

Oldham Early Education and Childcare Sufficiency Assessment 2019/20

Education, Skills and Early Years



Oldham
Council

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1. Introduction

1.1 Purpose of the report

This report provides baseline data to assist the council in its duty to manage the local childcare market to ensure there is sufficient, high quality, flexible and affordable provision to meet the needs of parents and carers. It also provides a helpful resource for existing and potential early education and childcare providers in planning to meet the identified needs.

The data cited in the report was captured during spring 2019, and as such provides a snapshot of the position at that time. However, it should be remembered that the childcare market is fluid and termly variations in uptake rates can significantly alter the picture in terms of how well supply of childcare places meets demand. For example uptake of three and four-year-old children in schools is generally at its highest in the autumn term, although, the greatest place pressure within the private, voluntary and independent (PVI) sector is in the summer term.

Gaps identified within the report will be addressed through strategic planning in partnership with local private, voluntary and independent (PVI) sector providers and schools to meet local early education and childcare needs.

1.2 Childcare Sufficiency Duty

Under the terms of the Childcare Act 2006¹ and subsequent amendments set out in The Childcare Act 2016² and the Department for Education statutory guidance,³ local authorities are required to:

- Secure sufficient childcare, so far as is reasonably practicable, for working parents, or parents who are studying or training for employment, for children aged 0-14 (or up to 18 for disabled children)
- Secure early years provision free of charge for all three- and four-year olds and eligible two-year olds (570 hours a year over no fewer than 38 weeks of the year)
- Secure the equivalent of 30 hours free childcare available for working parents
- Publish information and provide advice and assistance to parents and prospective parents on the provision of childcare in their area

The statutory guidance states that local authorities should produce an annual sufficiency report on the availability and sufficiency of childcare in their area for elected members, and that this should also be made available to parents and early education and childcare providers.

¹ Childcare Act 2006 – Chapter 21

² Childcare Act 2016 – Chapter 5

³ Early Education and Childcare - Statutory guidance for local authorities, Department for Education, June 2018

1.3 Structure of the report

In order to gain a comprehensive picture of the childcare market in Oldham, the report is structured in three parts:

- **An assessment of early education and childcare supply and demand at ward level and Oldham wide** to identify any potential gaps in childcare sufficiency. Particular consideration is given to the capacity and take-up of places for funded two, three- and four-year olds in light of the extended entitlement for working parents
- **A Gap Analysis** with potential gaps identified throughout the assessment
- **CSA Action Plan 2019/20** to address identified or potential gaps in early education and childcare sufficiency

1.4 Methodology

Whereas school place planning is based on compulsory attendance and defined school catchment areas, early education and childcare trends can be more unpredictable. This is because families are able to choose whether or not they take up a place. They are also free to access early education and childcare wherever they wish across the borough or in other local authority areas. Therefore, whilst some choose to access close to where they live, others may prefer to take up places close to or on their commute to work. When it comes to the free early education entitlement, although most families use all the hours available to them (i.e. 15 or 30), some choose to only access part of their entitlement. This can make it difficult to accurately forecast the number of places needed.

Childcare market management is further complicated by the fact that providers can change the age profile of the places they offer without notice. For example, they may reduce the number of places for two-year-olds and provide more for three and four-year-olds. These factors make precise forecasting extremely difficult and mean that caveats must be applied to information within the Early Education and Childcare Sufficiency Assessment (CSA).

The local authority (LA) has a duty to ensure that where practicable access to early education and childcare is not a barrier to families who wish to take advantage of the employment and educational opportunities available. Some parents choose informal childcare through family and friends, but the majority of families with pre-school aged children will usually include an element of Free Early Education Entitlement and in many cases additional paid childcare.

This report provides an overview of the sufficiency of early education and childcare in Oldham using information and data from a variety of sources including:

- National statistics and policies
- Local strategic priorities
- Parent/carer and provider consultations
- Occupancy data submitted by providers
- Provider pay claims
- Oldham early education and childcare sufficiency demographic profile

1.5 National policy drivers

Local early education and childcare market management is subject to a multitude of national policies and statutory guidance relating to:

- Free Early Education Entitlement for two, three- and four-year olds
- Tax-free Childcare for children aged 0-12 years or 17 years for children with SEND
- Ofsted registration, inspection and regulation
- Qualifications and skills within the childcare workforce
- The economy e.g. Pension requirements, National Minimum Wage and National Living Wage

Regional Priorities: Greater Manchester Strategy

A focus on school-readiness is a major part of the Greater Manchester Strategy, which includes the city-region's five-year aim to exceed the national average for the proportion of children reaching a 'good level of development' at the end of reception.

A key factor in realising this vision is maintaining a sustainable mixed market of high-quality early years provision that offers choice for parents.

1.6 Local strategic priorities

The Oldham Plan 2017-22⁴ sets out a clear strategy for an Inclusive Economy, Co-operative Services and Thriving Communities by working together with residents, businesses and communities to achieve greater things and better outcomes for the borough.

The availability of accessible, good quality childcare is central to achieving this vision.

Ensuring all children are school ready by the age of five is one of three priorities within the Oldham Opportunity Area Plan 2017 – 20.

The local priorities that impact on early education and childcare market management in Oldham include:

- Get Oldham Working Programme – increasing the Oldham workforce
- Special Educational Needs and Disability (SEND) provision
- School places pressures
- Driving improvement in quality early education and childcare
- Early years and childcare workforce development – up-skilling the Oldham workforce
- The Statutory Framework for the Early Years Foundation Stage

⁴ <http://www.oldhampartnership.org.uk/the-oldham-plan/>

1.7 Progress since the 2018/19 Childcare Sufficiency Assessment

The table below provides an update on actions identified in the 2018/2019 CSA.

Sufficiency action point	Action from 2018/19 CSA Action Plan	Progress
1. Early education and childcare supply	Increase supply of early education places in Alexandra Ward.	Capital planning to create additional places through expansion in existing settings on hold pending identification of funding for building condition works.
	On-going review of 2, 3 and 4-year old free entitlement uptake at local level to ensure sufficient places are available for 100% take-up.	Termly childcare sufficiency position statements completed to enable early identification of local sufficiency hotspots.
2. Early education and childcare demand	Encourage increased uptake of the free entitlement by 3-year olds.	Uptake rate has fallen from 98.3% in spring 2018 to 97.1% in spring 2019. To be kept under review with targeted outreach through established parent engagement commissions.
	Engage with families who have English as an additional language (EAL) and particularly those from Eastern Europe to understand and address barriers to free entitlement uptake.	Gateway to Eastern European community established via Community Cohesion Team. Targeted outreach through community events and drop-ins has seen increased engagement.
3. 30 hours sufficiency	Analyse uptake of the 30-hours entitlement and conduct a follow-up survey with parents to assess the ease with which parents have been able to find a place that meets their needs.	Uptake increased term on term, reaching 1614 during summer term 2018 (93% of the local estimate of eligible parents). Responses to parent survey show the most significant factors reported as impacting on uptake are the online eligibility checking system and reconfirmation process.
	Facilitate local place-planning hubs in areas where the delivery offer from early education and childcare providers may not meet parental demand.	No progress. To date the supply of 30 hours places meets demand.

Sufficiency action point	Action from 2018/19 CSA Action Plan	Progress
	Continue the borough-wide marketing campaign to raise awareness of the 30 hours entitlement for working parents.	Successful local 30 hours campaign included bus and supermarket adverts and use of DfE Communications toolkit, including social media messaging.
4. Early education and childcare supply	Monitor the areas where schools are expanding to ensure there are sufficient out of school and holiday care places to meet the needs of parents of children aged 5 – 14.	Monitoring of provision in schools for 2, 3 and 4-year olds is ongoing. Review of school-aged provision and associated action deferred to 2019/20 CSA Action Plan.
5. Early education and childcare information	Schools to update staff qualification information on the Servelec Synergy database so that the validity of the workforce data for schools can be verified in line with the Early Years National Funding formula quality supplement.	. Carried forward to 2019/20 CSA Action Plan.
6. Inclusive provision	Conduct further research with parents/carers to better understand the early education and childcare needs of families of children with SEND Undertake focus groups and in-depth interviews with parents of children with SEND to identify any specific gaps.	Worked with SEND Information, Advice, Support Service (SENDIAS) parent carer forum to canvas parent views on childcare. EY Provision Officer planning regular attendance at drop-in sessions to maintain open channel of communication to ensure the needs of parents of children with SEND are factored into place planning and remain current.
	Establish an early education and childcare sufficiency SEND reference group with a representative of parents and professionals to implement the action plan	Action not being progressed. Existing SEND forums will be used in order to avoid duplication and maximise impact.
	Carry out face to face interviews and an online survey with childcare providers to assess how well provision meets the needs of families of children with SEND	102 responses to provider survey were received. Comprehensive data collected provides an overview of the volume and scope of additional needs being served in Oldham settings, a self-assessment of provider training needs, and their perceptions of how effectively different agencies are working together around

Sufficiency action point	Action from 2018/19 CSA Action Plan	Progress
		the child. Key findings will inform service planning priorities in 2019/20.
	Provide a tailored package of 1:1 support for practitioners from all sectors to increase uptake of 30 hours free childcare by children with SEND.	During the summer term 19 schools and settings participated in a programme of SEND support provided under a commission with Achievement for All. Further work to be commissioned during 2019/20 as part of Opportunity Area programme.
7. Business sustainability	Provide a tailored programme of targeted 1:1 support for schools to explore sustainable delivery models	A programme of support for schools was commissioned using resources from the DfE 30 hours Delivery Support Fund. Very positive feedback received from participants is reflected in a 21% increase in the number of schools providing the extended entitlement.
	Conduct business health checks with PVI providers to assess business sustainability - design a targeted support package based on the outcome of the business health checks.	On hold due to capacity issues within Early Years Funding team emanating from the system demands of 30 hours policy. Deferred to 2019/20 Action Plan.
	The impact of the national living wage and national minimum wage on early education and childcare business sustainability to be kept under review	On hold due to capacity issues within Early Years Funding team emanating from the system demands of 30 hours policy. Deferred to 2019/20 Action Plan.

