

**Notice of a public  
Decision Session - Executive Member for Children, Young People  
and Education**

**To:** Councillor Waller

**Date:** Tuesday, 8 November 2022

**Time:** 10.00 am

**Venue:** The Thornton Room - Ground Floor, West Offices (G039)

**AGENDA**

**Notice to Members – Post Decision Calling In:**

Members are reminded that, should they wish to call in any item\* on this agenda, notice must be given to Democratic Services by **4:00pm on Thursday 10 November 2022.**

\*With the exception of matters that have been the subject of a previous call in, require Full Council approval or are urgent which are not subject to the call-in provisions. Any called in items will be considered by the Customer and Corporate Services Scrutiny Management Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by at **5.00pm on Friday 4 November 2022.**

**1. Declarations of Interest**

At this point in the meeting, the Executive Member is asked to declare any disclosable pecuniary interest or other registerable interest they might have in respect of business on this agenda, if they have not already done so in advance on the Register of Interests.

**2. Minutes**

(Pages 1 - 2)

To approve and sign the minutes of the Decision Session held on 15 March 2022.

### **3. Public Participation**

At this point in the meeting, members of the public who have registered to speak can do so. The deadline for registering is **5.00pm on Friday 4 November 2022**. Members of the public can speak on agenda items or matters within the Executive Member's remit.

To register to speak please contact the Democracy Officer for the meeting, on the details at the foot of the agenda.

#### **Filming, Recording or Webcasting Meetings**

Please note that, subject to available resources, this meeting will be filmed and webcast ,or recorded, including any registered public speakers who have given their permission. The broadcast can be viewed at <http://www.york.gov.uk/webcasts> or, if recorded, this will be uploaded onto the Council's website following the meeting.

Residents are welcome to photograph, film or record Councillors and Officers at all meetings open to the press and public. This includes the use of social media reporting, i.e. tweeting. Anyone wishing to film, record or take photos at any public meeting should contact the Democracy Officer (contact details are at the foot of this agenda) in advance of the meeting.

The Council's protocol on Webcasting, Filming & Recording of Meetings ensures that these practices are carried out in a manner both respectful to the conduct of the meeting and all those present. It can be viewed at

[https://www.york.gov.uk/downloads/file/11406/protocol\\_for\\_webcasting\\_filming\\_and\\_recording\\_of\\_council\\_meetings\\_20160809](https://www.york.gov.uk/downloads/file/11406/protocol_for_webcasting_filming_and_recording_of_council_meetings_20160809)

### **4. Childcare Sufficiency Review** (Pages 3 - 42)

This paper provides an update on a review of childcare sufficiency across the city to understand the impact of low funding and recruitment and retention challenges on the early years and childcare sector.

**5. Early Talk for York** (Pages 43 - 64)

Early Talk for York continues to make good progress and is showing signs of closing the disadvantaged gap it set out to tackle. This report asks the Executive Member to note the outcomes of Early Talk for York and to support the full rollout of the Early Talk for York approach.

**6. Apprenticeships Update** (Pages 65 - 78)

During the past six-months apprenticeships, alongside a number of other training and development schemes, have continued to play an important role in supporting the city's economic recovery, providing opportunities for those entering the workforce or those who need to reskill or upskill. This report provides an update on apprenticeships.

**7. Urgent Business**

Any other business which the Executive Member considers urgent under the Local Government Act 1972.

Democracy Officer:

Name: Angela Bielby

Contact Details:

Telephone – (01904) 552599

Email - a.bielby@york.gov.uk

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

**This information can be provided in your own language.**

**我們也用您們的語言提供這個信息 (Cantonese)**

**এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)**

**Ta informacja może być dostarczona w twoim  
własnym języku. (Polish)**

**Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)**

**یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)**

** (01904) 551550**

City of York Council

Committee Minutes

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Meeting	Decision Session - Executive Member for Children, Young People and Education
Date	15 March 2022
Present	Councillor Cuthbertson

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### **13. Declarations of Interest**

The Executive Member was asked to declare any personal interests not included on the Register of Interests, any prejudicial interests or any disclosable pecuniary interests that he may have in respect of business on the agenda. He confirmed he had none

### **14. Minutes**

Resolved: That the minutes of the Decision Session held on 11 January 2022 be approved and signed by the Executive Member as a correct record.

### **15. Public Participation**

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme.

### **16. Term Dates for School Year 2023-2024**

This report seeks approval of the attached school term dates for schools for whom the City of York Council (CYC) is the employer, for the school year beginning in September 2023. The Admissions Manager explained that the terms dates were set annually in consideration of the term dates set by other local authorities. She noted that as well as the schools for whom City of York Council was the employer, the Multi Academy Trusts (MATs) had also tended to follow the dates. She added that across the North East and Humber regions, Leeds and Sheffield had set their fixed Easter holidays as the first two weeks of April and the dates before

the Executive Member aligned with the East Riding and North Yorkshire authorities.

In response to questions from Executive Members, the Licensing Manager explained that:

- The term dates set assisted families whose parents worked over local authority borders.
- There had been fixed Easter holidays for a number of years by Leeds City Council and she was not aware of any issues with this.
- The closure dates for Strensall Barracks were not known.

The Executive Member then;

Resolved: That the term dates for school year 2023-2024 (as set out in Annex A of the report be approved.

Reason: To meet the statutory requirements of legislation including the Education Act 2002, (Section 32), and other related legislation.

Cllr I Cuthbertson, Executive Member  
[The meeting started at 10.00 am and finished at 10.07 am].



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**Decision Session – Executive Member for  
Children, Young People and Education****8 November 2022**

Report of the Assistant Director, Education and Skills

**Childcare Sufficiency Review****Summary**

1. This paper provides an update on a review of childcare sufficiency across the city to understand the impact of low funding and recruitment and retention challenges on the early years and childcare sector. Whilst the challenges for the early years and childcare sector are significant there is still some optimism about the local childcare market. For example, the local authority still receives approaches from prospective providers wishing to set up in York and settings can also change ownership. Where settings have low occupancy or staffing shortages they can sometimes benefit from the closures of other settings as they can offer places to parents seeking alternative provision and recruit staff who had been made redundant.

**Background**

1. The Local Authority works in close partnership with a mixed economy of registered settings to deliver approximately 3,700 places for children aged 0-14 (and up to 18 for disabled children). The Local Authority commissions approximately £11 million grant funding per annum to registered settings who deliver early education places for eligible two year olds and three and four year olds. The private and voluntary sector is made up of 38 private day nurseries, 27 Pre-School groups, 123 childminders and 15 out of school clubs.
2. Section 6 of the Childcare Act 2006 places a duty on local authorities to secure, as far as is reasonably practicable, sufficient childcare to meet the requirements of parents in their area who need childcare in order to work or to undertake training or education to prepare to work. The Local Authority continues to meet its statutory duty to secure sufficient early years and childcare provision for children aged 0-14 (and up to 18 for disabled children) including the impact of covid on the childcare market.

3. Under the Childcare Act 2008 Local Authorities are required to report annually to elected council members on how they are meeting their duty to secure sufficient childcare and make this report available and accessible to parents. The Childcare Sufficiency Assessment Annual Report 2021/22 is available at [Childcare Sufficiency \(yor-ok.org.uk\)](https://www.yor-ok.org.uk). Annex 2 of the Annual Report sets out anonymised information collated earlier this year from providers specifically about recruitment and retention challenges.
4. A separate provider survey is carried out on an annual basis and responses last year suggested that the majority of day nurseries, out of school clubs and childminders felt that despite a difficult operating environment they could remain financially sustainable for another year. About half of playgroups felt they could stay open for a year or longer and several said not for more than a few months. However, at the time of the survey it was unknown about the cost of living rises, how demand may change, and the recruitment and retention issues were not fully impacting.
5. Historical underfunding of the early years and childcare sector and lack of financial support to address the impact of covid costs means the early years and childcare market, locally and nationally, remains very fragile as the longer-term impacts of Covid-19 on jobs and changes to working patterns remain a challenge for the sector.
6. Throughout the year intelligence is gathered about the sector from sources such as the previously mentioned provider survey, evidence from quality improvement visits, information received by the early education entitlements team and feedback from the regular opportunities to engage with the sector during informal briefings and termly Leaders and Managers sessions. Monitoring, support and signposting is put in place as appropriate, and risks are highlighted and mitigated wherever possible. Regular sufficiency updates and challenges are shared with the DfE.
7. The National Day Nurseries Association (NDNA) has highlighted a worrying increase in settings being judged by Ofsted as requiring improvement or being inadequate which may be as a result of inconsistency in inspections or because day nurseries are struggling with staffing requirements following covid. The NDNA are urgently raising this issue with the DfE to ensure all settings are treated fairly and with compassion. The NDNA recently reported that during the Summer Term 2022, 65% more nurseries have closed compared with the same months in 2021. This is a sharp rise that could be a



continuing trend for the Autumn Term with rising utility costs and inflation.

8. Family Information Service (FIS) supports families to find alternative childcare places and opens brokerages where cases are more complex.

### **Current Position**

9. Early analysis of a new survey of York parents shows there is some unmet need across the city albeit in relatively small numbers, including some families with children with SEND and this does vary regarding provision type, age etc for different wards. The main area of unmet need appears to be for full day care or sessional care for the under 5s in several ward areas, before and after school provision in Acomb, Bishopthorpe and Dringhouses and Woodthorpe and holiday provision in Acomb and Haxby & Wigginton. Some of this is likely to be due to the current recruitment and retention issues causing some providers to limit the number of places on offer. Many families commented that the cost of childcare is an issue and whilst most indicated that they were aware of Tax-Free Childcare, nationally there is low take up so further promotion may support increased take up. The parent survey results are attached at Annex 1.
10. Early analysis of a new provider survey shows the majority of settings (74% of responses) across all sectors consider they will remain financially sustainable for another year or longer. Some were unsure (25% of responses) and one playgroup considers it will only be sustainable for a few more months. There is a mixed picture about demand. Ongoing challenges are recruitment and retention and a small number, predominantly childminders, are reporting low reserves. Rising utility costs are identified as the biggest threat (36% of responses) to sustainability and (16% of responses) stated recruitment and retention as their biggest concern. The provider survey results are attached at Annex 2.
11. The findings from both surveys will inform the next Childcare Sufficiency Assessment 22/23.
12. The President of the West and North Yorkshire Chamber of Commerce has provided a view on the importance of the early years and childcare sector for York;

*“Good access to childcare support services is very important for the future growth and prosperity of York’s business community, and therefore the wider economy. Many hard-working families are*

*struggling to find the right work-life balance and that includes the need for reliable, good quality childcare. A shortfall in that care, then, will inevitably have an impact on the performance and output of many businesses, so there's potentially a real problem on the horizon here in York. We therefore urge the Government to commit additional resource into this area and look at other ways to plug the emerging staffing gap."*

13. If the challenges are not addressed nationally a two- tier market could emerge as provision in more prosperous areas where parents may be more able to afford fees for additional hours and services, is more sustainable than those in disadvantaged areas. Provision in areas of disadvantage could be at greater financial risk and closure meaning parents would not be able to go out to work and the positive achievements made in closing the gap for young children in York could be reversed. Sessional (term time only) playgroups often meet the needs of families only wanting to access the funded entitlement and not wanting additional hours or all year round care. However, many sessional groups are struggling financially as they are not able to offset losses from the funded hours by additional fee paying places. Closure of these sessional groups will therefore reduce the flexible offer available to families and affect those only wanting to access the funded hours, usually across term time only.
14. The cost of living announcement in September 2022 means that early years and childcare providers will benefit for six months to receive equivalent support as is being provided for households. Thereafter the government will consider whether this support for businesses should be targeted for vulnerable sectors and they have not yet made clear whether or not they view the early years and childcare sector as such.
15. In York the early years and childcare sector is responding to the current retention and recruitment challenges in the following ways:
  - Offering more flexible hours to potential employees.
  - Increasing the number of apprenticeships.
  - Using more staff qualified to Level 2.
  - Some sharing of staff across sites where appropriate
  - Increasing benefits for staff without paying additional costs.
  - Increased use of Job Centre Plus to attract potential employees.
  - More proactive engagement with job fairs.
  - More regular contact with universities and colleges.
  - Combining age groups for better efficiencies.

16. Further suggestions for national solutions have recently been made by the council to the DfE;
- **Part qualified Level 3 in Early Years to be counted in the 50% qualification ratio.** This would need national approval for colleges and training organisations to issue students with a certificate to this effect.
  - **Flexibility on the 50% qualification ratio.** Settings are meeting the 1:8, 1:4, 1:3 ratio but could there be some flexibility in regard to 50% requirement so for example, providers could risk assess and judge staff on their competence, confidence and experience and then maybe record when and why they may not meet 50% of all staff to be qualified to Level 2.
  - **Require entry level maths rather than GCSE.** Providers have raised GCSE as a barrier to accessing a Level 2 and 3 qualification. Although maths is important in the early years the level of maths knowledge needed for this stage is fairly low. Entry level maths rather than GCSE may encourage more mature people to come into the sector.

### **Recommendation**

17. The Executive Member is asked to:
- Note the content of this report and to raise the issue of low funding, recruitment and retention and status of the sector as vulnerable with the Secretary of State for Education.

Reason: To acknowledge the challenges faced by the early years and childcare sector in York, regionally and nationally and to escalate to the Secretary of State for Education to implement national solutions and provide continued support with the cost of living.

### **Council Plan**

18. The Council Plan focuses on 8 key outcomes, 3 of which are relevant:
- A better start for children and young people
  - Well paid jobs and an inclusive economy
  - Good health and wellbeing.

## Implications

19. The following implications have been considered:

- **Financial** – there are no direct financial implications arising from this report.
- **Human Resources (HR)** – no implications;
- **One Planet Council / Equalities** – Completed
- **Legal** – no implications;
- **Crime and Disorder** – no implications;
- **Information Technology (IT)** – no implications;
- **Property** – no implications.

## Risk Management

20. None specifically associated with the recommendation within this paper. However, the Education Support Service and Quality Improvement Teams continue to categorise each setting in terms of priority support and to identify risk and appropriate mitigations.

### **Contact Details**

**Author:**

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**Head of Education Support Service**  
**Education and Skills**  
Tel: 07923235220

**Chief Officer Responsible for the report:**

**Maxine Squire**  
**Assistant Director Education and Skills**

**Report**  **Date** 31 October 2022  
**Approved**

Co-Authors

Nicola Sawyer

**Early Years Entitlement and Sufficiency Manager**

Tel: 01904 554609

**Wards Affected:** [List wards or tick box to indicate all]

**All**

**For further information please contact the author of the report**

**Background Papers:**

None

**Annexes**

Annex 1 Parent Survey Analysis 2022

Annex 2 Provider Survey Analysis 2022

Annex 3 Completed EIA

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## Early Years and Childcare Parent/Carer Survey Summer 2022 Summary Report

The survey ran from 7<sup>th</sup> July 2022 to 12<sup>th</sup> August 2022. Available via an online survey monkey and in paper format, it was promoted by a wide range of colleagues who work with families including early years providers and schools, the Healthy Child Service, Portage, Family Learning, Explore libraries, York Independent Kids, Homestart, York Mumbler and via Families Information Service and CYC social media and websites.

550 responses were received, 549 via the online survey and 1 paper response.

### **Key Headlines**

#### **Use of early years and childcare provision**

86% of the respondents currently used formal early years and childcare provision, of these respondents:

- 55% could access all the childcare and / or funded entitlement they needed.
- 4% could access the funded entitlement but not the additional 'paid for' hours they needed.
- 2% could access additional 'paid for' hours but not the funded entitlement they needed
- 9% could not access the additional 'paid for' hours or the funded entitlement they needed
- 30% did not provide a response

#### **Unable to access childcare required**

Whilst there appears to be a relatively small amount of unmet demand compared to the number of children living in the city, the following provision types indicated the highest amount of unmet need:

- Full day care or sessional care for under 2s (21 children including 1 child with SEND)
- Full day care or sessional care for 2 year olds (24 children including 2 children with SEND)
- Full day or sessional care for 3 and 4 year olds (12 children including 4 children with SEND)
- Before / after school provision for 5 – 11 year olds (21 children including 5 children with SEND)
- Flexible provision for 5 – 11 year olds (13 children including 3 children with SEND)

- Holiday provision for 5 – 11 year olds (16 children including 4 children with SEND)

Please note that in the above data, some children will be counted in more than one provision type.

17% of families (11 families) who could not access childcare for a child with special educational / additional needs indicated that this was because they were not confident that the necessary skills, training or resources were in place to support their child.

