

## **APPENDIX 1**

### **The Department for Education London 8-6 Extended Nurseries Pilot:**

A report for the London Borough of Hammersmith & Fulham

---

#### **1. Overview of the 8-6 Extended Nurseries Pilot**

The Department for Education (DfE) pilot tested an extended, more flexible early education offer in school nurseries, including for two, three and four year olds entitled to the universal and targeted free offer. The pilot ran from November/December 2014 until 31 March 2015.

A key principle was that children should be able to access places which are available between the hours of 8am and 6pm, Monday to Friday and that deliver the Early Years Foundation Stage (EYFS).

Furthermore, the pilots explored options for parents to purchase additional hours over and above the 15 hours free entitlement<sup>1</sup> and for their children to be able to access the entitlement over different times, e.g. two whole days for 7.5 hours each day or three days for 5 hours rather than the traditional three hour sessions five days per week over 38 weeks per annum. It should be noted that the primary focus of the project was to extend the time during which parents could select early years provision in schools, rather than having children spend all of these hours in early years provision.

A key test was to ensure that the models developed were financially sustainable and did not impose a further burden on schools' budgets.

The pilot was solely London based and there were 20 participating schools from the following boroughs:

- Bromley
- Hammersmith and Fulham
- Haringey
- Havering
- Lambeth
- Lewisham
- Royal Borough of Kensington and Chelsea

---

<sup>1</sup> In the case of some participating boroughs, the free entitlement was a 25 hours+ offer, with the additional hours being funded by the local authority

- Wandsworth

Infants, primary and nursery schools attached to children's centres participated in the pilot. There were different governance arrangements in place and this ensured that the offer was tested in maintained schools and academies. The group included schools which were:

- Developing a new early years provision offer alongside the pilot
- Realigning their offer and developing sustainability plans against a backdrop of a changed funding relationship with their local authority
- Seeking to adapt traditional wraparound care through breakfast and after-school clubs to deliver an 8-6 early education offer
- Exploring partnerships that could lead to an integrated two, three and four year old offer a children's centre hub
- Exploring, as a group, an innovative option of an early years excellence hub to offer their experience and expertise to the whole early years and childcare sector in their local authority.

Family and Childcare Trust (FCT) were contracted by the DfE to support the schools taking part in the project, and this support involved:

- Development of a business plan for each individual school
- Production of a toolkit and case studies.

The case studies are thematic:

- Embedding an extended early education offer in the school system
- Getting the environment right for younger children
- Engaging with parents
- Business planning for quality, access and cost

Some key points emerging from the pilots:

- The greater awareness of broader demographics in the school's locality, which formed part of the approach taken in the work provides additional information and perspective to decisions around the school's role, function and activities within its catchment area
- A focus on embedding financial sustainability within new areas of activity for the school can also encourage thinking about new opportunities to develop training and job opportunities for staff and parents
- Whilst there can be no guarantee that children in school nurseries will be offered a Reception place at the same school, Heads in the pilot were confident that it would have a positive impact on stated first preferences
- There is no simple or single prescription to achieve financially sustainable extended, flexible provision. Each school takes a different journey depending on their particular circumstances.
- There is no single model for delivery of extended hours: pilots included schools expanding their own direct provision; working with PVI's, Children's Centres and other providers; and working towards a hub of dedicated EYFS provision.

Some key issues for schools to tackle when extending nursery hours:

- Good financial and business planning for sustainability and understanding the full costs of the provision in the context of the whole school budget
- Achieving quality in provision through the deployment of Early Years Educator experience
- Achieving a close working relationship with parents that allows the school to understand and respond to a diversity of family need in the locality and its change over time
- Having an approach that permits employment development opportunities for school staff and parents
- Using a school's unique educational advantages to provide the best opportunities, environment and standards for children in the Early Years Foundation Stage
- Integrating EYFS extended hours within or alongside wraparound care for older children.
- Knowing the market and understanding the school's place in the market
- Balancing quality and cost within the EYFS Statutory Framework:

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/335504/EYFS\\_framework\\_fro\\_m\\_1\\_September\\_2014\\_with\\_clarification\\_note.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/335504/EYFS_framework_fro_m_1_September_2014_with_clarification_note.pdf)

---

## 2. Why 8-6 nurseries in schools?

The drivers to establish extended hours nursery provision as part of the school offer come from many directions, reflecting the benefits to the child, their parents/carers, the family and the school of good quality provision matched by a badge of quality and consistency across the full nursery day and the child's pattern of attendance.

