li>• Child-related display</li> <li>• Space for gross motor play</li> <li>• Gross motor equipment</li> </ul>	<p><b>Language and reasoning</b></p> <ul style="list-style-type: none"> <li>• Books and pictures</li> <li>• Encouraging children to communicate</li> <li>• Using language to develop reasoning skills</li> <li>• Informal use of language</li> </ul> <p><b>Activities</b></p> <ul style="list-style-type: none"> <li>• Fine motor</li> <li>• Art</li> <li>• Music/ movement</li> <li>• Blocks</li> <li>• Sand/ water</li> <li>• Dramatic play</li> <li>• Nature/ science</li> <li>• Maths/ number</li> <li>• Use of TV, video and/or computers</li> </ul>	<p><b>Interaction</b></p> <ul style="list-style-type: none"> <li>• Supervision of gross motor activities</li> <li>• General supervision of children</li> <li>• Discipline</li> <li>• Staff-child interactions</li> <li>• Interactions among children</li> </ul> <p><b>Programme structure</b></p> <ul style="list-style-type: none"> <li>• Schedule</li> <li>• Free play</li> <li>• Group time</li> </ul>
<p><b>Personal care routines</b></p> <ul style="list-style-type: none"> <li>• Greeting/ departing</li> <li>• Meals/ snacks</li> <li>• Toileting</li> <li>• Health practices</li> <li>• Safety practices</li> </ul>		

Note on use: Due to the shortened nature of the observations (ECERS-R observations are normally conducted over a full day), it was necessary to reduce the number of items used. A small number of individual items were also dropped because they applied to children younger than 3 and 4. Further information on the full ECERS-R can be obtained from the authors.

The observations conducted on extended provision offered by the pilot settings were compared with a national data set collected as part of the Effective Provision of Pre-school Education (EPPE) research funded by the DfES (Sylva et al, 1999). The EPPE observations were conducted in 141 settings across five regions, strategically chosen to represent urban, suburban and rural areas, and also to include neighbourhoods with social and ethnic diversity. They provided a useful yardstick against which to measure the quality of provision in the pilot settings. It should be noted, however, that a number of years had passed between the EPPE observations (conducted between May 1998 and June 1999) and the observations of extended provision in this study (conducted in June 2003). It is probable that an overall improvement in the quality of provision had taken place since the EPPE fieldwork was conducted – and this should be taken in to account when considering any apparent ‘gains’ by the current pilot settings over the national EPPE sample.

### **Types of provision considered – pilot settings and the national EPPE sample**

In both EPPE and the current pilot projects, settings were divided in to the following types:

- *Maintained nursery school/ class (EPPE = 52, Pilot = 5).* This category includes both local education authority nursery schools and nursery classes. Nursery classes are part of a primary school, while nursery schools stand alone. Both types of provision have an adult:child ratio of 1:13, although some nursery schools have more favourable ratios. In a nursery school, the Head Teacher is generally a graduate qualified teacher with an early years background, and other staff are generally a balanced mix of graduate teachers and those with other qualifications. In a nursery class, one in every two adults is normally a four year graduate qualified teacher and the other adult has generally had two years

childcare training. Both nursery schools and classes usually offer half day provision during term time. However, all the pilot settings in this category had extended their part-time provision to offer full-time places to a number of children. A number of the maintained EPPE settings had also extended provision to become 'combined centres' - the majority of which were also Centres of Early Excellence. All combined centres offered more or less integrated services (i.e. the approach integrated education, care, family support and health). The combined EPPE centres have been included in the 'maintained' category for the purposes of this analysis.

- *Voluntary playgroups and/or pre-schools (EPPE = 34, Pilot = 7)*. These have an adult:child ratio of 1:8. Training of adults is variable, from none to graduate level - the most common training type being Pre-School Learning Alliance courses. All offer sessional provision in term time. All of the seven pilot settings in this category had extended their provision beyond the 'core' part-time sessions. Five had extended to offer either full days or provision during 'school hours'. These five settings were included in all the analyses. Two settings had extended provision to offer a lunch club, but no additional 'core' sessions. These settings were assessed on the personal care routines and interaction sub scales only.
- *Private day nurseries (EPPE = 31, Pilot = 3)*. These settings have an adult:child ratio of 1:8. Staff members generally have two year childcare training, although some have less. All (including the three pilot settings) offer full day care for payment.

The EPPE observations were also conducted in 24 local authority day care centres. Since there were no local authority day care centres in the current pilot sample, these settings have been excluded from the EPPE data set for the purposes of this analysis.

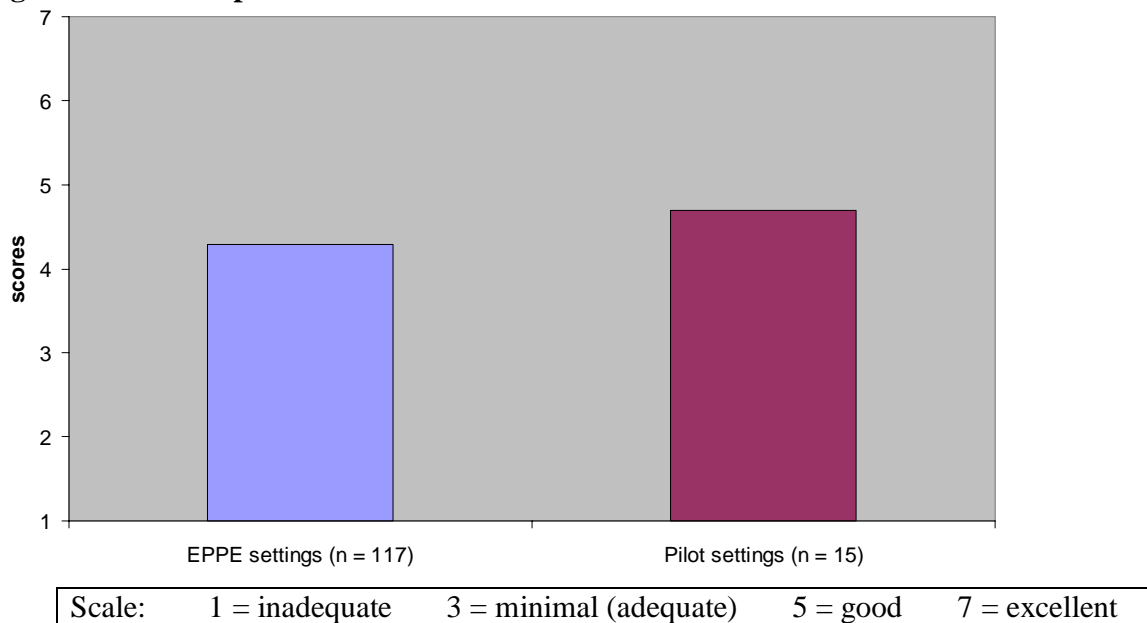
The provision of care and education by childminders requires the use of a different observational instrument – the Family Day Care Rating Scale (FDCRS). A number of childminder observations were conducted as part of the national evaluation. However, the number of childminder observations were limited due to difficulties in identifying and contacting childminders offering extended provision at the time the evaluation was taking place. As it was not considered that the small number of observations conducted could provide an accurate picture of the quality of childminder provision, the results of these observations have not been reported.



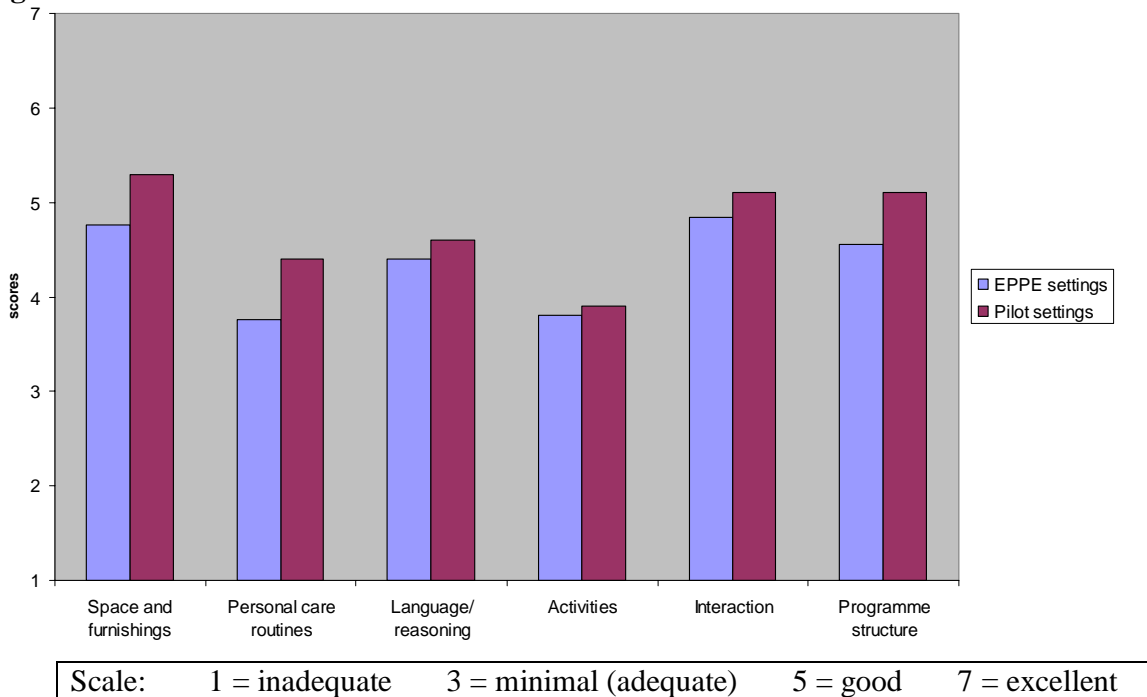
### 7.3 Overall quality of provision

Analysis of the rating scales suggest that the pilot settings were providing an overall standard of care and education equivalent to that of the national EPPE sample, across all dimensions assessed (Figures 7.1 and 7.2).

**Figure 7.1 Comparison of overall mean scores**

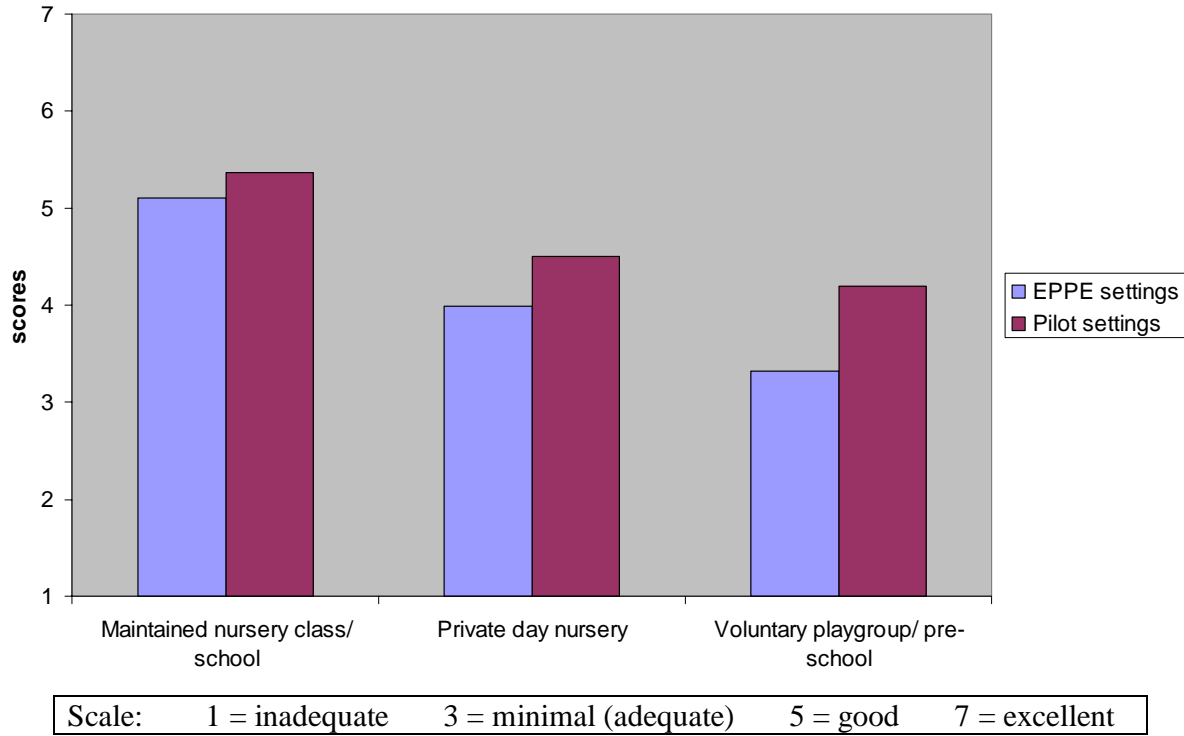


**Figure 7.2 Individual sub scale scores**



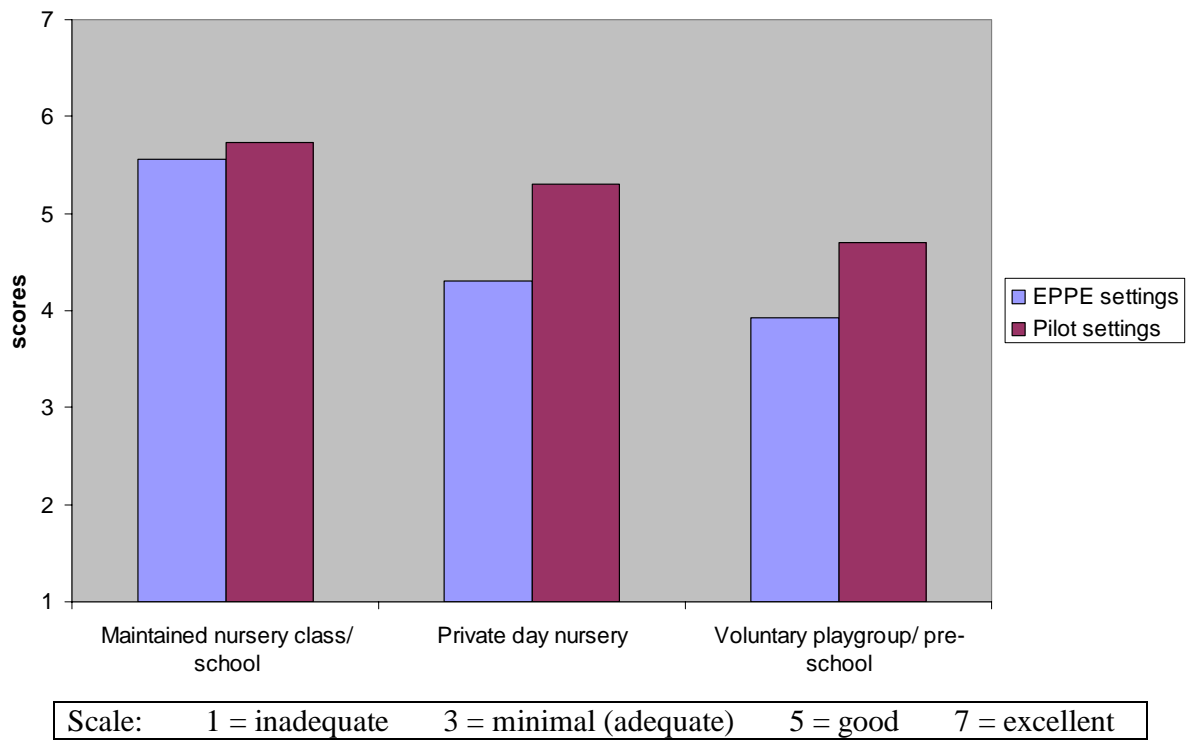
Results are very similar to trends in the national EPPE sample, and suggest that provision offered by the maintained sector was of the highest standard, followed by private day nurseries and then playgroups (Figure 7.3).

**Figure 7.3 Mean scores achieved by each sector**

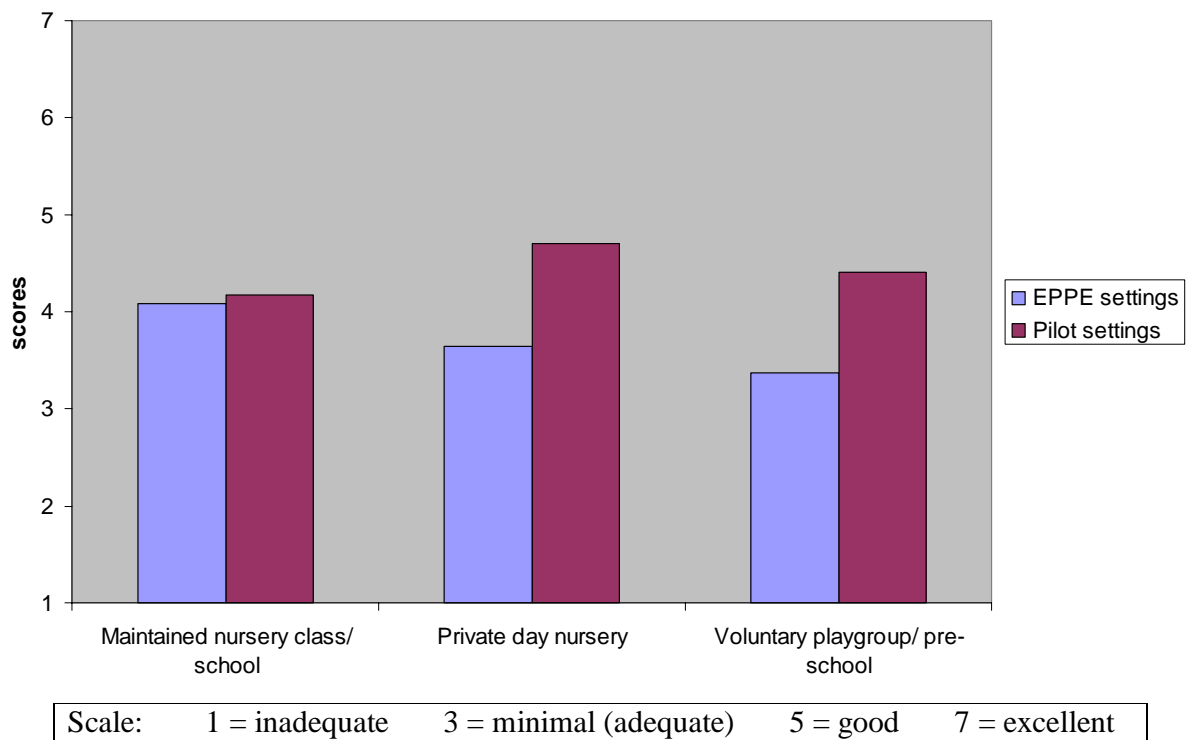


However, while scores achieved by the current pilot settings in the maintained sector were broadly similar to their national EPPE equivalents, pilot settings in the voluntary and private sectors gained higher overall scores than their national equivalents. Examination of the individual sub scale scores suggests the largest ‘gains’ were made in the ‘space and furnishings’ and ‘personal care routines’ sub scales (Figures 7.4 and 7.5). It is not possible to conclude whether this was an outcome of the pilot or whether higher quality providers were ‘chosen’ to take part – nor, due to the small sample size, to test whether these differences are statistically significant. It can be speculated, however, that improvements in ‘space and furnishings’ may have arisen as a result of additional funding for premises and equipment provided by the pilot funding. This appears to have made most difference to settings in the private and voluntary sectors. Improvements in personal care routines may be attributable to the relatively small numbers of children attending many of the non-core extended provision sessions (e.g. breakfast, lunch and after-school clubs) in the pilot settings.

**Figure 7.4 Scores achieved on the space and furnishings sub scale**



**Figure 7.5 Scores achieved on the personal care routines sub scale**



## 7.4 Educational quality of extended provision

Consideration of the ‘language and reasoning’ and ‘activities’ subscales of the ECERS-R (i.e. those most closely related to educational quality) show that the extended provision in the pilot settings was of broadly equivalent educational quality to provision in the national EPPE sample (Figure 7.2). This is particularly interesting, as the observations in EPPE settings took place over a whole day – including the core 2 ½ hour funded early education place (EEP) – while the pilot settings were assessed on their extended provision only.

Closer examination of extended provision within the pilot settings revealed two approaches:

- ‘*Extended education approach*’, in which children experience two early education place (EEP) sessions - although only one is their ‘official’ funded session. During their second (extended) core session, children access the same experiences as part-time children attending for their funded EEP session. This could be the case where a child stays all day at a setting offering part-time early education both in the mornings and the afternoons.

