

MAYOR OF LONDON



Early Years in London

BASELINE AND CONSULTATION

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Greater London Authority
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Photo taken at a London Early Years Foundation nursery

Foreword

The first years of our lives are vital.

It is true that the earlier a child starts to learn, the better they do in later life. Access to quality early years education is linked to higher GCSE scores, including in English and maths. Often, it is the poorest children who miss out. In 2017, only 58 per cent of eligible two-year-olds took up a free early education place in London, compared with 71 per cent nationally. By aged five, children entitled to free school meals are almost three months behind their better off peers.

Good quality, affordable childcare benefits society too. It helps parents, especially women, to return to work; raising their family income and strengthening the workforce. It supports social integration by bringing families and people of different faiths, ethnicities and backgrounds together.

For all these reasons, we want to help improve access to quality early years provision for all, particularly the most disadvantaged. The Mayor has no statutory powers in this area, so we will work with, support and encourage partners across London to make this happen.

This document offers data on whether the quality and accessibility of early years provision is improving in London. Now we want to know your views. Have we chosen the right indicators to measure this?

We have also outlined what we are already doing to help, from Early Years Hubs to boost the take-up of free places, to my Healthy Early Years London programme. We have also launched an interest-free Childcare Deposit Loan Scheme for all Greater London Authority group staff, and encourage other London employers to do the same.

This consultation is a call for evidence from early years professionals, local authorities, providers and parents. We want to hear about the key challenges you face, examples of what works, and what plans you have for the future.



Joanne McCartney
**Deputy Mayor, Education
and Childcare**



Photo taken at a London Early Years Foundation nursery

Improving early years in London

WHAT WE WANT TO ACHIEVE IN LONDON

In his manifesto, the Mayor pledged to 'make childcare more affordable and accessible with a strategy that delivers for business and workers'. This means we want:

Children to have better outcomes

- Children to learn well in the early years so they are ready for school

Childcare to not be a barrier to work

- Families to have higher incomes because parents are able to work
- Employers to be able to find skilled and reliable staff, because parents are not locked out of the labour market by childcare needs

The GLA will work with partners across London to help deliver the Mayor's ambitions for early years and childcare. We will:

- Improve the quality of early years provision for all children, particularly the most disadvantaged
- Improve access so all families can find and pay for childcare that meets their needs

DEVELOPING OUR THEORY OF CHANGE

The impact of high quality early education is two-fold: it improves children's educational outcomes, and it makes it easier for parents to work and improve their family's financial situation.

Our theory of change includes measurements which we will use to assess whether London parents have better access to quality childcare.

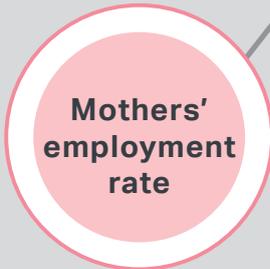
Access to high quality early education and childcare supports the Mayor's wider priorities to reduce economic inequality and health inequality, and to increase social integration. Economic

inequality is reduced in the short term when parents are able to work in ways that suit them and their families, and in the longer term through improvements in children's outcomes. Health inequalities are reduced directly through education that influences healthy ways of living, and indirectly through reductions in poverty and the negative health impacts of poverty.

When children, parents and carers from different backgrounds come together in early years settings there are more opportunities for shared experiences; building trust, belonging and connection between groups, improving social integration.