2. Assessing the supply and demand for early education and childcare in Oldham

In assessing the **supply** of early education and childcare in Oldham, the following benchmarks of sufficiency are used as good practice based on statutory guidance issued by the DfE (2018)⁵:

- There should be a sufficient **range** of provision, with the balance between the various types of early years and childcare provision appropriate to meet the needs of parents
- **Sufficient places overall** – enough places to meet the needs of working parents or those who are training for children aged 0-14 years old and children with SEND up to the age of 18 years, and enough places to allow eligible children aged two, three and four to take up their offer of free early education, even where parents are not working or training
- Early education and childcare places should be of **high quality**, reflecting judgements made by Ofsted that indicate a setting's quality rating and actions for improvement
- Places should be sufficiently **accessible**, so that parents do not have to travel too far out of their way to access early education and childcare
- Childcare places should be sufficiently **affordable**
- There should be sufficient **flexibility**, with places being available at the right times and the right sessions to fit in with standard and 'atypical' working patterns
- Early education and childcare settings should be sufficiently **inclusive** and meet **particular needs**
- Early education and childcare settings should be sufficiently **sustainable**
- There should be sufficient **knowledge and information** about the supply and quality of places and how to access them

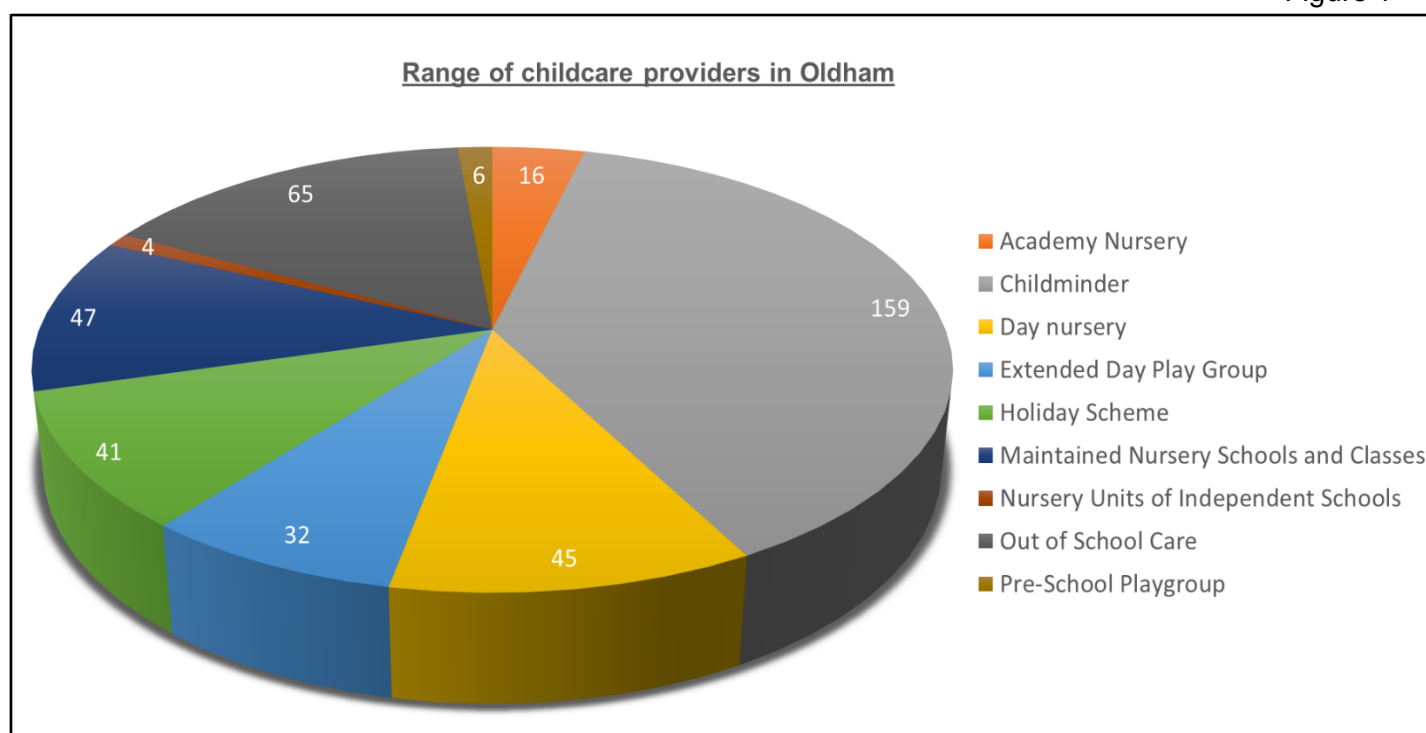
Assessing the **demand** for early education and childcare takes into consideration many factors including:

- Analysis of occupancy and vacancy data supplied by providers
- Understanding the demographics of local communities in order to assess current childcare needs and whether or not they are likely to need childcare in the future (See supporting document – Oldham Early Education and Childcare Sufficiency Assessment demographic profile)
- Gaining the views of parents and carers about their needs, and where they don't use formal childcare, whether they are likely to so do in the future and any barriers they face to them accessing it.

⁵ [DfE Early Education and Childcare - Statutory guidance for local authorities, June 2018](#)

2.1 Range of provision in Oldham

Figure 1



Source: Servelec Synergy database February 2019

There are currently 415 registered early education and childcare providers within the Private, Voluntary and Independent (PVI) sector and schools with nursery classes that are included within the assessment of early years and childcare provision in Oldham.

There is a wide range of provision across Oldham to offer parents and carers a flexible choice to meet their individual needs. The range of provision available is detailed below:

Full day care for 0-5-year olds (available 52 weeks of the year, up to 10.5 hours per day)

- Childminders
- Day nurseries

Free Early Education Entitlement for two, three- and four-year olds

- Childminders
- Day nurseries
- Two-year-old units in schools and academies
- Extended day playgroups (operate over three hours a day)
- Pre-school playgroups (operate three hours a day)
- Maintained nursery schools and classes
- Academy nursery
- Independent nursery class

Wraparound care for school aged children (available before and after school, and during school holidays)

- Childminders
- Out of school care
- Holiday scheme

2.2 Early education and childcare places by ward and provider type – all provision

Figure 2

Ward/District	0-4 places											5-14 places					
	0-4 population	Childminder	Day nursery	Extended day playgroup	Preschool playgroup	School two year old unit	Maintained nursery class	Academy nursery	Independent nursery class	Total places	% Places per 100 children *	5-14 population	Childminder	Out of school care	Holiday scheme	Total places	% Places per 100 children **
Chadderton Central	671	9	153	30	24	0	109	0	0	325	48%	1,504	48	179	89	316	21%
Chadderton North	772	6	132	50	0	0	120	0	42	350	45%	1,582	61	36	24	121	8%
Chadderton South	707	24	110	24	0	0	230	0	0	388	55%	1,308	44	212	82	338	26%
Chadderton	2,150	39	395	104	24	0	459	0	42	1,063	49%	4,394	153	427	195	775	18%
Alexandra	1,418	6	24	49	0	16	104	26	0	225	16%	2,565	29	24	24	77	3%
St James	1,094	9	212	22	0	22	168	164	0	597	55%	1,866	16	148	142	306	16%
St Marys	1,476	0	260	90	0	12	202	68	0	632	43%	2,900	0	45	117	162	6%
Waterhead	1,109	7	149	80	0	0	104	40	0	380	34%	1,936	4	134	121	259	13%
East Oldham	5,097	22	645	241	0	50	578	298	0	1,834	36%	9,267	49	351	404	804	9%
Failsworth East	504	45	50	0	64	0	104	0	0	263	52%	1,076	51	178	160	389	36%
Failsworth West	614	51	92	36	0	0	216	0	0	395	64%	1,138	77	100	0	177	16%
Hollinwood	976	6	0	58	0	16	125	104	0	309	32%	1,901	43	64	32	139	7%
Failsworth & Hollinwood	2,094	102	142	94	64	16	445	104	0	967	46%	4,115	171	342	192	705	17%
Crompton	525	12	127	40	0	0	156	0	0	335	64%	1,080	58	149	43	250	23%
Royton North	481	19	121	92	20	0	153	0	0	405	84%	1,079	55	150	100	305	28%
Royton South	560	12	0	72	0	0	78	0	0	162	29%	1,157	21	105	119	245	21%
Shaw	608	6	93	104	0	0	0	0	26	229	38%	1,103	27	169	77	273	25%
Royton, Shaw & Crompton	2,174	49	341	308	20	0	387	0	26	1,131	52%	4,419	161	573	339	1,073	24%
Saddleworth North	438	6	266	44	0	0	26	0	0	342	78%	1,009	11	165	100	276	27%
Saddleworth South	466	18	24	42	0	4	40	0	0	128	27%	1,066	22	240	16	278	26%
Saddleworth West and Lees	588	24	99	36	26	0	156	0	0	341	58%	1,156	51	207	45	303	26%
Saddleworth & Lees	1,492	48	389	122	26	4	222	0	0	811	54%	3,231	84	612	161	857	27%
Coldhurst	1,318	0	249	91	0	12	39	113	40	544	41%	2,432	5	50	50	105	4%
Medlock Vale	1,276	45	123	36	16	0	116	78	0	414	32%	2,450	56	20	0	76	3%
Werneth	1,329	0	92	111	0	12	104	99	43	461	35%	2,591	12	52	52	116	4%
West Oldham	3,923	45	464	238	16	24	259	290	83	1,419	36%	7,473	73	122	102	297	4%
Oldham	16,930	305	2,376	1,107	150	94	2,350	692	151	7,225	43%	32,899	691	2,427	1,393	4,511	14%

Sources: ONS Mid-2017 Population Estimates; Early Years and Childcare FTE Occupancy Calculator January 19; School Census January 19; 2, 3/4 YO Sufficiency Update Spring 19; Servelec database February 2019

Key: * 0-39% 40-49% 50% and over

** 0-9% 10-19% 20% and over

For out of school provision for 5-14-year olds, the areas indicated in red have characteristics such as a higher proportion of unemployment or BME families. Trends show that families in these areas are more likely to use informal childcare or extra-curricular activities rather than formal childcare.

For secondary school aged children, the need for formal childcare is relatively uncommon. The type of childcare commonly used tends to be informal childcare through relatives and friends, or no childcare if the parent judges the child aged over 12 mature enough to be left alone for a short period of time⁶. Two secondary schools offer breakfast club provision for their pupils.