When looking at unmet need in specific areas of the city, the following wards indicated the highest amount of unmet need:

Acomb	Full day care or sessional provision – 8 children Before / after school – 6 children Holiday provision – 6 children
Bishopthorpe	Before / after school – 8 children Flexible provision – 5 children
City Centre	Full day care or sessional care – 8 children
Dringhouses & Woodthorpe & Woodthorpe	Full day care or sessional care – 8 children Before / after school – 7 children
Haxby & Wigginton	Holiday provision – 8 children
Huntington & New Earswick	Flexible provision – 5 children
Rawcliffe & Clifton W/O	Full day care or sessional – 6 children
Rural west	Full day care or sessional – 7 children

### **Future use of childcare**

When asked if they were planning to use more or less childcare in the coming months:

- 27% plan to use same amount
- 6% plan to use less due to affordability
- 2% plan to use less as no longer need due to changes to work /training
- 1% plan to use less because the hours/days offered don't suit need
- 9% plan to use more due to increasing hours of work / training
- 5% plan to use more as child now eligible for funded hours
- 8% plan to use more as can no longer use family/friends
- 42% did not provide a response



## Reasons for not using childcare

For respondents who indicated that they did not use formal childcare:

- 12 indicated that this was due to affordability
- 7 indicated that their chosen provider was full / they were on the waiting list
- 7 indicated that provision was not available at the times required
- 7 indicated that this was due their child having special education needs and needing specialist care

## Awareness of the funded entitlement and Tax-Free Childcare

	Aware	Not Aware	No response
Some 2-year-olds can get 15 hrs funded childcare	57%	9%	34%
All 3- & 4-year-olds can get 15 hrs funded childcare	63%	3%	34%
Most 3- & 4-year-olds with working parents can get 30 hrs funded childcare	61%	5%	34%
You can sign up for Tax Free Childcare	60%	8%	32%

32 families indicated that they would like help with finding suitable childcare or would like more information on funded places for 2-year-old and these requests have been followed up by the Families Information Service.

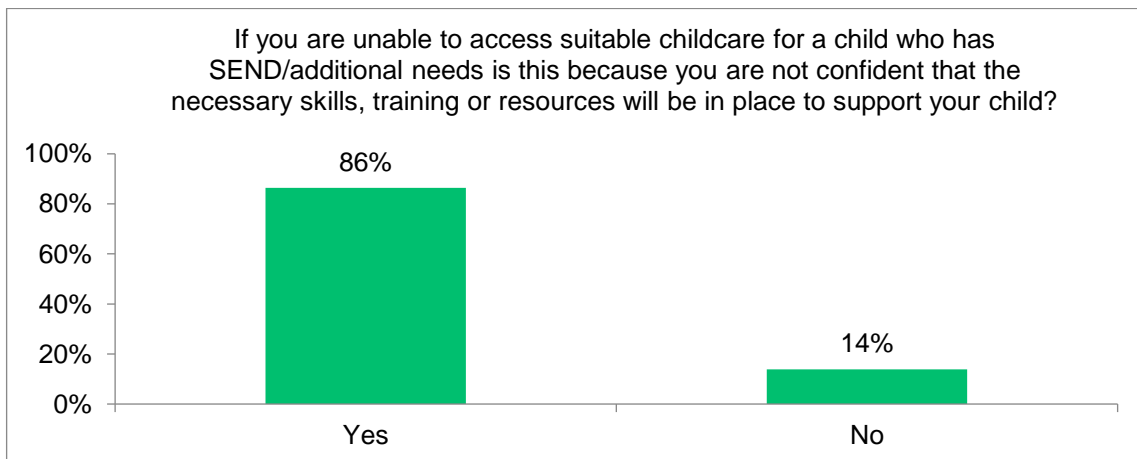
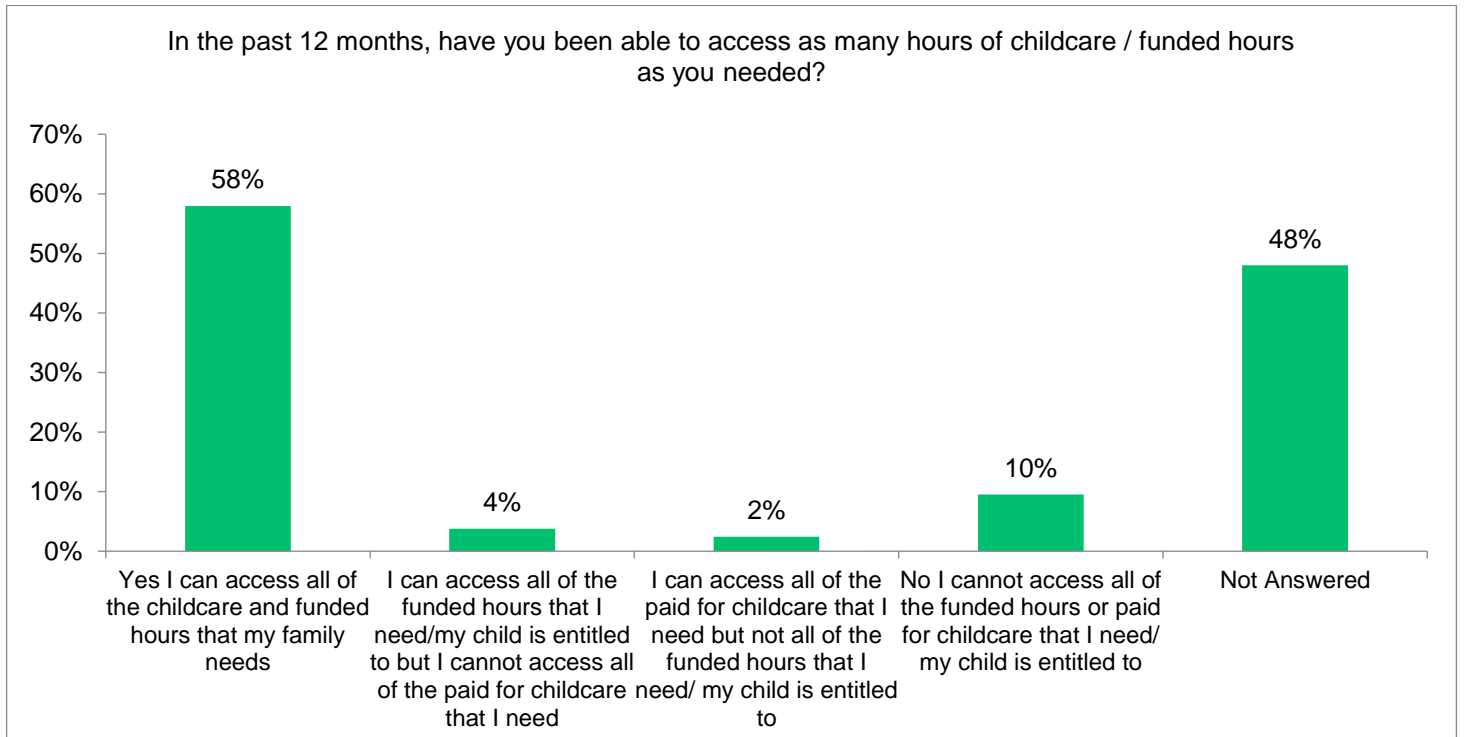
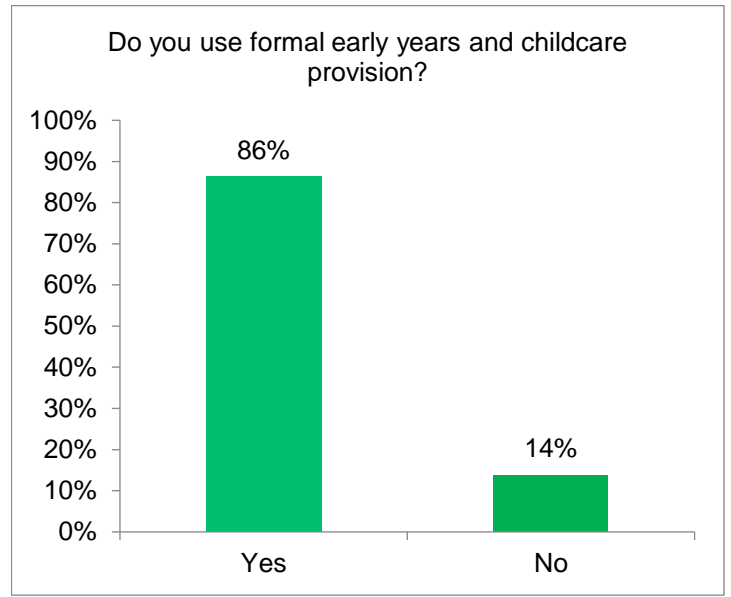
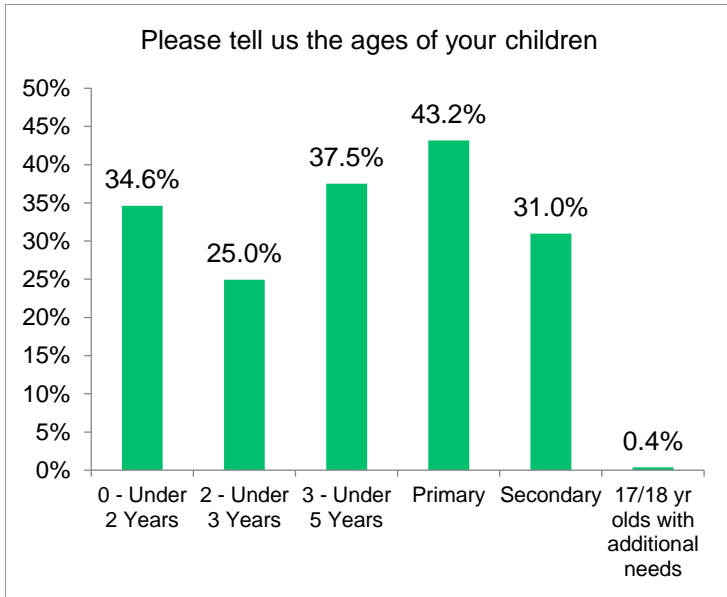
## Summary

There is some unmet need across the city albeit in relatively small numbers, and this does vary regarding provision type, age etc for different wards. The main area of unmet need appears to be for full day care or sessional care for the under 5s in several ward areas (Acomb, City Centre, Dringhouses and Woodthorpe, Rawcliffe and Clifton Without and Rural West), before and after school provision in Acomb, Bishopthorpe and Dringhouses and Woodthorpe and holiday provision in Acomb and Haxby & Wigginton. Some of this is likely to be due to the current recruitment and retention issues which are being experienced by early years and childcare providers in all sectors as many providers are having to limit the number of places on offer due to lack of staffing.

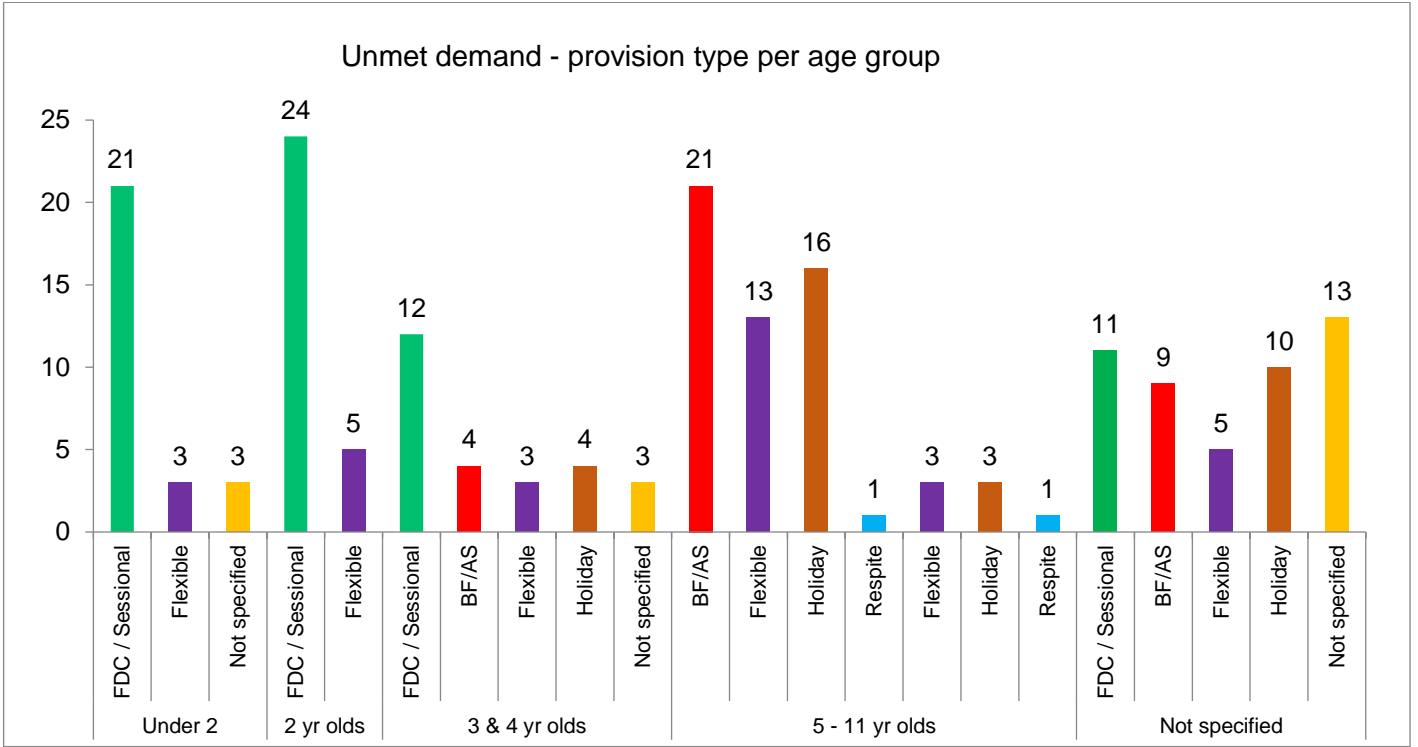
Several families of children with SEND or additional needs indicated that they could not find suitable childcare, and this could also be linked with the recruitment and retention issues as providers are not able to offer the 1:1 care required to support the child.

Many families commented that the cost of childcare is an issue and whilst the majority of families indicated that they were aware of Tax Free Childcare, nationally there is low take up so this is one area where we could support families by further raising awareness to increase take up.