There is also a new driver for schools to consider extended and more flexible early years provision through the new Government's commitment to extend the number of funded early education hours available to working parents.

### Benefits to the child

Flexible extended early learning provision in the school can more specifically benefit children through delivering:

- Continuity and consistency of high quality provision throughout the full day and across flexible patterns of use, creating a stable supportive learning environment and reducing the disruptions of patchwork childcare arrangements
- An age specific and, hence, improved out of core hours environment for younger children rather than being accommodated in pre and after school provision that caters for a wider and older age range.

### Benefits to parents

- A flexible extended school offer enables parents to simplify the patchwork of childcare and costs that many face when they are working or studying
- It also streamlines logistics of drop-off and pick-up of children and, hence, removes additional stress and pressure from everyday routines

- Parents tend to trust a school environment and are reassured by the quality and standards of teaching and staff skills usually present
- Evaluation of the early education offer for disadvantaged two-year-olds found a positive impact on parent-child relationships when children attended good quality settings.<sup>2</sup>

### **Benefits to the family**

- Flexible provision that fits family work patterns and is delivered in a trusted environment with streamlined logistics, removes a number of 'everyday' stresses and supports family wellbeing
- A common education setting for younger and older children that enables supportive relationships.

### **Benefits to the school**

- Schools that offer extended nursery provision<sup>3</sup> have reported measurable differences in the attainment and behaviour of the children who attend the nursery, particularly the more vulnerable
- A financially sustainable delivery model, built on knowledge of local family needs, can inform decisions about the school's role, function and activities within its catchment area.

## **3. The legalities**

There are no particular legal hurdles (or duties) on a school operating an 8am—6pm (or even 7am – 7pm) day. The relevant factors to take into account and corresponding legislation are as follows:

- The legal definition of school nurseries is set out in the School Standards and Framework Act 1998.
- Schools (including academies and free schools) may charge for EY (The Education (Charges for Early Years Provision) Regulations 2012).
- Maintained schools that use their community facilities powers can charge for any services they provide (section 27 of the Education Act 2002).
- Schools can now take two year olds without registering with Ofsted (Small Business, Enterprise and Employment Act 2015). Schools with younger children still need to register with Ofsted on the Early Years register.
- The Early Years Foundation Stage (EYFS) framework 2014 is mandatory for all early years providers including maintained schools, non-maintained schools and independent schools.

In respect of the longer day:

- The Education (School Day and School Year Regulations) (England) Regulations 1999 state that a maintained school must meet for at least 380 sessions (190 days) per year, and that the school year starts after the end of July each year.

<sup>2</sup> Smith, R et al. [Early education Pilot for Two year Old Children](#). DCSF Research Report RR134. 2009

<sup>3</sup> From case studies collected by the DfE in 2014

- In 2011, the Government removed the prescriptive process schools had to go through when changing their school day. Every school in England has the flexibility to decide when their school day should start and finish, in the interest of their pupils.
  - The 2015 Deregulation Act amended Section 32 of the Education Act 2002 to give maintained schools to the power to set their own term dates (academies and free schools have been able to do it for a while).
- 

## 4. The current state of provision, demand and related factors

### 4.1 Existing data

There is good data on childcare in schools / schools providing access to before and after school care (see below) but **there is no data** on how many:

- schools are delivering a pure 8-6 flexible offer
- schools offer 8-6 wraparound in partnership with a PVI
- academies and free schools that offer 8-6 wraparound

Anecdotally, maintained nursery schools seem to offer flexible 8-6 provision much more frequently than other schools, perhaps because of their remits and the areas in which they are based.

Childcare data was collected for the first time in the school census 2015 (Does the school have an on-site offer of regular childcare for children aged under four for more than eight hours/day) and was completed on a voluntary basis. Then the collection becomes mandatory for the January 2016 census.

The Childcare provider survey 2014 estimates that just 52% of the 12,800 before school providers (6656) are schools or colleges (p51) and 40% of after school providers are schools.