Developing our Theory of Change

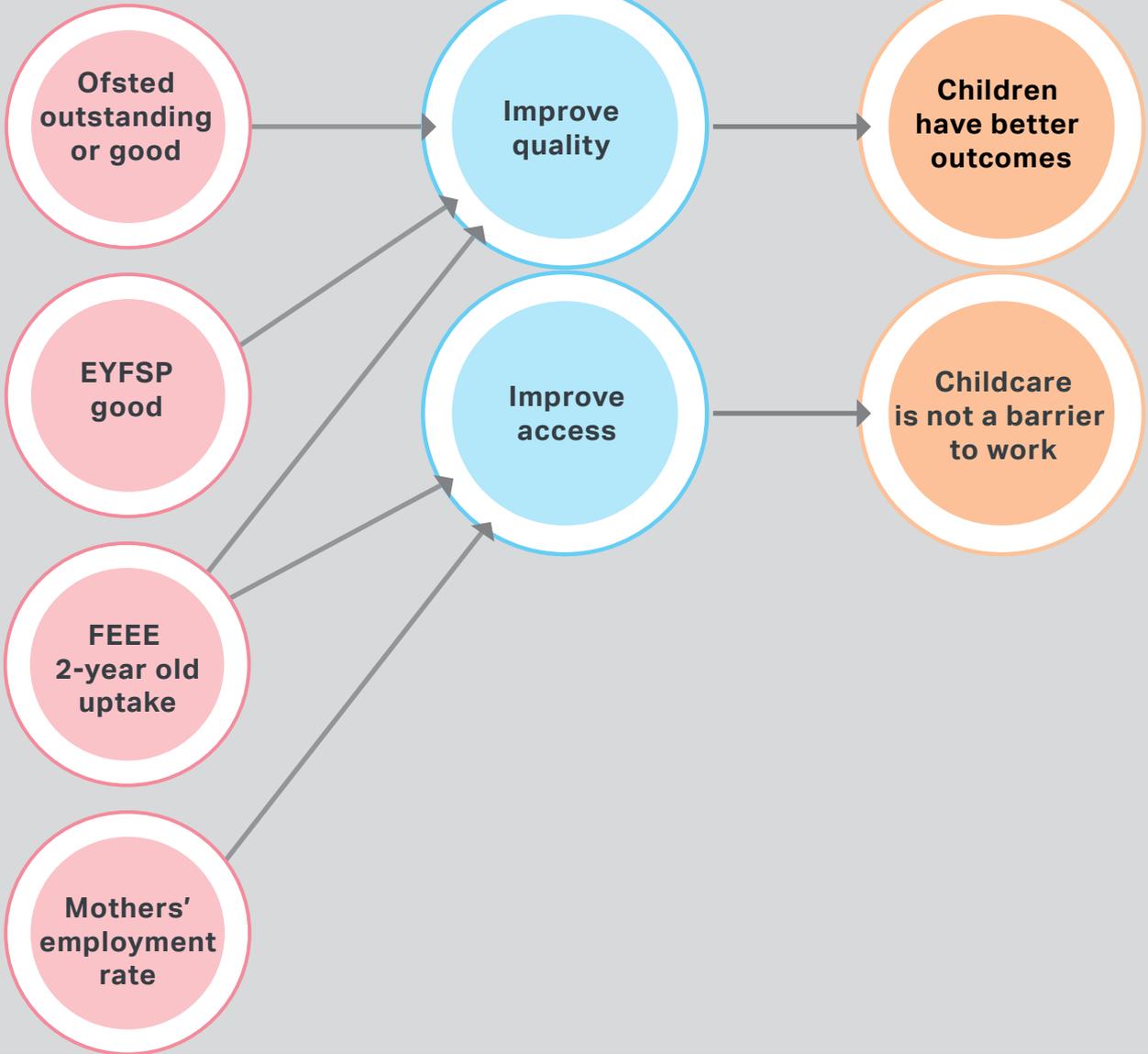
KEY INDICATORS



WHAT NEEDS TO HAPPEN

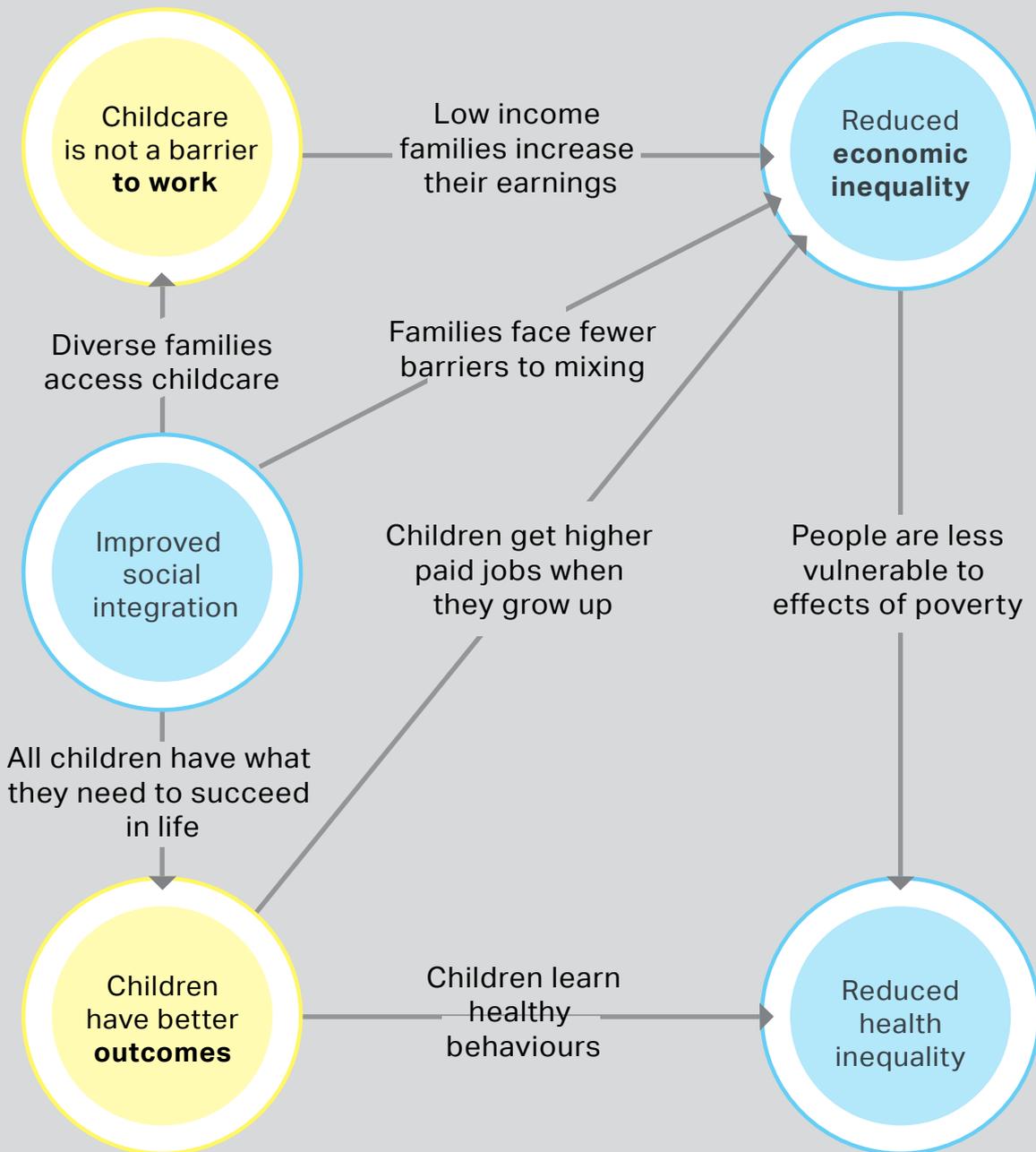


WHAT WE WANT TO ACHIEVE IN LONDON



EYFSP Early Years Foundation Stage Profile
FEEE Free Early Education Entitlement

How childcare relates to our other areas of work



WHAT WE WILL MEASURE

We are using a series of measures to help us find out whether access to and quality of early years provision is improving in London.