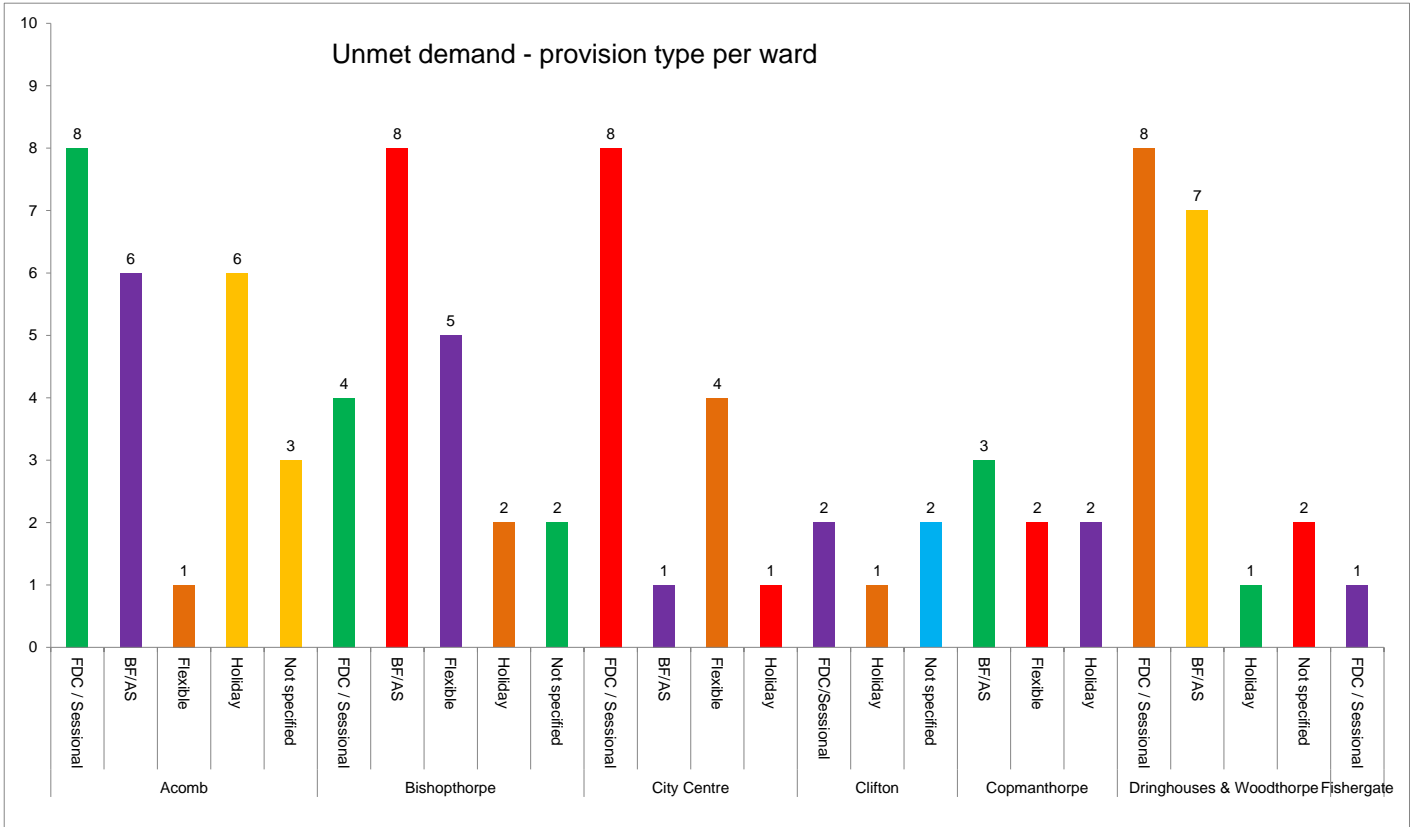
**Full Data Set**

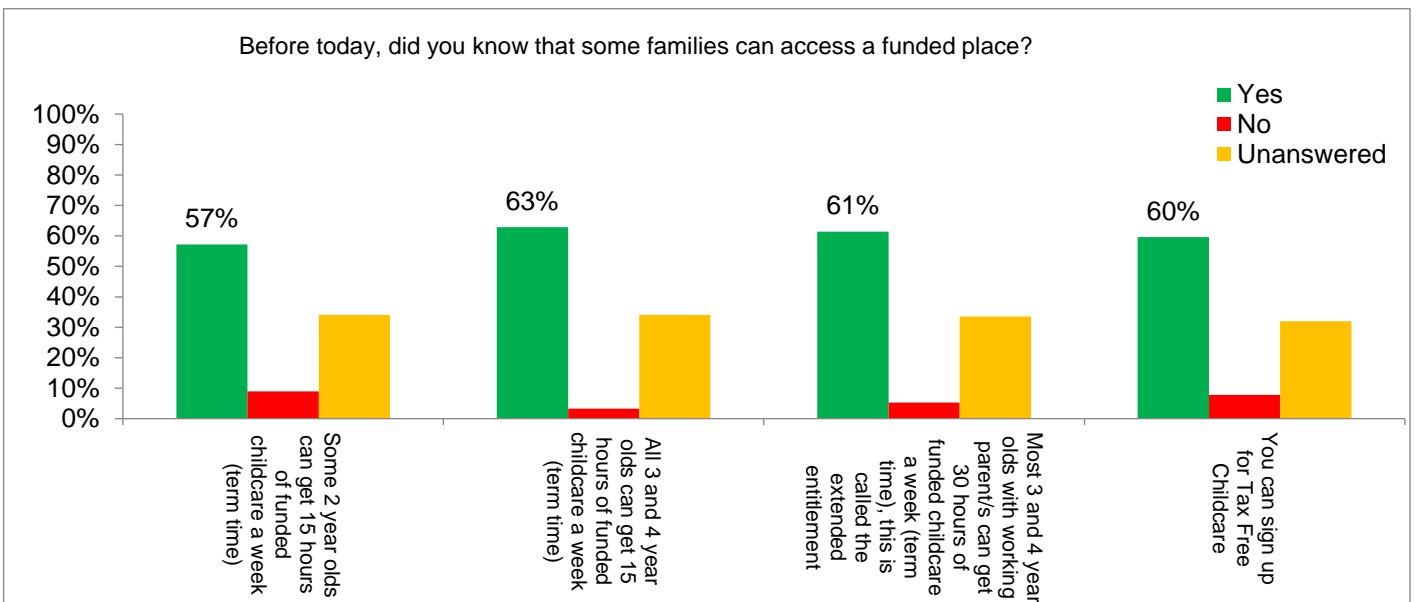
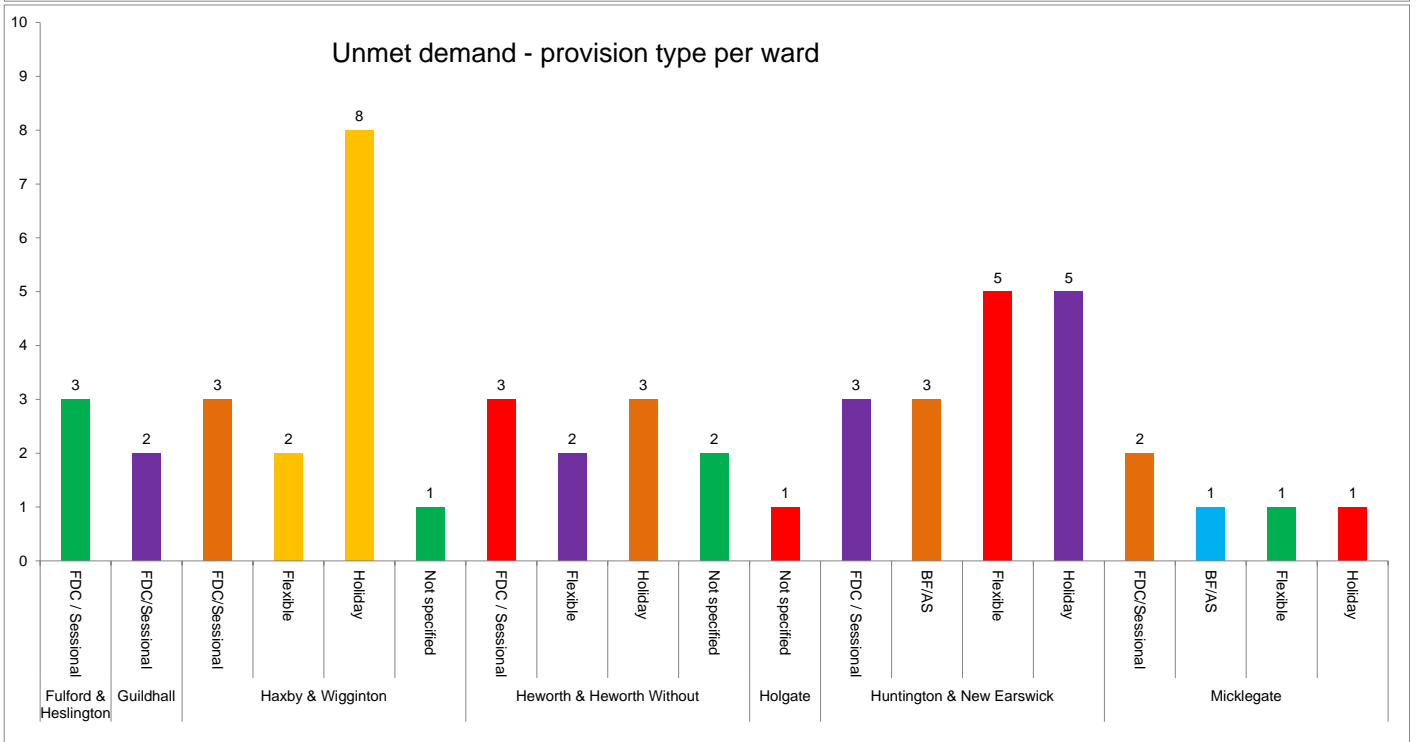
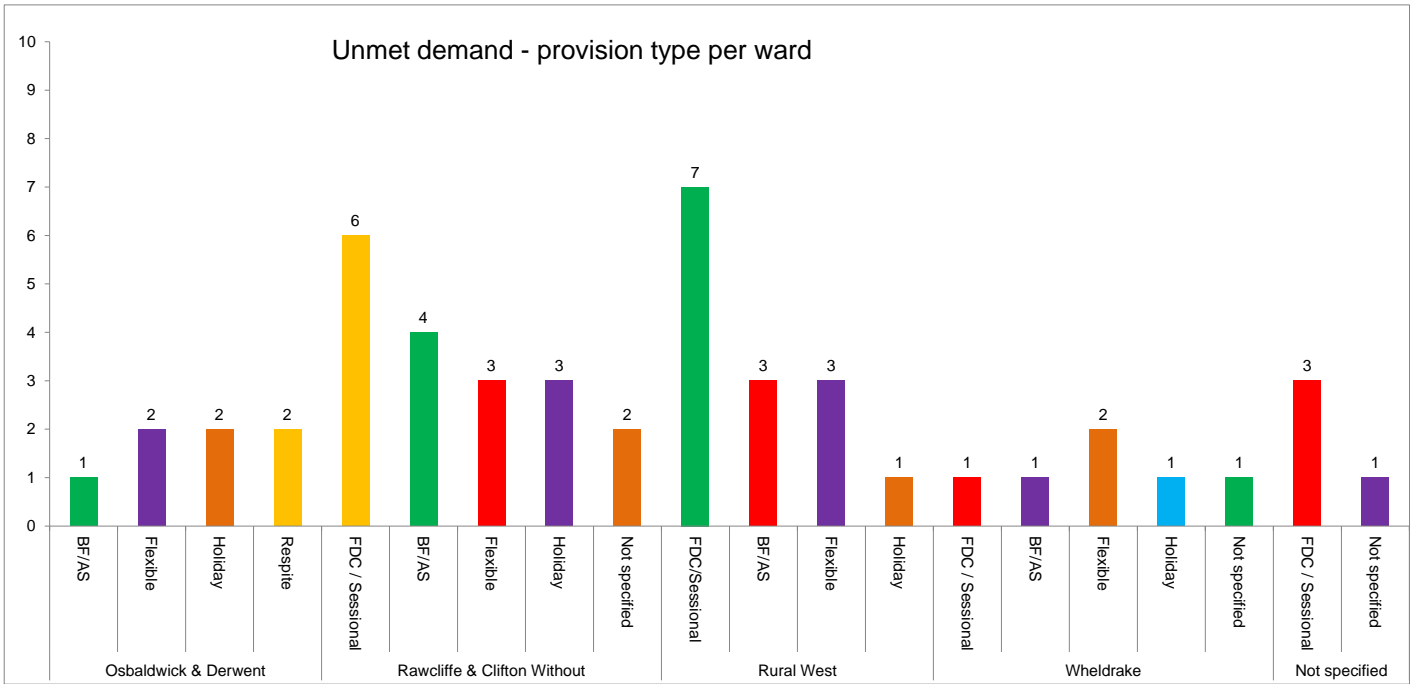


Unmet demand - provision type per age group



Unmet demand - provision type per ward





### Cost / Funded places

There should be help with financing childcare for families with twins/multiples. I work two days a week, my twins are in nursery one day a week. I earn £525 a month, my childcare bill is £484. If I didn't have family help then my childcare bill would be £968 while I earn £525. It's nonsensical. This is a wider government problem, there are also things like uniform and school buses to consider. If my children were in secondary school at the moment then the cost of the school bus would be circa £1200 a school year. Goodness only knows the cost in a decades time.

Funded childcare for 15 hours at age 2 is not available to us as although we don't earn a high amount, we still earn too much and don't claim any benefits except the standard child benefit

Only one of these are available to foreign residents. Nursery prices are extortionate and causes families to be unable to get through the month

There need to be more affordable options for under 2 year olds.

I believe funded places should take part all year long not just term time and include school aged children to help with childcare costs over the holidays.

It's way to expensive meaning I can't work as much as I actually need to be causing my business to be under stress. Funded places should be from 1 not 2 or 3

Would be nice if the kick-in period for funded hours was the month following their birthday rather than the next term, although I appreciate the help either way

Childcare is far far too expensive. We are debating whether or not it is worth me working as we can barely afford childcare costs. It is breaking us financially.

Because I am in the UK on a Skilled Worker visa, my child is only entitled to 15 hours funded childcare at 3, even though my partner and I both work full-time. We are also ineligible for universal credit or any tax benefits related to childcare. These are as a result of immigration laws rather than local ones but will continue to make our financial situation difficult, particularly in terms of paying for necessary childcare (our families live overseas).

Given that we have the 2nd most expensive childcare in the world (only Cyprus being more expensive, I believe?), I will speak for most parents and say that childcare provision is woefully underfunded.

It is hard to not get any funded hours when your child is 2 and we have to wait until they are 3.

Childcare costs keep going up but my wage doesn't reflect this. I may my monthly salary out in childcare just to be able to work, even with 30 hours free funding and nhs discount offered by the nursery. 30 free hours is not a realistic quantity as this equates to 3 days at nursery however this equates to 4 days in a workplace

I feel that the funding is not properly monitored. I can access 15 hours for my 3 year old yet both myself and my husband are high earners. This should be provided to families in need. Also nurseries then add extra charges to childcare for snack etc. from parents to increase their fees - this mean that 15 Or 30 hours isn't really that much for families in need.

Unfortunately the government childcare schemes aren't fit for purpose. They run term time only, when the vast majority of jobs do not, and only cover part-time work. The income requirement means I won't be able to access the childcare I need once I'm made redundant next week, and because of the termly assessment this locks me out of full time work until at least January.

Even with the full funding that we are entitled to, we are unable to afford enough childcare to allow us to work the hours required for our jobs

I really struggle to find affordable childcare for my children, particularly my Sen ones, so that I can work. I'm currently stuck unable to work because we can't afford childcare and this is unlikely to change in the near future.

I am unable to get 30 hours when my child Turns 3 as he is a September baby and I have to wait until a term after so I loose out on 3 months of funding

I think this questionnaire is very difficult to fill in with the way it is worded. I'm not sure what the aims of the questionnaire are, or what information you are wanting to find out but you did not give an 'other' option as to reasons parents may not be able to access all the childcare they need. For me that is cost. I have a 3 year old who is not yet entitled to funding due to when his birthday fell (missed the cut off by a couple of days for last term) and a 1 year old. My monthly childcare bill before tax free childcare for TWO days is £950 a month. I am not entitled to any other help and we are just above the line for universal credit so end up been worse off. My elderly parents have my children the other day of the week I work as if they didn't, I would be paying to go to work and it would cost me more in childcare than I am paid. This is a serious problem in York where housing and rent costs are substantial. The funded hours are not free either most of the time, so when I do get the funded hours, we will only be a couple of hundred pounds a month 'better off'. There is a serious problem in York for young families, one well know amongst young families but sadly there is no support from the council. York could be a figure help in providing more funding to nurseries so top up fees can be reduced, or assist parents more. It's abysmal. This survey was quite leading and didn't cover the cost of childcare in York and how that is likely to be a factor in not accessing childcare. There was no where to discuss the actual price of the sessions and provisions within York. The charity Pregnant then Screwed did a great survey which compared childcare costs to rent, it would be useful to use parts of their survey to understand the childcare crisis we face in York. The cost of sending my child to nursery 2 days a week is half my mortgage, if I was to send them full time it would be more than my monthly mortgage payments. This review needs to be stronger, I am disappointed that this survey is unlikely to drive real change.

Childcare is so expensive, I've had to change work and drastically reduce my hours to fit with the number of hours of childcare we can afford to have. Even if we both worked full time we wouldn't be able to pay for all our bills and food and the cost of full time childcare. Parents with young children with no hours of funded childcare are really struggling with spiralling childcare costs, combined with cost of living increases with no wage increase. Childcare needs to be more subsidised for early years urgently.

Think the 30 hours should apply to only one person having to work 16 hours and the other person having a job but not over 16 hours

It would be beneficial to have some free childcare for those with under 2's. Childcare is so expensive and makes it especially difficult for working families, as it is assumed that as we work, we can afford to put our child in to full time day care so that we can go back to work full time or that we can give up some or all our hours at work to look after our children full or part time. Most of us then struggle to make ends meet due to the rising cost of living, mortgage costs in York, petrol costs (to get to & from employment), utility costs...

Poor that working parents can't get help from child being 2 years yet people on benefits not working and no intention to work have access to these hours.. feels like we are punished for being working parents

Why is the 30 hours funded childcare only for 3-4 years? It doesn't help parents get back to work as it costs too much for childcare (I know this is national not just local!)

I would like 30 hours of funded childcare to become available to all ages, not only 3 -4 year olds. Most parents must go back to work after 9months of maternity leave and they need affordable childcare.

### Availability

More childcare availability is required in the acomb area and also in York for children with SEN and disabilities especially in the holidays for working parents that is consistent and inclusive

There is a real capacity issue in the Bishopthorpe area for full-day (8-6pm) nursery provision. And, to a lesser extent for after school care -I understand the latter may change when the LGR after school club moves to Bishopthorpe Infant School.

We need more places for teenagers to hang out where they are welcome. We need shelters, climbing walls, seating areas. And club and youth clubs eves for under 18s

When I moved to York in March 2022 I found it virtually impossible to find a nursery because every nursery for my child who was 1 year old at the time. I had no choice but to put my child in a nursery on completely other side of town because all the nurseries in West York had no available spaces.

Wednesdays seem to be the hardest day to find care for.

High rates and lengthy wait lists make childcare in central York inaccessible, and are contributing to inequality ie I as mum need to quit my mind job as not enough space at nursery and not financially viable

There's no provision for after schools at dringhouses primary school as they are full. I'm having to reduce my working hours to look after my son. Surly there has to be a better system in place than this!

Although we have childcare for our children at the moment it feels like the options are very limited where we live and previously we've had to wait to get the childcare we needed (nursery places in particular). It definitely feels like there could / should be more locally available options.

I have a place for my child at pre-school 4 days per week from Sept. The provider is unable to offer the 5 days we're entitled to (30-hours funding) because of capacity in the setting.

There's no provision for after schools at dringhouses primary school as they are full. I'm having to reduce my working hours to look after my son. Surly there has to be a better system in place than this!

Nurseries are inflexible with hours to suit realistic working hours for example none will match school hours. Too many also refuse to accept funded places or charge for funded hours

We live in an area of very poor childcare availability. I was six months pregnant and only seeking two days a week covering 8-6; the two local options to our postcode could offer a one year wait, or 15-18 months. We will be paying about 20% more per day for the first nursery, just because their waiting list was compatible with returning to work 9-10 months after the birth of my son. I will still likely have to take unpaid leave (not by choice) to cover up until nursery starts, simply due to a lack of places in our area. I'm lucky that my salary is high enough to not be lost to childcare costs. It should not be this way and the york area really must do better!