2.3 Free Early Education Entitlement places

Figure 3

Ward/District	Two year old entitlement		Three and four year old entitlement			
	Number of children eligible for two year old entitlement	Sufficiency of two year old places RAG rating	Number of children eligible for universal 15 hours	Sufficiency of universal entitlement places RAG rating	Of the universal population the number of children eligible for extended 15 hours	Sufficiency of extended entitlement places RAG rating*
Chadderton Central	55	51	179	76	107	34
Chadderton North	78	19	189	64	97	8
Chadderton South	77	-16	144	189	94	55
Chadderton	210	54	512	329	298	97
Alexandra	215	-158	510	-342	114	-70
St James	127	9	273	188	129	106
St Marys	227	-41	416	56	66	93
Waterhead	142	-22	355	-95	124	-39
East Oldham	711	-212	1554	-193	433	90
Failsworth East	45	38	118	62	68	33
Failsworth West	67	28	156	144	87	48
Hollinwood	135	-77	274	7	103	-55
Failsworth and Hollinwood	247	-11	548	213	258	26
Crompton	36	18	119	162	74	104
Shaw	70	14	156	-11	80	27
Crompton and Shaw	106	32	275	151	154	131
Royton North	32	46	88	241	73	158
Royton South	35	-5	156	-24	80	-11
Royton	67	41	244	217	153	147
Saddleworth North	17	98	105	122	70	147
Saddleworth South	14	17	92	5	72	0
Saddleworth W and L	31	54	107	155	95	57
Saddleworth and Lees	62	169	304	282	237	204
Coldhurst	210	-64	410	-12	40	139
Medlock Vale	171	-19	428	-65	117	36
Werneth	171	-58	394	-46	51	30
West Oldham	552	-141	1232	-123	208	205
Oldham	1955	-65	4669	876	1740	900

Source: FTE Occupancy Calculator January 19, DWP November 18, UC November 18, ONS MYE Population 2017, School Census October 18, ONS census 2011 apportioned to ward *Note: This takes account only of providers that are delivering the extended entitlement.

*30-hour uptake reached 1614 during summer term 2018. The eligible number of children has therefore been revised from the DfE estimate (used in the 2018/19 CSA) to 1740 based on local estimates.

Key: ■ Indicative shortfall greater than 30 places ■ Indicative shortfall between 0-29 places ■ No shortfall in places

⁶ <https://www.gov.uk/law-on-leaving-your-child-home-alone>

The table shows the number of children in Oldham who are eligible for a Free Early Education Entitlement place and the number of early education places available in each ward. Places in reception classes have not been included as these are assessed as part of the Council's school place planning strategy.

In both tables, the wards highlighted in red indicate a low density of provision and a projected shortfall in places if all eligible children were to take up their free entitlement places. The amber RAG rating has been applied where the projected shortfall is at a level where it may be feasible to find additional capacity by existing settings adopting different delivery models. E.g. changes to opening hours or age profiles.

Evidence shows that parents access provision across ward boundaries and not always in the ward where they live. Therefore, an indication of a shortfall within a given ward does not always indicate a need to create additional places as parents may be choosing to access within other areas for convenience, including out of the borough.

Note re supply of places for 3- and 4-year olds

Settings were asked to indicate the number of 15-hour universal entitlement places and the number of extended 30-hour places in their current business model. This is reflected in the table above (figure 3). However, in response to demand, providers may at any time translate places earmarked for 30 hours to universal 15-hour places.

National Early Years Census data for 2018, the take up for the 15 hours free early education entitlement for three- and four-year olds in Oldham (98%) is above the national average (94%)⁷. 94% of three-year olds and 101% of four years olds were accessing the entitlement at that time.

2.3.1 Sufficiency action point 1: Early education and childcare supply

- The data indicates that Alexandra, Waterhead, Hollinwood, Coldhurst, Werneth and Medlock vale ward has insufficient early education places for eligible children to access their Free Early Education Entitlement. Early education places that will service families within this area will be the priority for 2019/20.
- Continue to review two, three and four-year-old free entitlement uptake at local level to ensure sufficient places are available for 100% take-up.

2.3.2 Sufficiency action point 2: Early education and childcare demand

- Encourage increased uptake of the free entitlement by three-year olds through targeted outreach under established parent engagement commissions.
- Monitor uptake of free early education entitlements by families with English as an additional language (EAL) and particularly those from Eastern Europe, working with partner agencies to raise awareness and facilitate pathways.

⁷ Statistics on early years provision for children under 5 years in England, DfE main tables ref. January 2018 <https://www.gov.uk/government/statistics/education-provision-children-under-5-years-of-age-january-2018>

2.4. 30 hours free childcare for three- and four-year olds

2.4.1 LA childcare sufficiency duty/market management

87% of providers eligible to receive early education funding in Oldham (194) were delivering the extended entitlement by the spring term 2019, compared to 48% in autumn 2017.

Delivery by sector:

Figure 4

Provider category	Autumn Term 2017		Spring Term 2019	
	Total providers	Delivering 30 hours	Total providers	Delivering 30 hours
Day nursery	43	37 (86%)	44	44 (100%)
Pre-school-playgroup	37	21 (57%)	36	32 (89%)
Childminder (on the EY directory)	80	25 (31%)	77	75 (97%)
Maintained/academy nursery class	63	24 (38%)	63	39 (62%)
Independent school	4	3 (75%)	4	4 (100%)
Total	227	110 (48%)	224	194 (87%)

Source: Servelec Synergy database February 2019

Childcare market data indicates that overall across Oldham the supply of places is sufficient to meet projected demand.

DfE experimental statistics released in March 2019 show the number of children in 30 hours places nationally was equal to 92% of the eligibility codes issued to parents for the autumn term. For Oldham the figure was 97%⁸, thereby supporting the notion that all parents who wanted a 30 hours place were able to find one.

2.4.2 Consultation with parents and providers

At the time of writing, a local survey to ascertain parents' views of 30 hours after the first five terms is ongoing. However, drawing on the findings of the most recent national research⁹ we would anticipate the following themes to be prominent:

- Parents are most likely to have heard about the 30 hours by word of mouth
- The majority of parents are aware that providers can charge for extra services, such as meals, consumables, and special lessons or activities.
- Parents are aware that children can receive their hours from one or more childcare providers
- 30 hours has given parents more flexibility in terms of the number of hours they could work

⁸ This includes out of borough children accessing a place in an Oldham setting.

⁹ Childcare and Early Years Survey of Parents in England, 2018

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/766498/Childcare_and_Early_Years_Survey_of_Parents_in_England_2018.pdf

- For the great majority of children receiving 30 hours, parents feel the offer is making their child better prepared for school

2.4.3 Sufficiency action point 3: 30 hours sufficiency

- Continue to monitor the impact of the expansion of 30 hours places on the availability of universal three and -year-old and two-year-old free entitlement places, taking action to mitigate.
- Analyse responses to 30 hours parent survey and draw up action plan as necessary.

2.5 Education Provision in Oldham

The general population in the borough has increased in the last five years. For schools it means the number of children needing a school place at the start of the academic year is also increasing. In year transfers have also increased year on year since 2013. This is largely due to additional housing and the number of children and young people moving in to the borough from abroad. More families are moving in to council owned and private rented housing in two of the six planning areas; East Oldham and West Oldham.

Inward migration has created additional demand for school places, particularly in the primary sector which is now moving through to the secondary sector. The majority of new arrivals are from Eastern Europe and families often arrive in Oldham when their children are aged seven, meaning that they have missed significant amounts of their early year's foundation stage education.

There has also been a shift in some planning areas where new generations of families are either moving to a new house into another planning area or wanting their children to go to school in another planning area.

An example of this is demand in West Oldham decreasing year on year and the families moving to the planning area next to it, Chadderton, so demand there is now increasing.

Total primary aged mainstream pupils at January Census 2017 was 24, 066. This figure had risen to 24, 258 in January 2018 Census, an increase of 1% in 12 months. There are surplus places in reception and year one due to a primary expansion programme which has taken place over recent years. There are less places in year two, three, four, five and six throughout the borough.

In January 2019, there were 2.4% surplus places in the primary sector and 2.1% surplus places in the secondary sector.

Oldham has a robust population forecasting model in place which takes into account births, new housing, cross boarder movement and new arrivals (ten-year birth rate projection). Schools in many planning areas have expanded to address demand based on pupil number forecasts.

There is forecasted pressure in East Oldham and Chadderton. Expansion of Oasis Academy Clarksfield has been agreed to a three-form entry from September 2019. A further one-form-

entry in East Oldham and one-form-entry in Chadderton will be needed therefore, an options appraisal is currently underway.

Northmoor Academy in West Oldham is within a reasonable distance of East Oldham and Chadderton and has increased their planned admission number by 120 places. These additional places have been created across all year groups in September 2018 to satisfy some of the demand and shortfall from East Oldham and Chadderton.

The forecasted pressure in Saddleworth and Lees has been addressed by a new build at Greenfield Primary School that will increase the school to a two-form-entry. This will be completed by September 2019.

The school place pressure hit the secondary sector in September 2017 and pupil projections are showing that two new secondary schools will be needed in 2020 (a ten-form entry) and another in 2022 (an eight-form entry).

Oldham Council created an additional 120 year seven places in 2017 in the former UTC building in Central Oldham. This is a temporary situation until Oasis Academy Leesbrook is built. The school will open in September 2020 creating 1500 places (ten-form entry).

The LA are currently working with an academy sponsor who is submitting an application in the wave 13 free school application process (eight-form entry).