### 4.2 Capacity

There may be significant school capacity to expand although there are many factors such as demand, ability to pay, space and capital that may impinge on that.

- 16,784 primary schools but **only 7,600 have reception and nursery provision** - only a few hundred of these take 2 year olds (increasing slowly) (Providers survey 2013, p34).
- 58% of parents surveyed said their child's **school offered before-school provision** and two-thirds (66%) said the school offered after-school provision before or after 6pm. (Parents survey 2012-13, p150).
- However, there is less spare school capacity in London [and other urban areas] than in other regions. (Providers survey 2013, p85).
- **Opening times for schools on an upward trend**

	Average length of time per day that settings are open				
	2013	2010	2008	2007	2006
Primary schools with nursery and reception classes	6h16m	5h56m	5h56m	5h25m	5h16m

- There is capacity in the system to open for **more hours of the day**. A school with average opening times that moves to 8am-6pm provision would, in theory, increase its capacity (in terms of hours) by almost 60%, without additional capital expense (DfE information).
- **Schools are already planning to expand provision** - around four in ten nursery schools that do not currently offer funded provision for 2 year olds **plan to start offering** it at some point. (Providers survey 2013, p109).
- **30 hours free offer** – the stated intention of the Government to instate a 30 hour universal free early education offer for three and four year olds was not on the horizon at the time of the pilot but its introduction means that the extended day must be part of future planning discussions.

#### 4.3 Contextual (employment / deprivation factors)

- There is a strong relationship between work and childcare - childcare take-up is highest for working families and lowest in non-working families (Parents survey 2012-13, p45)
- Flexible childcare could make a difference to maternal employment – 57% of lone mothers cited reliable childcare as a reason for going out to work, compared with 48% of partnered mothers (Parents survey 2012-13 p220).
- School-based nursery settings particularly important in deprived areas – 64% of nursery schools and 40% primary schools with nursery and reception classes are in deprived areas (Providers survey 2013, p33)
- School based nurseries overall higher quality than PVI in deprived areas (Mathers and Smees, 2014).

#### 4.4 Contextual (parental demand)

- Overall, strong demand for school based provision – particularly London (Brind, R et al (2014) Table 6.6f & Table 4.15.)
- Strong parental demand for flexibility – especially in London where % of families working longer hours is high (2012 London Childcare report p20).
- Generally, schools show less flexibility (around six in ten allowing provision to be compressed into three days) compared to other settings (Providers survey 2013, p107).
- Significant numbers of parents want longer opening hours and / or childcare closer to home / work (Parents survey 2012-13, p147).
- Lone parents / parents with SEND children and parents from BMI background (working and non-working) are more likely to have problems finding flexible childcare than couples (Parents survey 2012-13, p143).

---

## 5. The pilot in Hammersmith and Fulham and the Royal Borough of Kensington and Chelsea

Four schools from across Hammersmith and Fulham and Kensington and Chelsea participated in the pilot. They were:

- Kenmont Primary School
- Wendell Park Primary School
- Vanessa Nursery and Cathnor Park Children's Centre
- Colville Primary School

Meetings were held with the schools individually throughout the period of the pilot (December 2014 to March 2015) and the schools were also formed into a cluster group that allowed for an exchange of views and experience on a variety of topics, including:

- Providing a high quality offer throughout the extended hours
- Placing the well-being of children at the heart of the offer
- The benefits of a foundation stage out of core hours<sup>4</sup> provision
- Sharing of expertise across the sector
- Conducting effective demand surveys
- Developing a charging policy and ensuring sustainability

The support provided to the schools individually was largely focussed on business and financial planning. As part of that planning, a number of tools were produced to facilitate the schools' work. The key tools were:

- A business planning template
- A financial modelling workbook
- An outline demand survey
- A guide to conducting a demand survey

These together with a number of other documents make up a toolkit which is currently with the DfE for final approval. Once the final version has been agreed, this will be available for all schools which wish to embark on developing an extended offer. The other documents contained in the toolkit are:

- A guide to setting up a nursery for schools which have not run their own provision previously
- FAQs: Schools and two year olds
- Assessing Parental demand and a marketing strategy

---

<sup>4</sup> The term out of core hours provision was used throughout the pilot to shift thinking away from full-time being the core school day and to embed the concept of the whole day being part of the EYFS rather than additional hours being considered as wraparound