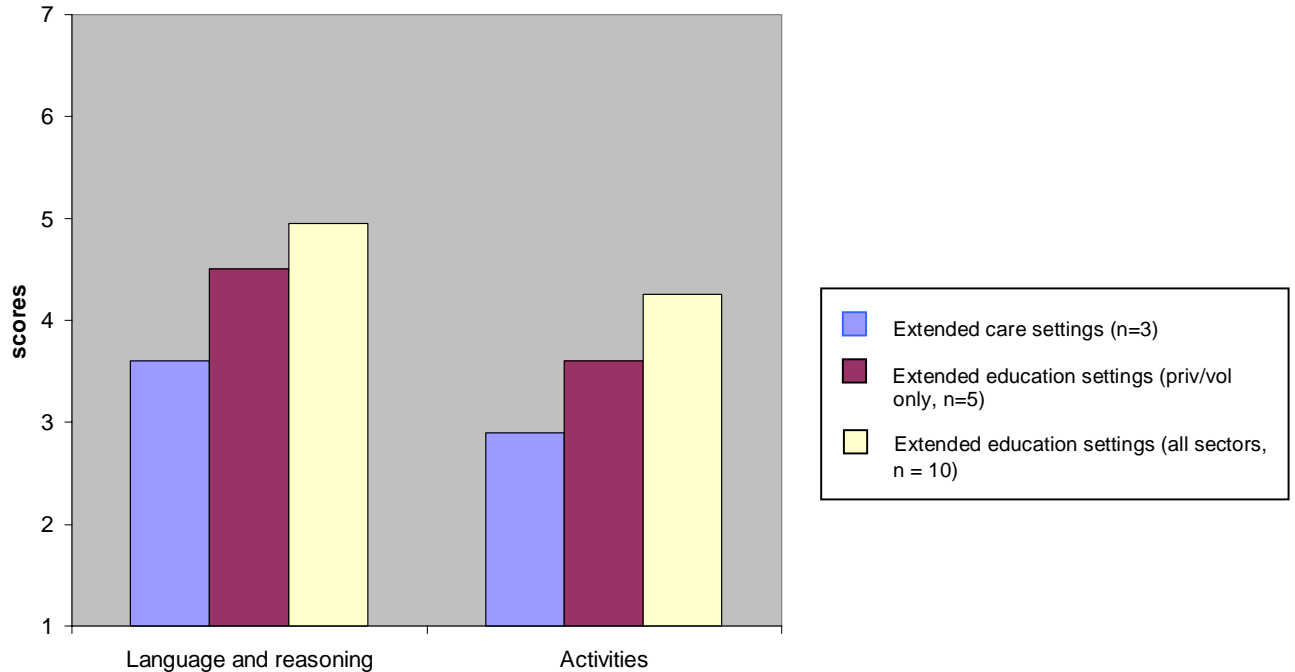
At **The Beeches Nursery School in Kirklees**, ‘wraparound’ children stayed for a full day and attended both the core morning and afternoon sessions within the nursery itself. Only non-core provision was offered in a separate ‘wraparound room’. Thus, the children experienced two ‘education sessions’ in one day.

- ‘*Extended care approach*’ – in which extended provision is distinct from EEP provision. Thus, children experience one core EEP session plus separate extended care.

At the privately run **Cherrytree Childcare Centre** in Kirklees, a ‘wraparound room’ existed within a larger private day care centre. Children attending core sessions at the centre’s nursery or elsewhere spent the remainder of their day in the ‘wraparound room’ – which had a deliberately less formal focus than the nursery.

So, do both approaches provide an equally high quality educational experience for children? Figure 7.6 shows that settings offering ‘*extended education*’ scored more highly on both the ‘language and reasoning’ and ‘activities’ sub scales (although, again, it was not possible to test whether these differences were statistically significant). This suggests – perhaps not surprisingly - that the extended provision offered by ‘*extended education*’ pilot settings provided a more educationally stimulating experience for children than that offered by ‘*extended care*’ settings.

**Figure 7.6 Educational quality of extended provision in ‘*extended care*’ and ‘*extended education*’ settings**



Scale: 1 = inadequate 3 = minimal (adequate) 5 = good 7 = excellent

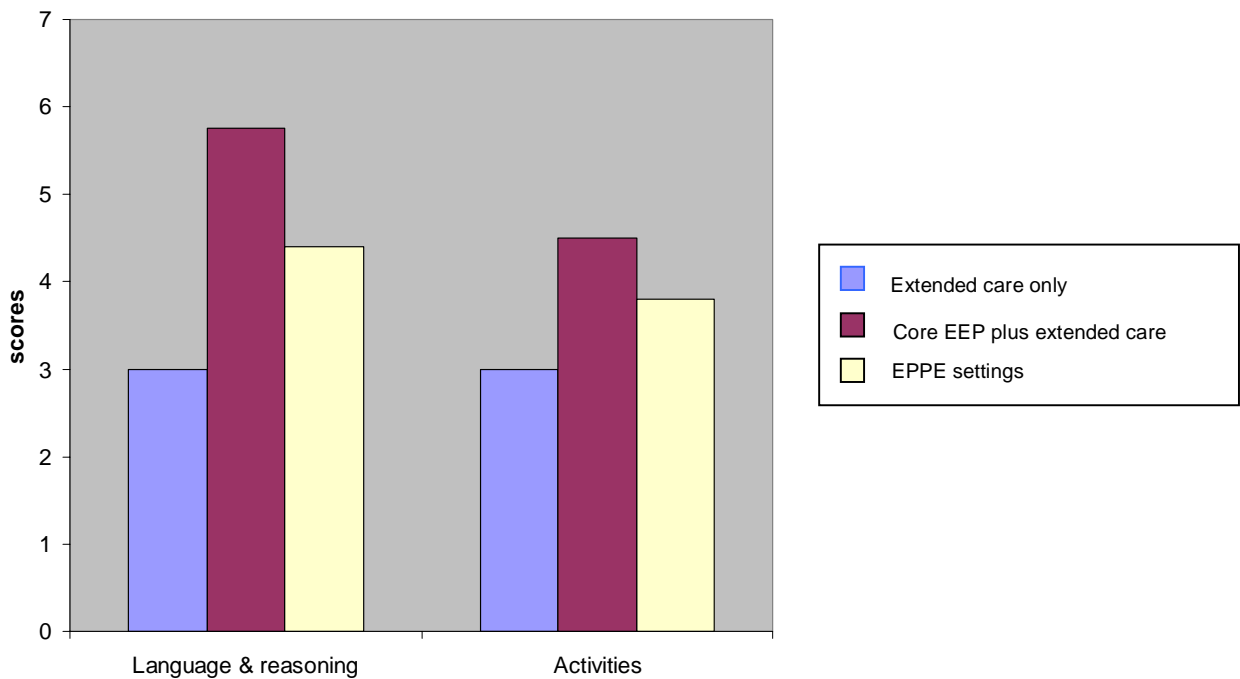
Note: In this pilot, all the ‘*extended care*’ settings (those separating extended and EEP provision) were in the private and voluntary sectors. Thus, scores achieved by ‘*extended education*’ settings are shown for private and voluntary settings only (to allow comparison across similar sectors), as well as for all sectors.

But is it ‘better’ for children to have access to two early education experiences in one day? In order to fully compare the ‘*extended education*’ (two early education experiences) and ‘*extended care*’ (one EEP plus separate extended care) approaches within the pilot settings it would have been necessary to assess both the early education places and the extended provision. Since observations were conducted on the extended element of provision only, it was not possible to make this comparison as part of the evaluation. To provide an example of how a more detailed exploration might be conducted, one setting offering the ‘*extended care approach*’ was revisited and a second assessment made which considered both elements of provision. Figure 7.7 shows the scores gained on the ‘language and reasoning’ and ‘activities’ subscales by the extended care in isolation – and when both elements of provision were considered as a ‘package’. In this example, while the extended care scored well below the national sample on both educational subscales, when taken together with the core early education place (EEP), the whole package provided a much more stimulating educational experience in line with (and in this case, higher than) the national sample.

It is not possible to make any generalisations from one example. However, the suggestion that one EEP per day is ‘enough’ (i.e. sufficient for intellectual and social development) for 3 and 4 year old children is more strongly supported by the EPPE project – which found no difference in outcomes for children who attended education provision full-time over those who attended part-time. Supporters of the ‘*extended care approach*’ suggest that, in fact, three and four year olds are too young for an all-day, highly educational focus.

In contrast to the EPPE findings, two nursery schools in Ealing offering EEPs and extended education to a number of highly disadvantaged children used baseline assessment to track the progress of full-time children - and found gains over those attending part-time. It is possible that in areas with significant social problems, where children may receive very little stimulation and social interaction in their home environment, an ‘*extended education approach*’ may be advantageous. It is suggested that further research is conducted in this area, to establish which combinations of core education and extended provision provide the most stimulating environment for children – and to explore the possibility that different models may be appropriate for children in different areas.

**Figure 7.7** An example of the ‘*extended care approach*’ – scores achieved by extended care in isolation and by the ‘EEP plus extended care package’



Scale: 1 = inadequate 3 = minimal (adequate) 5 = good 7 = excellent

## 7.5 Cross sectoral conclusions - does it matter which sector offers the EEP and extended provision?

### *Core education provision*

The results of the ECERS observations conducted as part of the EPPE project suggest that the maintained sector can provide the highest quality education provision. During interview, several of the pilot settings in the maintained sector noted the importance of having qualified teachers who are able to lead planning, assessment and record keeping. Research into combined nursery centres (Ferri et al, 1981) showed that younger children gained most in terms of educational development from being exposed to educationally trained staff. The EPPE project also found that having a proportion of qualified teachers among the staff is an important aspect of quality, which can result in better educational outcomes. Thus, the evidence suggests that the *schools plus* model might have educational advantages over the *VPI plus* model, as defined by this pilot study i.e. that there is an advantage to core early education provision within the maintained sector<sup>38</sup>.

### *Extended provision*

But does it matter which sector offers the extended provision? Results are similar to trends in the national EPPE sample, and show that the extended pilot provision offered by the maintained sector was of the highest standard, followed by private day nurseries and then playgroups. This provides support for the *school plus school* model – suggesting that provision offering both early education places and extended provision within the maintained sector offers the ‘highest quality’ experience for children.

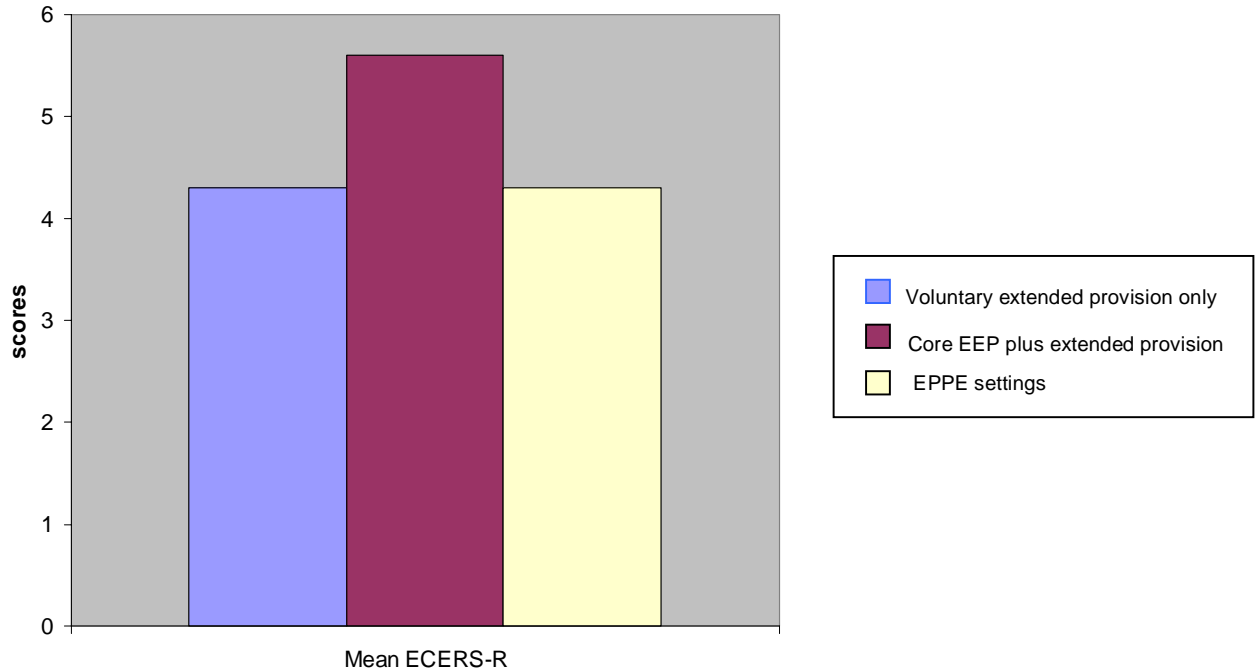
However, the analysis of educational quality (section 7.4) suggested that the key factor leading to higher quality of an integrated package may in fact be the provision of a quality core early education place (EEP). If this is the case, extended provision offered by the private, voluntary or independent (VPI) sector ‘wrapped’ around a core EEP within the maintained sector may offer an equally stimulating and nurturing environment for children.

In order to fully compare the ‘*school plus school*’ and the ‘*school plus VPI*’ models of integrated provision, it would have been necessary to assess both the early education and extended elements of the pilot provision. Since observations were conducted on the extended provision only, it was not possible to make this comparison fully as part of this evaluation. As with the exploration of educational quality, one ‘*school plus VPI*’ site was revisited in order to assess the overall quality of core and extended provision. In this case, the extended provision was offered by a voluntary playgroup and the core early education place (EEP) by a primary school Early Years Unit. Figure 7.8 shows that, in this case, the extended provision offered by this voluntary setting – which worked closely with the early years unit - was broadly equivalent to overall scores gained by the national EPPE sample. However, when the quality of both the core EEP and extended provision were considered together, overall quality was even higher. Although no conclusions can be drawn from a single example, this preliminary analysis suggests that further research is needed to compare the quality of different ‘packages’ of provision.

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<sup>38</sup> It should be noted that the EPPE results relate to centre-based provision only – and no conclusions are therefore drawn regarding the quality of core education provision by childminders.

**Figure 7.8 The school plus VPI model - quality of extended provision in isolation and in combination with funded early education provision**



Scale: 1 = inadequate 3 = minimal (adequate) 5 = good 7 = excellent



## CHAPTER 8 CONCLUSIONS ON IMPACTS

### 8.1 Key research questions

The impact study element of the evaluation aimed to answer the following key research questions:

- **How well have parents' needs been met?** What were the major determinants of whether or not parents used the extended pilot provision? How did the extended pilot provision work from the parents' perspective?
- **What has been the impact of the pilot provision on parent's (re)entry to the labour market, education or training?**
- **What has been the impact of the pilot provision on children's' social interaction and behaviour?** (as a determinant of a sound foundation for future learning)
- **To what extent were the pilot settings offering quality provision?** What was the impact of pilot provision on neighbourhoods in terms of quality of childcare?

Parents' views and activities were investigated through self-completion questionnaires sent out via school Reception classes, and a sub-sample of parents took part in a follow-up telephone interview. A number of parent focus groups and consultations were also held to gather qualitative information on parent perspectives. In-depth interviews were conducted with key personnel at the management and provider levels, and further detail collected via provider questionnaires.

### 8.2 Impact on parents

#### 8.2.1 Was there an impact on parents' (re)entry to work or training?

The possibilities for identifying quantitative impacts on parents' work or training patterns were severely limited by the smaller than expected sample size gained in the parent surveys (see Chapter 5 for further details). Although a number of small differences were found between the work patterns of parents in pilot areas and those living in areas where the pilot provision had not been available, none of these results were significant at conventional levels.

However, many of the parents who took part in the telephone survey reported that the pilot provision had widened their choices for work and/or study. More than half (56%) reported that the pilot provision had been instrumental in giving them choices in their paid work and education, providing opportunities to change their job or working patterns. A third (32%) reported being able to look or apply for jobs (these included both people who were already working and those who were not). One in five said that they were able to change jobs as a result of using the pilot provision, and the same proportion had been able to change their hours. Just over half of parents interviewed as part of a focus group reported that the provision had enabled them to work or study (both full and part time).

### 8.2.2 How well have parents' needs been met?

#### *How have parents used the pilot provision?*

The key determinant of whether or not parents used the pilot provision seems to have been previous use of formal childcare. The majority (75%) of children who attended the pilot provision were already attending some form of formal childcare beforehand. Factors such as parents' education, work status prior to the pilot or ethnicity do not appear to have influenced who took up the extended pilot provision.

Parents appear mainly to have used the pilot provision as additional, rather than replacement, childcare. Once they started using the pilot provision, three quarters of parents were using three or more forms of childcare, compared to only half before the start of the pilot period. Compared to non-pilot parents, those using the pilot provision used a greater number of providers to cover – on average – the same number of hours per week. Parents using the integrated pilot provision also used comparatively more hours of formal childcare than the non-pilot parents, who used comparatively more hours of informal childcare.

#### *Has the pilot provision met the needs of parents for work or study?*

The vast majority of pilot providers (and partnerships of providers) organised 'packages' of care for their parents, allowing them to drop their child off at the beginning of the day and pick them up at the end, with all arrangements between those times taken care of. This service was greatly appreciated and considered by parents to be a major benefit, bringing '*peace of mind*'.

*'It means being able to return back to teaching at the local primary school part time, juggle having a baby and keep X in a quality environment'.*

*'I am very grateful for all staff in X nursery, without them I wouldn't have finished my course and I hope I find a place for my little one for next year'.*

Findings from the telephone interview suggest that the provision did meet the needs of many parents, and helped them to make choices and changes in their work and training. The needs of part-time working parents appear to have been met effectively. However, a number of gaps in provision were identified for full-time working parents – notably breakfast and after school provision. Only half of the pilot providers and partnerships offered full day provision. Many parents also identified a need for holiday provision – again, only offered by a proportion of the pilot settings. Parents also noted that provision for other ages of children on the same site would be an advantage. These gaps in provision may go some way towards explaining why 44% of telephone survey parents reported that the pilot had not affected their employment or training situation - and may also have contributed to the difficulty in identifying quantitative impacts on work patterns. Some settings had begun asking for feedback from parents to help identify how their needs could be better met. Others noted, however, that not all parents *wanted* to work or study - or to increase their hours if they worked part-time – and cited a lack of demand for full day care. The provision of care for respite purposes, as well as to allow parents to work or study, was identified by a number of pilot areas as an important issue. Some parents, particularly in areas with significant social problems, may have a need for provision which simply gives them

‘time out’. For others, respite provision can provide the opportunity to participate in activities which broaden their horizons and may in the long term lead to (re)engagement with the labour market. Whatever the case, it is clear that systematic assessment must be undertaken before setting up integrated provision, and at regular intervals after that, to ensure that the needs and demands of parents in the surrounding area – whether for work, study or respite - are identified and met.

#### *Affordability, accessibility and flexibility*

Almost all parents surveyed considered the extended pilot provision to be affordable and good value. It would appear that the provision was also accessible to the vast majority of parents who wanted to use it. Very few (only 8%) of those who took part in the telephone survey reported difficulties in securing a pilot place when they needed it, and the majority (90%) reported that the provision was easy to get to (although this was not significantly different to the experiences of the non-pilot parents). The pilot settings offered varying levels of flexibility in terms of provision. In some cases provision was almost fully flexible - parents could literally ‘turn up on the day’ and book their child in for whichever hours and sessions they needed. Where flexibility was offered, this was greatly appreciated by parents, who valued the ability to change their sessions and the provision of short term/ emergency care. In other cases, provision was less flexible, requiring payment and booking in advance on a weekly or monthly basis.

#### *Services other than childcare*

Although some gaps in provision were identified, it seems that all the pilot projects responded to local demand and made efforts to meet the childcare needs of local parents. Some had also extended their focus beyond the provision of childcare and saw themselves as providing a more ‘holistic’ service for parents and families. A fair proportion (46%) of pilot providers offered parents services other than childcare, including tax-benefit advice, counselling, training or career advice, parental support and health care services. It appears that the pilot settings were particularly effective at providing information on the childcare element of the Working Tax Credit (offered by 43% of pilot providers), health services (27%) and courses and training (30%).

### **8.3 Impact on children**

Although parents were asked to complete a social behaviour profile of their child as part of the parent survey, the small sample sizes meant that it was impossible to identify quantitative impacts of the pilot provision on children’s behaviour. However, both parents and providers reported that the pilot provision had been a positive experience for children. A number of specific benefits for children were reported, including:

- Curriculum continuity and consistency in Foundation Stage provision, where providers of core EEPs and extended provision collaborated;
- Familiarity in routine and continuity of care;
- Benefits for special needs children in terms of early intervention, where primary schools and pre-school providers collaborated;
- Smoother transition to school arising from closer links between pre-school settings and primary schools;

- Personal and social benefits, with improvements in children’s social skills reported at several sites; and
- Educational benefits of full-time over part-time education provision in areas where children receive little stimulation in their home environment.

When asked about the length of day, the majority of parents and providers felt that children coped well, although the importance of building in adequate breaks and ‘down-times’ was noted.

*‘Initially, I was not sure whether he would cope with the long day, but he has done really well. I have noticed a lot of change in my son and I have also heard others say how well he is doing. He is confident as a person and in what he says and does, he has a better routine to his week, he is able to socialize with others. His use of language and words has improved and he speaks with ease and confidence. He has come out of his shell. I am sure all the above would have taken place eventually, but I feel a full time placement has made things happen sooner than later’*

Children also appeared to cope well with movement between providers, as long as staff and routines were familiar and collaboration between the two providers was strong. Two elements were identified as important in easing the transition for children:

- Collaboration between the providers of core EEPs and extended provision is essential if continuity in curriculum and practice is to be achieved. Particularly where two providers with potentially disparate working procedures and approaches offer different elements of the ‘integrated day’, it is important that they meet and work together to achieve a smooth transition and a coherent experience for children. This can be particularly important for special needs children, to ensure that any support programmes are implemented in a consistent way.
- Efforts must be made to ensure that day-to-day information about individual children is passed on effectively between providers and ultimately to the parent. The pilot settings made considerable efforts to ensure that important information was not lost. For example, some used individual booklets or large envelopes for each child to collect written information and letters intended to go home.

A number of pilot settings catered for particularly high proportions of special needs children. In all cases, the needs of these children were met through appropriate support and staffing, and all indications are that they benefited from full day provision. However, some problems were noted in attracting funding to provide for special needs children (see Chapter 9). In addition to funding issues, some pilots also experienced problems in recruiting suitably qualified staff to care for special needs children.