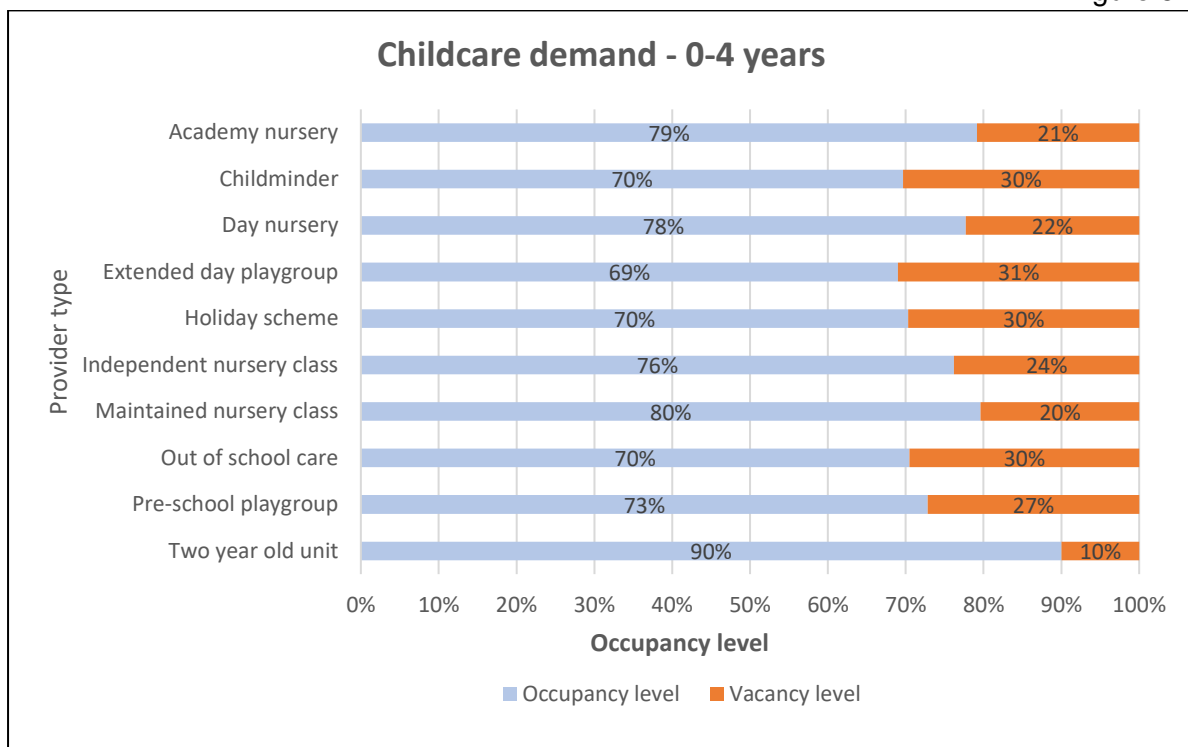
A further five secondary schools have expanded, Oasis Academy Leesbrook (30 places), The Oldham Academy North (70 places), Oasis Academy (30 places), North Chadderton (30 places) and Crompton House (112 places) creating an additional 272 places for September 2019.

2.5.1 Sufficiency action point 4: Early education and childcare supply

- Review supply relative to demand for out of school and holiday childcare provision for children aged 5-14.

2.6 Early education and childcare demand

Figure 5



Source: Servelec Synergy database February 2019, Early Years and Childcare FTE Occupancy Calculator January 2019, School Census January 2019

In February 2019 there were 7,336 early education and childcare places available for children aged 0-4 years and 4,511 places available for children aged 5-14 years across Oldham.

Demand for early education and childcare places fluctuates by term, child age and sector, but there are predictable trends as follows.

Figure 6

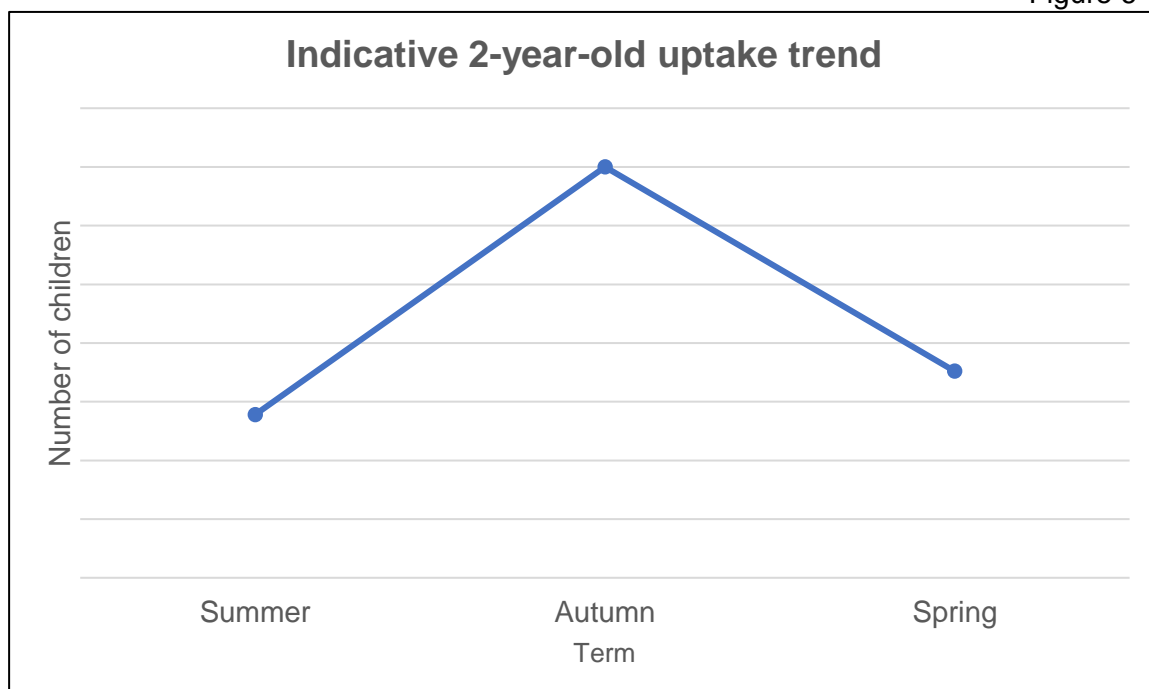
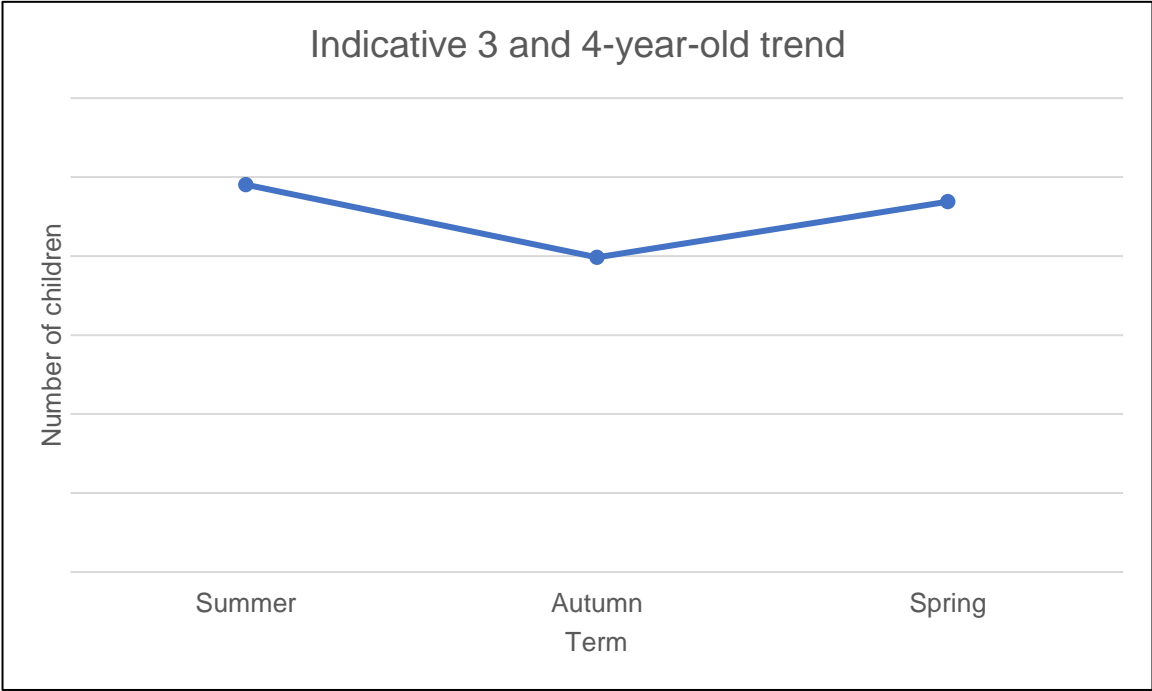


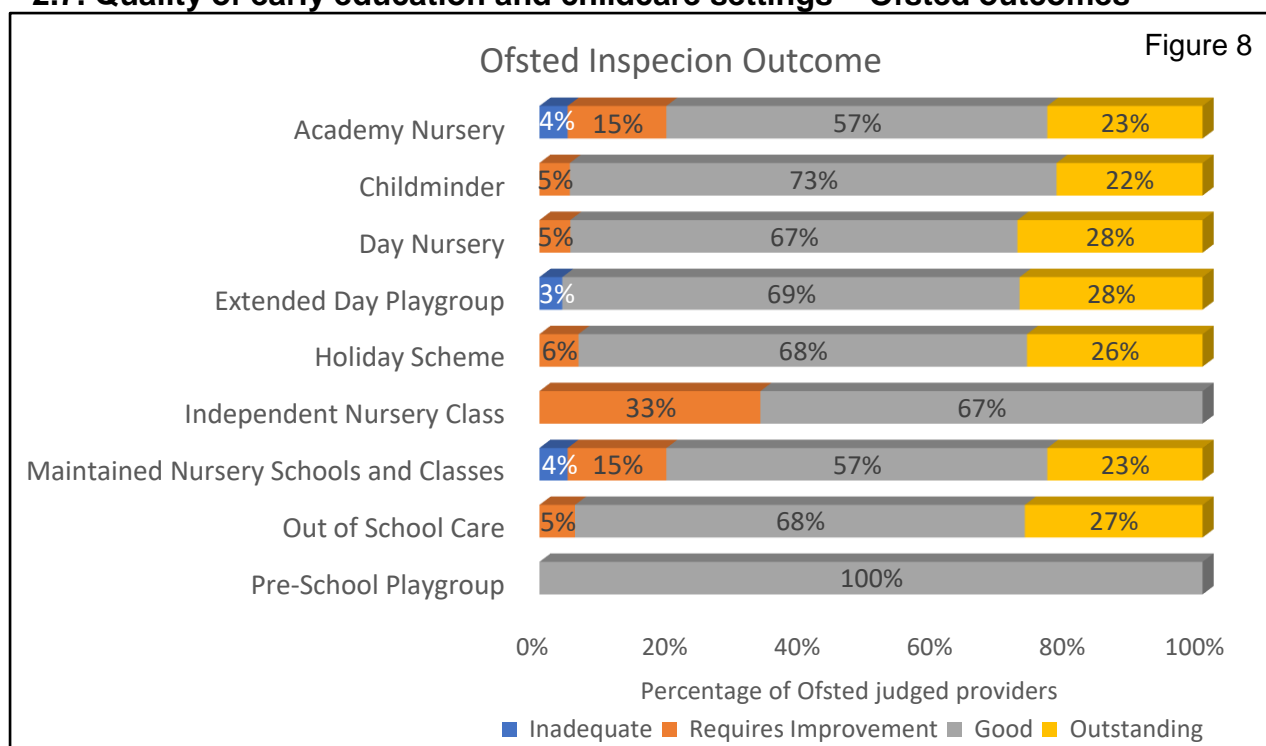
Figure 7



Demand for particular types of early education and childcare varies across all wards in Oldham. For three-and-four-year olds the highest occupancy is within school-based provision and settings that offer full time care for working parents.