I couldn't choose the day I needed for childcare - I had to fit in with what was offered, like it or not! My child attends nursery one and half days a week (this was the minimum offer - again, like it or not). I can just afford the one day but don't need the half day which I have to pay for to keep my place at the nursery. My child attends nursery and nearly every week she has attended she has picked up a virus of some discription, Novovirus, hand,foot and mouth disease, etc., I therefore become ill because of this and have to take sick leave from work for myself or time off to look after my child. The other parents send their child to nursery regardless of their condition with no care for others - this can't be right - does no one vet nurseries for this kind of behaviour or does the Council turn a blind eye? It costs me a lot of money to send my child to nursery in the first place, money I can ill afford and then spend the rest of the time stressed or ill because of other selfish parents and lack of rules about sick children in childcare.

There is a huge gap in childcare in the Micklegate Ward that is affordable. Large organic nurseries seem to have a monopoly and parents are having to sign up and register at conception. Can CYC do anything to address this and help working parents? More Good childminders are needed.

Funded 30 hours is not enough. We still have to pay £22 a day additional charge

**SEND**

I wish there was more spaces available for SEND children

Fis is great but it remains a challenge to find suitable childcare, particularly rurally for children with additional needs.

The childcare available in holidays for children with SEN is non-existent. Or not advertised. I do not think normal parents have any idea how difficult it is to find anyone willing (and able) to look after a child with SEN. Its heartbreaking when providers are happy to take two of your children but not the one with SEN

The SENDIAS service is over-subscribed, I can't get through on the phone to speak to someone to get advice. They are too busy to answer voice mails. This service needs extra staff.

My 10 year old son has SEND and we are looking for after school and holiday childcare once he goes to secondary school and is too old to go to his childminder.

**General**

Benefits not applicable for all, although all of us pay same taxes.

Great help

Child benefit clawback is an issue!

I didn't have children to fob them off on strangers. I'll look after them myself.

I understand that as my daughter is disabled and starts nursery when she turns 2 in September, we can apply for childcare vouchers in January

We use grandparents to help with our childcare during school hols, and a mixture of flexible working (both parents) and grandparents for during term time.

We have all the childcare that we need currently but I am nervous about finding wrap around childcare once my daughter starts school next year

disagree with the decision to allow fewer adults to children in the preschool setting. particularly galling as the savings from this will not be passed on to parents, or the people providing the care, but people running nurseries.

**Survey**

I think the form is fundamentally flawed in presenting the reasons for childcare. The suggestion is that there's no benefit to childcare itself, and that the only reason to go is because parents are fundamentally unable to look after the child. Also...I NEED DENTISTS TO SEE MY CHILDREN. It's impossible to arrange and I've given up the idea of them ever seeing a dentist even if their teeth get really bad.

**Questions**

Does the 30 hours run all the way through the age of 4 as I am confused, and if so does that pay for school (reception)?as I will have after school club to pay for too many thanks

Can I have more info on the tax free childcare. My son is 5yrs old and we struggle in holidays as we have no family on either side

I would like to enquire about a childminder that would do wrap-around care for a 3-year-old at Knavesmire pre-school.

Is there any help for single parent families on universal credit this summer

**Tax Free Childcare**

Was unaware about tax free childcare until a year or so ago and as informed by family. No mention of it from nursery or any other professional

Tax free childcare doesn't touch the sides. My daughter goes to nursery for two full days, before tax it costs more than my mortgage. We don't have a weekend together, my husband works full time and I work 30 hours over three days. I could do four days and full time but nursery can't give me a place, which is shocking because childcare is so unaffordable you'd think the narrative of women all bunking off work to breed is made up by the ruling class to oppress us... seriously though, it's a feminist issue and the UK is a laughing stock in Finland for this kind of thing.

A lot of providers struggle to understand tax free childcare, they are still only sure of the voucher system

Need information on tax free childcare

But I don't fully understand the tax free childcare scheme



Annex 2

# Provider Survey Summary Report Autumn 2022

Report by Nicola Sawyer, Education Support Service

The survey was undertaken in September 2022. 85 responses were received; however, one response was for a chain of nurseries, one response was for two nurseries, one was for a playgroup and out of school club and one was for a day nursery and out of school club.

## **Key Headlines**

### **Response rate for each sector type:**

	<u>Number of Settings</u>	<u>This year</u>	<u>Last year</u>
Day nurseries	38	42%	69%
Pre-school playgroups	27	56%	67%
Childminders	123	34%	64%
Out of school clubs	48	8%	14%
School nurseries	26	31%	46%
Total	262	32%	50%

There is a much lower response rate to the provider this year compared to last year which possibly reflects the current staffing issues that the sector is experiencing.

### **How the business / setting will perform this coming year:**

- It was a very mixed response with regards to performance over the coming year.
- 12 settings (14%) expect to run at a loss (1 day nursery, 6 playgroups, 2 childminders and 3 school nurseries)
- 31 settings (36%) expect to break even (4 day nurseries, 4 playgroups, 19 childminders, 1 out of school club and 3 school nurseries)
- 18 settings (21%) expect to generate a surplus (5 day nurseries, 2 playgroups, 8 childminders, 2 out of school clubs and 1 school nursery)
- 27 settings (28%) were not sure of how they would perform.

This breakdown of responses broadly reflect those providers gave in last years survey.



### **Confidence in remaining financially sustainable:**

- The majority of settings (74%) across all sectors thought they would remain financially sustainable for another year or longer.
- One playgroup indicated they would only be sustainable for a few more months
- Several settings (25%) were not sure.

Last year a similar percentage of providers expected to remain financially viable for another year or longer however 8 providers indicated they would only be sustainable for a few more months, four of which did then close, and another is still struggling to remain sustainable.

### **Measures taken over the last 12 months:**

- Many providers, across all sector types, have increased their fees for non-funded hours and / or increased charges for consumables.
- Several providers, mainly childminders, have limited the number of funded and paid for places they offer (mainly due to financial and staffing reasons).
- Several providers, across all sectors, stated they have had to limit places to support children with SEND.

Again, this is a very similar picture to the responses received last year where providers were starting to pass some of the increased costs onto families either by increasing their hourly / daily rates or by introducing or increasing their charge for consumables (additional extras over and above the delivery of the funded entitlement such as lunch/snack charges, charges for nappies, sun cream etc).

### **Charging of additional costs for funded entitlement hours:**

- The majority of day nurseries do a make a charge of between <£1 - £1.99 per hour.
- Most playgroups, out of school clubs and school nurseries do not make an additional charge.

- Childminder responses were split with just over half making a charge of between <£1 – 2.99 per hour.

### **Demand for places:**

- Just over half of settings (52%) who responded to the survey indicated they could not meet demand, but the response did vary depending on sector type. This figure has increased since last years survey where the majority of providers were able to deliver enough places to meet demand and only 23% indicated they couldn't meet demand.
- The majority of play groups could meet demand however the majority of day nurseries could not deliver enough places to meet demand.
- Where providers could not meet demand, this was across all age ranges that the provider offered and for paid for place and funded entitlement places but most significantly for 0–5-year-old places. 10 day nurseries and 15 childminders did state that they could not meet demand for baby places
- For 2-, 3- and 4-year-old places – this is a mixed picture, the majority of providers did not see a change and there were roughly equal numbers who saw an increase or a decrease in demand.
- Baby, paid for and ad hoc places – most providers either saw no change or an increase in demand.
- This is a very similar to the responses received in last years survey

Responses from this survey have indicated that 52% of settings are not able to deliver enough places to meet the demand of their families, this is higher than last year where only 17% indicated that they were not able to meet need.

### **Delivery models:**

- The majority of providers (72%) were not planning on changing their delivery model in the coming year.

- Those that are looking to change their delivery model are looking at a variety of changes such as increasing opening weeks from term time only to 50 weeks, offering places to different age groups to reflect demand, more structured planning to clearly show available places and offering different sessions.

### **Challenges currently being faced:**

- 28% of providers, predominantly day nurseries stated that they were struggling to recruit and/or retain staff.
- 35% of providers, mainly childminders and playgroups identified low numbers and lack of demand for paid for childcare as a challenge.
- 16% of settings, predominantly childminders, identified having low bank reserves.
- Low staff morale was also identified as a challenge for most sectors.

### **Biggest threat to sustainability:**

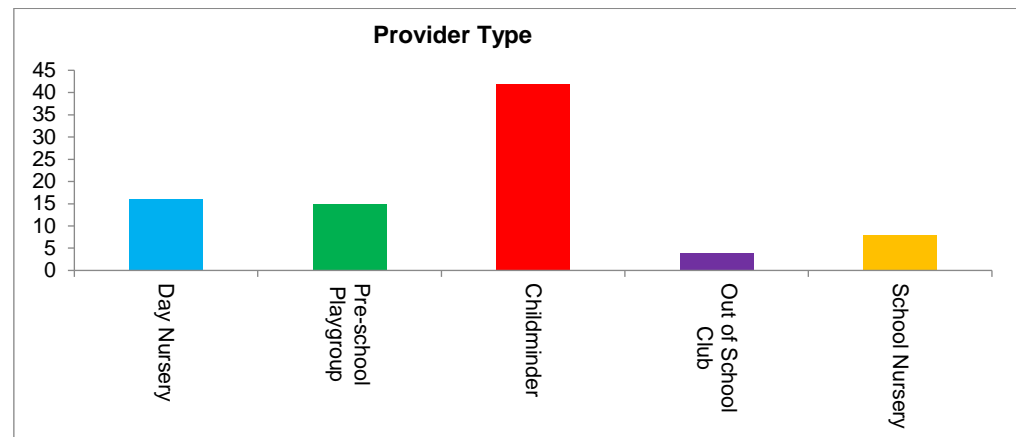
- Rising utility costs were identified as the biggest threat to sustainability for 36% of providers, with 16% stating staffing recruitment and retention as their biggest concern.

### **Additional Support:**

- 28% of providers across all sectors indicated they would benefit from additional support, and this was mainly for financial support to help with rising energy costs, higher funding rate, recruitment of staff and support with SEND (financial and training).

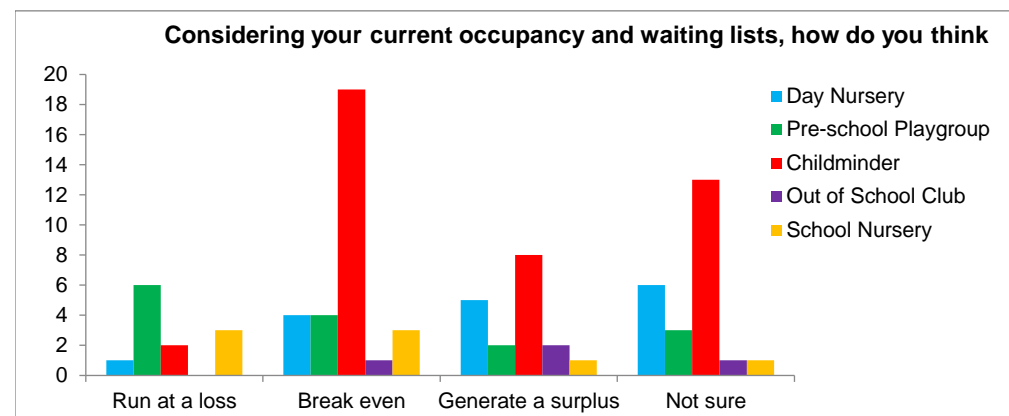
**Question 1 – Provider Type for responses received**

	Total number	% of total responses received
Day Nursery	16	19%
Pre-school Playgroup	15	18%
Childminder	42	49%
Out of School Club	4	5%
School Nursery	8	9%



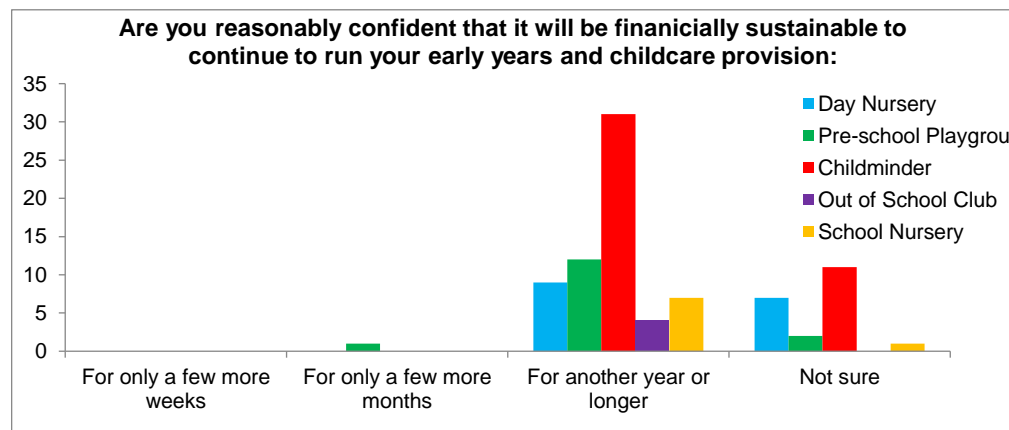
**Question 2 – Whilst there are still a lot of unknowns for the coming months regards covid-19, energy prices and staffing issues, considering your current occupancy and waiting lists, how do you think your business / setting will perform this year?**

	Run at a loss	Break even	Generate a surplus	Not sure
Day Nursery	1	4	5	6
Pre-school Playgroup	6	4	2	3
Childminder	2	19	8	13
Out of School Club	0	1	2	1
School Nursery	3	3	1	1



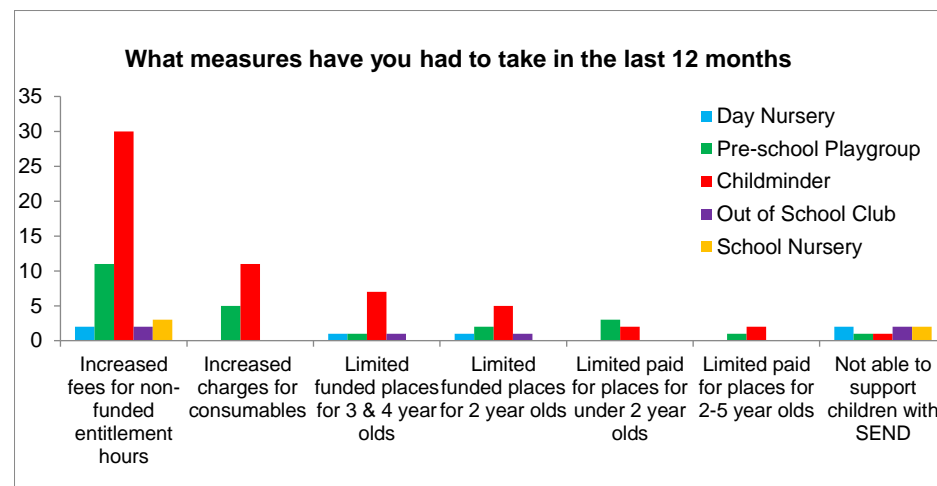
**Question 3 – Are you reasonably confident that it will be financially sustainable to continue to run your early years and childcare provision?**

	For only a few more weeks	For only a few more months	For another year or longer	Not sure
Day Nursery	0	0	9	7
Pre-school Playgroup	0	1	12	2
Childminder	0	0	31	11
Out of School Club	0	0	4	0
School Nursery	0	0	7	1



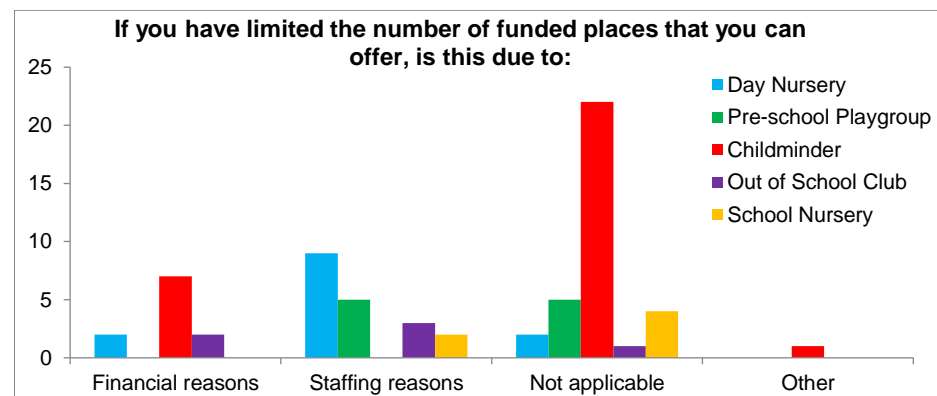
**Question 4 – What measures have you had to take in the last 12 months?**

	Increased fees for non-funded entitlement hours	Increased charges for consumables	Limited funded places for 3- & 4-year-olds	Limited funded places for 2-year-olds	Limited paid for places for under 2-year-olds	Limited paid for places for 2-5-year-olds	Not able to support children with SEND
Day Nursery	2	0	1	1	0	0	2
Pre-school Playgroup	11	5	1	2	3	1	1
Childminder	30	11	7	5	2	2	1
Out of School Club	2	0	1	1	0	0	2
School Nursery	3	0	0	0	0	0	2



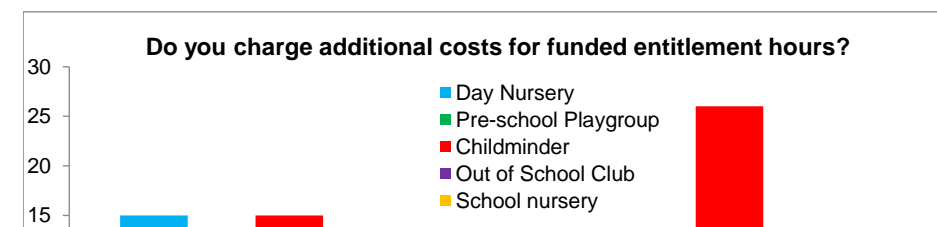
**Question 5 - If you have limited the number of funded places you can offer, is this due to:**