## 8.4 Quality of provision

As part of the national evaluation, the quality of care and education in a sample of the pilot settings was assessed using the ECERS-R observational rating scale. Observations were conducted on the extended provision only and comparisons were made with a national data set collected as part of the Effective Provision of Pre-School Education (EPPE) research funded by the DfES (Sylva et al, 1999).

### 8.4.1 Quality of the extended pilot provision

Analysis of the observations suggests that the pilot settings were providing an overall standard of care and education equivalent to that of the national sample, across all dimensions assessed. Results are similar to trends in the national EPPE sample and suggest that provision offered by the maintained sector was of the highest standard, followed by private day nurseries and then playgroups. However, while scores achieved by pilot settings in the maintained sector were broadly similar to their national EPPE equivalents, pilot settings in the voluntary and private sectors gained higher overall scores than their national equivalents.

The fact that the *educational* quality of provision in the current pilot and in the national EPPE sample was broadly equivalent is particularly interesting, as the observations in EPPE settings took place over a whole day – including the 2½ hour funded early education place (EEP) – while the pilot settings were assessed on their extended provision only. Closer examination of extended provision within the pilot settings revealed two approaches:

- ‘*Extended education approach*’, in which children experience two core EEP sessions - although only one is their ‘official’ funded session. During their second core session, children access the same experiences as part-time children attending for their funded EEP. This could be the case where a child stays all day at a setting offering part-time early education both in the mornings and the afternoons.
- ‘*Extended care approach*’ – in which extended provision is distinct from EEP provision. Thus, children experience one core EEP plus separate extended care.

Observations conducted in the pilot settings suggest that extended provision which offered a second ‘EEP experience’ provided a more educationally stimulating experience for children. But is it ‘better’ for children to have access to two early education experiences in one day? The results of a preliminary exploration carried out at one ‘*extended care*’ pilot setting suggest that a package combining a quality early education place and separate extended care *could* provide a quality educational experience for children. Although it is impossible to generalise from one example, this suggestion is more strongly supported by the EPPE project, which found no difference in outcomes for children who attended education provision full-time over those who attended part-time.

### 8.4.2 Combinations of core and extended provision

The EPPE project found that the maintained sector provided the highest quality education provision. This suggests that the *schools plus* model might have an educational advantage over

the *VPI plus* model, as defined by this pilot study i.e. that there is an advantage to core provision within the maintained sector.<sup>39</sup>

But does it matter which sector offers the extended provision? Results are similar to trends in the national EPPE sample, and indicate that extended provision offered by the maintained sector was of the highest standard, followed by private day nurseries and playgroups. This suggests that provision offering both early education places and extended provision within the maintained sector offers the highest quality experience for children. However, the previous analysis of educational quality suggested that the key factor leading to higher quality of an integrated package may in fact be the provision of a quality core early education place (EEP).

As with the exploration of educational quality, one site offering a ‘maintained’ EEP plus extended provision in the voluntary sector was revisited to consider the relationship between the core and extended elements of provision. Although the extended provision alone was rated as adequate/good, the good/excellent quality of the early education place raised the overall quality of the package. Although no conclusions can be drawn from a single example, this preliminary analysis suggests that a ‘package’ comprising a ‘school quality’ EEP and extended provision in the maintained, voluntary or independent sector could provide a quality experience for children. Further research is needed to rigorously compare the quality of different combinations of provision.

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<sup>39</sup> It should be noted that the EPPE results relate to centre-based provision only – and no conclusions are therefore drawn regarding the quality of core education provision by childminders.

**PART 3 PRACTICAL ISSUES**

## **CHAPTER 9      SETTING UP INTEGRATED PROVISION**

### **9.1      Introduction**

It is an accepted fact that barriers to setting up and running provision hold back the development of new childcare places. A recent study commissioned by the DfES (Callender, 2000) found that significant barriers to setting up new day nursery and after school provision included problems in finding, converting or buying suitable premises, the time taken to fill places and lack of support for small businesses. Evidence from the pilot research suggests, perhaps not surprisingly, that these same barriers apply to potential providers of integrated provision. In addition to a number of general difficulties in starting up and sustaining childcare, the provision of an ‘integrated day’ can present its own barriers. A number of the lead agencies in the pilot areas acknowledged the need to make integrated provision more attractive to providers by solving the logistical problems associated with offering this type of provision and by offering good practice guidance. Key areas are:

- Premises;
- Staffing;
- Registration;
- Publicity and marketing; and
- Logistics and planning.

This chapter discusses the provision of centre-based integrated provision. Issues relating to the provision of an ‘integrated day’ by childminders are presented in Chapter 12.

### **9.2      Premises**

The problem of accessing suitable premises is widely acknowledged to present a major barrier to the provision of childcare generally, and can also restrict the development of existing provision in to integrated provision. Research conducted by the Ealing local evaluation suggested that problems with premises can present an obstacle, not only to voluntary providers renting premises, but also to LEA schools considering integrated provision. In several of the pilot areas, lack of premises prevented providers bidding for money which could have helped them start up or extend provision.

Many of the pilot settings successfully offering integrated provision either had sole use of their premises, or had been able to undertake a move, a new build or a redevelopment/ extension of existing premises. This was funded in a number of ways, generally using DfES pilot funding supplemented by other sources, including Objective 1 funding, the New Opportunities Fund (NOF), European Social Fund (ESF) revenue funding for day care expansion and the Social Regeneration Budget (SRB). Other settings were delayed in their implementation of integrated provision due to problems accessing suitable premises – and even where premises were available, organisation for refurbishment was a major issue in several cases. Some pilot settings remained limited by their premises – for example, many pre-schools/ playgroups were unable to extend



their hours, either because other groups used the same premises or because the level of improvement required to bring the community buildings they rented up to the standard required for extended sessions (disabled access, toilets, eating areas etc.) was prohibitive. In one LEA nursery school, although an extension would help them ‘get to grips’ with integrated provision, the fact that their premises were also used by many others groups (toddlers groups, parents, childminders) meant that they would still be unable to offer a full day of integrated care and education. Access to appropriate and affordable premises – and a new build where necessary – is a major factor in allowing the provision of an ‘integrated day’.

### 9.2.1 Use of school premises

In its writing on the extended schools agenda, the government notes that better use of school infrastructure for childcare provision can help overcome the premises barrier. Many of the settings successfully offering integrated provision had, with funding, been able to move on to school sites. The York project involved partnerships based around primary schools, several of which offered sites within the school grounds for pre-school providers. In Cornwall, the local authority provided capital grants for premises to encourage providers to move on to school sites and work in partnership with the schools to offer integrated provision. Some schools released spare rooms within the school building itself (see box).

At **The Limes Infant School**, a voluntary provider operated from an unused classroom within the school. No rent was paid, and thus no formal leasing arrangement was required. In other places, there were moves to encourage schools to safeguard on-site providers by implementing proper leasing arrangements, covering rent and registration. This was seen as a positive step, particularly in light of providers’ potentially heavy long-term investments in refurbishing premises and purchasing equipment.

However, the Inter-Departmental Childcare Review (2002) noted that ‘*the decision on the amount of space to be used for childcare will rest ultimately with the governing body*’ and that capacity within individual schools can vary widely. This is backed up by the experiences of the pilot settings. In some cases, it was noted that schools were reluctant to share spare capacity for extended provision to be developed, and that a change in culture was required. In York, although an audit of early years provision identified a great deal of spare accommodation in schools, it also noted that the spare capacity was not always in places where the population of the children was greatest. In addition, development would entail ‘*significant refurbishment costs*’. Even where schools are keen to develop their childcare role, funding and support will be required to help them achieve their aims. In two of the larger partnerships examined in York, the primary schools were keen to expand into the provision of integrated care and education – but were restricted by lack of funding to develop premises. The schools involved pointed out that, while they saw the benefits of integrated provision and thought it would be ‘*a wonderful way to work*’, there were always ‘*many other items to spend their school budgets on*’. One Head stated that she would like joined up thinking from the LEA to help her partnership develop, particularly in the light of new possibilities arising from the extended schools agenda.

### 9.3 Staffing

Where provision was extended as part of the pilot (in the vast majority of settings examined), additional staffing was required. Approximately 50% of providers experienced problems in finding appropriately qualified staff for the extended elements of provision. It would appear that the combination of qualifications and flexibility required can be problematic – and yet, quality staffing is essential for quality provision. Many pilot settings found themselves in the situation of being able to offer work only for short periods of time each day, and found it particularly difficult to attract staff to cover these hours. This may be the case where:

- Staff members covering extended provision do not also cover core sessions. In the case of one voluntary playgroup, the staff members covering breakfast, lunch and after-school care were not employed for the times in between these sessions. These gaps can be problematic as it makes a day of employment for these staff members very ‘bitty’ and disjointed. Where additional lunch cover is required - often the case where full day registration means full-time staff are entitled to breaks – settings may be required to seek staff to cover the lunch-time sessions only.
- A pick-up and collection service is provided, particularly from several different locations. For mini-bus collections, a driver and an escort are required. Where centre staff members are sent out to pick up or collect children, cover must be provided. On the other hand, where dedicated drivers are employed purely for pick-up and collection, it can be difficult to find staff willing to cover the short periods of time involved. Several pilot settings found this the best option, however - where they could find staff to work short hours - as drivers and escorts are not required to have childcare qualifications and can therefore be easier to find. In addition, having a dedicated escort/ driver avoids the need for arranging cover.

The pilot settings solved these problems in a variety of ways:

- By using breakfast, lunch and after-school staff to cover core sessions, either by contributing to core early education sessions or by running a full-time ‘wraparound room’ where children spent time outside their 2.5 hour EEPs.
- By taking on a proportion of unqualified staff and offering training. One nursery school negotiated with its EYDCP to allow the hiring of unqualified staff, on the condition that training was built in to their schedule. The setting worked with the local college to help their staff achieve the qualifications quickly. Staff training was identified by several settings as an element in the success of integrated provision.
- By taking advantage of size. A number of settings cited their larger size as an advantage in terms of staffing, as they were more able to use staff flexibly and move staff between roles.

The organisation of staffing in a way which is economically viable, but meets the needs of parents in a flexible way, can be problematic - particularly as staff wages represent a huge proportion of running costs. Where true flexibility of care is offered, providers are required to plan staffing without being sure of numbers of children, and may potentially end up being over or under-staffed at any time – which can have serious implications for financial viability.

### *Other issues relating to staffing*

- Attracting **specialist staff** can be an issue. For example, the Ealing project had difficulty in recruiting a traveller officer to work with the traveller families accessing their provision. Liaison with the relevant agencies (in this case, Ealing's Traveller Education Service) can be helpful in gaining advice and specialist knowledge in these situations.
- In some settings, the fact that the pilot period was finite meant that staff had to be taken on under short-term temporary contracts. A number found that the candidates attracted tended to be those used to short term posts with little experience of long term commitment and little understanding of quality early years education and care.
- Staffing was identified as an issue for **holiday provision** and, in some cases, for before and after school care - as staff with their own children may be unwilling to work beyond school hours or during the holiday periods.
- Where core early education places (EEPs) and extended provision are offered by different settings, or even by different staff within the same setting, issues of **staff relationships** and joint responsibilities must be taken in to account.
- One pilot site experienced significant difficulties in **staffing to meet the needs of special needs children** during extended sessions. While additional funding was available during EEP sessions to provide support for special needs children, this funding was not available during extended provision sessions. Where the cost of additional care must be borne by settings offering extended provision, this can raise the cost of the care significantly and potentially affect sustainability. One maintained nursery school with a very high proportion of special needs children took on a support worker to cover extended sessions. An application for Social Services Quality Protects money was refused on the grounds that it did not fit the criteria and the nursery school had, at the time of the evaluation, been unable to identify alternative sources of funding. Although a new funding stream had recently become available to provide a small amount of extra funding for out-of-school care, this was considered to be of restricted use as it did not cover staffing costs.

## **9.4 Registration**

Some of the pilot settings initially had problems defining extended provision or 'wraparound' for the purposes of registration, as there was no separate registration category and it did not '*fit neatly in to the registration boxes*'. The majority of settings opted to register for full day care in order to offer extended provision. Other settings were required to opt for separate registration, with different insurance cover, to cover the range of sessions they offered. Where a change in registration is undertaken, this can require significant changes in practice. It has implications for staff: child ratios, facilities for children to have rests, breaks for staff and facilities for making meals – all of which have financial implications. Some settings calculated that they would not be able to afford the additional costs involved in offering full day care, and were thus restricted in the extent of the provision they could offer.

Some of the pilot providers reported a very good relationship with OFSTED, and experienced smooth registration processes. Others experienced difficulties in registration, some arising at the

time of the handover to OFSTED. Delays in registration affected the start dates of two projects, and have significantly affected the recruitment of childminders in several of the pilot areas (see Chapter 12 ).

## 9.5 Marketing, publicity and awareness

While awareness of extended provision appeared to be rising, a number of projects identified the need to further raise awareness in order to become viable. Many parents were still not aware of the options, unused to needs-led services and did not fully understand what integrated provision could offer them. Providers (including childminders) need to be encouraged, trained and supported in developing clear marketing and promotional strategies to help them establish and sustain viable provision. The quality of promotional material is important in order to give the impression of a lasting, quality service. It can be useful to have promotional material produced by the lead agency (LA, EYDCP) to ensure quality and consistency and develop a 'recognisable product'. Many of the lead agencies provided help for the pilot settings in developing their publicity, and shared experience of marketing was also recognised as valuable.

Settings in which initial publicity was successful noted that they could now rely on word-of-mouth recommendations. One manager stated that '*some centres have filled themselves with good marketing*', and another that '*where publicity has been slick there has been a huge increase in demand*'. Others (notably those which suffered low numbers) acknowledged that their integrated provision could have been more effectively advertised during the early stages.

Strategies used in the pilots have included:

- Visible and attractive signage;
- Leaflets and promotional materials distributed through schools, letterboxes, libraries, health centres, doctors surgeries and shops;
- Information folders for schools/ colleges and early years providers;
- Articles and advertisements in the local press and on the Internet;
- Newsletters and parent packs;
- Recognisable uniforms advertising the setting (particularly where staff collect and drop off children at different locations);
- Targeted approaches to Head Teachers, where a school collection service is to be offered;
- Home visits (particularly important when targeting provision at 'hard to reach' or vulnerable parents); and
- Liaison with relevant agencies e.g. Homestart, SureStart, Social Services, Lone Parent Advisors, colleges and Student Support Officers.

## **9.6 Logistics and planning**

There are a number of additional organisational and management burdens involved in setting up and running integrated provision. Where true integration between core early education places (EEPs) and extended provision is to be achieved, time, effort and resources are required to:

- Establish and maintain relationships;
- Dovetail sessions and co-ordinate timetables;
- Ensure continuity in curriculum and practice;
- Develop links with parents and carers;
- Manage additional administrative tasks; and
- Organise transport where necessary.

The additional work and responsibilities involved can present a barrier to forming partnerships between providers and to the provision of integrated care and education. Where more than one provider collaborates to offer integrated provision, the organisational burdens are increased enormously. The move towards integrated provision and partnership working can also involve a significant change in culture and working practices. For example, for a nursery school to consider providing ‘commercially viable’ childcare as well as education may require a significant ‘culture shift’. The pilot settings themselves appeared to have made significant progress towards achieving a culture change – however it is likely that these were the ‘front runners’, willing to try out something new and be part of an innovative pilot project. This will need to be borne in mind when developing integrated education and care in the future. The various approaches taken to managing integrated provision – and some of the problems faced - are outlined in Chapter 10.

## **9.7 Conclusions: time taken to become viable and the need for start-up funding**

It is clear that providers face some significant barriers in setting up to offer integrated provision. Start-up funding is important in helping to overcome these logistical barriers. Where providers come together to offer integrated care and education, funding is required to allow time to meet, discuss planning and co-ordination issues and organise movement of children. The pilot authorities used the DfES funding to enable such collaboration to take place, and support partnerships of providers in developing integrated care and education. However some partnerships - notably those which received least funding from their lead authority - commented that much of the work needed to co-ordinate care and education was being conducted on a voluntary basis. Although the vast majority were motivated to continue working in partnership to integrate education and care, some suggested that they were being held back from developing a fully integrated service by a lack of funding. This suggests that the level of start-up funding needs to be carefully considered, to ensure that it is adequate to enable providers (and partnerships of providers) to overcome the barriers they face in developing integrated provision. Where a large number of providers come together, higher levels of start-up funding may be required to allow them to successfully develop an integrated approach (see Chapter 10).

In addition to the DfES pilot funding, many of the projects also drew in funding from a range of other sources. The most commonly accessed sources of funding were the New Opportunities Fund (NOF), European Social Fund (ESF) revenue funding for day care expansion, Sure Start, New Deal, Social Regeneration Budget (SRB) and Objective 1 funding. An essential element of support for providers setting up to offer integrated provision is help in accessing these additional sources of funding. A significant stumbling block identified by many of the pilot settings was a lack of knowledge and confidence in financial, funding and legal issues. Many highlighted the importance of receiving support and advice from the lead organisation (whether LA, EYDCP or other body) in terms of finances, budget setting and business plans.

Even once provision has been set up, it may need support through the initial phases before self-sufficiency is achieved, and possibly for much longer. The experiences of the pilots show that it can take time to become viable – at least seven months, and often longer than the two year pilot period. A number of influences on the time taken to become viable were identified:

- Many of the settings which achieved financial viability within the pilot period extended provision which was essentially in existence already, and therefore had the least disruption and ‘culture shift’ to achieve. In contrast, settings which undertook a significant change in practice (e.g. a nursery school offering paid childcare in addition to funded sessions), and projects which required the creation of new provision, took longer to get up and running. Where new provision was set up, not only were initial costs higher, but time was needed for publicity activities to raise awareness and to build relationships with parents. Projects such as these required funding in excess of the pilot period.
- Where provision aims to cater for ‘hard to reach’ groups, as with the vulnerable families and travellers targeted in the Ealing project, numbers can be slow to build up and additional funding for outreach staff and parent liaison may be required.
- Areas of disadvantage face general problems in covering their losses during the first few years, as parents cannot afford high fees and the time taken to encourage them to use provision may be longer. Parents in these areas will not necessarily be ready to take up work immediately, and may require care initially for respite, or for training to build qualifications and confidence.
- Feedback from the pilots suggests that school involvement can contribute to the speed with which integrated provision becomes viable. Where a provider operates from a school site, the school can provide a ‘captive audience’ for marketing and raising awareness. Provision which is seen to be offered by, or in collaboration with, a school has the potential to build up numbers more quickly, as the school already has the trust of parents.

As a final point, when aiming to establish viable provision it is important that decisions are based on identified needs and that the provision is systematically evaluated to track changes in need/demand. It would appear that the rationale for the current pilots tended not to come from in-depth, robust information on local areas, as there was little obvious relationship between new provision and district or ward level data and characteristics. Knowledge of local employment patterns tended to be very anecdotal, and there was little evidence that this kind of information was being used strategically to inform developments in early years provision, either in terms of investigating potential need for childcare, or in terms of thinking about supply and capacity to develop and provide new local employment opportunities in these new services. However, while

it is important that provision is based on identified need, this must be offset against the finding that, in some areas, the development of integrated provision has stimulated new demand – suggesting that new provision can play a role in changing parent attitudes (see Chapter 11 ‘Sustaining integrated provision’).

## CHAPTER 10 MANAGING INTEGRATED PROVISION

### 10.1 Managing integrated provision at the strategic level

Project management in the pilot authorities operated at one remove from the sites on the ground in the five areas. Many of the same issues were debated with as much intensity by project managers at the strategic level as by managers of provision at the ground level. This section focuses on the management of integrated provision at the strategic level, and the role of the project boards and models of overall management as one of the key strategic issues for the future.

#### 10.1.1 The role of the project boards

The DfES envisaged that overall management in the five pilots would rest with project boards bringing together all the main ‘actors’ or ‘stakeholders’. This was seen as crucial in bringing early education and childcare closer together and promoting partnership between different providers. Project boards were indeed established in all five areas, and DfES officials from the central unit managing the pilot project attended board meetings in the five areas in order to keep in touch with local developments and any problems. Membership and function varied, however, as did the boards’ success in supporting developments on the ground. The terms of reference, or remits, of each project board are shown in Appendix 2.

In York, membership was very broad, deliberately so, in order to encourage ‘joined up thinking’ and inter-agency working at different levels – between different departments in the local authority and between the local authority, the EYDCP and the voluntary and private sectors (see box). The board included representation from a wide variety of organisations, as well as officers from the EYDCP and the LEA, and representation from the local partnerships based around schools. The board was thought to be too big, but, as one officer commented: ‘*All the adults are talking to each other now.*’ Meetings were held once a term. However, although the meetings were acknowledged to be useful, particularly for exchanging information (for example, on how to get hold of funds), many partnerships did not attend, largely because of the cost of providing supply cover. Instead, they relied on the minutes taken from the meetings, as well as their development workers, to keep them in touch.

#### **The Project Board in York**

The board included representation from the EYDCP, the City of York Council’s Education and Leisure Services and Community Services, the diocese, the unions, the Selby and York Primary Care Trust, the Pre-school Learning Alliance (PLA), the National Child Minding Association (NCMA), the Private Day Nursery Association (PDNA), headteachers, employers and representatives from business, parents, out-of-school childcare organisations and the University of York (responsible for the local evaluation), as well as officers responsible for early years and wraparound work such as the manager of Early Years and Childcare Services in the Education Department (the lead officer on the Wraparound Project), the project officers for Shared Foundation (as the pilot was called in York), and the childcare development workers appointed to the EYDCP.