The take up of two-year-old places is generally at its highest during the autumn term. Demand is dependent on many factors such as the demographic profile of the area and individual early education and childcare needs.

2.7. Quality of early education and childcare settings – Ofsted outcomes



Source: Servelec Synergy database February 2019

Overall quality of early education and childcare provision in Oldham is good, however there has been a slight decrease in providers achieving good or outstanding compared to last year (95%). In February 2019, 69% of all early education and childcare providers in Oldham were rated 'good' and 24% were rated as 'outstanding' (93% combined). 6% of providers were rated as 'requires improvement' and a further 1% rated as 'inadequate'. This picture changes constantly due to the timetable of Ofsted inspections.

Providers not included in the above percentages are those registered with Ofsted but awaiting their first full Ofsted inspection (19% of providers). Of the 19%, 6% have a 'Met' (6%) or 'Not met' with actions¹⁰ (1%), 'No judgement' (1%) and 'Inspection not recorded' (11%).

The aim in Oldham is to continue to work with Ofsted, the early years and childcare sector and voluntary organisations to raise standards and drive improvement in quality and continue to embed the Right Start Model with its evidence-based assessment tools and interventions.

To do this, Oldham Council's Central Early Years Team is focusing on the following key areas; building capacity for quality improvement, improving leadership and developing the workforce by:

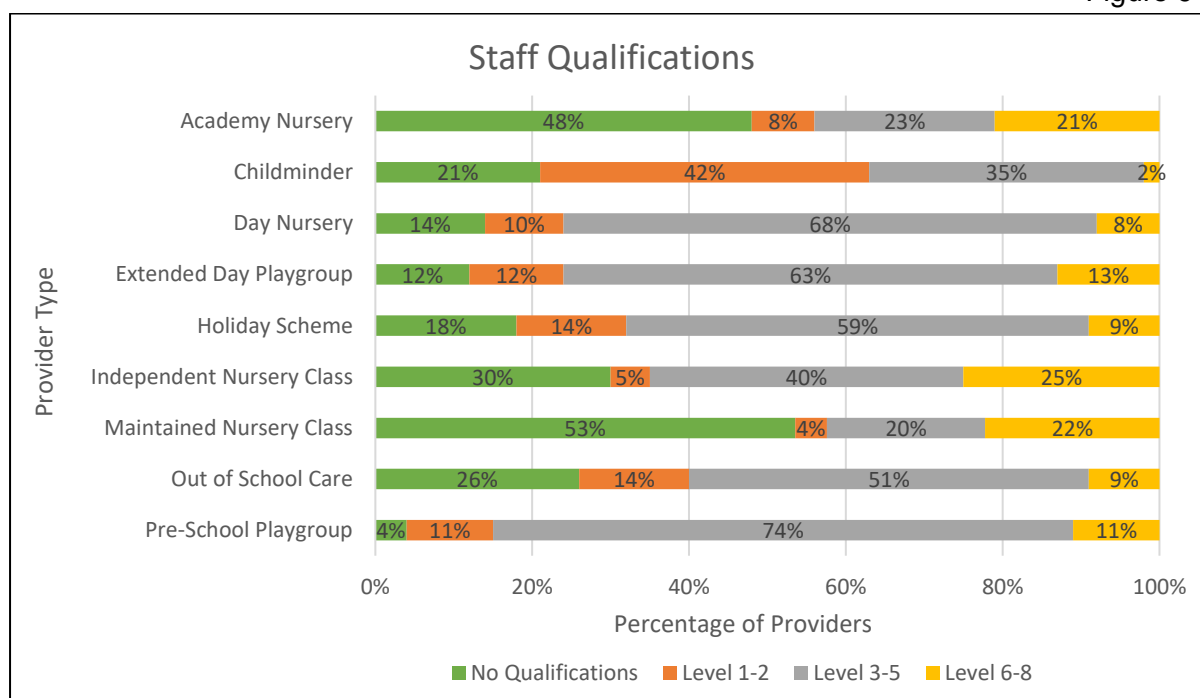
- Providing advice, guidance and training for early education providers, in line with revised duties under the Statutory Guidance for two, three and four-year-old early education and childcare.

¹⁰Met' and 'Not met' (with actions) judgements are given where no children in the Early Years age range (0-5 years old) are present within the setting at the time of the inspection.

- Continuing to adopt a robust approach to the implementation and use of the early education entitlement funding to drive up quality and standards across the early years sector. This includes prioritising funding to those early year's providers judged to be providing 'good' and 'outstanding' early education and care in line with the DfE requirements.
- Providing targeted challenge and support for those providers rated less than 'good' by Ofsted
- Providing targeted support for those providers due inspection and awaiting first inspection
- Contributing to Oldham's strategic ambition to 'grow the market' of peer to peer support enabling providers to develop strategic capacity to support others by developing systematic leadership for early years, and harnessing the potential in early education settings for supporting improvement across the sector

2.8. Quality of early education and childcare settings – Early Years and Childcare Workforce

Figure 9



Source: Servelec Synergy database February 2019

In the Spring term of 2019, there were 1,746 practitioners reported to be working within the PVI sector across Oldham.

Of these, 1,194 practitioners (68%) were reported to have a recognised level 3 qualification or higher in early years. Group settings (day nursery, extended day playgroup and pre-school playgroup) have more staff with qualifications higher than level 3 (79%) whereas childminders have the lowest (37%). Childminders are not required to have a level 3 qualification although the LA promotes this as a good practice.

This could be as a result of some childminders only offering before and after school and holiday care services for school age children rather than early years provision.

The data indicates that schools have a large proportion of early years practitioners with no early year's qualifications. There may be two reasons for this:

- The data held by Oldham Council is based on self-reporting by individual settings and may not accurately reflect the qualifications held by staff in schools.
- A large proportion of practitioners working in the early years' sector within schools may hold a qualification that is not early years specific.

2.8.1 Sufficiency action point 5: Early education and childcare information

- Establish a comprehensive database of staff qualification in early years settings across the borough.
- Establish links with higher education providers to encourage focus on locally identified training needs.

2.8.2 Oldham Council Early Years and Childcare Workforce Development

Oldham Council continues to support the professional development of practitioners working with young children aged 0-8 years and their families to support early education and improved outcomes for children and families.

Key areas of work include:

- Offering courses and learning networks that support the statutory requirements of the early years and childcare sector such as safeguarding, British values and Prevent, safer recruitment and paediatric first aid
- Training practitioners across the borough to support the delivery of Oldham's Right Start Programme with a focus on improving outcomes for children's speech, language and communication, and social and emotional development
- Embedding Oldham's Right Start Programme to ensure early identification of need and access to appropriate and timely support and intervention, through the delivery of evidence-based assessment tools and interventions e.g. Ages and Stages 3, WellComm, REAL
- Offering a SEND programme to meet emerging requirements and to continue to support the implementation of Oldham's ways of working for the PVI sector
- Building capacity for a self-improving system in early years through system leadership to drive improvement. This includes mainstreaming a Mentoring Programme for childminders and developing a Leading Early Years Practitioner Programme
- Commissioning training and support for providers due to Ofsted inspection
- Commissioning new courses to meet emerging requirements and area for further development
- Comprehensive training programme delivered through the Opportunity Area programme

2.8.3 Oldham Council Get Oldham Working Programme (GOW)

The Get Oldham Working (GOW) Programme has already made a significant impact on employment in the Borough. It brings together a wide range of stakeholders to prepare and assist unemployed Oldham residents for work and to encourage businesses to invest in Oldham and create employment opportunities. The GOW programme is working with over 500 employers with access to a talent pool of residents who can start to be matched with those opportunities where the offer is for a job, an apprentice, traineeship or work experience and has filled over 7,500 opportunities with Oldham residents since its inauguration in 2013.

The 'Invest in Oldham' programme could lead to increased demand for early education and childcare provision as it further encourages economic development. The Economy and Skills team continues to work in partnership with a number of new and existing early education and childcare providers and offer business support and employment support leading to new jobs and apprenticeships being created.

The services on offer to support early education and childcare businesses include a tailored one to one support package through "Skills support for the unemployed" for Oldham residents who are unemployed, a Career Advancement Service to assist Oldham residents in current employment, with further up-skilling and career progression opportunities and a National Career Service offer to provide independent career management for Oldham residents to be able to take ownership for their future careers.

If any employer or resident requires assistance, they can contact the team on 0161 770 4674 or email: employability@oldham.gov.uk

The Growth Company drives forward business, economic, personal and professional development within communities by boosting employment, skills, investment and enterprise for the benefit of all. Visit <http://www.growthco.uk/> for information and to find out more about business start-up support.