	Financial reasons	Staffing reasons	Not applicable	Other
Day Nursery	2	9	2	0
Pre-school Playgroup	0	5	5	0
Childminder	7	0	22	1
Out of School Club	2	3	1	0
School Nursery	0	2	4	0

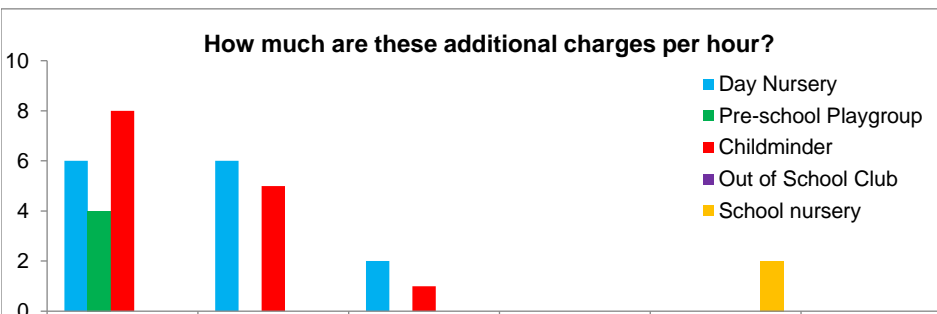


**Question 6 - Do you charge additional costs for funded entitlement hours (e.g., for consumables)?**

	Yes	No
Day Nursery	15	1
Pre-school Playgroup	4	11
Childminder	15	26
Out of School Club	0	4
School nursery	2	6



**Question 7 - If yes, how much are the additional charges per hour?**



	< £1	£1-£1.99	£2-2.99	£3-£3.99	£4-£4.99	>£5
Day Nursery	6	6	2	0	0	0
Pre-school Playgroup	4	0	0	0	0	0
Childminder	8	5	1	0	0	0
Out of School Club	0	0	0	0	0	0
School nursery	0	0	0	0	2	0

**Question 8 - Are you able to deliver enough places to meet demand?**

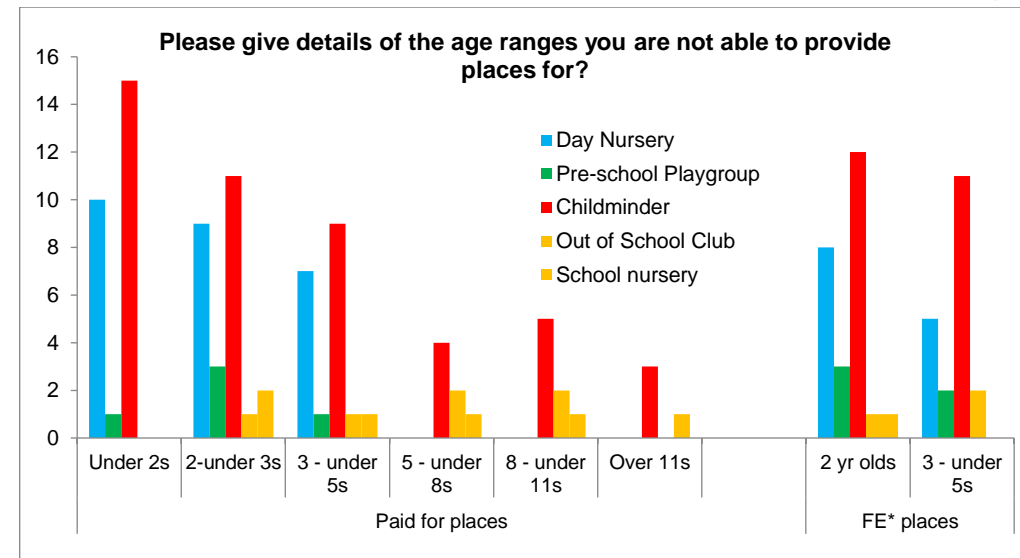
	Yes	No
Day Nursery	4	12
Pre-school Playgroup	10	5
Childminder	21	21
Out of School Club	1	3
School nursery	5	3

**Question 9 – If not able to deliver enough places to meet demand, which age ranges is this for?**

	Paid for places						FE* places	
	Under 2s	2-under 3s	3-under 5s	5-under 8s	8-under 11s	Over 11s	2 yr olds	3-under 5s
Day Nursery	10	9	7	0	0	0	8	5
Pre-school Playgroup	1	3	1	0	0	0	3	2
Childminder	15	11	9	4	5	3	12	11
Out of School Club	0	1	1	2	2	0	1	2
School nursery	0	2	1	1	1	1	1	0

\*FE = Funded Entitlement

**Question 10 - How has parental demand changed over the past 12 months?**

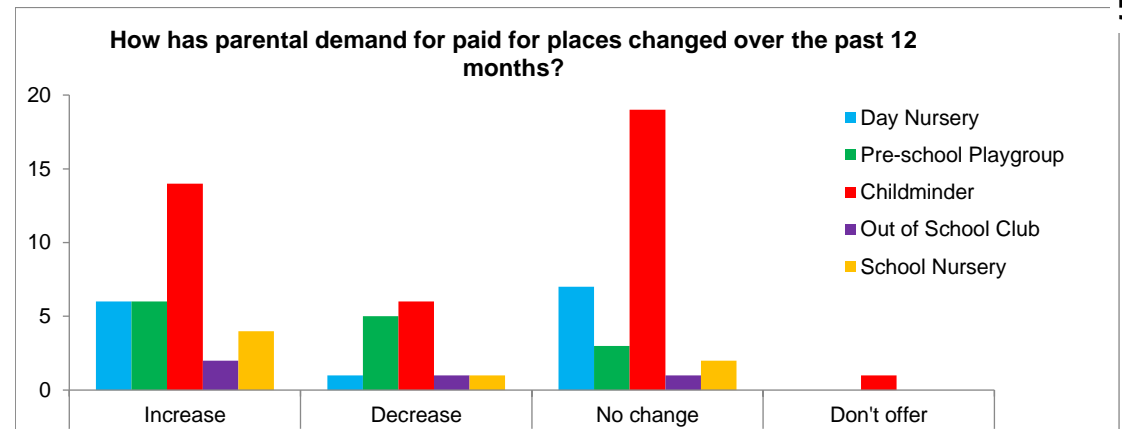


	2-year-old places			
	Increase	Decrease	No change	Don't offer
Day Nursery	4	3	7	0
Pre-school Playgroup	6	2	5	0
Childminder	8	10	19	3
Out of School Club	1	0	0	2
School Nursery	1	1	0	4

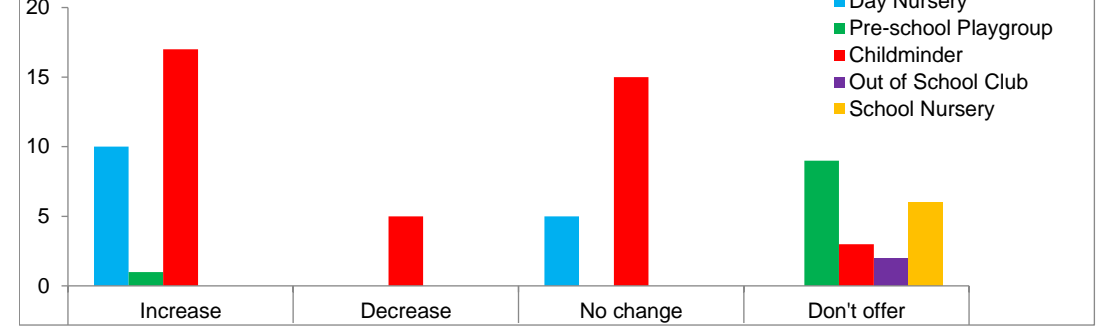
	3- & 4-year-old places			
	Increase	Decrease	No change	Don't offer
Day Nursery	1	3	11	0
Pre-school Playgroup	5	6	4	0
Childminder	11	10	16	3
Out of School Club	2	0	1	1
School Nursery	4	2	1	0

	Paid for places			
	Increase	Decrease	No change	Don't offer
Day Nursery	6	1	7	0
Pre-school Playgroup	6	5	3	0
Childminder	14	6	19	1
Out of School Club	2	1	1	0
School Nursery	4	1	2	0

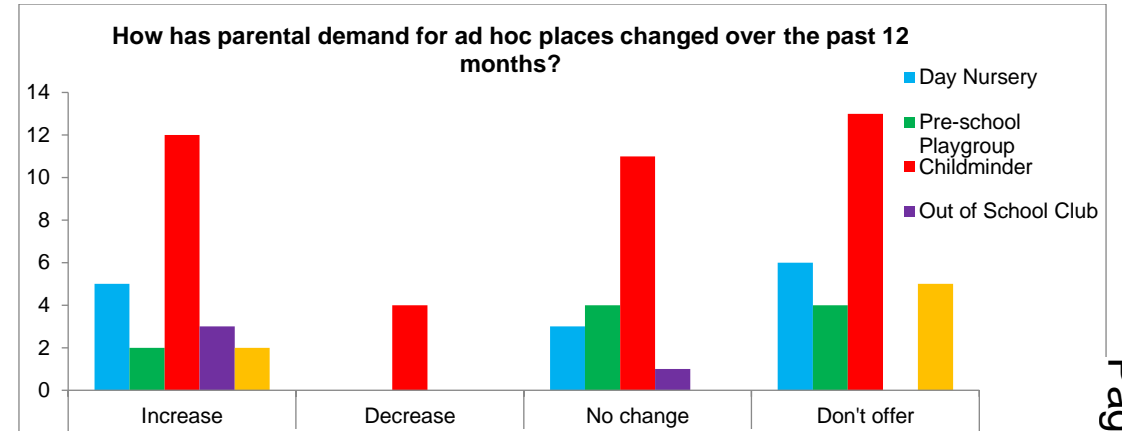
	Baby places			
	Increase	Decrease	No change	Don't offer



Day Nursery	10	0	5	0
Pre-school Playgroup	1	0	0	9
Childminder	17	5	15	3
Out of School Club	0	0	0	2
School Nursery	0	0	0	6

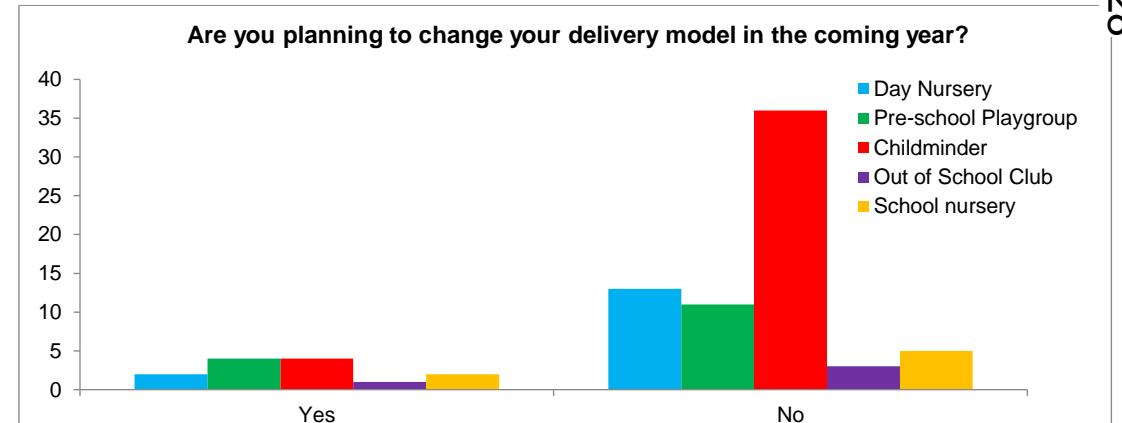


	Ad-hoc places			
	Increase	Decrease	No change	Don't offer
Day Nursery	5	0	3	6
Pre-school Playgroup	2	0	4	4
Childminder	12	4	11	13
Out of School Club	3	0	1	0
School Nursery	2	0	0	5

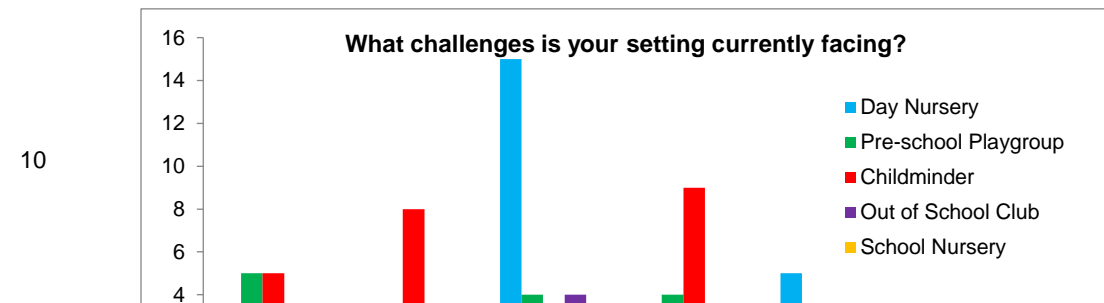


Question 11 - Are you planning to change your delivery model in the coming year?

	Yes	No
Day Nursery	2	13
Pre-school Playgroup	4	11
Childminder	4	36
Out of School Club	1	3
School nursery	2	5



Question 12 - What challenges is your setting currently facing?

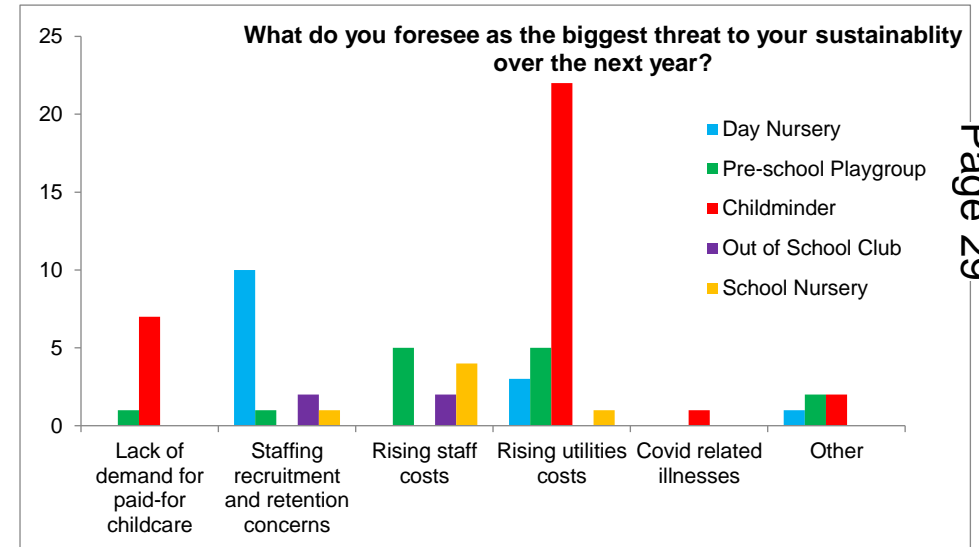




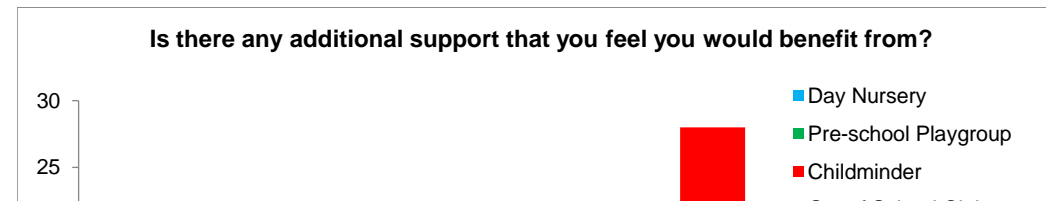
	Low occupancy	Lack of demand for paid-for childcare	Struggling to recruit and/or retain staff	Low bank reserves	Low staff morale	Covid related illnesses
Day Nursery	2	1	15	1	5	2
Pre-school Playgroup	5	3	4	4	2	1
Childminder	5	8	0	9	3	1
Out of School Club	1	1	4	0	1	0
School Nursery	3	1	1	0	1	1

**Question 13 - What do you foresee as the biggest threat to your sustainability over the next year?**

	Lack of demand for paid-for childcare	Staffing recruitment and retention concerns	Rising staff costs	Rising utilities costs	Covid related illnesses	Other
Day Nursery	0	10	0	3	0	1
Pre-school Playgroup	1	1	5	5	0	2
Childminder	7	0	0	22	1	2
Out of School Club	0	2	2	0	0	0
School Nursery	0	1	4	1	0	0



**Question 14 - Is there any additional support that you feel you would benefit from?**



	Yes	No
Day Nursery	8	7
Pre-school Playgroup	5	10
Childminder	8	28
Out of School Club	1	3
School Nursery	2	3

**City of York Council**  
**Annex 3 Equalities Impact Assessment**

**Who is submitting the proposal?**

<b>Directorate:</b>	People		
<b>Service Area:</b>	Education Support Services		
<b>Name of the proposal :</b>	Childcare Sufficiency Review		
<b>Lead officer:</b>	Maxine Squire, Assistant Director, Education and Skills		
<b>Date assessment completed:</b>	05/08/2022		
<b>Names of those who contributed to the assessment :</b>			
<b>Name</b>	<b>Job title</b>	<b>Organisation</b>	<b>Area of expertise</b>
Barbara Mands	Head of Education Support Service	CYC	Education support services
Nicola Sawyer	Early Years Entitlement and Sufficiency Manager	CYC	Education Support Services

## Step 1 – Aims and intended outcomes

<b>1.1</b>	<p><b>What is the purpose of the proposal?</b> Please explain your proposal in Plain English avoiding acronyms and jargon.</p>
	<p>To update on a review of childcare sufficiency across the city to understand the impact of low funding and recruitment and retention challenges on the early years and childcare sector.</p>

<b>1.2</b>	<p><b>Are there any external considerations?</b> (Legislation/government directive/codes of practice etc.)</p>
	<p>The council is provide sufficient childcare as far as is reasonably practicable to meet the requirements of parents in their area who require childcare or parents who need childcare to be able to work or to undertake training or education to prepare for work. The council has a statutory duty to provide sufficient childcare for children aged 0-14 (and up to 18 for disabled children) and for early education places for eligible two year olds and three and four year olds.</p>

<b>1.3</b>	<p><b>Who are the stakeholders and what are their interests?</b></p>
	<p>The key stake holders are:</p> <ul style="list-style-type: none"> <li>• The Council to carry out their statutory duty to deliver sufficient childcare and early education places</li> <li>• Providers who deliver and early years and childcare places.</li> </ul>

	<ul style="list-style-type: none"> <li>• The Parents and their families who need early education places and childcare to be able to go out to work.</li> <li>• The children and young people who are attending early years and childcare provision.</li> <li>• Employers who need to recruit and retain staff to support their businesses.</li> </ul>
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<b>1.4</b>	<b>What results/outcomes do we want to achieve and for whom?</b> This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	The request is for the Executive Member to raise the issues of low funding, recruitment and retention and vulnerable status with the Secretary of State for Education so that national solutions can be implemented to protect the long term future of the sector. If there are no national solutions for further support for the cost of living this impacts on our sufficiency duties as well as local priorities for a best start in life.