In Cornwall, by contrast, the focus was more on bringing together the different providers on the ground, with the board led by the chair of the EYDCP and attended by the lead officer for the project (who was also an advisor in the LEA's Early Education team). Meetings were held every two months. The board's brief was described as problem solving, discussing key issues and disseminating information from London; but in practice there seems to have been '*more networking than problem solving*', and it was a forum for reaching formal agreement on key objectives.

Both these projects had dedicated staff who worked directly with the providers on the ground, and there was a good deal of contact between meetings. The role of the lead agency also included providing information and back-up. Newsletters were set up in both areas.

In the other three projects, the work on the ground operated with greater independence and less oversight and support from the project boards. The Morecambe board responsible for the OPTIONS childminding scheme in Morecambe and the Mobile Nursery Unit in the Lune Valley consisted of all partners – the EYDCP, the Poulton Community Centre in Morecambe, the Rural Childcare Project (linked to the Mobile Nursery Unit), the National Childminding Association (NCMA) and a parent advisor from the Job Centre. It met every six to eight weeks. Although Poulton Community Centre was the lead partner and managed the OPTIONS coordinator post, it was the EYDCP which had coordinated the bid, created the partnership and managed the funds. The NCMA took the lead on issues relating to childminding. Thus responsibility for the project was split, and subsequent events suggested a lack of strategic planning or oversight. The bid focused on childminders, with the NCMA supporting a childminder network, while the LEA supported the mobile nursery; there was little shared vision between the partners. Later comments suggested that the board had little contact with work or staff on the ground and did not meld together as a team with a shared vision or understanding of the project, remaining as individuals with their own job responsibilities. This meant that it did not really function at the strategic planning level, nor did it offer a forum for providers on the ground to share information or discuss problems.

In Ealing, the project board had a fairly small representation of agencies and included the EYDCP officer responsible for the pilot project, the local evaluator, a representative of the Pre-school Learning Alliance (PLA) and the managers of the local schemes. The board met every two months (later reduced to once a term), acting mainly as a forum for discussion about progress and disseminating information from the central DfES. The local schemes were very active members of the partnership, bringing issues to the board when necessary. Project management was more 'hands-off' in this instance, with sites being required to '*stand on their own two feet*'. This may be linked to the fact that the project manager was not solely dedicated to the Wraparound pilot project but also had many other responsibilities within the EYDCP.

In Kirklees, the Early Years Service co-ordinated the bid and employed a dedicated project manager funded by the pilot – and cited this as the 'key to success'. The board had a broad representation and included the EYDCP, Kirklees Metropolitan Borough Council (KMBC), Kirklees Early Years Service, the Registration and Inspection Unit, Huddersfield University, the National Day Nursery Association (NDNA), Kirklees Childminding Association, Employment Services, the Pre-school Learning Alliance (PLA) and a local network of out-of-school providers (KidsNet). Although all pilot settings were invited to send a representative to project meetings,

only those from the maintained sector attended regularly. The nursery schools reported more frequent contact and support, and had been aided in preparing NOF bids and in preparing business plans. There was less frequent contact with the other pilot settings, particularly private providers which required less support as time progressed. For the majority of settings, therefore, this was a relatively ‘hands off’ model of management.

### **10.1.2 Models of overall management**

It is possible to see two rather different models of overall management in operation in the different boards. In one model, the board operates in a very ‘hands on’ way. It includes members from ground level staff and aims to have representation from every provider. Discussion at board meetings is more operational than strategic: sharing information is higher on the agenda than making strategic decisions. Membership may be large and unwieldy. But the advantages of this model may be greater opportunities for both vertical and horizontal ‘joined up thinking’ and inter-agency learning: between representatives from different agencies at management level, and between different providers on the ground, as well as between these levels. This approach requires very proactive leadership in the lead agencies, and staff at that level prepared to put in a lot of their own time and enthusiasm. It also probably requires input from advisors or development workers, funded by and based in the lead agencies. This model seems to be better matched to projects where the local authority or the EYDCP takes the lead, and was the case in both York and Cornwall where the lead agencies were prepared to take a very proactive role and to commit funding for development and support. It was probably the intended model in Ealing, but in the event the proactive element, and the funding commitment, was perhaps less in evidence and schemes on the ground left more to their own devices to ‘sink or swim’.

In the other model, the board operates in a more ‘hands off’ manner. The style is less proactive; providers and schemes on the ground are expected to be more independent and to form their own self-help groups or networks if they so wish. Indeed, the notion of ‘management’ may not be appropriate at all. Oversight, support and advice are appropriate; but the sites ‘manage themselves’. Thus the pilot project is, in a sense, pump priming; once the schemes are up and running they have to manage themselves. The role of the lead manager in the lead agency is thus more developmental and advisory than managerial. This model is probably a better ‘fit’ with projects where there is a substantial input from private or voluntary partners taking the lead, as in Kirklees and Morecambe. As with the more ‘hands on’ model, success seems to depend at least in part on the presence of proactive workers prepared to put in a great deal of time and enthusiasm.

## **10.2 Managing integrated provision at the provider level**

This section considers the different approaches to management taken by providers at the ‘site’ level<sup>40</sup>. Chapter 3 outlined several of the key management choices to be made by providers when setting up to offer integrated education and care.

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<sup>40</sup> A ‘site’ could include one provider offering both early education and extended provision, or a partnership of providers collaborating to offer an integrated day. While many of these partnerships were in fact on one site – for example the grounds of a primary school – others were more spread out and operated a ‘split site’ approach with transport between providers where necessary. For the purposes of considering the management issues, a ‘site’ is taken to mean any provider or group of providers working together to offer integrated provision, whether one-site or split-site.

The three key management choices are:

*Choice 1 - individual or partnership approach?*

- **Partnership approach** - provider/s of the funded early education place (EEP) collaborate with one or more settings offering extended provision to offer an 'integrated day'. Where different settings provide the EEP and extended element of the 'integrated day', this obviously brings implications for management and co-ordination.
- **Individual approach** - an education setting extends its own provision to offer both the core EEP and extended elements of the 'integrated day'. In these cases the management is self-contained and all aspects of provision are co-ordinated by the individual provider.

*Choice 2 - extent of integration*

- **Logistical integration only** - EEP and extended session times are co-ordinated, transport is provided between settings where necessary and day to day information about children is passed on between providers. The care day is thus organised for parents, who can drop children off at the beginning of the day and pick them up at the end of the day, with all arrangements in between those times 'taken care of'.
- **Logistical and programme integration** - providers of the core and extended elements of the 'integrated day' also collaborate on issues of curriculum and practice - for example, sharing planning or working together on issues such as support for special needs children.

*Choice 3 – involvement in management*

- **School involvement** - a nursery or primary school is involved in the management, and in most cases the provision, of the 'integrated day'. This can be the case where a school extends its own provision to offer both elements of the 'integrated day' (the individual approach). Alternatively, a school and provider/s in the voluntary, private or independent (VPI) sector work together to provide an 'integrated day' (the partnership approach). The key element here is the existence of a formal link between the school and the pre-school provider/s.
- **Voluntary, private or independent provider-managed** - here, the responsibility for management and operation of integrated provision rests firmly within the voluntary, private and independent (VPI) sector. Although the maintained sector may provide the core EEP in some cases (for example where a private provider picks up children from a nursery school place), management of the integrated day is essentially led by a private, voluntary or independent provider, with no formal school involvement in management.
- **Independent co-ordinating body** - here, links between providers and parents are co-ordinated by an independent body, rather than by a provider of education or care. In practice, this generally involves childminders joining a co-ordination scheme or an accredited network. In an accredited network, childminders offer both the core EEPs and the extended provision. A co-ordination scheme links non-accredited childminders to part-time EEPs at centre-based settings.

## 10.3 Focus on the partnership approach

Where providers come together to offer integrated provision, this obviously brings implications for co-ordination and coherence. Session times must be co-ordinated, children must be moved from one place to another and work must be done to ensure continuity in curriculum and practice. This section considers the different types of partnership evident in the pilot projects, looking first at the agencies involved in the management structure. The importance of integration between partners is highlighted, and key influences on the extent of integration are considered – including the influence of partnership size. A model for the development of integrated partnerships is presented. Finally, a number of suggestions for good practice are outlined, drawing on the experiences of the pilot partnerships.

### 10.3.1 Types of partnership

Considering partnership in terms of management structure – and particularly, in terms of leadership of management - three main types can be identified:

#### *School managed partnerships*

Here, a school works with one or more providers in the voluntary, private and independent (VPI) sector to offer integrated provision. A nursery school, or primary school with nursery provision, generally works in collaboration with one or more providers of childcare. Where a primary school does not have a nursery it may collaborate with one or more providers of early education places (EEPs) and care. A school managed partnership does not necessarily mean that the school takes the lead in management. In fact, many examples of flat management structures could be seen in the pilot areas, where schools and pre-school providers worked in partnership. The key element in this approach is school *involvement* in management and a formal link between the school and the pre-school provider/s.

School involvement in management has been identified as offering several advantages – the key benefit being access to the educational infrastructure and mainstream support systems in terms of ensuring quality of provision. Pre-school providers benefit from having access to qualified teaching staff, school documentation, resources and planning - particularly voluntary providers who may not have the time or resources to develop quality planning. In addition to links with the school Special Needs Co-ordinator (SENCO), pre-school providers can benefit from having access to the many specialists (e.g. speech therapists, educational psychologists) linked with a school setting and may also be able to access useful training opportunities. For primary schools, close involvement with pre-school providers can offer the opportunity for early intervention in terms of ensuring the quality of pre-school provision and in terms of support for special needs children. Several of the school-based pilots also cited ease of management and organisation, particularly where a number of settings with potentially diverse procedures were brought together in a large partnership, as the schools tended to have access to more structured administration facilities than the majority of pre-school settings. Schools can also offer effective marketing of provision through access to parents and, potentially, premises for childcare.

**The Cornwall approach** was to develop management partnerships between primary schools and on-site childcare providers in the private or voluntary sector. The primary schools tended to take the lead early on, and be closely involved in the set-up phase - particularly where new provision was being created on the school site. Once the set-up phase was complete, however, day-to-day management was often taken on by the settings and a much flatter management structure developed. The extent of integration varied, with the majority of partnerships aiming for both logistical and programme integration.

**In York**, partnership working was seen as very successful model, allowing for fast and efficient communication from the centre, and complementing the Extended Schools Agenda. Early years partnerships were formed by linking each of the authority's primary schools with the childcare providers which surrounded them. As a result, many of the partnerships involved multiple providers. Partnerships were required to have a management body comprising representatives from all local providers (including childminders) and were usually led by the primary school. Partnership boards met on a regular basis to discuss partnership issues and ensure members were kept informed. All partnerships were required to have a designated Qualified Teacher (QTS) and Special Educational Needs Co-ordinator (SENCO) - roles which received personal funding in the form of a one-off payment. The extent of partnership integration varied, with some showing both logistical and programme integration and others still working towards logistical integration. The extent of integration in the York partnerships was closely related to the stage of development of the partnerships (see section 10.3.4), and the majority aimed to achieve both logistical and programme integration at some point in the future.

While many benefits of partnership working and school involvement in management were experienced by the York partnerships, a number of tensions were also noted. Some providers commented that they felt the partnerships were too 'school-oriented' and that schools did not see them as equal partners. Schools countered that pre-school providers were not, in practice, willing to take on more responsibility. This was acknowledged at the management level in York, who cited 'stormy evening meetings'. The York experience highlights the importance of ensuring that all partners feel equal. On the whole, pre-school providers felt they were beginning to be on a more equal footing with schools and beginning to 'talk the same language'. Some commented that being together in a group gave them confidence to give their views and communicate with schools and other professionals. Although not all barriers had been broken down, there was now an opportunity for dialogue. A number of suggestions for ensuring good relations among partners and promoting a 'parity of esteem' are provided in section 10.3.6.

#### *Voluntary, private or independent provider-managed partnerships*

Here, responsibility for the management and operation of integrated provision rests with a provider in the voluntary, private or independent (VPI) sector. A VPI provider may collaborate with one or more schools or pre-schools to offer an integrated day – either 'wrapping' around early education provision at another setting, or providing the early education place which is then 'wrapped around' by another local provider. However, while the provider may link with a primary or nursery school to offer an integrated day, there is no school involvement in management.

**In Kirklees**, five settings in the private and voluntary sector formed partnerships with local primary schools and providers to offer an ‘integrated day’. The pilot providers offered a pick up and collection service, collecting children on foot or by mini-bus from the schools and pre-schools they served. Since the primary schools were generally not involved in the management and organisation of integrated provision, these examples can be described as VPI provider-managed. The partnerships tended to operate logistical integration only, with sessions times and transport co-ordinated by the pilot providers but little shared planning across the elements of the integrated day.

Models led by providers in the voluntary, private and independent sectors may be appropriate where local schools do not offer extended provision, as they offer a simple method of ‘serving’ a number of local schools and education providers. They may also be appropriate in areas where the provision of day care by private and voluntary providers is very strong.

#### *Co-ordination scheme*

Here, childminders offer extended provision ‘wrapping around’ centre-based early years education provision (in any sector) - with the links between the two elements co-ordinated by an external body.

**In Lancashire**, the links between providers and parents were managed by an independent co-ordinating body (the OPTIONS scheme). OPTIONS linked non-accredited childminders to local schools and pre-schools, providing parents with information on which childminders and centre-based settings had vacancies, and which childminders picked up from each centre-based setting.

The extent of integration can vary in this approach, but is generally logistical. In the case of childminders, it is much more unusual to find examples of real communication and programme integration with a centre-based setting. Where this is found, it is generally the case that the childminder has taken responsibility for ‘fitting in with’ the centre-based setting. While this should be encouraged, it is also important to encourage the settings to work actively with childminders in integrating care and education. There is a vital role here for networks and other co-ordinating bodies in promoting communication between childminders and centre-based settings – in many cases it is clear that this will require a significant culture change, particularly from the providers of early education.

The co-ordinating body approach has advantages in terms of meeting the needs of parents in a very flexible and personal way. Potentially, supply can be matched very carefully to the needs of individual parents, offering a variety of geographical locations and combinations and hours of care. It also has the potential to provide for large numbers of parents, as in theory any number of providers can be ‘co-ordinated’. However, there are a number of issues arising from the fact that this is essentially a ‘brokerage service’ – an independent body has potentially fewer opportunities for encouraging a dialogue between the providers of the core early education places and the extended elements of provision, and may find it more difficult to monitor the take-up and quality of provision.

The extent to which each of the partnership types were implemented in the five pilots is shown below:

Type	Cornwall	Ealing	Kirklees	Morecambe	York
School managed partnership	11	1			40
VPI managed partnership			5		
Co-ordination scheme				1	

### 10.3.2 The importance of integration between partners

The extent of integration between settings working together to provide an integrated day is critical. Two main approaches have been identified – ‘logistical integration only’ and ‘programme and logistical integration’. Logistical integration (where session times and transport of children are co-ordinated) is very important in terms of meeting the needs of parents. It also goes some way towards meeting the needs of children. Smooth organisation of transport and the provision of a familiar routine have been identified as key in easing the transition for children between settings. Many pilot settings also developed effective methods for ensuring information about individual children was not lost in the transition between locations.

However, in order to achieve continuity in curriculum and practice (both identified as beneficial for children), more formal collaboration and integration of *programme* (pedagogy, daily routines and, where possible, staffing) are required. Both the York and Cornwall projects were based on the idea of formal management partnerships between providers. Although in many cases, informal relationships already existed, the pilot offered an opportunity to formalise these relationships. Where this was successfully achieved, it led to:

- Increased likelihood of shared planning and practice;
- Joined-up thinking in terms of decisions on provision; and
- Frequent, focused communication on specific issues e.g. provision for special needs children.

**At the Hawthorns in York**, a voluntary provider moved in to the school building and operated from within the same corridor as the school’s Early Years Unit. The school and the provider worked very closely together to offer a package of care, and spent considerable time during the setting up stages co-ordinating timetables, planning and practice. A deliberate decision was made that the voluntary provider should offer extended provision only so that it complemented, rather than competed with, the school’s Early Years Unit. Sessions were dovetailed, so that children could move straight from early years education in to a lunch club and afternoon session with the voluntary provider. The providers felt they had “broken down organisational and education boundaries”, and the site provides an excellent model of shared working and integrated care and education.

While there are no doubt many examples of excellent informal relationships between providers - where the staff involved are naturally ‘team players’ - the formalisation of this link lends weight and importance to the process of integration and encourages a culture change towards integrated working where this is not already happening. Although many of the successful and well-established partnerships cited their communication as ‘informal’, a formal link was made during the early stages - there was recognition at the EYDCP/ LEA level that a relationship existed, and

time was taken to co-ordinate the approach and to discuss planning and the needs of the children. It is important that providers are supported in setting up these formal relationships.

### **10.3.3 The influence of partnership size on extent of integration**

Where two providers worked together, an integrated approach was relatively easy to achieve. Providers working in such 'dual partnerships' were often in close proximity to one another, with the advantages this brought in terms of transport and ease of communication. In many cases, pre-school providers were on the school site, or even in the school building. Where this was not the case, providers were generally within walking distance of each other. Children did not have to travel long distances, and could be easily, safely and cheaply transported between settings – usually on foot and accompanied by a member of staff. This contact was often used as an opportunity to pass on information. In addition to the ease of transport, staff members were able to meet frequently and easily. Associated opportunities for liaison in planning and practice meant that children were not required to cope with big changes and could experience continuity of care and education.

However, several of the partnerships considered as part of the evaluation were larger groups – either one school working with several local providers, or one pre-school provider offering extended provision to several local schools and pre-school education providers. The larger the partnership of providers, the more work must be put in to achieve a collaborative approach. In particular, large partnerships face greater challenges in terms of:

- More complex organisation and management in terms of communicating, dovetailing provision and session times and achieving continuity in curriculum and practice across a range of settings with potentially diverse organisational styles and procedures. In a larger partnership, it is not always clear who should take responsibility for management and organisation. In York, the existence of formal management partnerships led by primary schools went some way towards solving these problems – but integration was by no means assured in each case. In Kirklees, private and voluntary providers providing a pick-up and collection service for local schools and pre-schools achieved smooth logistical integration by co-ordinating their own timetables and pick-ups to fit in with session times at each setting 'served'. This is less complex than negotiating a group approach to co-ordination (as in the York model) and transport was generally well co-ordinated, in some cases aided by the purchase of a mini-bus. However, faced with the large numbers of schools and pre-school providers to link to – and without a formal management body linking all settings – opportunities for integrated planning and practice are few.
- Potential competition between multiple childcare providers within a partnership, leading to an unwillingness to work together and integrate provision; and
- Location – since larger models are, by their nature, split-site models they can involve several providers at fair distance from each other, potentially hindering both movement of children and communication. Where children need to be moved between sites, this has potentially costly transport implications. As with the problems of organisation, it is not always clear who should take on the responsibility – and the cost – of providing transport between multiple settings.



Larger partnerships have advantages in that they are able to represent the diversity of provision in an area and bring together a wide variety of local provision. However, it is clear that they require additional support in terms of overcoming potential barriers and achieving logistical and programme integration. If true integration is to be achieved, it may be that a co-ordinating body of some description is needed. In partnerships based around a primary school, it may be that the school is best able to fulfil this role in the most ‘neutral’ way, as it is not in competition with the childcare providers to the same extent. However, some tensions have been noted relating to the school-led model. This is discussed further in section 10.3.1.

#### 10.3.4 Stages of development in achieving an integrated partnership

The York local evaluation, conducted by the University of York and the Local Education Authority, has considered in great depth the process of *becoming* a partnership. Several stages in achieving integration have been identified<sup>41</sup>:

- **A loose confederation** – the early stages of partnership development, when informal ‘historical’ links form the basis of explorations of partnership;
- **A conjoined partnership** – when initial partnership members have coalesced, an action plan exists and early meetings are underway to discuss target achievement in action plans;
- **An integrated partnership** – when partnership members feel unified and equal; and
- **An holistic partnership** – when the ‘whole’ becomes greater than the sum of its parts; when partners look outwards at the community childcare needs.

It is acknowledged that partnerships of providers require support in their development through the various stages, particularly where a partnership contains multiple providers or faces specific barriers e.g. lack of premises for extended provision. Support from a lead agency has been identified as critical for the successful development of early years partnerships. Section 10.3.6 provides good practice advice for lead agencies in supporting partnerships of providers.

#### 10.3.5 Pros and cons of the partnership approach

Where integrated partnership working was successfully achieved, a number of benefits were noted, including:

- Shared expertise and experience. Where close working relationships existed, staff members cited significant benefits arising from mutual support and the sharing of ideas, problems and resources. Others valued the shared commitment to ideals and values. Many pre-school providers commented that they were ‘no longer standing alone’.
- Improved communication and development of a shared understanding between providers. Where communication had improved, this led to increased trust and mutual respect and a greater willingness to work together. Some of barriers surrounding differential status and

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<sup>41</sup> With thanks to Dr P. Broadhead (University of York) and J. Armistead (York LEA)

expertise had been broken down and many partnerships had taken great steps towards cross-sectoral working at the provider level. However, tensions remained apparent in some cases and it was acknowledged that ‘mistrust can be a feature of local partnerships’.

- The larger partnerships saw potential benefits in terms of being able to club together to buy/ borrow extra large play equipment. They also noted opportunities for joint (and therefore more cost-effective) training.
- Schools acknowledged the benefits of working with pre-school providers in terms of ensuring the health of schools and feeding them with children in a climate of falling numbers. A number of benefits of school involvement in management were noted in section 10.3.1.
- Many schools noted the value of experience in partnership working as a good ‘lead in to the Extended Schools Agenda.