2.9 Accessibility of early education and childcare settings

Figure 10

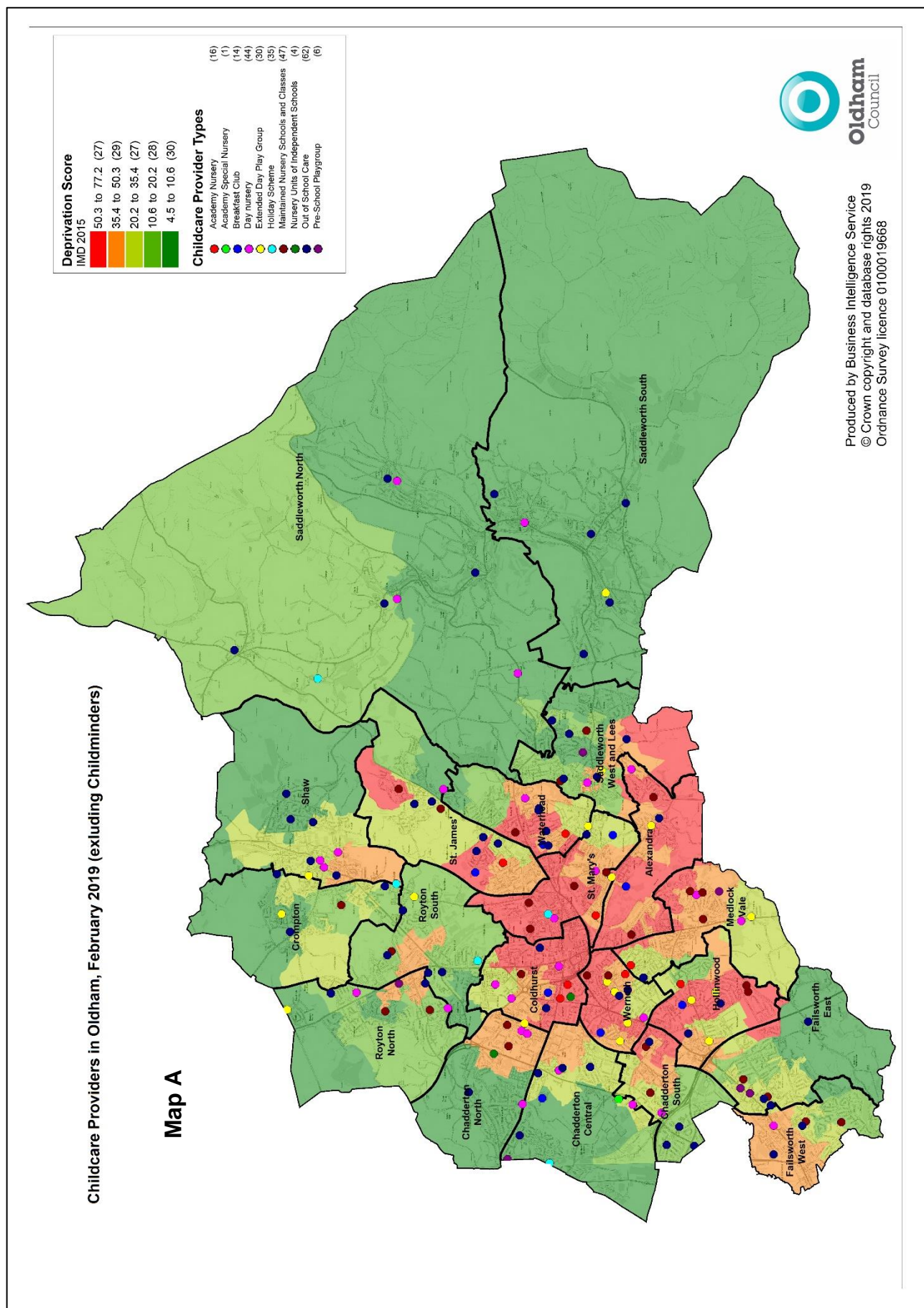
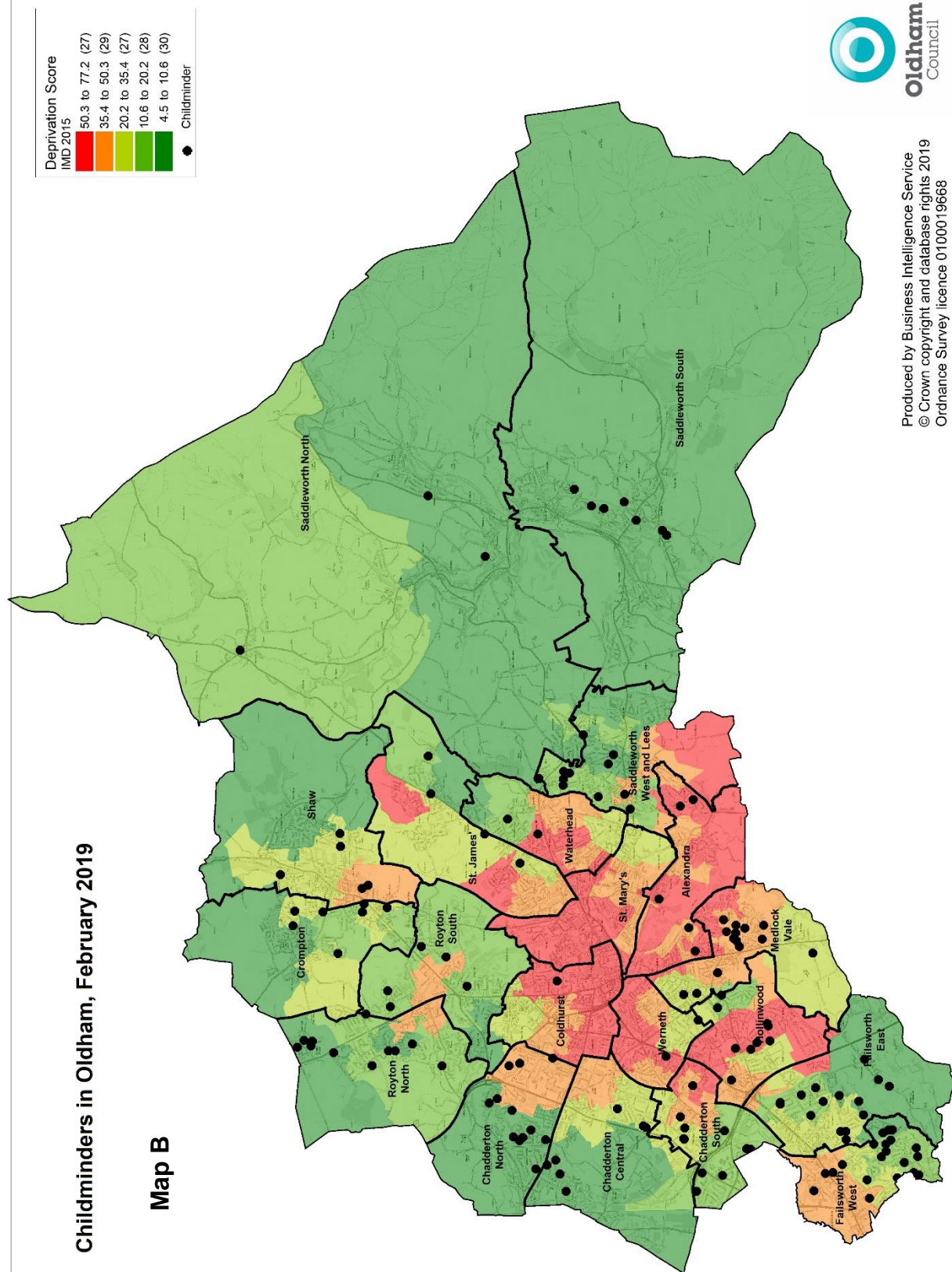


Figure 11



These two maps show the distribution of early education and childcare provision across Oldham.

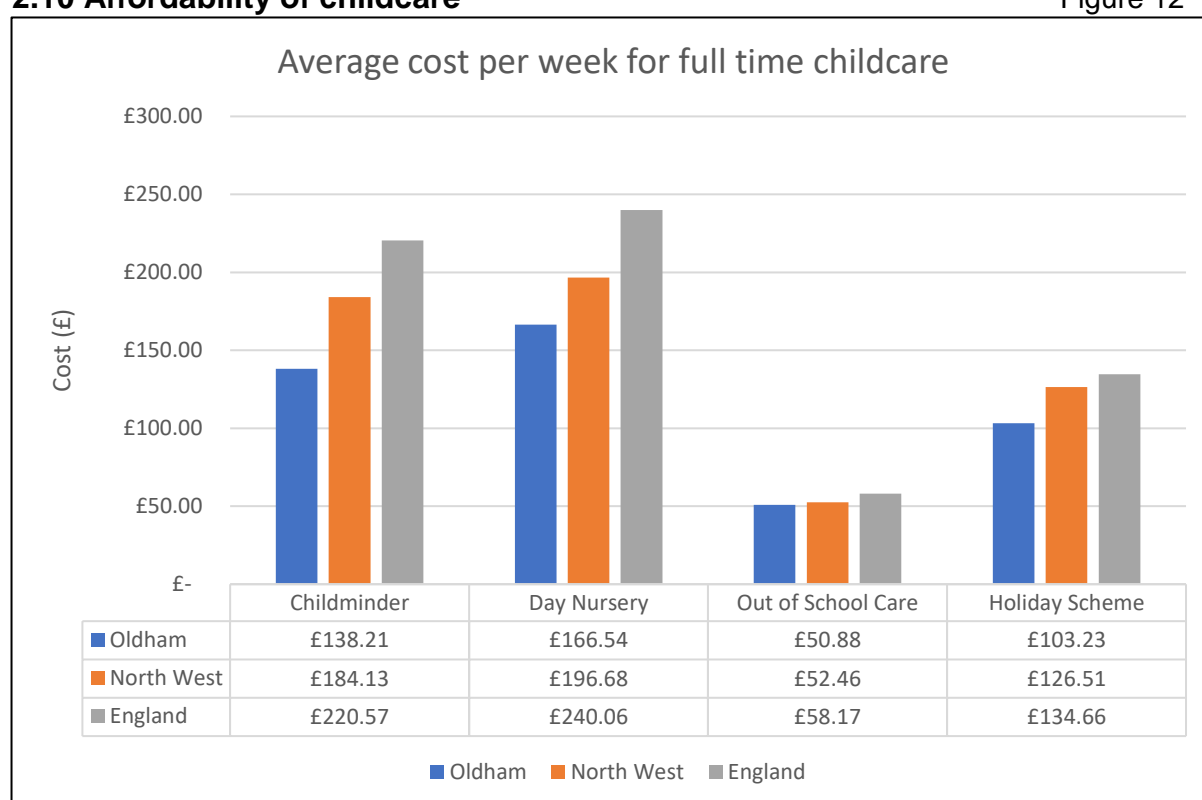
Map A shows all types of childcare (excluding childminders) and Map B shows childminders only.

The mapping exercise has shown that in Oldham many early education and childcare providers can be reached within a 1.5-mile radius of any given location with the exception of rural areas. This is the distance used when assessing sufficiency. Providers within a 0.5-mile radius (walking or pram pushing distance) are also considered for those without a means of transport.

The mapping exercise provides the overall picture in Oldham. However, the accessibility of provision is assessed at a local level to take into account any major barriers to accessing provision such as highways and distance travelled by parents/carers. As the need for early education and childcare is largely determined by the demographic profile of communities the mapping exercise allows us to identify the type of childcare that may be required now and in the future. Developing this model of assessment enables improved matching of growth in places in the future to better meet identified needs.