- Parental contract financial elements
  - A draft flier on help with childcare costs
  - The likely features of sustainable provision
  - Early Years Pupil Premium documents
- 

## **6. Experiences of participating schools in Hammersmith and Fulham and the Royal Borough of Kensington and Chelsea**

### **6.1 Wendell Park Primary School**

Wendell Park was already aware of strong demand from parents for “wraparound care” through its Breakfast and After School Care provision. Wendell Park children attending the Breakfast club last year totalled up to 52 of which 12 are Nursery age children. There were 56 Wendell Park children on the After School Care register of which 11 were Nursery children.

The Reception and Nursery age children have been accommodated for both Breakfast Club and After school Care in the school’s Family Centre building. This has resources for young children and includes access to an outdoor area, which is designated for Family Centre use only (i.e. the environment fully meets the EYFS requirements). It is within the school grounds but separate from the school building, having controlled access from outside the school premises (for drop-offs and collections after school hours). Facilities include a kitchen so that a snack can be prepared and provided. Activities have, to date, not been planned (except for special occasions), but children are given access to drawing materials, games and other resources as well as using the Outdoor area.

The major issue in respect of delivery of the extended day in this case, was the content of the provision for EYFS children since totally non-planned and non-directed activity would not constitute early education for the purposes of EYFS.

In order to establish demand from parents, two surveys were conducted both by paper and electronic versions. Parents of Key Stage 1 and Early Years children were targeted in addition to prospective parents who have applied to the school for Nursery in September 2015. Also, parents using the Family Centre were surveyed.

#### **The first survey addressed parents’ attitudes to Nursery education and assessed the need for flexibility in hours.**

Whilst most parents (56%) rated the quality of education most highly, flexibility in hours was also highly rated by parents (24% placing it first). Most parents favour the full time places (only 14% considered sending their child to a different Nursery because it does not offer part time places).

However, there is a clear demand for flexible hours with 40% of replies wanting places with more flexibility such as part-time or flexi-time. 60% of replies wanted full time places, even if this meant paying top up fees over the 15 core hours. 26% wanted a mix of full days and part days (again being prepared to pay top up fees). 15% wanted to have part-time places – a small yet still significant number.



50% of the replies indicated they did not want to pay for education beyond the core 15 hours.

**The second survey was directed mainly towards families with an interest (past, present or future) in the extended hours of provision.**

Key to the findings was that relatively few parents (12%) wanted to increase the amount of education their child would receive. 18% wanted their child just to “chill out” whilst 70% wanted a mix of education and relaxation. Even allowing for parents not fully understanding the EYFS principles of learning through play, it suggests that parents want something of a relaxed approach in the earlier/later hours. This could be accommodated within the principles of EYFS.

Most parents (64% not minding and 14% being unsure) did not expect a consistency in staffing between the core hours of the Nursery and the 8-9 am and after school hours. Similarly, they appreciated that the children might be housed in a different setting for these hours – in fact, expressing a preference (65%) for going to a different place for these times.

There was some willingness to pay for more education during these times (38% were willing to pay more, whilst 35% said maybe and 26% were not willing).

As a result of these findings and the support of the pilot, a business plan was developed to implement a fully extended offer for two, three and four year olds from September 2015. The school intended to adapt the content of out of school provision to ensure that it fully meets the requirements of EYFS. The plan also took account of the (then) potential reduction in local authority funded hours of three and four year olds from September 2016. The 30 hour free early education offer, as indicated above, was not known as a policy development at the time of the pilot. The implementation of this business plan is on-going and the LA will liaise with the school on progress.

## **6.2 Kenmont Primary School**

Kenmont is a small primary school on the borders of Hammersmith and Fulham and Brent. It had 240 children on its roll last year. It has a 30 place nursery which is open from 9am-3.20pm (31.40 hours of free early education). The nursery was full in 2014-15.

The school also has a breakfast club from 7.45am-9am for the 3 -11 age group and parents pay £2 a day. It also provides an after school club from 3.30pm-6pm every day, (for the same age group) with a fee of £9 a day. The breakfast club experiences a very high demand. Both the out of core hours provisions are sustainable in their own right, with the after school provision having become a profitable venture.