In general - and perhaps not surprisingly - the majority of benefits were cited by the partnerships which had been up and running for the longest period of time. Members of the newer partnerships interviewed as part of the evaluation had not yet felt the benefits of partnership working, but most expected to see benefits in the future. Across all sectors and settings interviewed, the major disadvantage cited to partnership working was the huge amount of time and energy required. Although funding had been received through the pilot, in the majority of cases additional work was being undertaken on a voluntary basis.

### **10.3.6 Good practice advice for partnership working**

The three critical factors in successful partnership working have been identified:

- Frequent and effective communication between partners;
- The willingness of partners to act as team-players and be flexible to the needs of others; and
- Support from a lead agency.

Specific good practice suggestions for potential partnerships include:

- Allowing time for visiting each other’s settings and coordinating timetables, planning and practice across the Foundation Stage. It is important to note that this requires funding for supply cover if providers are to avoid conducting partnership activities in their spare time. This is particularly important for a partnership with multiple members, where the number of visits and meetings required may be numerous.
- Sharing resources, particularly for larger items of equipment and special needs resources. Some partnerships clubbed together to purchase larger ‘shared items’. Others suggested producing central lists of resources for partnerships.
- Sharing training can be beneficial and cost-effective.
- Encouraging parent involvement. One partnership set up a working party to improve parent involvement.

- Producing publicity at the partnership level, including personalised logos for partnerships, newsletters, events, conferences, information packs, radio, press and cinema advertising and posters.
- The York project found that designating specific roles within a partnership for a SENCO (Special Needs Co-ordinator) and QTS (Qualified Teacher) could have significant benefits in terms of planning across the Foundation Stage and support for special needs children. The LEA found that providing funding for these roles drew partnerships together in making decisions.
- The York evaluation also suggested that having workers involved in more than one setting provides continuity for children and families.

It is recognised that larger partnerships may require more formal methods of management to ensure all members are involved and informed, and to achieve parity of esteem. Suggestions include:

- Making efforts to ensure meetings are friendly and accessible to all providers, including childminders. What might appear to be a small issue, such as holding meetings at a time when all providers can attend, can be important in promoting a feeling of equality among partners.
- Having regular meetings, with clear agendas and detailed minutes with action points, can help to keep the meetings focused and ensure everyone is kept informed.

Good practice suggestions for lead agencies:

- Support from the lead agency – whether LEA, EYDCP or other body – was identified by partnerships as critical. Partnerships require funding and support to establish and maintain a collaborative approach, particularly where a group of providers is large (and potentially unwieldy) or has specific barriers to overcome e.g. lack of premises.
- One of the key roles for a lead agency is guidance on funding. Several partnerships noted that they would have appreciated additional guidance on how to spend the pilot funding and allocate it fairly. Another key issue is how to access additional funding from other sources. Partnerships require guidance on how to access funding beyond the pilot period and some suggested that a joint approach to producing and submitting bids would have been valuable and time-effective.
- Partnerships valued having a designated contact from the lead agency to provide support and act as a contact in case of queries or problems. In Cornwall and Kirklees, partnerships were supported by a dedicated Project Manager from the LEA/EYDCP. In York, partnerships were supported by LEA development workers. Development workers ‘looked after’ several partnerships, often attended local partnership meetings and provided a link to the LEA, a general point of contact and a source of information, support and advice. This visible presence and support was appreciated, and partnerships greatly valued having a designated person assigned to them. In Lancashire, childminders were supported by a National Childminding Association (NCMA) development worker. Whatever the method of support chosen, it is clear that the existence of specific support staff can greatly enhance partnership working.

- A key issue for lead agencies (and also partnerships themselves) is ‘who should take on responsibility for management at the site level?’ The pilot partnerships solved this issue in different ways, with examples of leadership by schools, private, voluntary or independent providers and also by independent co-ordinating bodies. Some conclusions on the pros and cons of these different approaches are presented in Section 10.5 and serious thought needs to be given during the early stages of planning integrated provision to decide which approach might be most appropriate.
- Support in publicity and marketing can be important, particularly in the development of a ‘recognisable product’.

Specific suggestions for support by lead agencies include:

- Partnership resource boxes with support guidelines and activities to support joint partnership working around the same topic.
- Local partnership ‘healthchecks’ – a checklist used by the lead agency support workers as a tool to assess progress and lead to targeted support.
- A mapping exercise to include all local partnerships, out-of-school, pre-school and holiday provision. This can provide a valuable visual tool for research, to easily identify which parts of an area are developing/ underdeveloped.

## 10.4 Focus on the individual approach

Where one provider has expanded core early education places (EEPs) to also offer extended provision, opportunities for communication, continuity and coherence are obviously numerous. Little or no movement of children is required, and it is possible (although not necessarily the case) that continuity in staffing can also be achieved. Although different staff may run the EEPs and extended sessions, they are generally employed by the same body and are able to communicate frequently and pass on information easily regarding particular children. Planning can (and usually is) shared and can be tied in. Thus, the two elements of the ‘integrated day’ tend to be integrated both logistically and in terms of programme content (pedagogy, daily routines and possibly staffing).

### 10.4.1 Types of individual approach

#### *Expanded school*

Here, a nursery class or school extends provision to offer both the core EEPs and extended element of integrated provision, and is also responsible for management.

**In Ealing**, the majority of settings implemented the individual approach, with two nursery schools and a nursery class extending their own provision to offer an ‘integrated day’. The nursery class also worked with a nearby community centre run by the Pre-School Learning Alliance (PLA) to provide breakfast and lunchtime care (and thus a full day). Programme integration was common in this project, and the sites achieved high levels of continuity between the core early education and extended elements of the ‘integrated day’.

Two nursery schools in Kirklees and one in the Cornwall project also implemented the individual approach and extended their own part-time sessional provision.

*Expanded VPI (voluntary, private, independent)*

Here, a private, voluntary or independent provider extends provision to offer both the core EEPs and extended element of integrated provision, and is also responsible for management. In practice, examples of this type tend to be private or voluntary centre-based settings – although accredited childminders are also an example of the expanded VPI type.

**In Ealing**, a local crèche had strong links with the local collage, and extended its hours as part of the pilot project to meet significant local demand for care and serve parents attending the college.

*Accredited childminder networks*

Here, accredited childminders provide both the core EEPs and extended elements of the ‘integrated day’ and are co-ordinated by a formal network such as the National Childminding Association (NCMA).

**In Lancashire**, the links between providers and parents were managed by an independent co-ordinating body (the OPTIONS scheme). An NCMA accredited childminder network was also set up as part of the pilot project. Accredited childminders were able to offer a fully integrated day, providing both the education and care elements.

The extent to which each of the individual approaches to management were implemented within the five pilot areas is shown below

Type	Cornwall	Ealing	Kirklees	Morecambe	York
Expanded school	1	1*	2		
Expanded VPI		1			
Accredited network				1	

\* One project with two sites

**10.4.2 Variations on a theme**

The management structures presented here – both partnership and individual – are ‘ideal’ types. In practice, subtle variations existed within the pilots. The following example illustrates this point:

**The Mulberry Bush Nursery School in Cornwall** extended its core early education provision to offer a lunch club, breakfast and after school care. However, children were able to access only one core session, and the school was beginning to work with childminders to provide the remainder of the day’s extended provision. Rather than providing an example of the ‘*expanded schools*’ type, this nursery school may lie closer to the ‘*school managed partnership*’ approach.

### **10.4.3 Management solutions for the individual approach**

Some settings set up limited not-for-profit companies – a requirement for bidding for New Opportunities Fund (NOF) funding. The Mulberry Bush Nursery School developed an innovative approach which is worth noting, and represents a self-contained model of integrated provision. The school was concerned about having a separate company working on the school site, so decided to offer the extended provision itself. As the new staff employed worked interchangeably in both early education and extended provision, it made sense to have them all under one organisation – so a service level agreement was developed in collaboration with the EYDCP. The Head considered that their arrangement was a forerunner of extended schools, and felt that this approach would become more common with the existence of a legal framework for education providers expanding into childcare. However, she did note that the setting up process was sometimes problematic, and could be expensive in terms of legal fees.

## **10.5 Summary and conclusions on approaches**

The best examples of integrated care and education - a ‘seamless transition’ - occurred where providers of the core early education place (EEP) and extended elements of provision communicated frequently and worked together to:

- Establish and maintain relationships;
- Dovetail provision (e.g. session times);
- Ensure continuity in curriculum and practice;
- Liaise on particular issues of concern such as special needs children;
- Manage additional administrative tasks; and
- Organise movement of children between settings/schools where necessary.

This section draws on the experiences of the pilot providers and partnerships to explore each of these choices in turn, considering how different approaches to implementation can affect the extent to which parents and their children experience a ‘seamless transition’ between the core and extended elements of the integrated day.

### **10.5.1 Choice 1: individual or partnership approach?**

- *Partnership approach* – provider/s of the core funded early education place (EEP) collaborate with one or more settings offering extended provision.
- *Individual approach* – a provider (in any sector) extends its own provision to offer both the core (EEP) and extended elements of the integrated day.

The individual approach has obvious benefits in terms of being able to achieve continuity between the core and extended elements of provision. Children do not need to be transported between locations, and continuity can more easily be achieved. However, evaluation of the five pilot projects suggests that the partnership approach can also be a valuable one - particularly where this enables access to a quality core EEP. Children generally appeared to cope well with a move between settings – but several aspects were identified as vital in easing the transition between locations and ensuring a continuous and coherent experience for children (see choice 2).

### 10.5.2 Choice 2: extent of integration

Where different settings provide the core and extended elements of the ‘integrated day’ as a partnership, this obviously brings implications for co-ordination and integration. Two approaches can be seen:

- *Logistical integration only* – session times are co-ordinated, transport is provided between settings and day to day information about individual children is passed on between providers of the core EEP and extended provision.
- *Logistical and programme integration* – providers also collaborate on issues of curriculum and practice, for example sharing planning or working together on issues such as support for special needs children.

Logistical integration (where session times and transport are co-ordinated) is very important in terms of meeting the needs of parents. It also goes some way towards meeting the needs of children. Smooth organisation of transport and the provision of a familiar routine have been identified as key in easing the transition for children between settings. Many pilot settings developed effective methods for ensuring information about individual children was not lost in the transition between locations. However, in order to achieve continuity in curriculum and practice (both identified as beneficial for children), more formal collaboration and integration of *programme* (pedagogy, daily routines and, where possible, staffing) is required. It is suggested that a formal ‘management relationship’ between providers can help to ensure successful collaboration in terms of planning and practice.

### 10.5.3 Choice 3: involvement in management

- *School involvement* - here, a nursery or primary school is involved in the management, and in most cases the provision, of the ‘integrated day’ and there is a formal management link between the school and the provider/s of extended provision. School involvement in management has been identified as offering several advantages – the key benefit being access to the educational infrastructure and mainstream support systems. Several of the school-based pilots also cited ease of management and organisation, particularly where a number of settings with potentially diverse procedures were brought together in a large partnership. Schools can potentially offer premises for childcare, and effective marketing through access to parents. However, a number of tensions were noted in some school-led partnerships, and it is essential to achieve parity of esteem among partners.
- *VPI provider managed* - here, the responsibility for management and operation of integrated provision rests firmly within the voluntary, private and independent sector. Although the maintained sector may provide the core early education place (EEP) in some cases (e.g. where a private provider picks up children from a school nursery), management of the ‘integrated day’ is essentially led by a private, voluntary or independent provider with no formal school involvement. Models led by providers in the voluntary, private and independent sectors may be appropriate where local schools do not offer extended provision, as they offer a simple method of ‘serving’ a number of local schools and education providers. They may also be appropriate in areas where the provision of day care by private and voluntary providers is very strong. Without a formal link between providers and the schools they link to, however, opportunities for integrating curriculum and practice are few.

- *Independent co-ordinating body* – here, links between providers and parents are co-ordinated by an independent body, rather than by a provider of education or care. In practice, this generally involves childminders joining an accredited network or a co-ordination scheme which links them to part-time EEPs at centre-based settings. The co-ordinating body approach has advantages in terms of meeting the needs of parents in a very flexible and personal way. Potentially, supply can be matched very carefully to the needs of individual parents, offering a variety of geographical locations, combinations and hours of care. It also has the potential to provide for large numbers of parents, as in theory any number of providers can be ‘co-ordinated’. However, there are a number of issues arising from the fact that this is essentially a ‘brokerage service’ – an independent body has potentially fewer opportunities for encouraging a dialogue between the providers of the core and extended elements of provision, and may find it more difficult to monitor the take-up and quality of provision.

#### **10.5.4 Relevance of pilot learning to future policy**

It is clear that the lessons learned by the five pilot projects are highly valuable to any agency or provider planning to offer integrated provision. In particular, the issues relating to partnership working are relevant wherever providers are to collaborate in offering an integrated day. In the current context of the developing Children’s Centres and Extended Schools Agenda, the experiences of these five pilot authorities can be used to offer good practice guidance and advice. Many of the pilot partnerships involved primary schools working with pre-school providers. Their experiences suggest that schools are indeed an important resource in the development of integrated provision, and that they have a good foundation on which to build. Other partnerships had developed beyond the provision of childcare to offer more ‘holistic’ parent and family support services, and aimed to act as a ‘hub’ for wider community services. Many of the barriers and issues experienced by these pilot providers and partnerships will be the same as those faced by Children’s Centres and Extended Schools. For example, although many potential partnerships of education providers, childcare providers and family support services already exist within local communities, the experiences of the pilot partnerships highlight the need for funding and support to encourage the development of links and to promote collaborative working.



## CHAPTER 11 SUSTAINING INTEGRATED PROVISION

### 11.1 How sustainable was the pilot provision?

Sustainability was identified as '*the really big question*', both for projects as a whole and for individual settings. Of the sixteen pilot settings interviewed in terms of sustainability:

- **Three** were breaking even, both in terms of core and extended provision. Two of these were in reasonably affluent areas with a fairly high proportion of working parents. One had a mixed catchment with areas of significant deprivation, but high demand from parents for extended provision.
- **Six** reported that, while they were breaking even overall and core sessions (both funded and those paid for by parents) were broadly sustainable, some elements of the non-core sessions such as breakfast, lunch and after school care were not yet breaking even. Two providers believed that the demand existed and that they would be able to set realistic fees and cover costs once numbers rose. They were prepared to 'prop up' provision in the meantime using other sources of funding, and wanted to focus on attracting parents (see section 11.2.3). Three expected numbers to rise further, but were unsure whether future demand would ever fully sustain non-core provision. However, they saw the extended provision as important and were prepared to continue subsidising it through the other, more financially viable care. One partnership was propping up lunch provision using additional sustainability funding, but was concerned that parents would not be able to afford fees once the funding ran out.
- **Two** were not breaking even overall. One provider did not yet have high enough take-up to make the provision financially viable. While it was expected that numbers would rise, there was a concern that local parents might not be able to afford realistic fees (see section 11.2.4). The second had experienced very slow growth. Offering afternoon sessions helped to increase numbers, and before and after school care was being sustained by school-age children - however lunch provision would continue to need subsidy.
- **Four** extended nursery schools/ classes experienced good to very high demand but were in areas with significant deprivation and thus unable to set fees at a level which would sustain provision. These settings reported that they would require additional support once the pilot funding finished (see section 11.2.4).
- **One** had been discontinued, following organisational problems.

Speed of take-up was very varied, with some settings developing quickly and others more slowly. Looking at the take-up figures for the sample week (see Chapter 4), it would appear that take-up of centre-based provision as a whole ranged from 30% to 85%. This is broken down further in the following section to consider which aspects of the extended provision were experiencing the highest demand. The financial side of sustainability has proved difficult to assess, as the costs of extended provision were often hidden by the running costs of the larger provision of which it was part.

## 11.2 Influences on sustainability at the provider level

There were wide variations in characteristics between the pilot areas, many dimensions of which affect the sustainability of provision. Relevant dimensions include:

- Demand for childcare (and particularly for extended provision);
- Childcare supply and relationships with other local provision;
- Awareness of the opportunities offered by integrated provision and the role of Working Tax Credit;
- Income and employment deprivation;
- Geography and population characteristics; and
- Provider characteristics.

### 11.2.1 Experienced demand and managing variations in demand

Projects experienced varied demand for integrated provision, with some settings struggling to fill places and other experiencing such high demand that they were required to interview for places. All four projects involving centre-based provision reported stimulation of new demand as a result of the pilot. At one nursery school in Kirklees, a breakfast club (funded through NOF) was added to the school day in response to demand, and the nursery school was considering extending afternoon hours from 4 to 5pm. Notably, stimulation of demand was experienced in a number of the more deprived project areas. Several settings offering a pick up and collection service were also beginning to receive queries from other schools without extended provision, or from other providers not offering pick-up and collection.

Information on take-up for a sample week in March 2003 shows some variation in take-up across the 'integrated day' - lunch sessions experienced the highest overall demand, and morning sessions the lowest. Across the pilot projects, average take-up rates during the sample week were as follows<sup>42</sup>:

- Breakfast provision 55%
- Morning sessions 40%
- Lunch sessions 65%
- Afternoon sessions 60%
- After-school sessions 59%

The figures suggest that, with the exception of morning sessions, demand was reasonably constant across the 'integrated day'. However, interviews with key personnel in the pilot settings suggested that the true picture was more complex. The majority of settings found their morning and afternoon extended provision easier to sustain, as many of these sessions were boosted by children attending for part-time funded early education places (EEPs). The sessions which were the most difficult to sustain were the breakfast, lunch and after-school provision, rather than core

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<sup>42</sup> Figures based on take-up in Cornwall, Ealing and Kirklees.

sessions. Many breakfast and after school clubs initially experienced very low demand – although many settings were able to sustain this provision by opening it up to older school-age children (see below). Lunch sessions showed a very varied pattern - some settings struggled to meet demand, while others struggled to fill places.

Even where this ‘non core’ provision had become sustainable, many breakfast, lunch and after-school sessions were initially underused. The majority of pilot settings had to take on extra staff to cover these non-core sessions and, where low numbers were experienced, staff costs greatly outweighed income. One voluntary playgroup employed two members of staff to supervise three children during lunch sessions. Moves made by providers to sustain these elements of provision included:

- Extending provision to siblings or younger children (although potential impact on other local providers was noted as a potential disadvantage of this approach). This appeared to work particularly well to sustain breakfast and after school provision, where providers opened up to school children as well as those of pre-school age.
- Planned links with Sure Start and the Neighbourhood Nurseries Initiative – both of which take in younger children – to ‘increase the life blood’ of extended provision. The importance of ensuring a steady supply of younger children coming in was noted. Other settings which already had provision for younger children noted that children moving up from this care would move in to extended provision for three and four year olds, and so create business.
- Offering ‘ailing’ sessions (e.g. lunch club) as a package with more viable sessions (e.g. afternoon core sessions).

In some cases, certain sessions were oversubscribed while others were underused. For example, at one nursery school in Kirklees, users of both morning and afternoon sessions wanted to use a lunch session to extend the day partially, resulting in oversubscription of the lunchtime provision – while afternoon sessions were quiet. The nursery school adopted a policy whereby parents were only allowed to use two lunch sessions per week without also accessing an additional core session. An alternative approach to ‘even out’ demand was to try and ‘move’ funded places to make room for extended provision places. Some settings only offered a full ‘integrated day’ option.

It would seem that extended provision, particularly where flexibility is offered, is hard to sustain in isolation. Many settings covered a high proportion of the running costs of extended provision as part of other (more profitable) provision. For example, one out-of-school club in Kirklees bought a mini-bus for transport of school-age children. Once they began to offer extended provision to younger children, the mini-bus could be used for pick-ups as it was free during the day.

As noted in the previous section, it is important that new provision is based on surveys of potential demand, to ensure future sustainability. However, this also needs to be balanced against the evidence that extended provision has stimulated new demand. Particularly in the more deprived project areas, this may strengthen the case for introducing (and subsidising, where necessary) ‘risky’ provision in order to stimulate new demand and encourage a change in the

attitude of parents towards employment opportunities and the use of childcare (see section 11.2.4).

#### *Dynamic between school entry and provider sustainability*

In a partnership between a school and one or more pre-school providers, the school admissions policy can affect the sustainability of extended provision. Year-round viability was an issue for many pilot settings, with the Autumn term being the only term in which extended provision was fully viable in many cases (due to school admissions). Numbers dropped dramatically in January when part-time children started full time, and did not pick up again until the following September. Many voluntary providers were concerned about this, although they felt under pressure to offer extended provision e.g. lunch sessions.

In York, changes to the school admission policy meant that some providers ‘lost out’ financially because children were starting school full-time earlier. Other pre-school providers felt they had lost out where parents had chosen to take up part-time Reception places in the term before full-time schooling – although this did create the potential for offering care ‘wrapping around’ the part-time place. On the other hand, as parents in York now have the option to defer entry to schools, in some cases it may be schools which are adversely affected.

Decisions made by other local organisations can also affect the sustainability of integrated provision. In Acton, where the project developed primarily to cater for parent studying at the local college, changes in college timetable affected numbers – and in this case, the problems were so serious that the provision has ceased.

### **11.2.2 Childcare supply**

Prior levels of extended provision varied immensely across the pilot areas, according to the local Childcare Audits for 2001 – from 13.97 wraparound places per 1000 population of children attending early education in Ealing, to 389 in Kirklees<sup>43</sup>. Shiftworker penetration (places available to parents of three and four year olds who work outside the usual 8am – 8pm pattern), was reportedly low to non-existent, and childminders tended to be cited as the only means by which this kind of flexible childcare could be provided. Alongside a picture of generally low supply of extended provision and out of school hours childcare, there were also pockets where early years education provision was lacking, or hugely oversubscribed – for example, the rurally isolated Lune Valley. Overall, local supply of out of school hours childcare and pre-school places appears to have increased significantly in line with EYCDP targets.