## Step 2 – Gathering the information and feedback

<b>2.1</b>	<b>What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?</b> Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.
<b>Source of data/supporting evidence</b>	<b>Reason for using</b> Use of local intelligence from the Childcare sufficiency assessment, provider and parental surveys, research reports, evidence from quality improvement visits to settings, information received by the early

	education entitlements team and feedback from the regular opportunities to engage with the sector during informal briefings and termly Leaders and Managers sessions.

### Step 3 – Gaps in data and knowledge

<b>3.1</b>	<b>What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.</b>	
	<b>Gaps in data or knowledge</b>	<b>Action to deal with this</b>
	Changing parental demand is difficult to predict including the additional financial impact of rising cost of living pressures on the settings.	Ongoing monitoring via surveys with parents and providers.

### Step 4 – Analysing the impacts or effects.

4.1	<b>Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments?</b> Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
<b>Equality Groups and Human Rights.</b>	<b>Key Findings/Impacts</b>	<b>Positive (+) Negative (-) Neutral (0)</b>	<b>Medium (M) Low (L)</b>
Age	The provision of places ensures that eligible children are able to access early education.	+	Low
Disability	The provision of places must be accessible and reasonable adjustments should be made for SEND.	+	Low
Gender			
Gender Reassignment			
Marriage and civil partnership			
Pregnancy and maternity			
Race			
Religion and belief			
Sexual orientation			
<b>Other Socio-economic groups including :</b>	<b>Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?</b>		

<b>Carer</b>			
<b>Low income groups</b>	<b>Eligible two year olds are provided with early education places up to 15 hours per week (targeted). Three and four year olds on low income are provided with up to 15 hours per week early education (universal).</b>	<b>+</b>	<b>Low</b>
<b>Veterans, Armed Forces Community</b>			
<b>Other</b>			
<b>Impact on human rights:</b>			
List any human rights impacted.	<b>The right to education</b>	<b>+</b>	

**Use the following guidance to inform your responses:**

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.



It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

<p><b>High impact</b> (The proposal or process is very equality relevant)</p>	<p>There is significant potential for or evidence of adverse impact          The proposal is institution wide or public facing          The proposal has consequences for or affects significant numbers of people          The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.</p>
<p><b>Medium impact</b> (The proposal or process is somewhat equality relevant)</p>	<p>There is some evidence to suggest potential for or evidence of adverse impact          The proposal is institution wide or across services, but mainly internal          The proposal has consequences for or affects some people          The proposal has the potential to make a contribution to promoting equality and the exercise of human rights</p>
<p><b>Low impact</b> (The proposal or process might be equality relevant)</p>	<p>There is little evidence to suggest that the proposal could result in adverse impact          The proposal operates in a limited way          The proposal has consequences for or affects few people          The proposal may have the potential to contribute to promoting equality and the exercise of human rights</p>

## Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	<b>Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?</b>
<p>The proposal will ensure that the issues have been raised at the right level as only the government can agree national solutions to address low funding and recruitment and retention challenges as well as further financial support for the cost of living. The Local Authority has local priorities to work with other agencies and partners, to continue to obtain further information about the sector and explore local solutions such as social media campaigns, promoting apprenticeships and routes into early years management. The sector needs to be sustained in the longer terms so that it can continue to offer high quality, affordable and accessible early years and childcare places for children and young people.</p>	

## Step 6 – Recommendations and conclusions of the assessment

6.1	<b>Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:</b>
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- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty
- **Stop and remove the proposal** – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

**Important:** If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

<b>Option selected</b>	<b>Conclusions/justification</b>
Continue with the proposal	The impact has been reviewed and the proposal to raise the issues with the Secretary of State acknowledges the vulnerable status of the sector, their challenges and clearly sets out solutions that government could put in place to mitigate the effects.

**Step 7 – Summary of agreed actions resulting from the assessment**

<b>7.1 What action, by whom, will be undertaken as a result of the impact assessment.</b>			
<b>Impact/issue</b>	<b>Action to be taken</b>	<b>Person responsible</b>	<b>Timescale</b>
N/a			

**Step 8 - Monitor, review and improve**

<b>8. 1</b>	<b>How will the impact of your proposal be monitored and improved upon going forward?</b> Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?

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**Decision Session – Executive Member for  
Children, Young People and Education****8 November 2022**

Report of the Assistant Director, Education and Skills

**Update on the progress of Early Talk for York****Summary**

1. Early Talk for York continues to make good progress and is showing signs of closing the disadvantaged gap it set out to tackle. This report asks the Executive Member to note the outcomes of Early Talk for York and to support the full rollout of the Early Talk for York approach.

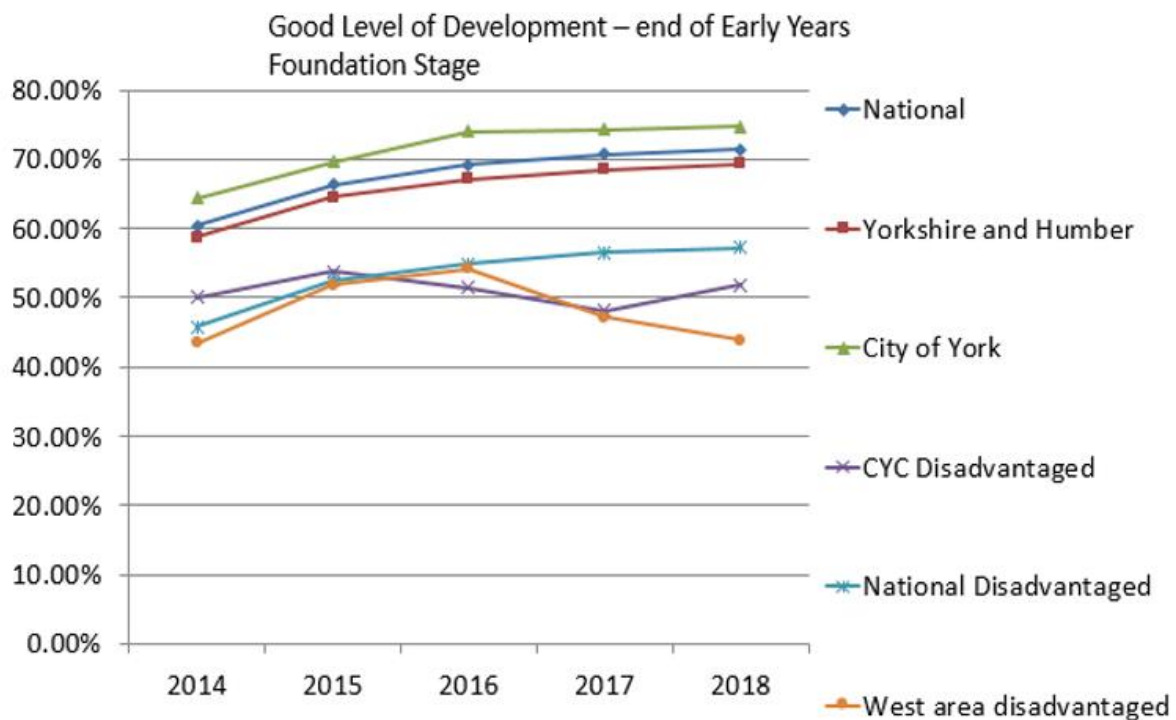
**Recommendations**

2. The Executive Member is asked to consider:
  - 1) To support the full rollout of Early Talk for York across the city. This is the recommended option.

Reason: Early Talk for York is demonstrating impact on improving children's outcomes in line with the original Theory of Change. Of particular note is that children's outcomes have continued to improve in the Early Talk for York area during the pandemic window whilst those in other areas have declined. This is particularly so for those children who are disadvantaged. As this work has demonstrated Early Talk for York appears to be an effective way of improving outcomes, particularly for the disadvantaged cohort, a roll out across the city is recommended so more children can benefit from this approach.

**Background**

3. York has a significant and longstanding gap in outcomes between disadvantaged children and their non-disadvantaged peers. This gap starts at age 5 and, in 2017, the gap at age 5 – as defined by a Good Level of Development - was the largest of any local authority area in England. This data is shown in the graph below.



Early Talk for York aims to improve the communication and language outcomes for children aged 0 – 5 years. Good communication skills at five years of age are strongly associated with a range of positive whole of life outcomes; including literacy levels, employment, mental and physical health and wellbeing. Early communication and language development is particularly important in the ambition to tackle outcome inequalities.

Early Talk for York set out with three headline strands of focus:

1. Strategy and commissioning – uniting the early years sector around a common outcome to develop better partnerships, strategic decision making and commissioning arrangements.
2. Workforce development – ensuring those working with children and families have the knowledge, skills and tools to provide the right level of support at the right time.
3. Communications and community – sharing Early Talk for York with parents and carers so they could support the aims of the project in the home learning environment.

Activity undertaken through Early Talk for York so far has included:



- training practitioners through an accredited training programme and supporting them to cascade the training.
- using a standardised tool for assessment and diagnosis of needs.
- ongoing support from other professionals, including speech and language therapists.
- working in partnership with parents and carers.
- developing a strengths-based communications campaign.

A pilot area was set up in 2019 to investigate the feasibility and impact of the Early Talk for York approach. Partners from across the programme worked together to evaluate Early Talk for York using a mix of qualitative and quantitative methods- including a school-based assessment for children aged five years - against an evaluation schedule. A 'control group' of schools was matched as closely as feasible against the Early Talk for York group by number of pupils, proportions of pupils eligible for free school meals and previous outcomes.

Through the process of evaluation, the group identified six 'active ingredients'; elements that are fundamental to the success of the approach:

1. A relentless focus on speech, language and communication as a top priority that impacts on whole of life outcomes.
2. Investment in high quality training that is sustained and quality assured.
3. Supported cascading of training to influence the development of whole teams.
4. Universal screening of children's needs using a standardised tool.
5. Ongoing support of specialists who are proactive in responding to emerging needs.
6. Peer and social support and accountability on delivering the elements above, including working in partnership with parents/carers.

Currently, a total of 29 schools, settings and childminders across the city are involved in the full Early Talk for York approach. These organisations between them serve a total of approximately 1200 children aged 2 – 5 years and many also serve more children aged 0 – 2 years. More than

half of these settings have now achieved 'Communication Friendly Setting status' meaning that their whole staff team have taken part in accredited, quality assured training and that their practice and provision has been independently audited. The majority of the others are on track to achieve this during the early part of 2022 – 23. These schools and settings have worked tirelessly on the Early Talk for York approach using the core offer as a starting point from which they develop models and ways of working that suit their context. For example, one setting has employed a member of their team to lead on this work across their team, whilst another is exploring a model that would allow a team member to be spending more time working directly with parents and carers on supporting children's speech language and communication at home.

91 (76%) schools and group-based settings in York are now using the standardised screening tool to universally screen children (the first step of Early Talk for York) with many childminders also doing the same via a library lending service. These settings serve at least 3500 children aged 2-5 years and many also serve many more children aged 0 – 2 years

7 schools have worked closely with City of York Council's Family Learning team to work directly with families to support the development of the home learning environment. This work has been independently evaluated by Huntington Research School and this shows a promising model emerging around parental engagement and this work will continue in 2022-23.

City of York Council's Healthy Child Service has continued to develop its practice in line with the Early Talk for York principles and has now trained all practitioners in the use of the Early Language Identification Measure which is being used to universally screen all 2 years olds at the mandated contact. The team is currently working with approximately 60 families where speech, language or communication difficulties have been identified through screening.

The University of York continues to support Early Talk for York by providing volunteer, specially trained student placements to support the implementation of Early Talk for York. Autumn 2022 will see more than 40 'York Students in Schools' students placed in early years settings across the city. The University is also exploring how placements in Early Talk for York schools and settings can be embedded into some of their relevant taught programmes.

The Early Talk for York team continues to work closely with specialist services at York Teaching Hospital to further develop ways of working to ensure best use of limited specialist support and resources.

More about Early Talk for York can be found at [www.york.gov.uk/earlytalkforyork](http://www.york.gov.uk/earlytalkforyork)

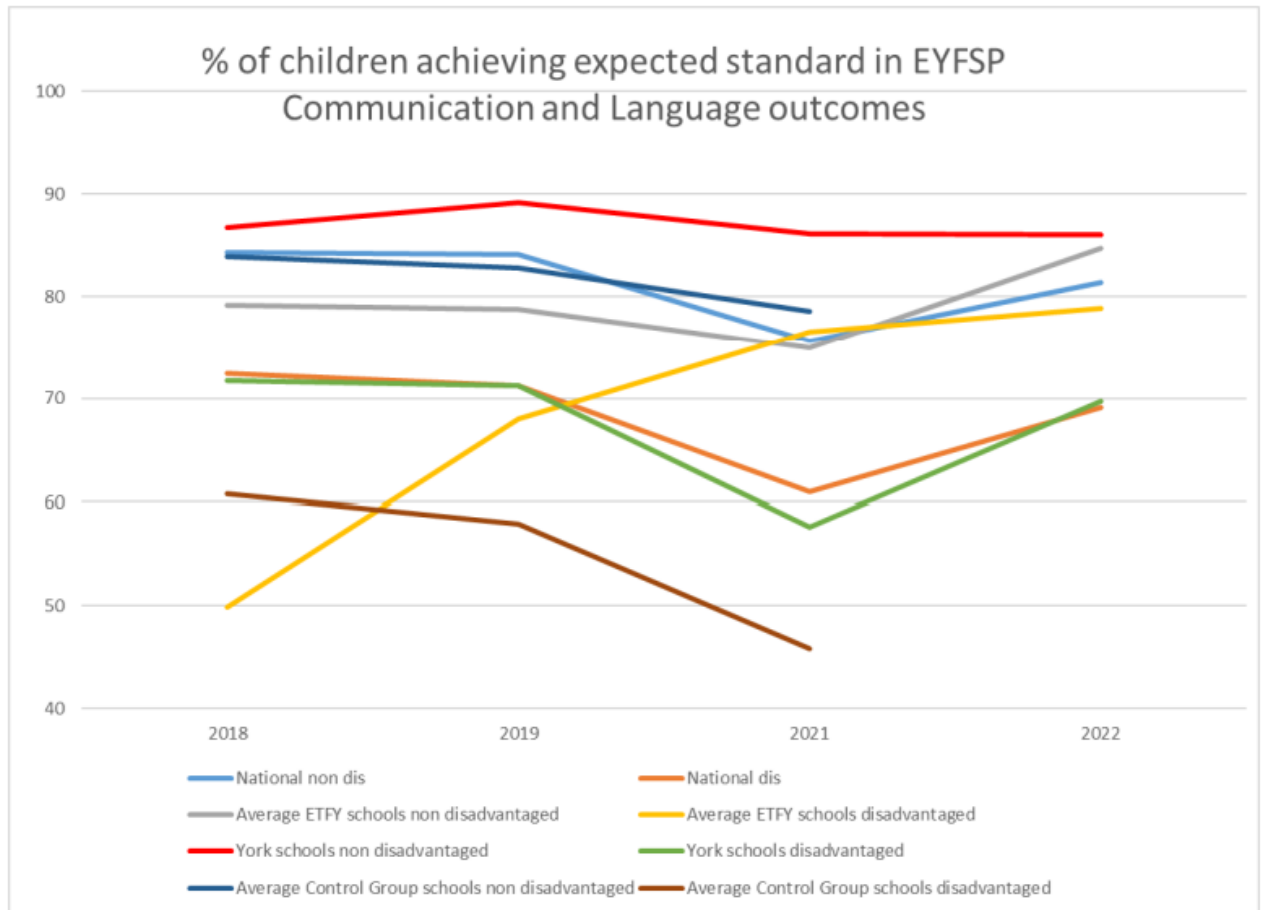
### Impact

Early Talk for York has seen impact at system, organisational, practitioner and child level.