The business planning undertaken was set in overall context of school planning for sustainability if the nursery provision. In general, the view of parents from demand survey was that the full core day offer plus out of core hours provision, as already established, met their requirements. The offer provides 8-6 wraparound through a breakfast club and after school club with low level charges.

Consideration was being given by the Head and Governors to changing current provision to create a separate out of core hours provision being offered for nursery and reception children, apart from the rest of the school population, in order to ensure age appropriate activities in line with EYFS. This is dependent on demand and sustainability within current school space and options for increasing space (and adding two year olds provision).

While the pilot programme helped the school to undertake the required business modelling and arrive at a reasoned conclusion, it was unfortunately proven that, as a small primary school, the extended offer which would involve a separate physical arrangement for the EYFS age group and deliver the EYFS framework, was not feasible in the current school space.

### **6.3 Vanessa Nursery and Cathnor Park Children's Centre**

The provision is a maintained standalone nursery with a children's centre and pre-school provision for two year olds. The current opening hours are 08.45-15.45 for the two year olds and 09:00-15.15 for nursery.

The three and four year olds access 31.15 hours of free early education and the entitled two year olds receive 16.5 hours free.

The nursery has 45 Full Time Equivalent (FTE) places and there is some flexibility about the offer. There are 16 FTE places for two year olds. Last year the provision was full with a waiting list.

Business planning for the purposes of the pilot explored the options for expansion and extension of the pre-school provision. The current space is small since the building houses both Children's Centre services and the pre-school. When the space was originally measured for registration, there was a capacity for 18 children but it was decided to offer 16 places for the purposes of the ratio of staff to children (1:4).

The Children's Centre has a large outdoor space and consideration is being given to a small extension which has been measured up and for which there are architect's drawings. This could accommodate four more two year olds at a time, thereby creating a space for 20 and a somewhat larger space could be explored as long as its creation would not affect the outside space. The outside space is shared with the Children's Centre and the pre-school is committed to providing the best outdoor experience to the two year olds, many of whom do not have an outside space at home.

Vanessa nursery does not have out of core hours provision at the moment. Some consultation was undertaken with parents of nursery age children and most did not have a need for additional hours because they have an established pattern of childcare. Parents of children in the two year olds pre-school provision (for children entitled to the free early education offer) were expressing a need for hours over and above the free entitlement. The proposal that emerged, therefore, was to start the extended day with two year olds and then obtain a flow through to the nursery. In order to establish the extended day offer, the Children's Centre planned to develop a cooking kitchen with funding from the DfE pilot and match funding from local authority. That work will be completed by September 2015.

To establish a sustainable proposal, financial modelling was undertaken on the basis of providing flexible and extended places over 52 weeks combined with places sold at the local market rate and subsidised additional hours for children whose parents have a low income.

## **6.4 Colville Primary School**

Colville Primary School is an inner city school in North Kensington (Royal Borough of Kensington and Chelsea) with a school total population of 368. The nursery caters for 58 children aged three to four years who have been able to access a flexible offer between 8.50 and 3.10. In addition, there are breakfast and after school clubs which nursery children have not been able to attend since the eligibility for these only extends to the 5-11 age range. The after school activities were run by RBKC until April 2015, at which point the school took it over to run it as a direct school provision.

Last year, before the pilot, the nursery provided 32.5 hours of free early education to 22 children and 15 hours to 30 FTE children.

Of the 30 FTE children, some topped up to full time (this was full-time core hours before the pilot i.e. 32.5 hours) and the rest either had only 15 hours or some additional hours but not the full 32.5. Monday to Wednesday proved to be the more popular days and Thursday and Friday in the afternoon were less busy.

In respect of flexibility, parents could choose every morning or afternoon or could do a mixture of 2.5 days. At the beginning of the school year, the school was more able to offer parents exactly the arrangements that they wanted but as the year went on, this became less possible. Such was the demand, some parents paid for the hours they wanted in advance in order to ensure a place at a later date.

The demand from parents for an extended provision showed a significant group who wanted additional hours only until 4.30pm to coincide with pick-up times from clubs for older children and others who worked and required care for their children until 5.30pm.