2.10 Affordability of childcare

Figure 12



Source: Oldham data: Servelec Synergy database February 2019 (based on returns by % of providers)
 North West and England data: Family and Childcare Trust Childcare Survey 2019, Family and Childcare Trust Holiday Care Survey 2018. Note: This chart reflects data provided by settings who were willing to share this information.

Childcare should be sufficiently affordable, especially for families in receipt of the childcare element of Working Tax Credit or Universal Credit. The affordability of childcare can be

measured against regional and national trends using information captured by Oldham Council's Family Information Service and the Family and Childcare Trust survey which is conducted annually.

The childcare cost survey¹¹ reported that, for families with children, childcare continues to be a significant proportion of a family's expenditure and childcare costs continue to make it difficult for families to work. Some parents on low incomes can get help with their childcare costs through the benefit system either with the childcare element of Working Tax Credit or Universal Credit. Many working parents can get help through tax relief schemes such as Tax-Free Childcare or Childcare Vouchers (if employers accept them). The financial support available to parents has a maximum cap on the money they can get, and some parents may not see a financial gain in moving into work.

The local childcare costs presented are indicative because providers adopt a variety of charging model. For example, some providers only give an hourly rate which then relies on a calculation to reach an average weekly cost, but in actual fact it is likely that the provider would agree a different, possibly lower weekly price.

The cost of full-time childcare in Oldham is below the national average and is generally reflected by the demographic profile and demand at local level. However, all providers in Oldham are encouraged to regularly update their weekly cost of childcare via the council's online provider portal. This helps to provide a view of average full-time costs for each sector type.

2.11 Flexibility of early education and childcare

There should be sufficient flexibility offered by early education and childcare providers to meet demand for parents and carers, offering places available at the 'right' times. For example, in the early morning, late evening, at the weekend, or during the school holidays, and offering sessions, for example, all day, free entitlement only, to fit in with standard and varied working patterns.

Opening hours vary depending on provider type in order to offer a full range of times of the day and weeks of the year, to suit individual family needs.

64% of the full day care early education and childcare providers operate their services between the core hours of 7:30am and 6pm, and a further 28% operate from 8am until 5:30pm. These hours are offered by day nurseries, childminders, out of school care and holiday schemes for up to 52 weeks of the year, excluding bank holidays, allowing parents to be able to work up to full time.

Sessional term time only care for parents to use their free early education entitlement is offered by most early years providers for 38 weeks per year. 53% of registered childminders are now offering free early education entitlement to three- and four-year olds, and 48% are offering it to two-year olds.

¹¹ [Childcare Survey 2019, Family and Childcare Trust](#)

The introduction of 30 hours free childcare in September 2017 has placed additional pressure on providers to offer a flexible option for working parents. This could include additional full-time places, as well as options for parents to take their entitlement over more weeks of the year. This is whilst maintaining all existing part-time 15-hours places for eligible two, three and four-year-old children. The impact of the 30 hours policy on availability of 15-hour places for two, three and four-year-olds will be kept under review.

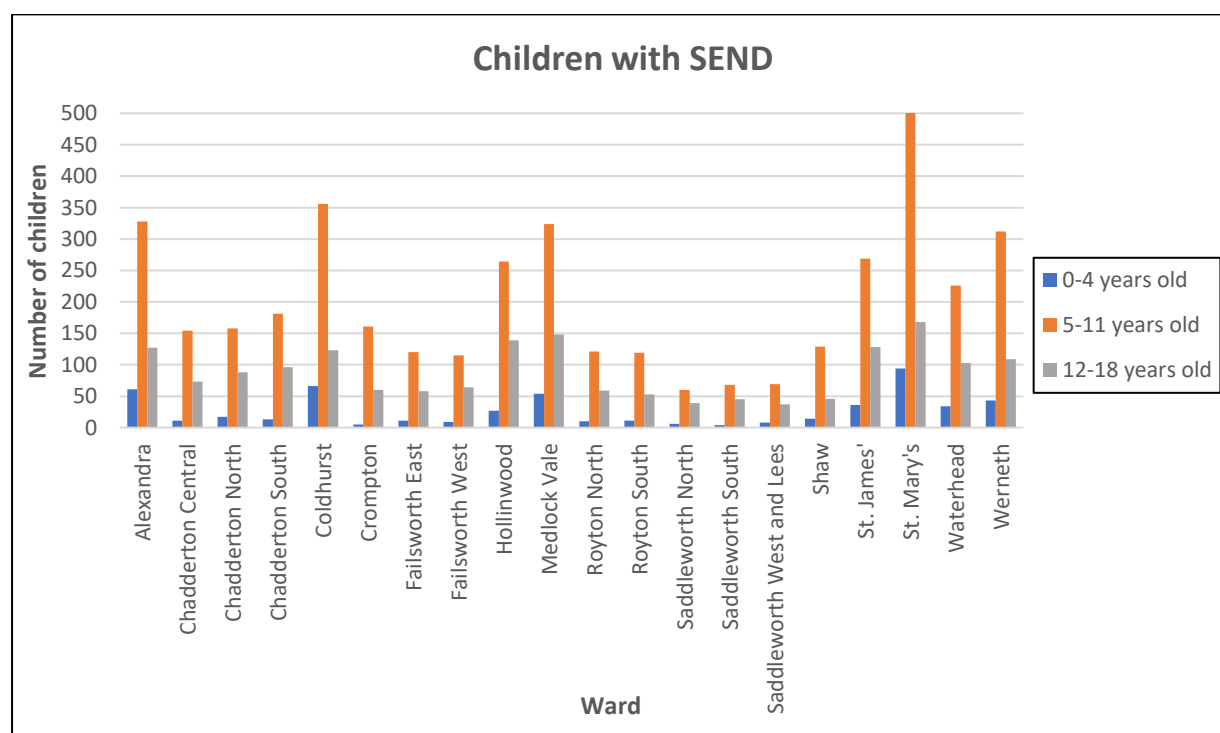
There are a small proportion of providers who offer a greater flexibility of early education and childcare. 28 childminders report that they offer care at the weekend and 13 childminders report that they offer overnight care to support the childcare needs of parents that work irregular hours.

In Oldham, 81% of all schools are serviced by a mixture of wraparound care options from before and after school clubs, holiday schemes or childminders, enabling parents of children in full time education to work or undertake training.

The schools that are not currently serviced by any wraparound care include 17 out of 19 secondary schools and three primary schools. This indicates the demand for this type of provision is more likely required for primary aged children.

2.12 Special Educational Need and Disability (SEND)

Figure 13



Source: School Census and Early Years Census - SEN data Spring 19

Census data indicates that there are 6,334 children aged 0-18 in Oldham with a diagnosed SEND. The table shows that numbers are much higher for primary school aged children (5-11 years) than that of other age groups. St Mary's, Coldhurst, Werneth, Medlock Vale and Alexandra have the highest number of children with SEND.

There has been an increase in the number of young children with identified special needs attending early education and childcare provision. Accessing the free early education entitlement and the two-year-old progress check undertaken through the Ages and Stages

Questionnaire (ASQ) are believed to have helped to identify children with SEND at a much earlier stage.

2.12.1 Universal services available for families

All PVI early education and childcare providers in Oldham have access to specialist advice about all aspects of SEND from the Right Start service. This includes SENCO's, Health Visitors, Speech and Language assistants and early years practitioners. This ensures children's needs are identified early and plans are put in place to meet those needs. SENCOs and managers of provision are central to the process of early identification and have adopted person centred planning approaches by working closely with families and coordinate involvement of health and care professionals.

Services in Oldham work together and with POINT (Parents of Oldham in Touch) and Oldham SEND Information, Advice and Support Service (SENDIASS) which delivers a Parent Partnership Service to ensure that families know about early education and childcare provision and providers know who to contact if additional support or advice is required.

Oldham's SEND Local Offer is an online resource that has information about local and national organisations and services. Oldham's SEND Local Offer provides clear, comprehensive, accessible and up-to-date information about what services are available and how to access them.

It also provides support and guidance to families with children and young people aged 0-25 with SEND.

You can access this information by visiting www.oldham.gov.uk/localoffer

2.12.2 Parent and carer consultation

A consultation is programmed to run during summer 2019 to gain the views of parents/carers of children with SEND to help the council to better understand the early education and childcare that family's use, need or would like to use in the future.

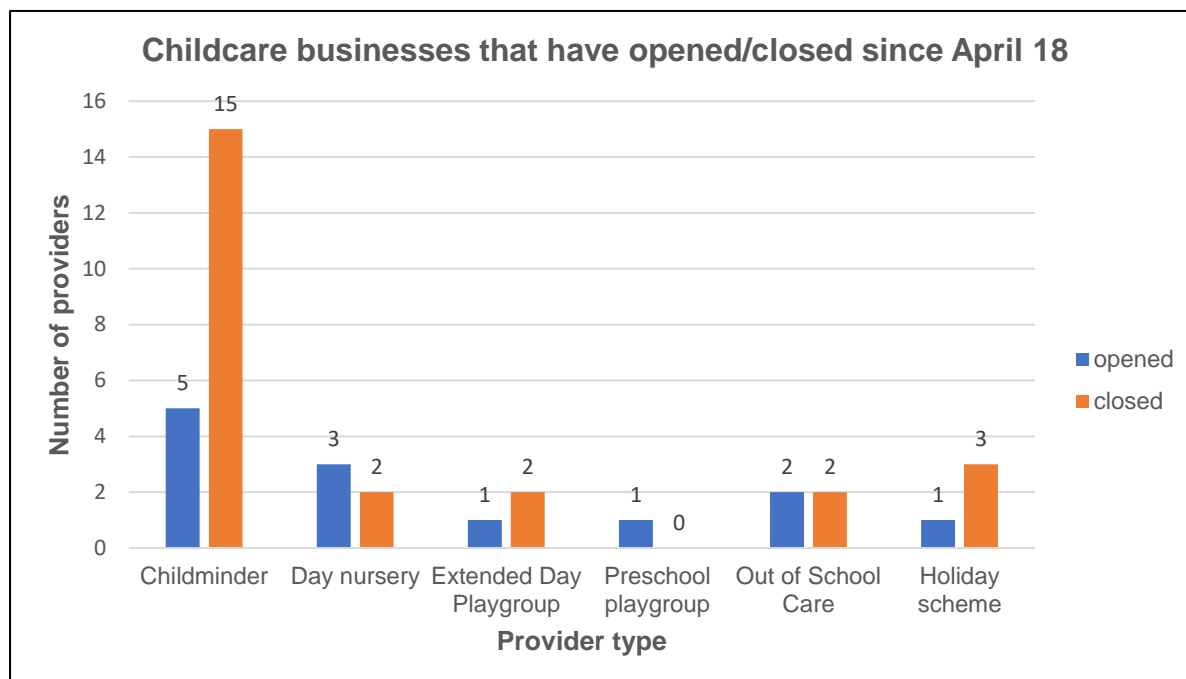
2.12.3 Sufficiency action point 6: Inclusive provision

- Establish and implement systems for tracking uptake and attendance by target groups:
 - Vulnerable children known to Social Care;
 - Two-year-olds accessing the free entitlement under national and local eligibility criteria;
 - International New Arrivals and children with EAL;
 - Children with SEND
- Review and re-issue an attendance and welfare policy linked to the Provider Free Entitlement Funding Agreement to support early years settings in working with the local authority to improve attendance and promote the welfare of children in early education.
- Implement the findings of the SEND Childcare Survey conducted during summer/autumn 2018.
- Provider SEND training (see Action Plan)

- Provider SEND training: following a successful programme of SEND support provided under a commission with Achievement for All during the summer term 2018, further work to be commissioned as part of the Opportunity Area Programme.