The dynamic with alternative local provision will always be relevant for providers of extended (and indeed any) provision. There are signs that local providers outside the pilot are beginning to consider extended provision, perhaps boosted by proposed changes in the rules governing use of school premises (DfES 2001), as well as funding opportunities presented by the New Opportunities Fund (NOF), the Neighbourhood Nurseries Initiative (NNI) and, in some cases, the Social Regeneration Budget (SRB) and European Social Fund (ESF). In some cases, pilot settings found that other providers were opening in competition, some before they had become sustainable themselves. Some had successfully worked with other local provision (and in one case, joined forces with a struggling local playgroup), but others had experienced problems with

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<sup>43</sup> Information from the local projects.

existing local providers competing and/or feeling threatened. This was particularly the case with childminders, where centre-based settings had extended hours beyond the standard 2.5 hour early education place (see chapter 12).

Over-provision was experienced by several of the projects and, in some cases, this constrained the development of the pilot settings. For example, some settings in the most deprived areas – those which are often targeted for provision - were ‘competing’ with other initiatives such as Surestart and the Neighbourhood Nurseries Initiative and felt they had developed more slowly as a result. The other potential impact of oversaturation is broader, in that it may constrain the future development of extended provision, since funding is generally not awarded where setting up extra provision could jeopardise existing settings.

It is also interesting to note that, in some cases, lack of local childcare for children of other ages could affect the success of extended provision. One setting which experienced low breakfast club take-up suggested that parents were not using the early provision because there was no other local provision which catered for their school age children before 9am.

### **11.2.3 Parent attitudes towards childcare and employment opportunities (& the role of WTC)**

Several settings (notably the most financially viable ones) reported that, due to increased publicity and awareness, parents were beginning to use extended provision more consistently and to rely on it to work or study rather than using the service on an ad hoc basis. In others, while the physical provision had been developed, staff members felt that true sustainability would not be achieved until the ‘hearts and minds’ of the parents were won – both in terms of encouraging parents used to sessional care to make use of the extended hours available, and making them aware of the opportunities this offered in terms of employment. In some areas, there was a tradition of parents staying at home to look after children. Of those settings which were not yet attracting viable numbers, however, many believed that the potential demand existed for their provision and that efforts should be put in to raising awareness of the provision and the opportunities it could present. Strategies used successfully by pilot settings to encourage use of childcare included advertising, offering session deals such as three sessions for the price of two, making links with local employers and the local college and helping parents to access benefits and Working Tax Credit (WTC).

#### *The role of WTC*

Achieving a change in parental attitudes relating to employment - and in particular, helping them to access the benefits to which they are entitled - was identified by all settings as a key element in ensuring sustainability. Several of the self-sustaining settings noted the role WTC had played in enabling parents to afford care. Others aiming for future sustainability through parent fees noted that the setting of realistic fees must go hand in hand with encouraging parents to access WTC. Many of the pilot settings actively assisted their parents to access WTC and other benefits, offering help in accessing information and completing forms and promoting links with the local job centre. It is important that settings are supported in this process. For example, Kirklees Early Years Service produced leaflets for settings to distribute, explaining entitlement to WTC and how to access it.

#### 11.2.4 Influence of income and employment deprivation

Ideally, all provision in areas where there is demand would become sustainable after a start-up period, through income generated by parent fees and the contribution of Working Tax Credit (WTC). However, there are some areas, particularly disadvantaged areas, where provision may continue to be unsustainable beyond the pilot or start-up phase. This is likely to be the case where:

- Employment opportunities are few, or where the majority of employment is low paid, as parents are therefore less able to either pay ‘realistic’ fees or to access WTC.
- Employment opportunities may exist, but social need means that parents may initially be looking for respite, and only later go on to consider training and employment. Several of the pilot areas identified respite as a priority for local parents. Projects deciding to address these kinds of local needs face difficult decisions as to whether and how they might subsidise places for non-working parents. For example, they may need to define tight criteria, and know what other benefits are coming into the household.

Widely varying levels of income deprivation can be seen within the pilot areas, from rural Cornwall to inner city Ealing. What is perhaps more striking is the variation even *within* these districts. In Kirklees, Dewsbury West, the 642<sup>nd</sup> (out of 8414) most deprived ward in England, with a child poverty index rank of 907, piloted the same model of integrated provision in a nursery school as its neighbour in Denby Dale, which ranks 5364<sup>th</sup>, with a child poverty index rank of 5556<sup>44</sup>. Job market, employment patterns, and reliance on social security for income support also vary widely among the pilot areas. At one extreme, some areas of Ealing and Morecambe provide very few employment opportunities, with double the Great Britain average proportion of residents on Income Support. At the other, in Hornby (Lune Valley) there are very few jobs but a very low proportion of the adult population claims Income Support. Wages in many areas of Cornwall are very low, and there are significant areas of employment deprivation.

It can be a risky venture to create or extend provision in areas where sustainability is likely to be an issue. However these are the areas which most need the provision to help parents exit from poverty. Many of the pilot projects set up in such areas found, in fact, that the new provision stimulated new demand and that, in addition to using the care for much needed respite, parents had also begun to consider the opportunities offered by training or employment. Settings in disadvantaged areas will require funding beyond the set-up stage to sustain integrated provision. Although bids for NOF have now ceased, settings which fall within the 20% most disadvantaged wards (as identified by the IMD<sup>44</sup>) are in many cases eligible for several other potential funding streams –for example, Pathfinder regeneration bids and SureStart. These settings will require help in accessing funding streams and co-ordinating bids. However, it may in fact be settings which fall outside the poorest 20% which require most help after the start-up period. Many may be in relatively disadvantaged areas – or have other barriers to overcome - but as they do not fall within the lowest 20% they will not be eligible for many of the additional sources of funding. These settings may need help in identifying alternative funding sources.

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<sup>44</sup> Index of Multiple Deprivation (DETR 2000).

### **Focus on Ealing**

Two nursery schools in Southall and one primary school nursery in Northolt (working in collaboration with the PLA) extended their hours to offer full days to the children of highly disadvantaged families and socially isolated groups. Although the projects addressed the training needs of parents - one by offering courses and one by linking with SureStart activities - the extended provision was also considered to be an important resource for providing respite for parents and access to education for vulnerable children. Demand was high, and in some cases parents forcibly demanded places. However, the nature of the projects made self financing impossible. At Northolt, parents did not pay fees but were asked for a donation towards the cost of food provided. The Southall nursery schools estimated that only 2% of costs were covered by fees. The fact that the courses provided were not accredited meant that funding could not be drawn down to cover the childcare costs. Charging fees would mean that the much needed provision was no longer accessible to those groups within the community who most needed it. On the other hand, neither project wanted to consider stopping the extended provision and losing the trust built up with parents.

To continue, both projects would need to access additional funding:

- The Southall nursery schools planned to seek further funding or convert to a Neighbourhood Nursery. However, they noted that NNI provision is not accessible to most vulnerable people in the community, for example non-working families and travellers. The schools would need to seek charitable funding for travellers. They also noted that transience can be an issue in planning long-term where the traveller community is targeted.
- At Northolt, a successful NOF bid had secured a further 33K, allowing the project to continue and possibly increase the number of available places. The project had also considered the John Lyons fund. The project found the link with the PLA to be advantageous in co-ordinating bids for further funding.

### **Focus on The Beeches Nursery School, Kirklees**

The catchment area of The Beeches nursery school in Kirklees sits within the poorest 20% of wards identified by the Index of Multiple Deprivation (DETR 2000). The area has a high ethnic minority population and a high proportion of special needs children – and the school acted as a designated local authority centre for resourced provision children. The nursery school extended its hours to provide full day care for up to 16 children. Although numbers were slow to develop, this was expected in an area of such disadvantage, as few parents worked and could afford the care. However, while the provision was costing £18,000 to run, parent fees brought in only £3,000 and the extended provision element was unsustainable without access to other funding streams. Providing for the many special needs children attending the nursery school was a second major factor affecting sustainability.

The school had submitted a Centre of Excellence bid and was also bidding for 3 year NNI funding. As a nursery school which only takes children for one year, the setting was finding it difficult to build up parent relationships and develop a lasting 'clientele'. NNI status would help support long term sustainability, as the school would take children from an early age. However, as noted by the Ealing nursery schools, the NNI model requires that all parents pay – and many parents living in the catchment area could not afford to. Care was needed for respite in many cases, which also ruled out the use of Working Tax Credit.

It is clear that provision in disadvantaged areas often requires additional support and subsidy. However, it is not simply a case of providing extra funding - the *method* of subsidy can also require careful thought and planning. For example in Ealing, parent fees were subsidised – many

families paid very little or nothing at all for their provision. In Kirklees, however, although the Early Years Service discussed the possibility of parent subsidies at two of their maintained nursery schools, it was decided that that this may affect parental expectations and thus long-term viability. In this case, the decision was made to subsidise staffing rather than parent fees. The project manager suggested that *‘once you offer subsidised fees, sustainability goes out of the window’*.

### **11.2.5 Influences of geography**

The pilot areas faced a mixture of urban and rural issues. Rural locations, whether affluent or deprived, can suffer problems of access to provision. Providing for these areas can be expensive, and it can be problematic to deal with small pockets of demand spread over a wide area. Providers can be unwilling to take the risk of setting up provision in such conditions. Even once provision has been set up, the picture in a small village or rural area can change very quickly, and be affected by only a few families moving in or out of the area.

#### **Focus on the Lune Valley, Lancashire**

In the rural villages of the Lune Valley in Lancashire, access to pre-school provision was a major problem. Part of the pilot scheme involved setting up mobile nursery provision to serve several of these villages, and make links with childminders to provide the extended element of provision. The original plan was to develop the provision in partnership with an existing private provider of pre-school nursery education. However, no expressions of interest were received for such a potentially risky rural venture and eventually an existing LEA Nursery School agreed to assume operational responsibility and staff the unit through secondment arrangements. This meant that additional funding was required to cover the costs of secondment, and the project funding was supplemented through Childcare Grant approved by the EYDCP. Once the that the mobile unit was up and running, it provided a very flexible (although expensive) method of offering provision which could adapt easily to shifting demand in the rural villages. The extended element of the project had not yet been developed, due to significant problems experienced in recruiting childminders in such a rural area. The unit hoped to link with the childminder aspect of the Morecambe project to provide care ‘wrapping around’ the mobile provision. Further details on the mobile nursery provision are given in Appendix 3.

Some areas have additional features of their populations, such as a high proportion of ethnic minority residents (eg Southall and Dewsbury), refugee communities (Southall), or a population characterised by transience (Morecambe, and the traveller population in Southall). Transient populations can be particularly difficult to deal with when planning for future sustainability. Several settings also noted that, where the proportion of special needs children is high, catering for these children can be expensive – and little additional funding is currently available to overcome this barrier.

### **11.2.6 Provider characteristics**

The characteristics of the providers themselves can in some cases be a factor in determining sustainability. For example, several of the settings cited the fact that they were large enough to ‘prop up’ extended provision by subsidising it using other provision. Although extended provision may not be viable in its own right, it is often possible in conjunction with other provision as many running costs are already covered. Having a large staff can also help in adjusting to changes in demand – during slower periods, larger settings can redeploy their staff members elsewhere, whereas smaller providers are faced with the dilemma of paying staff to look after



very few children. Others providers cited certain aspects of their provision e.g. the pick-up and collection service, as important to sustainability.

Several providers which catered for children older or younger than the 3-5 age range suggested that this provision, in addition to being an advantage for parents, can help to sustain extended provision. For example, settings which provided for younger children 'created' their own supply as children moved through in to the extended provision for three and four year olds. Similarly, settings which provided for older children were more able to reach viable numbers for breakfast and after school provision.

### **11.3 Planning for sustainability at the management level**

Planning for future sustainability provides a powerful illustration of strategic management at work. When considering the local pilot project boards, two contrasting models of management were identified (Chapter 10). In one model, the board operates in a very 'hands on' way – an approach requiring very proactive leadership in the lead agencies. In the second model, the board operates in a more 'hands off' manner. The style is less proactive; providers and schemes on the ground are expected to be more independent and to form their own self-help groups or networks if they so wish. What is interesting, however, is where these two models merge. All five pilot projects demonstrated the key role of the central lead agency in helping shape the thinking about the future, and in preparing the sites for what would come when the DfES funding came to an end. Where they differed was in the degree of pro-activeness.

In two of the projects, the lead agency and the project board took a very proactive role with a very 'hands on' style when setting up the structures or creating the environment for sustainability. In York, for example, sustaining the partnerships based around schools became a mainstream goal, adopted by the City Council as part of its strategic planning. There was an attempt to keep the project worker posts in place, and to move both those posts and the development workers into mainstream policy and planning. Another possibility considered was to 'dissolve' the Shared Foundations board into the EYDCP. New funding of Sure Start and Neighbourhood Nurseries resulting from the higher profile of York's pockets of deprivation meant that money for mainstreaming would be available. Translating 'the project' into 'mainstream policy', now 'lodged at strategic level', thus neatly describes the transition to sustainability in York, linking this pilot initiative with other initiatives such as the extended schools agenda. The management team suggested that *'the stronger partnerships will survive.'*

Similarly in Cornwall, the local authority and the EYDCP took the lead in encouraging sustainability, running courses for the partnerships with the support of the Business Manager. Courses were offered on charging policies, financial management and marketing. A sustainability toolkit was produced to help settings assess long-term financial sustainability and to think about costings in detail. Fees had to be realistic in a market economy, where some providers had access to other funds, for example the lottery, but most had to be self-financing. At the end of the pilot period, it was expected that the project board would be disbanded, and the post of project manager would cease. However, the EYDCP were committed to supporting 'peer group self-help' and networking between the centres. The work and progress of the pilot projects would be monitored in the future by the EYDCP development team and Early Education team, with a focus

on quality assessment support via Cornwall's Quality Award Scheme. Commitment from the EYDCP and the local authority was evident in the strong recognition that extended 'wraparound' provision matched the agenda of extended schools and Children's Centres. Cornwall planned to use the work and experiences of the pilot groups to mainstream extended provision across the county. Integrated provision was seen as an important and integral part of the county's Children's Centre initiative and the project would be mainstreamed in all 21 of Cornwall's Centres. A childcare conference had been arranged for spring 2004 to provide advice, information and support to prospective providers of integrated provision – particularly schools. There had also been some realistic assessment of the barriers to sustainability. For example, schools might think integrated provision was 'a wonderful way to work' but lack the premises to bring people on site or to amalgamate them into their own units. Again, support from mainstream services was seen as essential.

In Ealing, the lead officers in the local authority also foresaw problems with sustainability, this time because provision was not self financing. In the pilot sites, provision was not covered by parental fees, as there was more emphasis on training and confidence building with parents than on employment. Sites were (and indeed should be) targeting families as users who would not necessarily be able to afford to pay for their places, although there was strong demand from local communities. The officers, together with the EYDCP Business Support Officers, were making strong efforts to secure future funding to keep the pilot schemes in place, through new funding streams, sustainability grants, or links with other funded initiatives such as Sure Start, Neighbourhood Nurseries or children's centres. So here the strategic management took a similarly proactive role, however with a different analysis and prognosis for the future.

These three pilot projects all had lead officers and lead organisations who were clear about the necessary conditions for the pilot schemes to remain sustainable, and willing to take a lead in creating these conditions. First, the schemes had to have the skills and information, for example to market and fund themselves. If this were not thought to be possible (as in Ealing), then other sources of funding had to be secured. Second, it would be helpful if the centre could maintain developmental and advisory support, some level of oversight or monitoring, and the links between the pilot sites and other initiatives. In addition, all these projects stressed the importance of the sites on the ground continuing to network and share information and support each other.

Similarly, in Kirklees the role of the centre was recognised as crucial. The presence of a 'dedicated' project manager was identified as key to success, and this post had been moved into the mainstream services so it would continue to exist after the pilot had ended. However, in terms of the settings in Kirklees, the emphasis had been towards self-management. While some settings (notably one nursery school in a deprived area) would always require funding, others would have to 'stand on their own two feet'.

Morecambe provided an illustration of what would, in all likelihood, happen when the conditions for pilot schemes to remain sustainable were not satisfied. It was acknowledged that little time or attention had been given to sustainability or business planning. While the childminder aspect of this project was likely to be sustainable, the sustainability of the OPTIONS vacancy co-ordination service would always depend on funding from elsewhere – as the service did not make money, it could never be self-sustaining. Without this, the organisation at the centre of the whole project would cease to exist. The OPTIONS scheme is an interesting case study, as it was the

only one of the five pilots where a voluntary sector provider (a community centre) worked in partnership with an EYDCP and other agencies, and took a key management role. The fact that the Community Centre took the lead on day-to-day management issues had potential implications for sustainability, as a voluntary provider may not be 'in the loop' to the same extent as an EYDCP – and might therefore be required to put additional efforts in to finding out about relevant local developments and sources of potential funding. Further bids had been suggested, but the role of the local authority and the EYDCP seemed unclear, and there had been little strategic thinking about the role of the board in creating a shared vision. However, even in Morecambe there was evidence of a similar way of thinking about the necessary conditions for sustainability: a 'dedicated' development coordinator role had been identified towards the end of the project. This post had been established by restructuring the original OPTIONS coordinator post, with the help of additional DfES sustainability funding for the final year of the project. It was intended that the new development worker would make efforts to integrate childminders and settings to ensure that, in the event of the office closing, settings were already aware of their local networks of childminders and could inform parents. The Lune Valley Mobile Nursery Unit had been taken over by the County Council and costs absorbed in to mainstream funding, on the understanding that it expanded the number of sessions offered. Crucially, there remained some disagreement within this project as to whether there was actually a local need for integrated provision, and the EYDCP itself did not plan to use the term 'wraparound' in the future due to a perceived lack of awareness.

## **11.4 Conclusions on sustainability**

### *Providers*

With so many potential influences on sustainability, it is essential that provision is planned and monitored carefully. New or extended provision should be based on identified need, and it is important that settings produce realistic business plans. Projections for future sustainability and strategic planning should be made as accurately as possible using up-to-date information on demand, revenue and spending – but also take in to account the possibility that take-up may fall or other barriers be encountered. Regular monitoring of the financial position of each aspect of provision is very important. In the case of one pilot site which had been discontinued, a key factor identified was a lack of systematic monitoring and tracking from the early stages, with the result that the provision was unable to respond to the demand which did exist and achieve sustainability.

### *Lead agencies*

Almost without exception, the managers and providers interviewed highlighted the importance of a continuing structure at management level and of support on financial and business planning issues. Project management personnel recognised the importance of putting financial procedures in place early on, and of providers thinking about the future from the very beginning. This was seen as particularly important where the provision of paid childcare (and therefore the need to attract business and be sustainable) was a new undertaking – for example in the maintained sector. Support was offered to the pilot settings by their lead agencies, with some offering more practical help than others. At the minimum, a business support officer was available. Other management bodies were more pro-active. Settings appeared to be developing their knowledge

and realising what they had to do to achieve sustainability – but suggested that this could have been achieved more quickly through intensive and targeted support during the early stages.

Several of the projects had accessed other sources of funding – some as part of Early Excellence, others through Objective 1 or the New Opportunities Fund (NOF). Others had made valuable links with SureStart projects and, in two cases, had received Sure Start funding. However, the process of accessing additional funds can pose a barrier to sustainability. Many of the pilot providers suggested that support in accessing other sources of funding, and perhaps even in co-ordinating bids across a number of providers, would have been enormously helpful.

## **CHAPTER 12 FOCUS ON CHILDMINDERS**

### **12.1 Introduction**

Childminders potentially offer the most flexible and parent-responsive form of integrated provision, as they are able to adapt to changing family circumstances more readily than many centre-based settings. This was recognised by several of the pilots, and a number of approaches to the provision of an ‘integrated day’ through childminding could be seen:

- Accredited networks, in which childminders provide both the early education places (EEPs) and the extended element of provision – and thus ‘wrap around themselves’; and
- Schemes linking non-accredited childminders to part-time EEPs at centre-based settings.

In addition to the provision of an ‘integrated day’ through existing childminders, a number of the pilots also focused on the recruitment and support of new childminders.

### **12.2 Approaches taken by the pilot projects**

#### **12.2.1 The Lancashire project**

Of the five pilot areas, the Lancashire project had the strongest childminding focus.

##### *Background*

Prior to the pilot, Morecambe had a strong group of childminders and a good baseline framework of existing support. The local Community Centre already had links with childminders and ran a childcare information service - Morecambe Community Information and Development Service (CIDS). However, there was no co-ordinated link between childminders and centre-based settings. The second project area, the rural Lune Valley, is an affluent but isolated area with poor public transport and very little registered childcare provision. The pilot project drew together partners from the private and voluntary sectors to address the needs of Morecambe and the Lune Valley via three main project strands:

- Recruitment of childminders, and the development of an accredited network;
- An information database (OPTIONS) and childminder support service, linking parents, childminders and centre-based settings; and
- A Mobile Nursery Unit serving the rural Lune Valley. This element of the project did not develop integrated provision within the timescale of the pilot, and is covered in Appendix 3.

##### *Recruitment of childminders and the NCMA network*

The Lancashire project aimed to recruit and register new childminders, both in the Morecambe and the Lune Valley areas. A Childminding Development Worker, recruited by the National Childminding Association (NCMA), led the recruitment drive for new childminders, encouraged registration to help ensure quality of provision and supported new childminders through the registration process. This role was seen as key in monitoring provision and quality.