As a result of the business modelling that the pilot enabled, Colville began delivery of an extended offer for nursery aged children in January 2015. The offer consists of 8.50 am – 5.45pm on basis of demand and seven children were attending in March 2015, accessing a variety of combinations of hours. The school had plans to create an out of core hours Foundation Stage Unit from September 2015.

---

## **7. Conclusions from the pilots**

### **7.1 Planning for extended hours**

It was clear from the London pilots that good business and financial planning was key to ensuring the viability and sustainability of the provision.

The steps that were followed in the most developed pilot schools were:

- A demand survey with parents to establish the extent of demand for additional hours and parental views on their needs for a flexible offer and how much they were willing to pay per hour
- Research to identify competitors, their offer and going rates in the local market
- The completion of a detailed business plan, using the FCT template; this included an action plan for each section to ensure that senior managers in the school were aware of:
  - lead & partners to be engaged
  - allotted tasks
  - resources allocated
  - milestones and timescales
  - monitoring and progress update arrangements
  - links to other plans
- the establishment of a staffing model
- the development of a full cost financial model that encompassed appropriate transferable costs from other parts of the school budget.

For schools considering an extended offer, these would be the principal activities that should be undertaken.

## **7.2 Staffing provision and financial modelling**

There were many lessons learned from the pilot in relation to options for staffing the extended hours provision and financial modelling.

### **Staffing**

- Schools often required some shifting in thinking about the ability of non-teaching staff, in particular early years educators and childminders, to deliver a high quality early education experience to young children; this shift was a necessary step in developing a sustainable financial model (i.e. a system based on teacher only delivery was expensive and also brought other challenges in respect of the number of contact hours they could work and other contractual arrangements; this indicates that there is work to be done in educating schools on the qualifications and abilities of modern day non-teaching staff)
- Schools who engaged with their current staff found that they were often more than willing to work additional hours to staff the new provision
- There were professional development opportunities for staff and parents if these were seen as a positive possibility (and could lead to good partnership agreements with other local providers to learn from their experience as well as benefitting the local community and economy)
- Schools reported that they felt they were experts in the 5+ age group but lacked detailed expertise in the early years; this also pointed towards opportunities for partnership working with local maintained nurseries and other high quality providers.

## Financial modelling

- Creating a financial sustainable model was an important principle of the pilots and a bespoke Excel workbook was produced to enable schools to reach a true hourly unit cost for a place in their nursery
- It was clear that schools were not accustomed to separating out their nursery costs and income in order to establish a unit cost but found the exercise in the pilot informative and helpful; in some cases the exercise brought to light under capacity in the nursery with full staffing, leading to considerable projected deficits but schools were then able to put in place a strategy for closing the immediate gap, including filling vacancies with rising threes (children who are entitled to the two year old free early education offer who have become three but are not yet entitled to the three year old offer); another route schools took in light of these issues was to consider admitting two year olds in September 2016 (as soon as they could do so without registering with Ofsted separately for the two year olds)
- Good financial planning involves knowing the local market and seeing the school as a player in the market which, in turn, requires knowledge of local market rates for childcare and early education as well as the local offer; schools were encouraged to think about their USP; parents reported that they favoured schools as a place for early education in respect of quality, would pay for additional hours but often could not get the flexibility and hours that suited them in schools and went elsewhere;
- The financial modelling exercises that were undertaken showed that the extended day could be delivered sustainably; for example, calculations in one nursery reached a sum of £2.37 per hour for the additional hours (this was over a 52 week year) after staffing costs and income from the Free Early Education Offer were taken into account. The local market rate was £8-10 per hour. Even allowing for overheads, this led to a significant margin that permitted the option of a sliding scale of charges in order to offer less expensive places to parents with a low income
- In order to meet with parental demand, particularly parents who have the ability to pay higher charges (thereby creating a subsidy possibility for low paid parents as per the above), and increase sustainability, schools may need to consider an all year round model

### 7.3 Overall conclusions

It can be concluded that the model is attractive to parents, meets their needs and better meets those of their children and can be sustainable with good business and financial planning.

Schools, however, were clear that they needed assistance with the business planning, visioning and financial modelling since these were not activities that were necessarily within their skills base. As one headteacher said *'I started life as a primary school teacher and here I am trying to make sense of architect's plans, space and place planning, and pricing mechanisms!'*

Diane Dixon  
Family and Childcare Trust  
August 2015