2.13 Early Education and childcare business sustainability

Figure 14



Source: Servelec Synergy database March 2019

Following a period where Oldham has maintained a stable and long term sustainable childcare market (since the last Childcare Sufficiency Assessment 2018/19), in 2019/20 the trend has started to change. The volume of provision still meets the projected demand borough-wide for 3- and 4-year olds but pressures for 2-year olds are emerging.

The table above indicates the number of providers who have opened or closed since the last sufficiency assessment.

2.13.1 Emerging sustainability risks for providers

The early years and childcare market in Oldham has seen a decline in demand for the business model that operates solely three hours a day, five days per week, which is predominantly provided by school nurseries and private pre-schools/playgroups. As a result, this type of provision has experienced pressure in recent years.

Analysis of capacity levels has highlighted a significant drop in occupancy of some school nursery classes which could lead to long term sustainability concerns for this type of provision without adopting more flexible opening hours or partnership working arrangements.

Possible factors that have impacted on school nursery occupancy include:

- Lack of flexibility
- Two-year-old entitlement – children staying in the PVI sector
- 30 hours free childcare
- School budget pressures

New and existing providers and schools are encouraged to conduct extensive market research and offer flexible models of delivery to meet changing demands for the type of early education and childcare that is required.

Early Education and childcare providers have access to a range of business support services to assist them to plan and maintain the sustainability of high-quality provision.

This includes:

- Business support for new and existing providers from the Early Years and Childcare Team at Oldham Council
- Access to a range of business training offered by the Greater Manchester Business Growth Hub
- A range of networking events facilitated by Oldham Council
- Access to a variety of services offered by the 'Get Oldham Working' business team
- Signposting to DfE resources including the business sustainability toolkit which can be found at the following link: <https://www.gov.uk/government/collections/early-years-business-sustainability>

Early education and childcare providers in some cases are not fully aware of the long-term risks associated with running a small business. As a result, some providers may leave it too late to identify and address any issues that could ultimately have prevented the closure of the business.

Providers at risk of closure and those looking to set up new early education and childcare provision in Oldham are encouraged to contact the Council's Early Years and Childcare Team on 0161 770 1857 for support, advice and guidance to ensure continuous market management and compliance with the childcare sufficiency duty.

2.13.2 The National Minimum Wage and National Living Wage

The National Living Wage for over 25's and National Minimum Wage for under 25's increased in April 2019 and continues to change year on year.

The costs to cover these increases must be met from income generated from childcare fees and free entitlement government funding. For smaller early education and childcare businesses that rely solely on government funding these costs continue to create financial pressure that may affect the future sustainability of the business.

2.13.3 Sufficiency action point 7: Business sustainability

- Conduct business health checks with PVI providers to assess business sustainability – design a targeted support package based on the outcome of the business health checks.
- The impact of the National Living Wage and National Minimum Wage on early education and childcare business sustainability to be kept under review

2.14 Information about early education and childcare places: Family Information Service (FIS)

The Family Information Service in Oldham plays a major role in providing information, advice and guidance to parents on early education and childcare and other services available to children and young people aged 0-19 years (0-25 years for children with SEND).

Information available online at www.oldham.gov.uk/fis includes:

- Registered early education and childcare providers and related services
- Non-registered childcare providers for older children
- Details of the free early education entitlement for two, three- and four-year olds
- Details of 30 hours free childcare for working parents of three- and four-year olds
- Advice and information on local childcare costs, vacancies and opening hours
- Information and availability of early education and childcare settings suitable for children with SEND
- Online Directory of Services who offer SEND support, activities, and events
- Information about local events, activities and groups for all the family
- Health, employment and benefits including tax credits, childcare vouchers and tax-free childcare
- A range of other information about all aspects of family requirements is available or will be researched to meet the needs of the enquirer

Oldham Council and children's centres across Oldham encourage parents and carers to contact FIS by completing the FIS Online Form [Ask for help to find childcare - Oldham Council](#) if they need support to find early education and childcare to suit their individual needs. Professionals can ask for information on behalf of a parent by completing the FIS - Support Families to Access Information Form at www.oldham.gov.uk/FISrefer

3. Gap Analysis

When assessing potential gaps in provision throughout this assessment, two sets of data have been compared. The first is information on how much, of what types, at what times, and in which localities parents **need** early education and childcare.

The second is how much early education and childcare is **available**, at what price, at what times and whether that provision is able to meet any specific needs the parents or children may have.

Gaps in the market generally fall into one of the following categories:

- **Geographical gaps:** where a geographical area has a general shortage of supply
- **Age gaps:** where there is a shortage of early education and childcare suitable to the needs and requirements of a certain age group. This may be difficult to detect if it is masked by overprovision suitable for other age groups
- **Income gaps:** where there is a shortage of affordable childcare for the income groups populating an area
- **Type gaps:** where there is a shortage in the type of early education and childcare for which parents may be expressing a preference
- **Specific Need gaps:** where there is a shortage of suitable places for children with a disability, or children with other specific needs or requirements, including those from particular faiths or community groups
- **Time gaps:** where there is a shortage of early education and childcare at a time that parents would wish to use it. These could be at certain times of the day or days of the week, or might be seasonal, for example during school holidays or as a result of changes in seasonal employment
- **Quality gap:** where there is a shortage of high-quality provision based on Ofsted outcomes or the qualifications within the workforce
- **Sustainability gap:** where there is a shortage of long-term sustainable provision in an area for which parents may be expressing a preference
- **Data gap:** where further intelligence is needed to support market management

The following action plan aims to address potential gaps identified from extensive analysis of the current supply and demand of early education and childcare against the demographic profile of Oldham.

The table identifies the teams and/or individuals who will be involved in carrying out the actions highlighted in the action plan.

Action Plan Key	
Individual or team	Reference in action plan
Central Early Years Team – Funding and Childcare Sufficiency	F&CS
Central Early Years Team – Quality and Standards	Q&S
Family Information Service	FIS
Business Intelligence Service	BIS
Corporate Communications	CC
Positive Steps Oldham	PSO
Right Start Team (Bridgewater Community Healthcare NHS Trust)	RST
Schools and settings	S&S
Emerging Communities Team	ECT

4. 2019/2020 Childcare Sufficiency Assessment Action Plan

Sufficiency action point	Gap category	Action	Responsibility	Timescale
1. Early education and childcare supply	Age and geographical gap	Increase supply of early education places in Alexandra, Waterhead, Hollinwood, Coldhurst, Werneth and Medlock Vale wards in line with spring term 2019 childcare sufficiency assessment.	F&CS S&S	Ongoing
		On-going review of 2, 3 and 4-year old free entitlement uptake at local level to ensure sufficient places are available for 100% take-up.	F&CS S&S	
2. Early education and childcare demand	Age and specific needs gap	Encourage increased uptake of the free entitlement by 3-year olds through targeted outreach under established parent engagement commissions.	F&CS FIS CC	January 2020
		Monitor uptake of free early education entitlements by families with English as an additional language (EAL) and particularly those from Eastern Europe, working with partner agencies to raise awareness and facilitate pathways.	F&CS RST ECT	Ongoing
3. 30 hours sufficiency	Age and geographical gap	Continue to monitor the impact of the expansion of 30 hours places on the availability of universal three & four-year old and two-year old free entitlement places, taking action to mitigate.	F&CS BIS S&S	Ongoing
		Analyse responses to 30 hours parent survey and draw up action plan as necessary.	F&CS BIS	September 2019
4. Early education and childcare supply	Age gap	Review supply relative to demand for out of school and holiday childcare provision for children aged 5 – 14.	F&CS	Ongoing
5. Early education and childcare information	Quality gap	Establish a comprehensive database of staff qualifications in early years settings across the borough. Establish links with higher education providers.	F&CS Q&S S&S	January 2020

Sufficiency action point	Gap category	Action	Responsibility	Timescale
6. Inclusive provision	Data and specific need gap	Establish and implement systems for tracking uptake and attendance by target groups: <ul style="list-style-type: none"> Vulnerable children known to Social Care; Two-year olds accessing the free entitlement under national and local eligibility criteria; International New Arrivals and children with EAL Children with SEND 	F&CS Q&S RST	Ongoing
	Data gap	Review and re-issue an attendance and welfare policy linked to the Provider Free Entitlement Funding Agreement to support early years settings in working with the local authority to improve attendance and promote the welfare of children in early education.	F&CS	November 2019
	Specific need gap	Implement the findings of the SEND Childcare Survey conducted during summer/autumn 2018.	F&CS Q&S RST	November 2019
		Provider SEND training: Following a successful programme of SEND support provided under a commission with Achievement for All during the summer term 2018, further work to be commissioned as part of the Opportunity Area Programme.	Q&S	July 2020
7. Business sustainability	Sustainability gap	Conduct business health checks with PVI providers to assess business sustainability - design a targeted support package based on the outcome of the business health checks.	F&CS	May 2020
		The impact of the national employment policy e.g. workplace pensions, living wage and national minimum wage on early education and childcare business sustainability to be kept under review	F&CS S&S	Ongoing