### *The OPTIONS service and childminder support*

Morecambe CIDS was expanded to create OPTIONS - a childcare information drop-in centre with a vacancy database linking registered childminders with local nurseries and pre-schools. Parents contacting OPTIONS were told which nurseries or pre-schools had vacancies, which childminders were linked to those nurseries or pre-schools, and whether those childminders had vacancies. The database also held information on which childminders offered 'Family Link' (care for siblings), school holiday care, unsocial hours and emergency/ one off care. Childminders could register free of charge, and were contacted by OPTIONS every few weeks for support and to update vacancy details. The Childminding Development Worker supported childminders in terms of marketing, publicity, updates on training opportunities and childcare issues. Informal drop-ins were held at the OPTIONS offices, and a toy library service also provided.

### *Successes*

- At the time the evaluation took place, the database held details of 49 childminders, 45 of which offered extended provision (figures from September 2003) and many of which were members of TARCA (Trained and Registered Childminding Association).
- OPTIONS provided a useful and visible point of contact for parents, and had the potential to meet specific needs for extended provision and emergency, unsocial hours and holiday care in a very flexible way. Links with childminders were strengthened, and an NCMA development worker was available to childminders for much of the project. The project manager reported raised awareness among parents of the service offered, and of childminding options in general. Awareness of integrated provision was raised amongst both existing and potential childminders. Childminders felt supported by OPTIONS, and appreciated the advertising of their services (although many still made a proportion of their contacts independently). The social aspect of being part of a 'team' was also valued.
- An NCMA network was set up, allowing twenty childminders to access three year old funding by offering early education places (and so 'wrap around' themselves). As double this number initially expressed an interest in being part of a network, this aspect showed potential for development.

### *Issues and suggestions for good practice*

- Considerable effort was required to promote to childminders the concept of integrated provision and encourage them to 'wrap around' centre-based provision. This proved easier among newly recruited childminders, as some existing childminders felt threatened by developments and were concerned that the OPTIONS service was 'taking their children away'. Others were unwilling to become involved in offering extended provision 'wrapping around' a centre-based early education place because they did not wish to lose out on the possibility of a full day place.
- Significant delays were experienced by the project in making links with settings, which meant that the 'wraparound' element of the project, linking childminders to centre-based EEPs, was slow to take-off. The project highlighted the importance of developing contact with childminders and settings simultaneously when setting up a co-ordinating service of this type.
- The Lancashire project highlighted the importance of addressing marketing issues early on, setting out a clear strategy and using quality materials in order that the service being

offered is seen as professional and high quality. Without a systematic approach to publicity, take-up by parents can be slowed. Liaison with relevant local agencies (e.g. social services, HomeStart, colleges, employment services) is also recommended, as referrals from such organisations can be essential to success.

- Although childminders may initially register for pick-ups at several settings within their local area, once a link to a particular setting has been made they are often tied to that setting. Pick-ups from multiple locations are difficult, as all children being cared for must be taken to each new location.
- Problems were noted in encouraging providers to inform OPTIONS of vacancies. This appears to be a common problem for vacancy systems, and requires a structured method of vacancy updates.
- Development worker support for childminders, through registration and beyond, has been identified as an essential element of success.
- The project faced considerable problems in recruiting childminders in the Lune Valley, and it did not prove possible to link childminders to the mobile nursery provision within the timescale of the pilot. This suggests that development of services covering very rural areas can be problematic. During the early stages of the project, registration delays also contributed to difficulties in recruiting new childminders, and many had found alternative employment by the time their registration came through. However, as many of these problems arose at the time of the transition from local authority registration to OFSTED, it is not anticipated that this would form such a significant barrier in the future.
- A final lesson for the project was the importance of conducting a rigorous assessment of the *demand* for childminding, and for vacancy co-ordination services, before recruitment and co-ordination efforts are made. Lancashire EYDCP noted, for example, that in the Lune Valley as many as 60% of parents made their own childcare arrangements and that there was also a tradition of staying at home to look after children.

### **12.2.2 How did the other pilots link to childminders?**

#### *York*

In York, childminders formed part of the early years partnerships being created around primary schools. Partnerships were expected and encouraged to make links with local childminders and include them on partnership boards. Following some concerns over childminder involvement, LEA development workers were used as a resource to target and support childminders and encourage their involvement. Links were also made with the NCMA.

#### *Kirklees*

The Kirklees project aimed to raise profile of childminding and halt the decline in numbers. Initial consultation with providers suggested that many childminders already collected children from nursery classes and provided extended provision – and that they would welcome the support in working more closely with education providers.

Two main approaches were taken:

- Two maintained nursery schools and a SureStart project received funding to set up Childminding Link Schemes (linking childminders to early education providers) and provide vacancy co-ordination services and drop-in facilities. This was seen as an appropriate alternative to NCMA networks for Kirklees, as demand for early education places provided by childminders was low. The EYDCP childcare development co-ordinator worked with the link schemes to promote childminder vacancies.
- Childminders also form a key strand of the ongoing Kirklees Quality Assurance scheme. Pilot funding was used to support the scheme during the early stages, and enable childminders to access the scheme free of charge. In May 2003, forty childminders were going through the Quality Assurance process.

### *Cornwall*

In Cornwall, two of the pilot settings ran drop-ins for childminders. One nursery school was developing stronger links with childminders and had received EYDCP funding to set up a childminder network, which has since received NCMA approval.

## **12.3 Conclusions and recommendations**

Childminders have the potential to offer a very flexible and personal form of integrated provision. However, the evaluation of the pilot projects has raised a number of issues which need to be taken in to account when developing extended provision through childminding.

### **12.3.1 Recruitment, registration and support of childminders**

- It is important that the **registration** process is as quick and smooth as possible. This supports findings reported in the Inter-Departmental Childcare Review, suggesting that the time taken to register is a key concern for 52% of childminders (Callender 2000).
- **Support of childminders** is vital, particularly in light of the individual nature of childminding. This was noted by all pilots working with childminders. Whether that support is through an NCMA network, or through LEA development workers, a structure and a strategy for support through recruitment, registration and beyond is important.
- **Quality monitoring** is essential, both in terms of raising the quality of provision and in terms of raising the professional status and self-esteem of childminders. This is particularly relevant if childminders are to be co-ordinated by an independent body to which they are not 'accountable'. Again, the role of development workers can be important. Registration offers a method of monitoring quality. Accreditation also helps ensure quality, but further measures may be required to ensure quality of extended provision where childminders are not accredited. The Kirklees project suggested that their Quality Assurance Scheme, in which childminders have access to the same professional qualification as other settings, would lead to more inclusive working in addition to raising standards. However, it is important that schemes such as this are seen as long-lasting and as benefiting childminders themselves rather than being '*just the latest new thing we have to do*'.



- **Publicity and marketing** is essential. A new service needs to be promoted, and childminders also require support in marketing.

### 12.3.2 Linking childminders to settings and collaborative working

Linking childminders to centre-based settings can offer a number of advantages in terms of ‘wrapping around’ part-time early education places (EEPs) in a way which meets the needs of both parents and children. However, the issues involved in linking childminders with centre-based settings can be highly complex:

- **Childminders have a history of independent working** and can be reluctant to develop links with nurseries and schools. Likewise, ground-work with settings and schools is essential to promote the idea of collaborative working and encourage them to work actively with childminders.
- **Networks, link schemes and co-ordinating bodies have a vital role to play** in terms of promoting communication – whether led by an LEA, a partnership of early years providers or an independent co-ordination scheme. Evidence from the pilot projects suggests that concentrated work with settings can achieve a culture change and encourage involvement with childminders. Several settings within the pilot had begun offering venues and support for meetings and were sharing resources with childminders. The majority of these were within the maintained sector, and further work may need to be undertaken with settings in the private and voluntary sectors to encourage links with childminders. In terms of working with childminders, evidence from the Lancashire project suggests that they valued being part of a larger scheme. A co-ordinated service or link scheme has the potential to structure support mechanisms and raise the profile of childminding among parents and other settings. Childminders involved in the OPTIONS project appreciated the promotion of their services among parents and settings, as many had not advertised their services before.
- **Parity of esteem** is essential in encouraging collaborative working, and childminders must feel their professional role is recognised. In York, where childminders were encouraged to join partnerships of providers based around a school, some tensions between institutional settings and childminders were noted, and childminders felt they were not considered to be on an equal footing with other professionals. However, although not all barriers had been broken down, it was acknowledged that formal partnership meetings provided an opportunity for dialogue. Bringing childminders together with other professionals on a formal level and involving them in the decision-making process would appear to have potential in developing parity of esteem. Certainly, when setting up a project board to manage an integrated working initiative, it is essential to ensure adequate childminder representation and, where possible, include individual childminders in addition to organisations such as the NCMA and TARCA.
- **Potential competition between settings/ schools and childminders** can be a serious issue. Fears of competition were noted by the OPTIONS project, which linked childminders to part-time provision at centre-based settings. The problem is more significant where settings have extended their own provision to offer afternoon sessions ‘wrapping around’ a morning early education place. Whereas previously, childminders

would have provided much of the afternoon care, some of those interviewed felt they were being relegated to providing before and after school care only.

- Some concern was voiced by childminders over the loss of full day places where they ‘wrapped around’ part-time EEPs at centre-based settings. Childminder charging policies varied – and there is evidence that some may have been charging parents for the time during which their children were attending centre-based settings.

## CHAPTER 13 THE COSTS OF OFFERING EXTENDED PROVISION

### 13.1 Costs at the lead agency level

The number of places created by each of the five pilot authorities varied widely. At one level, it is possible to make a simple calculation of cost per place, by dividing the amount of funding received by the number of places created. However, the use of such a broad approach does not take in to account the vastly differing contexts and aims of each of the five pilot areas. For example in Ealing, although relatively few places were created using the pilot funding, this project deliberately focused on offering highly subsidised and specialised provision to a small number of very deprived families, many of whom needed care for respite purposes. In contrast, the authority-wide York project created over 1,000 new integrated places. Here, the lead agency acknowledged that there had been little use of provision for respite purposes, as care had not been subsidised and was therefore used more heavily by working parents.

It is clear that the context of the pilot projects must be taken in to account when considering the ‘cost per place created’. This section sets out, for each of the five pilot authorities:

- Amount of funding received;
- Places created; and
- Relevant background context.

#### 13.1.1 Cornwall

<b>Project details</b>	
Area context	Issues of rural isolation, income and employment deprivation, Objective 3 status, SureStart area.
Lead agency	Cornwall EYDCP
Management approach	Management partnerships between schools and providers in the voluntary, private and independent sectors. ‘Hands-on approach’ to management at EYDCP level, high levels of school involvement in management at site level.
Number of pilot sites	12
‘Potential’ extended provision places created*	182 breakfast places, 133 morning places, 256 lunch places, 206 afternoon places and 175 after-school places
<b>Funding allocated</b>	
Funding allocated	£359,000
Evaluation	£5,000
Additional bid	£64,360
<b>Total allocated</b>	<b>£428,360</b>

\* See Chapter 4 for further details

### 13.1.2 Ealing

<b>Project details</b>	
Area context	Urban context, high levels of social need and income/ employment deprivation. Culturally diverse with socially isolated groups, few parents able to afford realistic fees.
Lead agency	Ealing EYDCP
Management approach	Individual settings expanding existing sessional provision to offer an extended and integrated day. Self-management by sites, with support from EYDCP.
Number of pilot sites	3 (one with 2 sites)
'Potential' extended provision places created*	32 breakfast places, 0 morning places, 42 lunch places, 42 afternoon places and 20 after-school places
<b>Funding allocated</b>	
Funding allocated	£223,533
Evaluation	£5,000
Additional bid	£42,500
<b>Total allocated</b>	<b>£271,033</b>

\* See Chapter 4 for further details

### 13.1.3 Kirklees

<b>Project details</b>	
Area context	Sites and corresponding communities very diverse in terms of levels of deprivation, ethnic mix and geography.
Lead agency	Kirklees Metropolitan Borough Council (Early Years Service)
Management approach	Nursery schools extending part-time provision to offer an integrated day, plus voluntary/private providers 'wrapping around' own early education places (EEPs) and offering pick ups from local schools. Varied management approach – close collaboration between Kirklees Early Years Service and maintained settings. Management of private and voluntary settings more 'hands-off'.
Number of pilot sites	7 (2 funded through European Social Fund revenue funding for day care expansion)
'Potential' extended provision places created*	66 breakfast places, 84 morning places, 126 lunch places, 80 afternoon places and 98 after-school places
<b>Funding allocated</b>	
Funding allocated	£336,900
Evaluation	£5,000
Additional bid	£63,857
<b>Total allocated</b>	<b>£405,757</b>

\* See Chapter 4 for further details

### 13.1.4 Lancashire

<b>Project details</b>	
Area context	Morecambe: multiply deprived ex-tourist town, transient population. Lune Valley: affluent but isolated rural area with access problems.
Lead agency	Partnership between Poulton Community Centre, Lancashire EYDCP and Rural Childcare Project and the National Childminding Association (NCMA)
Management approach	Co-ordination scheme linking childminders to funded early education places in centre-based settings, recruitment of childminders and mobile nursery provision in isolated rural area. Shared responsibility for management.
Number of pilot sites	2 areas (potentially flexible)
'Potential' extended provision places created*	135 childminder places
<b>Funding allocated</b>	
Funding allocated	£252,378
Evaluation	£5,000
Additional bid	£44,424
<b>Total allocated</b>	<b>£323,179</b>

\* See Chapter 4 for further details

### 13.1.5 York

<b>Project details</b>	
Area context	Diverse - relatively affluent villages with low supply, some income/employment deprived inner city estates.
Lead agency	City of York Council (Early Years and Childcare Service)
Management approach	School plus one or more pre-school providers forming early years partnerships. 'Hands-on' approach to management at EYDCP and LA level, with LEA development workers to support individual partnerships.
Number of pilot sites	Authority-wide, 40 partnerships in existence March 2004
'Potential' extended provision places created*	1,248
<b>Funding</b>	
Funding allocated	£560,084
Evaluation	£5,000
Additional bid	£66,424
<b>Total allocated</b>	<b>£631,508</b>

\* Due to the size of the York project, it was not possible to conduct a full analysis of the number of places created. This figure is based on the LEA's own method of calculating places (see Chapter 4 for further details). Direct comparisons with the figures calculated for the other four pilot projects should therefore be made with care.

## **13.2 Costs at the provider level**

### **13.2.1 Running costs and cost per hour**

A number of case studies from the pilot areas are presented in the following section, providing illustrations of the running costs and cost per hour involved in offering extended provision as part of an 'integrated day'. These case studies have been developed using financial information provided by a number of settings which took part in the Wraparound Care Pilot Programme. Examples include settings in the maintained, voluntary and private sectors, and settings with a range of different circumstances – for example settings of different sizes, with varying premises arrangements and offering different types of provision.

Hourly rates charged range from around £1 per hour to around £5 per hour. The average cost per hour, assuming full take-up, was £1.87. However, not all settings were full – and many of the running costs involved in offering extended provision (particularly staffing costs) are closely related to the number of children actually present. A second calculation is therefore presented in each case study showing costs per hour based on actual take-up. Adjusting for take-up 'raises' the average cost per hour slightly to £2.33.

The figures need to be interpreted with caution, as settings have attributed costs in different ways. Many found it impossible to 'pull out' the costs of the extended provision from the general costs of running their centre. For example, some settings only listed costs which could be directly attributed to extended provision (e.g. staffing costs). Others included the percentage of overall centre running costs which they estimated could be attributed to extended provision. Two settings provided total running costs for all provision, including funded early education places (EEPs) for 3 and 4 year olds and provision for children of other ages. As a result, particular care needs to be exercised when making comparisons between case studies. In many cases, settings reported that the true costs of extended provision were hidden by the running costs of the larger provision of which it was part.

### **13.2.2 Capital setting up costs**

Capital setting up costs seemed to average around £10,000 per 'site', but amounts varied according to the extent of investment required to create provision, and whether the project was developing provision already underway or starting from scratch. Some of the pilot providers and partnerships drew in funding from a range of sources to expand the coverage of extended provision, and in the hope of supporting sustainability. The most commonly accessed sources of funding were the New Opportunities Fund (NOF), European Social Fund (ESF) revenue funding for day care expansion, Sure Start, New Deal and the Social Regeneration Budget (SRB).

Not all of the settings illustrated in the cost case studies required capital development during the set-up phase. Where set-up costs, or later capital spending, were submitted by settings as part of their financial case study, these have been listed.

### 13.3 Cost case studies

#### CASE STUDY 1 – MAINTAINED NURSERY SCHOOL

##### Background information

<b>Provider</b>	Nursery school within an early years centre.
<b>Context</b>	Area with considerable employment and income deprivation. Few parents could afford to make contributions towards the care of their children.
<b>Core (funded) early education provision</b>	9am – 11.30 am (30 sessional places plus 10 for full day children)
<b>Extended provision</b>	11.30am – 3.15pm (10 places)*
<b>Maximum hours per day</b>	9am – 3.15pm Suitable for part-time working parents
<b>Out-of-term provision</b>	None
<b>Details of provision</b>	<p>The nursery was registered for 40 children in total. It offered 30 part-time funded morning and afternoon EEPs, and 10 full-time ‘integrated’ places (9am-3.15pm). Full time children attended one funded EEP during a day (2 ½ hours) and the remainder (3 ¾ hours) was classed as extended provision. This consisted of:</p> <ul style="list-style-type: none"> <li>• Lunch provision 11.30am-12.45pm</li> <li>• Additional (unfunded) core early education session 12.45-3.15pm</li> </ul> <p>During their second ‘core’ session, full day children experienced the same provision as children receiving funded early education places during the afternoon.</p>
<b>Take up of extended provision in sample week (March 03)</b>	100% (100 of 100 places taken up)

\* 30 funded EEPs were also available for part-time children during the afternoon (12.45-3.15pm)

### Cost per hour of extended provision

<b>Running costs last financial year</b>	
Two staff (lunchtimes)	£7,800
Admin	£1,100
Learning resources	£8,400
10% of nursery staff costs	£14,200
10% of nursery running costs	£7,500
<b>Total outgoings</b>	<b>£39,000</b>
<b>Hours of extended provision (assuming full take-up)</b>	<b>7313 *</b>
<b>Cost per hour per place (all places)</b>	<b>£5.33</b>
<b>Hours of extended provision (based on actual take-up of 100% in sample week)</b>	<b>7313 **</b>
<b>Cost per hour per place (places taken up)</b>	<b>£5.33</b>

\* Based on 3 ¾ hours of extended provision, 50 places per week for 39 weeks

\*\* Based on 3 ¾ hours of extended provision, 50 places per week for 39 weeks

### Notes on calculations:

- The staffing, admin and learning resources costs relate to lunchtime provision only. As an estimate of the cost of providing for the 10 full-time children during their additional (non-funded) core session, the nursery cited 10% of overall nursery staff costs.
- The majority of running costs (premises, maintenance) were covered by the nursery as a whole, and it was not possible to distinguish the proportion of costs relating specifically to extended provision from the costs of running the nursery for part-time children. As an estimate, the nursery apportioned 10% of overall nursery running and staff costs to extended provision.

### Revenue relating to extended provision (last financial year)

Source	Amount
Parent contributions	£10,706
Wraparound care grant (DfES)	£23,742
<b>Total revenue</b>	<b>£34,448</b>
<b>Total running costs (last financial year)</b>	<b>£39,000</b>



## CASE STUDY 2 – MAINTAINED NURSERY SCHOOL

### Background information

<b>Provider</b>	Nursery school within an early years centre.
<b>Context</b>	Area with considerable employment and income deprivation. Few parents could afford to make contributions towards the care of their children.
<b>Core (funded) early education provision</b>	9am – 11.30 am (40 sessional places plus 20 for full day children)
<b>Extended provision</b>	8am - 9am (20 places)      11.30am – 5.45pm (20 places) *
<b>Maximum hours per day</b>	8am – 5.45pm Suitable for full-time working parents
<b>Out-of-term provision</b>	None
<b>Details of provision</b>	<p>The nursery was registered for 60 children in total. The setting offered 40 part-time morning and afternoon EEPs, and 20 full-time ‘integrated’ places (8am-5.45pm). Full time children attended one funded EEP session during a day (2 ½ hours) and the remainder (7 ¼ hours) was classed as extended provision. This consisted of:</p> <ul style="list-style-type: none"> <li>• Breakfast provision 8 - 9am</li> <li>• Lunch provision 11.30am - 12.45pm</li> <li>• Additional (unfunded) core early education session 12.45-3.15pm</li> <li>• After school provision 3.15-5.45pm</li> </ul> <p>During their second ‘core’ session, full-time children experienced the same provision as children receiving funded early education places during the afternoon.</p>
<b>Take up of extended provision in sample week (March 03)</b>	85% (85 of 100 places taken up)

\* 40 funded EEPs were also available for part-time children during the afternoon (12.45-3.15pm)

### Cost per hour of extended provision

<b>Running costs last financial year</b>	
Staff (breakfast, lunch, after-school)	£46,500
Admin	£1,300
Learning resources	£8,500
10% of nursery staff costs	£16,700
10% of running costs	£7,500
<b>Total outgoings</b>	<b>£80,500</b>
<b>Hours of extended provision (assuming full take-up)</b>	<b>28275 *</b>
<b>Cost per hour per place (all places)</b>	<b>£2.85</b>
<b>Hours of extended provision (based on actual take-up of 85% in sample week)</b>	<b>24034 **</b>
<b>Cost per hour per place (places taken up)</b>	<b>£3.35</b>

\* Based on 7 ¼ hours of extended provision, 100 places per week for 39 weeks

\*\* Based on 7 ¼ hours of extended provision, 85 places per week for 39 weeks (assumes take-up in sample week is representative of the full year)

### Notes on calculations:

- The staffing, admin and learning resources costs relate to breakfast, lunch and after school provision only. As an estimate of the cost of providing for the 20 full-time children during their additional (non-funded) core session, the nursery cited 10% of overall nursery staff costs.
- The majority of running costs (premises, maintenance) were covered by the nursery as a whole, and it was not possible to distinguish the proportion of costs relating specifically to extended provision from the costs of running the nursery for part-time children. As an estimate, the nursery apportioned 10% of overall nursery running and staff costs to extended provision.