*One professional reported: “Our staff in (Early Years Foundation Stage) are now more confident in identifying when children may have a speech and language need, which is allowing us to support the children, with relevant interventions. The staff are now more confident at knowing how to support these children, and when they should refer them to a speech and language therapist.”*

We continue to track the impact of Early Talk for York using the statutory assessment of children’s development at age 5 using the Early Years Foundation Stage Profile (EYFSP). This framework changed in 2022 and children were assessed against revised criteria. This has implications for exact year on year comparisons, however the trends and comparisons between groups remains useful for us to understand more about the impact that this approach is having.

As seen in the graph below, outcomes in the Early Talk for York area have improved for all children. Of particular note is that the ‘gap’ between non disadvantaged children nationally and disadvantaged children in the ETFY area has reduced from 34.5% (2018) to 2.5% (2022) This data provides further confidence that Early Talk for York is meeting its primary objective of improving outcomes in speech, language and communication for all children with a particular positive benefit for disadvantaged children in the city. These improved outcomes are a huge credit to those working every day with children in the schools and settings involved in the Early Talk for York approach as they make a demonstrable and meaningful difference to improving children’s outcomes.



There is more work to do in relation to how the home environment can support children's development of speech, language and communication skills and in particular for children aged 0 – 2 and development work in this regard is ongoing and links with other key work streams at the Local Authority, such as the development of Family Hubs.

### Consultation

4. No formal consultation process has been carried out in relation to this proposal, however a fundamental element of the Early Talk for York approach is working with the diverse early years sector across the city to build upon the many strengths that exist. To this end, the Early Talk for York team continue to engage regularly with a wide range of stakeholders to inform next steps of development.

### Options

5. The Executive Member is asked to note the outcomes being demonstrated by early Talk for York and asked to consider whether or not to support the full roll out of the Early Talk for York approach across the city.

## **Analysis**

6. As the model appears to be meeting its primary objective of improving outcomes for children, and in particular for those from disadvantaged backgrounds, supporting the full roll out of the approach would enable more children to benefit from this way of working.

It is widely accepted that when 'interventions' are scaled up that a loss of fidelity is almost inevitable, and this is likely to apply in this case. Whilst the team would take significant steps to mitigate for this, it must be acknowledged that it is unlikely that the same level of impact will be seen right the way across the city.

In order to mitigate for challenges around fidelity reduction, models are being developed to provide support across the city which remain true to the 'active ingredients' (the core components that cause the model to be successful). These include drawing upon the additional expertise and capacity that has been developed in the system by those who have been working in this way for a number of years and a number of organisations have already offered additional capacity to help facilitate this. As well as this, the proposal to work at scale would take incremental steps to doing so in order to be able to continue to test and learn and respond dynamically to this developing model.

The Early Talk for York budget has capacity to facilitate much of the scale up activity. However, a significant element that needs to be addressed is the ongoing commissioning of support from speech and language therapy services. The current arrangement with the NHS expires in August 2023 and work is underway with partners in health to secure this to continue in the longer term.

## **7. Implications**

### **Financial**

- The Early Talk for York project to date has been funded almost entirely by an award of funding (£265k) from the York Schools and Academies Board (YSAB) utilising funding delegated to the board which is currently held within the Central Services Schools Block of the Dedicated Schools Grant (DSG). This funding has been increased with small one-off contributions from other budgets.

- The development and initial costs of the project are all covered within this funding envelope.
- The estimated cost of securing an on-going speech and language therapy service is estimated to be £57k annually. The funding for this has not yet been identified.

### **Human Resources (HR)**

There are no HR implications.

### **Legal**

- The commissioning of the relevant training packages and the speech and language therapist support will be subject to the Council's Contract Procedure Rules ("CPRs") and the Public Contracts Regulations 2015 ("PCRs"). Any competition will require a PCR and CPR compliant tender process. The legal and procurement teams will advise and guide accordingly.

### **Crime and Disorder**

There are no crime and disorder implications.

### **Information Technology (IT)**

There are no Information technology implications

### **Property**

There are no property implications

### **Other**

### **Equalities**

### **Risk Management**

9. As stated above, the scale up of any successful intervention comes with the risk of reduced fidelity and therefore impact. Early Talk for York is a dynamic approach and the team have navigated the work through the pandemic window, responding to emerging and differing challenges. There is broad and significant support for this work and a desire across the sector to replicate the success. Coupled with the experience and skill of the core team overseeing the delivery of Early Talk for York, steps will be taken to mitigate this risk as much as possible.

## Council Plan

10. This links directly to the Council Plan 'A better start for children and young people' and the ambition to '*Continue to prioritise gaining improved outcomes for our most disadvantaged children and young people in the city*' as well as in the 2021 update to '*Evaluate the potential scalability of the Early Talk for York scheme*'  
It supports the aims to have a '*strong quality early years sector*' that '*engages our most vulnerable children*' and '*The attainment gap between our most disadvantaged children and young people and their peers will have reduced*'

## Contact Details

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Social Mobility Project  
Manager  
Education, Skills and Send  
07789653669

**Chief Officer Responsible for the report:**  
**Maxine Squire**  
Assistant Director, Education Skills and SEND

**Report Approved**  **Date** 31 October 2022

**Wards Affected:** [List wards or tick box to indicate all] **All**

**For further information please contact the author of the report**

**Background Papers:**  
None

**Annexes**  
Annex 1 Equalities Impact Assessment

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**City of York Council**  
**Equalities Impact Assessment**

**Who is submitting the proposal?**

<b>Directorate:</b>		People	
<b>Service Area:</b>		Education, Skills and SEND	
<b>Name of the proposal :</b>		Update on the progress of Early Talk for York and plans to scale further	
<b>Lead officer:</b>		Rob Newton, Social Mobility Project Manager	
<b>Date assessment completed:</b>		21.10.22	
<b>Names of those who contributed to the assessment :</b>			
<b>Name</b>	<b>Job title</b>	<b>Organisation</b>	<b>Area of expertise</b>
Rob Newton	Social Mobility Project Manager	City of York Council	Social mobility

## Step 1 – Aims and intended outcomes

1.1	<p><b>What is the purpose of the proposal?</b> Please explain your proposal in Plain English avoiding acronyms and jargon.</p>
	<p>To give access to the Early Talk for York approach – training, resources and support – to more professionals in the city working with early years aged children in relation to children’s speech, language and communication development.</p>
1.2	<p><b>Are there any external considerations?</b> (Legislation/government directive/codes of practice etc.)</p>
<ul style="list-style-type: none"> <li>•</li> </ul>	<p>This proposal directly supports the Local Authority’s statutory duty to</p> <ul style="list-style-type: none"> <li>• Ensuring that the quality of education within the local area is at least good</li> <li>• Ensuring that the needs of children with SEND and those with defined characteristics and vulnerabilities are being met</li> </ul> <p>It also supports schools and setting to meet the statutory requirements as laid out in the Early Years Foundation Stage</p>
1.3	<p><b>Who are the stakeholders and what are their interests?</b></p>
	<p>Early years practitioners in settings and schools, parents and carers, children (0-5) Members of the York Schools and academies board – provided funding to support Early Talk for York Health – joint commissioning of a SALT to support Early Talk for York</p>

<b>1.4</b>	<b>What results/outcomes do we want to achieve and for whom?</b> This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	<p>To improve outcomes for all children aged 0 - 5, but particularly those from disadvantaged backgrounds, in the speech, language and communication domains of their development</p> <p>This links directly to the Council Plan 'A better start for children and young people' and the ambition to 'Continue to prioritise gaining improved outcomes for our most disadvantaged children and young people in the city' as well as in the 2021 update to 'Evaluate the potential scalability of the Early Talk for York scheme'</p> <p>It supports the aims to have a 'strong quality early years sector' that 'engages our most vulnerable children' and 'The attainment gap between our most disadvantaged children and young people and their peers will have reduced'</p>

## Step 2 – Gathering the information and feedback

<b>2.1</b>	<b>What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?</b> Please consider a range of sources, including: consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
<b>Source of data/supporting evidence</b>	<b>Reason for using</b>	
Evaluation of the current Early Talk for York approach	This is the model that is being considered for scale up so is a real world application.	
Feedback from key stakeholders	This allows a multi perspective lens on the proposal	

Informal feedback from potential future participants	To understand the ways in which the model can fit with existing practices.

### Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.		
<b>Gaps in data or knowledge</b>		<b>Action to deal with this</b>	
None identified		N/A	

### Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
<b>Equality Groups and Human Rights.</b>	<b>Key Findings/Impacts</b>	<b>Positive (+) Negative (-) Neutral (0)</b>	<b>High (H) Medium (M) Low (L)</b>

<b>Age</b>	<b>This work is demonstrating a positive impact on improving outcomes for early years aged children</b>	<b>+</b>	<b>H</b>
<b>Disability</b>	<b>This work is demonstrating a positive impact on improving outcomes for children with identified special educational need or disability</b>	<b>+</b>	<b>H</b>
<b>Gender</b>	<b>None identified</b>		
<b>Gender Reassignment</b>	<b>None identified</b>		
<b>Marriage and civil partnership</b>	<b>None identified</b>		
<b>Pregnancy and maternity</b>	<b>None identified</b>		
<b>Race</b>	<b>None identified</b>		
<b>Religion and belief</b>	<b>None identified</b>		
<b>Sexual orientation</b>	<b>None identified</b>		
<b>Other Socio-economic groups including :</b>	<b>Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?</b>		
<b>Carer</b>	<b>None identified</b>		
<b>Low income groups</b>	<b>This work is having a particularly positive effect on improving outcomes for children from lower income backgrounds.</b>	<b>+</b>	<b>H</b>
<b>Veterans, Armed Forces Community</b>	<b>None identified</b>		

<b>Other</b>	<b>None identified</b>		
<b>Impact on human rights:</b>			
List any human rights impacted.	<b>None identified</b>		

**Use the following guidance to inform your responses:**

Indicate:

- Where you think that the proposal could have a **POSITIVE** impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a **NEGATIVE** impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a **NEUTRAL** effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

<p><b>High impact</b> (The proposal or process is very equality relevant)</p>	<p>There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.</p>
<p><b>Medium impact</b> (The proposal or process is somewhat equality relevant)</p>	<p>There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights</p>
<p><b>Low impact</b> (The proposal or process might be equality relevant)</p>	<p>There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights</p>

**Step 5 - Mitigating adverse impacts and maximising positive impacts**

5.1	<p><b>Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?</b></p>
<p><b>This work has a particularly positive impact on outcomes for children from lower income backgrounds. Future scale up work will use available data to ensure that resources are targeted effectively to maximise the potential for improving outcomes for children from lower income backgrounds.</b></p>	

**Step 6 – Recommendations and conclusions of the assessment**

6.1	<p><b>Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision. There are four main options you can take:</b></p>
<p><b>- No major change to the proposal</b> – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.</p>	



- **Adjust the proposal** – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
- **Continue with the proposal** (despite the potential for adverse impact) – you should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations under the duty
- **Stop and remove the proposal** – if there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

**Important:** If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

<b>Option selected</b>	<b>Conclusions/justification</b>
No major change to the proposal	The EIA has not identified any adverse effects and has identified several positive effects in relation to equalities.

## Step 7 – Summary of agreed actions resulting from the assessment

<b>7.1 What action, by whom, will be undertaken as a result of the impact assessment.</b>			
<b>Impact/issue</b>	<b>Action to be taken</b>	<b>Person responsible</b>	<b>Timescale</b>

## Step 8 - Monitor, review and improve

<b>8.1</b>	<p><b>How will the impact of your proposal be monitored and improved upon going forward?</b>            Consider how will you identify the impact of activities on protected characteristics and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?</p>
	<p>The work will continue to be evaluated against the evaluation schedule.</p>



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**Decision Session – Executive Member for  
Children, Young People and Education****08 November 2022**

Report of the Assistant Director, Education and Skills

**Apprenticeships Update****Summary**

1. During the past six-months apprenticeships, alongside a number of other training and development schemes, have continued to play an important role in supporting the city's economic recovery, providing opportunities for those entering the workforce or those who need to reskill or upskill.
2. The citywide efforts to maintain the profile of apprenticeships and targeted activities by the council's Skills and HR teams have helped to sustain the take up of apprenticeships in York. Public data\* for 2021/22(Q3) shows a continued recovery in the local apprenticeship market, with around 980 apprenticeship starts in York since August 2021. This equates to 97% of the total number of starts (1,010) for the previous full-year and brings the number of apprenticeships being undertaken by York residents to 2,350.
3. Targeted activities for schools and students (sections 27 to 30) have also contributed to the 250 apprenticeship starts by young people (aged 16-18) since August 2021. Encouragingly, this equates to around 114% of the full-year figures for this age group in 2019/20 and 2020/21.
4. The council's own apprenticeship and levy transfer strategies continue to support local recovery. As of 30 September 2022, there are 80 active apprentices within the council and local authority maintained schools (50% more than at end of September 2021), and in 2021/22, the council also achieved the public sector target of 2.3%\*\*.
5. Since the council's levy transfer scheme was launched in May 2021, funding has also been approved for the training of 36 apprentices, currently committing £194,000 of support to seven local businesses over a maximum of 51 months.

\*Annual national apprenticeship data refers to the academic period from August to July. The latest annual and quarterly updates are available on the Government website: [Apprenticeships and traineeships, Academic Year 2021/22 – Explore education statistics – GOV.UK \(explore-education-statistics.service.gov.uk\)](https://www.gov.uk/government/statistics/apprenticeships-and-traineeships-academic-year-2021-22-explore-education-statistics)

\*\*2.3% of the workforce to be made up of apprentices and for Local Government this target includes schools that are maintained by the authority. The figure is as of 31 March each year.

6. By increasing the number of its own apprentices and supporting businesses in priority sectors, such as adult health and social care, the council spent around 30% more (levy funds) on apprenticeship training during April 2022 – September 2022 than during the previous six months.
7. Whilst the amount of levy in the account and how much expires can fluctuate for a number of reasons, the overall direction continues to be a decrease in the average expired funds each month, aligned with an increased take up of apprenticeships within the council, local authority maintained schools and local SMEs.

Information on job vacancies (including apprenticeship vacancies) at the council can be found on the council's website: <https://jobs.york.gov.uk/>

The York Apprenticeship Hub can also help individuals or businesses wanting to find out more about apprenticeships in York  
email: [york.apprenticeships@york.gov.uk](mailto:york.apprenticeships@york.gov.uk) or write to: Apprenticeship Hub, West Offices, Station Rise, York, YO1 6GA

## Recommendation

8. The Executive Member is asked to:
  - Note the content of this report.
  - Agree the frequency of future Apprenticeships Update reports.

Reason: To continue to encourage the creation of apprenticeship opportunities in York, by supporting local businesses to access available funding and to support routes to employment for residents.

## Background

9. Following approval of the City of York Council's Apprenticeship Levy Transfer Strategy in November 2020, the Executive Member for Economy and Strategic Planning received apprenticeship updates every six months, covering the period to 31 March 2022.
10. At full Council in May 2022, responsibility for Skills Development and Apprenticeships transferred to the Executive Member for Children, Young People and Education.

11. This report therefore updates the Executive Member on apprenticeship activity in York from 1 April 2022 to 30 September 2022 (inclusive), covering:
- the work of the council's Apprenticeship Hub and Skills Team
  - use of apprenticeships to support skills development within City of York Council's existing workforce and to encourage the recruitment of new apprentices into the organisation
  - the support provided to local businesses through the council's Apprenticeship Levy Transfer Scheme

### Apprenticeships in York

12. York's apprenticeship market has remained buoyant throughout this reporting period with between 100 and 180 apprenticeship vacancies regularly listed on the national [Find an Apprenticeship](#) website (across circa 100 to 120 adverts) within a 15-mile radius of York.
13. The fluctuation in the number of advertised vacancies broadly corresponds to larger employers' recruiting periods. Employers looking to recruit apprentices to start in the forthcoming September begin to advertise their roles early in the calendar year with many adverts closing towards the end of Spring, in line with Key Stage 4/5 exam periods. Therefore, a decline in vacancy numbers between July and September isn't unusual.
14. Within a 15-mile radius of York, vacancy listings fell in September to around 70 per week. Whilst this is in line with market trends (and significantly above the low of 20 per week at the start of the pandemic), feedback from intermediaries suggests that the cost-of-living crisis is starting to affect the appetite of some employers to hire new apprentices.
15. The Skills Team will continue to work with businesses, training providers and other partners to better understand the local situation and identify what, if any, additional support may be needed.
16. There continues to be a good range of apprenticeship vacancies on offer, with opportunities in York's key and growth sectors including, biotechnology and life sciences, digital, hospitality, early years, engineering, and health (including dental).
17. Whilst the majority of advertised apprenticeship vacancies have been at Advanced Level 3, around 38% of all advertised vacancies in September offered entry-level roles at Level 2. These are important for both young people looking to start their careers and those looking to change career.
18. Of the 980 apprenticeship starts in York in 2021/22(Q3), around 13% of the participants indicated they have a learning difficulty and/or disability and/or health problem. The number of starts since August 2021, equates

to 97% of York's total number of starts (1,010) for the previous full-year (August 2020 – July 2021), and brings the number of apprenticeships being undertaken by York residents to 2,350.

19. It's important to note that the percentage of apprenticeship starts will not necessarily correlate with the percentage of vacancies advertised at the same level (in the same or preceding quarter) due to a combination of factors including:
  - From the available data, it is not possible to track each apprenticeship from advertisement to start date;
  - Not all new recruit apprenticeship vacancies are advertised on the national [Find an apprenticeship](#) website;
  - Apprenticeship starts include apprenticeships being undertaken by new and existing employees – the latter are not advertised on the national [Find an apprenticeship](#) website.
20. Whilst the Skills Team continues to predict a reduction in the overall number of apprenticeship starts in York for 2021/22, when compared with 2018/19 (the last full reporting year not affected by the pandemic), the 2021/22(Q3) data for 16-18 years is encouraging. 250 of the 980 starts since August 2021 have been by young people aged 16-18, equating to around 114% of the 2019/20 and 2020/21 full-year figures (220 per year) for this age group.
21. The Skills Team continues to work with secondary schools, colleges and other partners to promote apprenticeship opportunities and connect those in this age group, who may decide to leave full time education, with appropriate apprenticeship vacancies (sections 27 to 30).
22. Starts for those aged 19-24 and those aged 25+ are also comparable to the previous (2020/21) full-year figures – tracking at 100% and circa 88% respectively. However, the data shows that around 69% of the Higher (levels 4-7) apprenticeships started were by people aged 25 or older. This, alongside the low number of Higher (including Degree) apprenticeships advertised each week (single figures) suggests that most Higher apprenticeships in York are undertaken by existing employees.
23. It is therefore important that the council continues to support employers, through its impartial apprenticeship hub and levy transfer scheme, to both create entry-level opportunities in key sectors and prioritise higher-level, technical and green skills as part of workforce planning.



### The Impartial York Apprenticeship Hub

24. Through the impartial Apprenticeship Hub, the Skills Team continues to support individuals, businesses and training providers in York to make the most of apprenticeships.
25. Since 1 April 2022, the Hub has provided impartial advice and support to 47 businesses including those with an interest in the council's apprenticeship levy transfer scheme (section 60).
26. The team develops communications, resources and events, including a weekly apprenticeship e-newsletter (over 500 young people, parents and advisers are on the mailing list) and regular Facebook and Instagram posts (with a post reach of around 5,000 per month). These channels provide free advertising for employers and help potential apprentices to identify appropriate vacancies, including new listings and those due to close.
27. The team also raises awareness of apprenticeships with young people and schools through the impartial York Apprenticeship Offer (YAO). Working in partnership with NYBEP (who manages the national Apprenticeship Knowledge for Schools and Colleges (ASK) and Careers and Enterprise Company contracts locally), six in person events have been delivered since April, reaching around 725 students in years 7 to 13.
28. Requests for in-person activities are increasing, with more inputs having been booked to take place in coming months. For 2022/23, the national ASK offer has been reshaped with increased focus on FE colleges and sixth-forms students. NYBEP will therefore lead on supporting those cohorts, with the YAO partnership sustaining support for secondary pupils.
29. The Skills Team also collaborates on other programmes and partnerships to help raise aspirations and promote apprenticeship pathways locally:
  - Career Ready – mentoring, masterclasses and work experience for Year 12 students considering alternatives to university.
  - Opportunities Events at Askham Bryan College for young people with Special Educational Needs and/or Disabilities to explore their post-16 options.
  - Careers Education Network – weekly resource roundup and termly meetings for secondary, further and higher education careers advisers, which include local employer spotlight sessions and apprenticeship pathways into key sectors.

- York and North Yorkshire Careers Hub Conference – held at the National Railway Museum. 65 attendees including representatives from five York secondary schools and both FE colleges.
- Railway Futures – a two-day partnership event showcasing the breadth of careers available and different routes into the rail industry for primary, secondary, further and higher education students.

30. The Specialist Learning and Employment Adviser Team continues to provide tailored advice and guidance to young people with specific identified needs. In the 2021/22 academic year the team actively helped 15 young people, who were approaching a transition point, to explore an apprenticeship pathway.

31. Plans and activity for the next quarter include:

- Issuing a revised *Post-16 Pathways – A guide for young people, parents and carers* which includes information on apprenticeship pathways for year 11 pupils and those with Education, Health and Care Plans, looking to take their next step towards training and employment.
- Piloting an ‘Apprenticeships in York’ Facebook group to complement existing Apprenticeship Hub Facebook activity. Through this group, individuals looking for an apprenticeship could connect with training providers and employers with vacancies, at a time that suits them.
- *Building a Resilient and Agile Workforce* event in York Business Festival – showcasing the benefits of apprenticeships and employers engaging with careers programmes.
- Finalising the programme for the Year 11 Apprenticeship Taster Day in January 2023.
- Collaboration with partners to plan and coordinate activity for National Apprenticeship Week 2023.

32. The team continues to be active within the National Apprenticeship Hub Network, which has expanded further and now includes representatives from ten organisations across England. Simon Ashworth, Director of Policy at AELP was the guest speaker at the September meeting. As well as sharing best practice, the group discussed the:

- need to simplify the system and remove barriers for employers
- new legislation for Provider Access in schools from January 2023 (section 34)
- potential review of the Apprenticeship Levy in the Autumn Budget
- apprenticeship feedback/exit survey, from November 2022

- attrition of Level 2 apprenticeships and national campaigns aimed at those aged 18+, and potential impact on the number of starts by 16–18-year-olds
- [IfATE policy changes](#), regarding the mandating of a degree in a Level 6 apprenticeship (covering ‘degree level entry’ occupation) or a Level 7 apprenticeship (covering a ‘master’s level occupation’).

33. Locally, the York Apprenticeship Provider Network continues to evolve, with more than 40 organisations now regularly represented. Partners include Yorkshire Learning Providers and the regional Apprenticeship Hub who are helping to support local priorities and extend the service provided to York’s residents and businesses.
34. Quarterly meetings were held in June and September 2022. A key discussion item at the latter meeting was Provider Access Legislation (Skills and Post-16 Education Act 2022), which is expected to come into effect in January 2023. It specifies that secondary schools must provide a minimum of six encounters with providers of approved educational qualifications or apprenticeships across Key Stages 3, 4 and 5 (two encounters in years 8/9, two in years 10/11 and two more in years 12/13).
35. Through York’s Careers and Education Network and York Apprenticeship Provider Group, the Skills Team is working with NYBEP (who holds the Careers and Enterprise Company and ASK contracts for York) to support schools to understand and meet this requirement.

### Apprenticeships at the Council

36. Whilst the financial impact of the pandemic and cost of living crisis on the Local Authority’s budget has reduced its ability to create new roles, apprenticeships remain an integral part of the organisation’s strategy to support succession planning and for upskilling the existing workforce.
37. Following sustained work from the HR and Skills teams, performance against the public sector target has improved significantly, with the council achieving the 2.3% target for the first time in 2021/22. Whilst the public sector target officially ended on 31 March 2022, the council remains committed to achieving this target going forward.
38. At 30 September 2022, there are 80 apprenticeships active across the council (64) and local authority maintained schools (16). This is 50% more than at end of September 2021. In addition, four apprentices successfully completed their End Point Assessments in the past six-months.

39. Since April 2022, six apprentices have or are in the process of joining the council in roles such as Motor Fitter, Bereavement Services, Trainee Accountant, Gas Heating Engineer and Plumber.
40. At the same time, apprenticeships are being used to support skills development within the existing workforce and help fill skills gaps. Within the council, these include higher and technical apprenticeships in Social Work, Senior Leader Degree, Chartered Manager, Solicitor, Civil Engineering and Digital Marketing.
41. Within local authority maintained schools, higher level apprenticeships in Accounting, Coaching, Management and School Business Professional, are helping to develop existing employees. Expressions of Interests have also been approved for new recruits in IT, Property Maintenance and Early Years standards.
42. Since April 2022, 13 Expressions of Interest (EOIs) have been approved by the council's Apprenticeship Task Group (8) and School Apprenticeship Panel (5) for apprenticeship starts within the council and local authority maintained schools.

#### 43. **Snapshot: 1 April 2022 – 30 September 2022**

Metric	City of York Council	Local Authority Maintained Schools	Total
# Expressions of Interest Received	8	5	13
# Expressions of Interest Approved	8	5	13
# New apprenticeship <b>starts</b> (existing staff and new apprentice recruits)	6	2	8
# New apprenticeship starts <b>pending</b> (existing staff and new apprentice recruits)	11	1	12
# New apprentices <b>recruited or transferring</b> into organisation (included in above figures)	5	0	5
Examples of apprenticeships and level (L) approved/being undertaken			
City of York Council	Level 2: General Welder, Plasterer, Carpentry and Joinery.  Level 3: Gas Engineering Operative, Business Administration, Team Leader, Data Technician, HR Support, Civil Engineering Technician, Installation Electrician, Heavy Vehicle Service and Maintenance		

	<p>Level 4: Children, Young People and Families Practitioner, Data Analyst, Associate Project Manager, Construction Management, Professional Accounting.</p> <p>Level 5: Leader in Adult Care.</p> <p>Level 6: Chartered Manager (degree), Civil Engineer (degree), Digital Marketer (integrated degree), Public Health Practitioner (integrated degree), Social Worker (integrated degree)</p> <p>Level 7: Chartered Town Planner, Senior Leader, Solicitor</p>
Local Authority Maintained Schools	<p>Level 2: Property Maintenance</p> <p>Level 3: Business Administrator, Teaching Assistant, Early Years Educator, Information Communications Technician</p> <p>Level 4: Assessor Coach, School Business Professional</p> <p>Level 5: Departmental Manager</p> <p>Level 6: Chartered Manager Degree Apprenticeship</p>

44. In any given period, there will likely be a difference in the number of EOIs received, EOIs approved, apprenticeship starts, and apprenticeship starts pending. Reasons for the variance in the numbers above include:
- EOIs submitted towards the end of one reporting period (e.g. in late March 2022) have been approved within the next reporting period;
  - Existing employees completing functional skills qualifications ahead of their apprenticeship starting – EOIs approved but apprenticeship not yet started;
  - Apprenticeship is part of a cohort that hasn't yet started – those with known future start dates are reflected in 'new apprenticeship starts pending' figures;
  - Managers are being supported to progress procurement of the training provider and/or recruit candidates for approved EOIs – some EOIs have only recently been approved and others may have had low levels of applications so will be advertised more than once.
45. Support for the existing 64 council and 16 school apprentices continues. Internal communications and workforce development planning is also helping to identify where apprenticeship training can further support colleague development and organisational plans.

## Apprenticeship Levy

46. The Apprenticeship Levy is the apprenticeship funding system that took effect from April 2017. Businesses with an annual wage bill of more than £3m are required to set aside 0.5% of their monthly payroll for apprenticeship training – this is known as the Apprenticeship Levy.
47. Funds are credited to the business' online digital 'levy account' called the Apprenticeship Service Account (ASA) monthly. These credits are topped up with an additional 10% from the Government.
48. Levy funds are accrued on a monthly basis, with any unallocated monies being returned to Central Government ("expiring") on a rolling 24-month cycle e.g. if not all funds set aside in April 2017 had been allocated by April 2019 the unused amount expired.
49. Funds in the digital account can only be used to pay for training and assessment for apprenticeship standards, and for new apprenticeship starts (new or existing employees). They cannot be used for wages or other associated costs.
50. As of 30 September 2022, the City of York Council Apprenticeship Service Account (which also includes contributions from local authority maintained schools) stood at £993,997. As funds for ongoing apprenticeships are only deducted on a monthly basis and the earliest credits (i.e. from 24 months ago) are used first, the balance in the ASA is generally composed of the deposits made during the past two years (section 53). Section 57 details how the council is effectively utilising its earliest credits and actively reducing the amount of expiring funds.
51. When considering the account balance, it is important to understand that this figure fluctuates on a regular basis and is affected by:
  - the date that credits enter the account each month
  - the date that unallocated credits expire each month
  - new apprenticeship starts being added to the system. For instance, funding for some of the 13 approved internal expressions of interest (section 42) and external levy transfer expressions of interest won't have been deducted from the digital apprenticeship account
  - when the completion payment ( $\leq 20\%$ ) is claimed by the provider.
52. The account balance also still includes those future contributions that the council has committed to make, whether on behalf of its own employees or through the process of levy transfer.

## 53. In summary:

City of York Council Apprenticeship Service Account Balance	Payments in	<b>less</b>	Payments out	Not shown in balance
at any given date <b>equals</b>	Monthly credits from CYC levy		Payments for training and assessments made up until today	Future contributions the council has committed to make for active apprenticeships including any that have paused (known as a Break in Learning).
	Government top up (10%)		Unallocated funds from levy credits that entered the account more than 24 months ago	

54. As the levy can only be used to pay for training and assessment for apprenticeship standards, and for new apprenticeship starts, the council remains unlikely to use all the account balance on training its own apprentices. To ensure that more of its levy is used in the local area, the council continues to operate a Levy Transfer Scheme (section 60). This approach is in common with many other public sector levy payers and was endorsed by the Executive Member for Economy and Strategic Planning in November 2020.
55. Since the introduction of the Apprenticeship Levy in 2017, the City of York Council has utilised more than £898,000, supporting apprenticeship training for new and existing employees and, since May 2021, by supporting levy transfers.
56. In the six months since 1 April 2022, £214,620 of levy has been utilised for training costs by the council and via transfer – an increase of around 30% compared with the previous six-month period.
57. The council is working hard to reduce the amount of funds expiring each month. By continuing to value and use apprenticeships within the council and by supporting Small and Medium Enterprises in York via levy transfer, the amount of expired levy funds has reduced to an average of £4,240 per month, between April 2022 and September 2022 (compared with £14,859 per month from October 2021 to March 2022 and £24,107 per month from April 2021 to September 2021).
58. It is important to note that the oldest funds will continue to be utilised first, so outgoing apprenticeship training payments in September 2022 may be utilising credits from as far back as September/October 2020.

59. Whilst the amount of levy in the account and how much expires can fluctuate for several reasons, the overall direction continues to be a decrease in monthly expired funds, aligned with increased take up of apprenticeships within the council, local authority maintained schools and local SMEs.

#### Apprenticeship Levy Transfer

60. Since the council's Apprenticeship Levy Transfer Scheme was launched in May 2021, circa £194,000 has been committed to support seven businesses and 36 apprenticeships over a maximum of 51 months. Funded apprenticeship standards include, Data Analysis, Adult Care, Lead Practitioner Care, Children, Young People and Families Practitioner, Early Years Educator and Supply Chain Leadership.
61. Two, previously approved, apprenticeship levy transfer requests have now been withdrawn by the receiving employers. One because the apprentice resigned and the other was unable to recruit to the vacancy. These two requests had accounted for £39,000 of committed levy funds.
62. The council remains committed to transferring any of its unallocated annual apprenticeship levy funds, up to a maximum of 20% of the annual amount accrued, to local employers to support inclusive growth in the city.
63. The Skills, HR and Economic Development teams continue to promote the council's levy transfer offer through provider and employer networks and directly to businesses. At its monthly meetings, the Apprenticeship Task Group considers the status of the council's levy funds alongside any outstanding EOIs and DfE or ESFA updates, before agreeing a targeted approach to solicit applications.
64. During the past six months, most requests have been to support roles in adult health and social care. However, the council is keen to remind businesses, from all sectors in York, of the support available through both the impartial Apprenticeship Hub and the Levy Transfer Scheme.

#### **Council Plan**

65. The Council Plan identifies eight priorities, three of which are relevant:
- Well-paid and an inclusive economy;
  - A better start for children and young people;
  - An open and effective council.



## Implications

66. The following implications have been considered:

- **Financial** – the report includes financial implications throughout including the continued use of the council’s apprenticeship levy funds, which are held by central government.
- **Human Resources (HR)** – no implications;
- **One Planet Council / Equalities** – EIA completed
- **Legal** – where apprenticeships are offered within CYC, a contract will be entered into between the Council and the appropriate training provider incorporating the requirements of ESFA’s funding rules. A template contract has been prepared and is frequently reviewed, however Legal Services should be consulted in the event that providers request amendments or ask for alternative terms and conditions to be used.
- **Crime and Disorder** – no implications;
- **Information Technology (IT)** – no implications;
- **Property** – no implications.

## Risk Management

67. None specifically associated with the recommendation within this paper. However, the continued take up of apprenticeships within the council and effective delivery against the levy-transfer strategy are fundamental in utilising the council’s apprenticeship levy funds locally.

## Contact Details

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Report  
Approved



Date 28 October 2022

**Wards Affected:** [List wards or tick box to indicate all]

All

**For further information please contact the author of the report**

**Background Papers:**

None

**Annexes**

None

**List of Abbreviations Used in this Report**

AELP – Association of Employment and Learning Providers  
ASA – Apprenticeship Service Account  
ASK – Apprenticeship Knowledge for Schools and Colleges  
BIL – Break in Learning  
DfE – Department for Education  
EOI – Expression of Interest  
ESFA – Education and Skills Funding Agency  
FE – Further Education  
NYBEP – North Yorkshire Business and Education Partnership  
SME – Small or Medium sized Enterprise  
YAO – York Apprenticeship Offer