### Revenue relating to extended provision (last financial year)

Source	Amount
Parent contributions	£10,102
DfES pilot funding	£35,613
<b>Total revenue</b>	<b>£45,715</b>
<b>Total running costs (last financial year)</b>	<b>£80,500</b>

### CASE STUDY 3 – MAINTAINED NURSERY SCHOOL

#### Background information

<b>Provider</b>	Nursery school, also a Centre of Early Excellence.
<b>Context</b>	Town-based provision, in an area of relative affluence.
<b>Core (funded) early education provision</b>	<ul style="list-style-type: none"> <li>• 9am – 11.30am (30 places)</li> <li>• 1pm – 3.30pm (30 places)</li> </ul>
<b>Extended provision</b>	<ul style="list-style-type: none"> <li>• Breakfast provision 8 - 9am (10 places)</li> <li>• Lunch provision 11.30am - 1pm (20 places Tue-Fri)</li> <li>• After school provision 3.30-5.30pm (10 places)</li> </ul>
<b>Maximum hours per day</b>	<ul style="list-style-type: none"> <li>• 9am – 1pm OR</li> <li>• 11.30am – 5.30pm</li> </ul> Suitable for part-time working parents.
<b>Out-of-term provision</b>	None
<b>Details of provision</b>	Children attending a part-time session were able to ‘add on’ breakfast, lunch and after school sessions to extend their day. However, they were not able to take on an additional ‘core’ session. Morning part-time children could therefore access breakfast and lunch provision, and afternoon children could ‘add on’ a lunch and after school session.
<b>Take up of extended provision in sample week (March 03)</b>	<ul style="list-style-type: none"> <li>• Breakfast 38% (19 of 50 places taken up)</li> <li>• Lunch 100% (80 of 80 places taken up)</li> <li>• After school 52% (26 of 50 places taken up)</li> </ul>

#### Set up costs relating to extended provision

Item	Cost
Equipment	£312
Parent projects e.g. toy library, baby equipment	£3,000
Learning resources/ toys	£263
Publicity	£200
<b>Total</b>	<b>£3,775</b>

#### One-off capital spend (last financial year)

Item	Cost	Source
Extension of nursery premises to enhance extended provision and other activities	£450,000	DfES pilot funding £10,000 Early Excellence £290,000 Objective 1 £35,000 SED Challenge £4,800 Devolved capital £40,000 School budget £17,000

### Cost per hour of extended provision

<b>Running costs last financial year</b>	
Staff	£13,152
Learning resources/ toys	£263
Lunches	£1,794*
<b>Total outgoings</b>	<b>£15,209</b>
<b>Hours of extended provision (assuming full take-up)</b>	<b>10,530 **</b>
<b>Cost per hour per place (all places)</b>	<b>£1.44</b>
<b>Hours of extended provision (based on actual take-up in sample week: 38% breakfast, 100% lunch, 52% after school)</b>	<b>7,449***</b>
<b>Cost per hour per place (places taken up)</b>	<b>£2.04</b>

\* £1.30 per lunch per day. Estimated cost based on 60 lunches per week for 23 weeks (2 terms)

\*\* Based on 1 hr of breakfast provision (50 places per week), 1 ½ hrs of lunch provision (80 places per week) and 2 hrs of after school provision (50 places per week) for 39 weeks.

\*\*\* Based on 1 hr of breakfast provision (19 places per week), 1 ½ hrs of lunch provision (80 places per week) and 2 hrs of after school provision (26 places per week) for 39 weeks (assumes take-up in sample week is representative of the full year)

### Notes on calculations:

Running costs relate to staffing and equipment for the breakfast, lunch and after school care only and do not include the majority of overall running costs (e.g. premises, insurance), which were paid by the nursery school as whole. The school was unable to isolate the proportion of running costs relating specifically to extended provision.

### Revenue relating to extended provision (last financial year)

Source	Amount
Parent contributions	£3,000 (ongoing).
DfES pilot funding	£11,000 (one-off)
Early Excellence	£5,152 (one-off but additional requested)
<b>Total revenue</b>	<b>£19,152</b>
<b>Total running costs (last financial year)</b>	<b>£15,209</b>

## CASE STUDY 4 – VOLUNTARY PLAYGROUP

### Background information

<b>Provider</b>	Voluntary playgroup
<b>Context</b>	Town-based provision in a disadvantaged ward. The playgroup was set up in spare classroom on site of a primary school. The setting did not provide funded early education places (EEPs). It offered extended provision to children attending the school nursery or part-time Reception, and also to children attending another local primary school within walking distance.
<b>Core (funded) early education provision</b>	<ul style="list-style-type: none"> <li>• 9am – 11.30am (at one of two local primary schools)</li> <li>• 12.45pm – 3.15pm (at one of two local primary schools)</li> </ul>
<b>Extended provision</b>	<ul style="list-style-type: none"> <li>• 8 - 9am then 11.30am – 5.30pm</li> </ul> <p>OR</p> <ul style="list-style-type: none"> <li>• 8am – 12.45pm then 3.15 – 5.30pm</li> </ul> <p>Sessions could also be used flexibly (see details of provision)</p>
<b>Maximum hours per day</b>	8am – 5.30pm Suitable for full-time working parents.
<b>Out-of-term provision</b>	None
<b>Details of provision</b>	<p>The playgroup was registered for 40 children to allow after-school care for older children (the group had access to the primary school hall during these times), but would accept a maximum of 16 under 5s during ‘school hours’.</p> <p>Sessions could be used flexibly. Available session were:</p> <ul style="list-style-type: none"> <li>• Breakfast 8 - 9am (40 places) Also open to school children</li> <li>• Am session 9 - 11.30 am (16 places)</li> <li>• Lunch 11.30am – 12.45pm (16 places)</li> <li>• Pm session 12.45 – 3.15pm (16 places)</li> <li>• After school 3.15 – 5.30pm (40 places) Open to school children</li> </ul>
<b>Take up of extended provision in sample week (March 03)</b>	<ul style="list-style-type: none"> <li>• Breakfast 26% (51 of 200 places)</li> <li>• Am session 30% (24 of 80 places)</li> <li>• Lunch 80% (64 of 80 places)</li> <li>• Pm session 43% (34 of 80 places)</li> <li>• After school 25% (49 of 200 places)</li> </ul>

### Set up costs relating to extended provision

Item	Cost
Premises	£2,660
New equipment, toys	£2,495
Publicity and open day	£270
Registration	£200
Recruitment	£155
Uniform	£230
<b>Total</b>	<b>£6,101</b>

**Note on set-up costs:**

No capital redevelopment was required. Premises costs relate to refurbishment.

**Capital costs relating to extended provision (last financial year)**

Item	Cost
Premises	£2,660
New equipment, toys	£2,495
Publicity and open day	£270
<b>Total capital costs</b>	<b>£2,375</b>

**Cost per hour of extended provision (and out-of-school care for older children)**

<b>Running costs last financial year</b>	
Staff wages (two full time and one as cover for busy periods)	£20,099
First Aid Training	£55
Inland Revenue	£4,067
Toys, equipment	£1,815
Heating, maintenance, cleaning	£539
Quality Assurance	£100
Other	£81
<b>Total running costs</b>	<b>£26,756</b>
<b>Hours of extended provision (assuming full take-up)</b>	<b>44,850*</b>
<b>Cost per hour per place (all places)</b>	<b>£0.60</b>
<b>Hours of extended provision (based on actual take-up in sample week)</b>	<b>15,064 **</b>
<b>Cost per hour per place (places taken up)</b>	<b>£1.78</b>

\* Based on 6 ¼ hrs of 'school hours' provision (80 places per week for 39 weeks) and 3 ¼ hrs of out of school provision (200 places per week for 39 weeks).

\*\* Based on 1 hr of breakfast provision (51 places per week), 2.5 hrs of am provision (24 places pw), 1 ¼ hrs of lunch provision (64 places pw), 2 ½ hrs of pm provision (34 places pw) and 2 ¼ hrs of after school provision (49 places pw) for 39 weeks - assumes take-up in sample week is representative of the full year.

**Note on costs:**

The playgroup did not pay rent to the school for premises.

**Revenue relating to extended provision (last financial year)**

Source	Amount
SureStart	£10,000 (one-off)
DfES pilot funding	£5,992 (one-off)
NOF	£3,873 (one-off)
Parent fees	£10,990 (ongoing)
<b>Total revenue</b>	<b>£30,855</b>
<b>Total running costs (last financial year)</b>	<b>£26,756</b>
<b>Total running plus capital costs (last financial year)</b>	<b>£29,131</b>

## CASE STUDY 5 – VOLUNTARY PLAYGROUP

<b>Provider</b>	Voluntary playgroup
<b>Context</b>	The playgroup rented church premises, and was registered for 40 children from 2 to 14 years.
<b>Core (funded) early education provision</b>	9am – 11.30 (playgroup or local primary school) 12.30 – 3pm (playgroup or local primary school)
<b>Extended provision</b>	<ul style="list-style-type: none"> <li>• 7.30 - 9am then 11.30am – 6pm</li> </ul> OR <ul style="list-style-type: none"> <li>• 7.30am – 12.30pm then 3pm – 6pm</li> </ul> Sessions could also be used flexibly (see details of provision)
<b>Maximum hours per day</b>	7.30am – 6pm Suitable for full-time working parents.
<b>Out-of-term provision</b>	7.30am – 6pm (20 children max. per day), 12 weeks of the year
<b>Details of provision</b>	Sessions could be used flexibly. Available sessions: <ul style="list-style-type: none"> <li>• Breakfast 7.30 - 9am (16 places) Open to children 2-14 yrs</li> <li>• Am session 9 - 11.30 am (26 places) Open to children 2-5 yrs</li> <li>• Lunch 11.30am – 12.30pm (16 places) Open to children 2-5 yrs</li> <li>• Pm session 12.30 – 3pm (26 places) Open to children 2-5 yrs</li> <li>• After school 3 – 6pm (40 places) Open to children 2-14 yrs</li> </ul>
<b>Take up of <u>all</u> provision in sample week (March 03)</b>	<ul style="list-style-type: none"> <li>• Breakfast 54% (43 of 80 places)</li> <li>• Am session 92% (120 of 130 places)</li> <li>• Lunch 66% (53 of 80 places)</li> <li>• Pm session 61% (79 of 130 places)</li> <li>• After school 46% (92 of 200 places)</li> </ul>

### Set up costs relating to extended provision

Item	Cost
Banner	£500
New equipment/ TV video, books etc	£500
Advertising for staff and interviews	£90
Safety equipment, refurbishment	£545
<b>Total</b>	<b>£1,635</b>

### Capital costs relating to extended provision (last six months, figures doubled to give yearly total)

Item	Cost
Redecoration	£880
Uniforms	£1,216
<b>Total capital costs</b>	<b>£2,096</b>

### Cost per hour of ALL provision

The playgroup were not able to separate costs relating to extended provision from costs relating to funded early education places (EEPs), or from provision for children younger than 3 or older than 4. These figures include all hours of provision, for all children (including funded EEPs for 3 and 4 year olds) and also include holiday provision of 12 weeks per year.

<b>Running costs (one financial year)*</b>	
Staff wages	£58,496
Training	£90
Consumables	£2,280
Equipment	£1,492
Rent	£5,800
Utilities	£400
Insurance	£55
Payroll	£150
Advertising	£237
Taxis	£103
Kids Club Membership	£80
<b>Total running costs</b>	<b>£69,183</b>
<b>Hours of provision (assuming full take-up)</b>	<b>69,150**</b>
<b>Cost per hour per place (all places)</b>	<b>£1.00</b>
<b>Hours of provision (based on actual take-up in sample week)</b>	<b>47,349***</b>
<b>Cost per hour per place (places taken up)</b>	<b>£1.46</b>

\* Figures provided for last six months doubled.

\*\* Based on 2.5 hours of breakfast and lunch provision (80 places per week), 5 hours of core am and pm provision (130 places pw) and 3 hours of after school provision (200 places pw) for 39 weeks plus 10.5 hours of holiday provision (100 places pw) for 12 weeks.

\*\*\* Based on 1.5 hrs of breakfast (43 places pw), 2.5 hrs of core am provision (120 places pw), 1 hr of lunch provision (53 places pw), 2.5 hrs of core pm provision (79 places pw) and 3 hours of after school provision (92 places pw) for 39 weeks plus 10.5 hours of holiday provision (100 places pw) for 12 weeks – assumes take-up during sample periods is representative of full year.



### Estimated cost per hour of extended provision

Take-up figures from a sample week in March 2003 have been used to calculate an estimate of the percentage of total hours of provision used for 'extended provision' (i.e. provision before and/or after a funded early education place for 3 and 4 year olds). Holiday provision has not been included as extended provision, since funded EEPs are offered during term-time only. Analysis of the take-up figures suggests that 13% of the hours of provision offered by this setting were used for 'extended provision'. Taking 13% of the running costs, and 13% of hours of provision gives the following:

<b>13% of total running costs (last financial year)</b>	<b>£8,994</b>
<b>Hours of extended provision (assuming full take-up)</b>	<b>8,990</b>
<b>Cost per hour per place (all places)</b>	<b>£1.00</b>
<b>Hours of extended provision (based on actual take-up in sample week)</b>	<b>6,155</b>
<b>Cost per hour per place (places taken up)</b>	<b>£1.46</b>

Note that this calculation does not allow for differences in cost per hour between types of provision – for example funded EEPs and extended provision. Thus, costs per hour for all provision and for extended provision appear in this case to be the same.

### Revenue relating to ALL provision (last six months, figures doubled to give yearly total)

<b>Source</b>	<b>Amount</b>
Fees	£47,470
Grants (Kirklees MBC)*	£42,026
Milk credit	£667
Fund raising	£500
Photos	£484
Donations	£880
<b>Total revenue</b>	<b>£92,027</b>
<b>Total running costs (one financial year)</b>	<b>£69,183</b>
<b>Total running plus capital costs (one financial year)</b>	<b>£71,279</b>

- Funded through the European Social Fund (ESF) revenue funding for day care expansion, rather than the Wraparound Pilot Programme.

## CASE STUDY 6 – PRIVATE DAY NURSERY

<b>Provider</b>	Private day nursery
<b>Context</b>	This setting was already offering full day care on the site of a primary school. The nursery extended as part of the pilot project, and doubled provision.
<b>Core (funded) early education provision</b>	9am – 11.45 (day nursery or on-site primary school) 12.15 – 3pm (day nursery or on-site primary school)
<b>Extended provision</b>	<ul style="list-style-type: none"> <li>• 7.45 - 9am then 11.45am – 6.15pm</li> </ul> OR <ul style="list-style-type: none"> <li>• 7.45am – 12.15pm then 3pm – 6.15pm</li> </ul> Sessions could also be used flexibly (see details of provision)
<b>Maximum hours per day</b>	7.45am – 6.15pm Suitable for full-time working parents.
<b>Out-of-term provision</b>	7.45am – 6.15pm (62 children max. per day) for 11 weeks of the year
<b>Details of provision</b>	52 place full day care and holiday provision for children aged two to five. Breakfast and after school care was also open to school-age children.  Sessions could be used flexibly. Available sessions: <ul style="list-style-type: none"> <li>• Breakfast 7.45 - 9am (52 places) Open to children 2-14 yrs</li> <li>• Am session 9 - 11.45 am (52 places) Open to children 2-5 yrs</li> <li>• Lunch 11.45am – 12.15pm (52 places) Open to children 2-5 yrs</li> <li>• Pm session 12.15 – 3pm (52 places) Open to children 2-5 yrs</li> <li>• After school 3 – 6.15pm (52 places) Open to children 2-14 yrs</li> </ul>
<b>Take up of <u>all</u> provision in sample week (March 03)</b>	<ul style="list-style-type: none"> <li>• Breakfast 56% (145 of 260 places)</li> <li>• Am session 75% (195 of 260 places)</li> <li>• Lunch 37% (95 of 260 places)</li> <li>• Pm session 52% (135 of 260 places)</li> <li>• After school 64% (166 of 260 places)</li> </ul>

### Set up costs relating to extended provision

Item	Cost
New build (extension to existing building)	£95,000

### Capital costs relating to ALL provision (last financial year)

Item	Cost
Improvement of outdoor area	£2,500
<b>Total capital costs</b>	<b>£2,500</b>

### Cost per hour of ALL provision

The nursery was not able to separate costs relating to extended provision from costs relating to funded EEPs, or from provision for children younger than 3 or older than 4. These figures include all hours of provision, for all children (including funded EEPs for 3 and 4 year olds) and include holiday provision of 11 weeks per year.

<b>Running costs (one financial year)</b>	
Staff wages	£72,899
Training	£1000
Staff insurance	£900
Learning resources	£40,000
Premises rates	£2,400
Insurance	£900
Payroll	£360
Accountant	£600
Advertising	£800
<b>Total running costs</b>	<b>£119,859</b>
<b>Hours of provision (assuming full take-up)</b>	<b>142,275*</b>
<b>Cost per hour per place (all places)</b>	<b>£0.84</b>
<b>Hours of provision (based on actual take-up in sample week)**</b>	<b>85,798**</b>
<b>Cost per hour per place (places taken up)</b>	<b>£1.40</b>

\* Based on 10.5 hours of provision (260 places per week) for 39 weeks plus 10.5 hours of holiday provision (310 places pw) for 11 weeks.

\*\* Based on 1.25 hrs of breakfast provision (145 places pw), 2.75 hrs of core am provision (195 places pw), 0.5 hrs of lunch provision (95 places pw), 2.75 hrs of core pm provision (135 places pw) and 3.25 hrs of after school provision (166 places pw) for 39 weeks plus 10.5 hrs of holiday provision (177 places pw) for 11 weeks (as no figures were available for take-up during the holiday periods, take-up has been estimated at 57% based on average take-up during term time). Calculations assume take-up during sample period is representative of full year.

**Estimated cost per hour of extended provision**

Take-up figures from a sample week in March 2003 have been used to calculate an estimate of the percentage of total hours of provision used for 'extended provision' (i.e. provision before and/or after a funded EEP for 3 and 4 year olds). Holiday provision has not been included as extended provision, since funded EEPs are offered during term-time only. Analysis of the take-up figures suggests that 13% of the hours of provision offered by this setting were used for 'extended provision'. Taking 13% of the running costs, and 13% of hours of provision gives the following:

<b>13% of total running costs (last financial year)</b>	<b>£15,582</b>
<b>Hours of extended provision (assuming full take-up)</b>	<b>18,496</b>
<b>Cost per hour per place (all places)</b>	<b>£0.84</b>
<b>Hours of extended provision (based on actual take-up in sample week)</b>	<b>11,124</b>
<b>Cost per hour per place (places taken up)</b>	<b>£1.40</b>

Note that this calculation does not allow for differences in cost per hour between types of provision – for example funded EEPs and extended provision. Thus, costs per hour for all provision and for extended provision appear in this case to be the same.

**Revenue relating to ALL provision (last financial year)**

<b>Source</b>	<b>Amount</b>
Revenue from parents	£130,000 (ongoing)
<b>Total revenue</b>	<b>£130,000</b>
<b>Total running costs (last financial year)</b>	<b>£119,859</b>
<b>Total running plus capital costs (last financial year)</b>	<b>£122,359</b>

**CASE STUDY 7 – CHILDMINDER INFORMATION AND DEVELOPMENT SERVICE**

<b>Provider</b>	N/A
<b>Context</b>	This childminder information and development scheme acted as a 'brokerage' service, linking registered childminders with local nurseries and pre-schools.
<b>Details of provision</b>	Parents contacting the service were told which nurseries or pre-schools had vacancies, which childminders were linked to those nurseries or pre-schools, and whether those childminders had vacancies. The database also held information on which childminders offered 'Family Link' (care for siblings), school holiday care, unsocial hours and emergency/ one off care. The scheme also offered a childcare information drop-in centre, toy library and childminder support services.
<b>Core (funded) early education provision</b>	Part-time sessions at local nurseries, pre-schools and part-time Reception classes.
<b>Extended provision</b>	At the time of the evaluation, the database held details for 49 childminders, 45 of which offered extended provision.
<b>Maximum hours per day</b>	Hours offered by childminders varied
<b>Out-of-term provision</b>	Details were held on childminders offering holiday care

**Running costs relating to information and development service (one financial year)**

<b>Budgeted running costs (one financial year)</b>	
Staff wages*	£42,095
Accommodation fees	£10,341
Management fees	£7,955
Staff training and meetings	£530
Repairs and renewals	£1,470
Cleaning	£209
Travel	£1,000
Consumables	£3,000
Postage/ printing	£670
Recruitment	£1,000
Promotional materials and advertising	£5,300
Childminder services	£1,900
Other	£1,000
<b>Total running costs</b>	<b>£76,470</b>
<b>Expected revenue (one financial year)</b>	<b>£58,174</b>

Service Co-ordinator, Information Worker, Development Worker(s), Finance Worker and Caretaker/ Steward. One further staff member (the Childcare/ Families Work Co-ordinator) is paid from Management fees budget.

Note: Since this service did not directly offer childcare, it has not been possible to calculate a cost per hour of extended provision. The costs presented relate to the planned budget for the information and development service between April 2003 and March 2004.

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