Our indicators were selected based on research by the Family and Childcare Trust, with input from local authorities and Ofsted. The indicators need to be based on publicly available data, which is available in a reasonable timescale from collection, is likely to continue to be available, and is based either on full populations through administrative data or on a reliable sample. This ruled out some potential indicators which were based on survey data, either because the sample size was not big enough to give outcomes specific to London, or because it was not clear whether they would continue to be collected.

Where possible, indicators are available at local authority level and breakdowns are available for different demographic groups (ethnicity, gender, disability, and socio-economic status).

Our four key outcomes indicators for London are:

- **Ofsted outstanding or good:** the proportion of children using formal childcare which is rated as 'good' or 'outstanding' by Ofsted
- **Early Years Foundation Stage Profile (EYFSP) good:** the proportion of children in London who have a 'good level of development' at age five, as measured by the Early Years Foundation Stage Profile
- **Free Early Education Entitlement (FEEE) 2-year-old uptake:** the proportion of two-year-olds who are entitled to fifteen hours of free early education (the most disadvantaged) a week who take up this entitlement
- **Mothers' employment rate:** the proportion of mothers who are in employment (either full time or part time)

For some of these outcomes, we are particularly interested in specific groups, or in the differences between groups. Where data is available, we are also interested in the differences between London boroughs, and how our indicators relate to each other at a borough level.



Top two and bottom left photos taken at a London Early Years Foundation nursery

We know childcare activities are not the only influence on these outcomes. When we are reporting on our progress, we must take other influences into account. However, we believe it is important to use headline measures which reflect the most important outcomes for London.

We have chosen to focus on two-year-old early education uptake rather than three/four-year-old uptake partly because there is more scope for improvement for this group, and partly because of the impact that take-up of the two-year-old entitlement can have on outcomes for disadvantaged children. Data on uptake of the three/four-year-old 30-hour extended entitlement is not yet available but we will be monitoring its uptake over the year.

We had initially intended to include new fathers' uptake of Shared Parental Leave as an outcome for this theory of change. We have decided not to because of the lack of reliable data on the proportion of families who choose to share their parental leave. We will keep this indicator under review as more data emerges.

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CONSULTATION QUESTIONS?

We would like to find out what our stakeholders think about the Mayor's approach to early years and childcare policy. We are interested in the views of early years professionals, local authorities, providers, and parents on:

- Whether we have chosen the right indicators to measure progress on early years and childcare in London
- What you or your organisation are doing to improve access to high quality childcare in London
- What you think are the key challenges in improving access to high quality childcare in London?

When commenting on our indicators, please bear in mind that we are restricted to using existing datasets.

Please submit your response to the consultation questions online at www.london.gov.uk/early-years-consultation by Friday 25 May 2018.



Photo taken at a London Early Years Foundation nursery

Indicators and baseline data

MOTHERS' EMPLOYMENT RATE

About this indicator

The maternal employment rate measures the proportion of women with dependent children who are in paid employment, either full time or part time. The availability and affordability of childcare is one factor which may influence whether women with children are in paid employment.

London has a low proportion of mothers in work compared to the rest of the UK.

We know that some fathers leave the workforce in order to look after their children, and the Mayor believes that both men and women should have a real choice about balancing their work and family lives. We present data about maternal employment rather than paternal employment because there are currently more non-working mothers than non-working fathers in London, making this a more robust impact measurement.

This data is collected by the Office for National Statistics as part of the Labour Force Survey. Regional breakdowns are not routinely available but a user-requested dataset is available at <https://www.ons.gov.uk/employmentandlabourmarket/peoplenotinwork/economicinactivity/adhocs/007823employmentinlondonandukbyparentalstatussexandethnicity2012to2017>

Data in this report is from 2017.

Headline data

Overall indicator for London



65 per cent
of mothers with dependent children in
London are in paid work

How London compares to the rest of the UK



Mothers in London are **less likely to be in paid work** than mothers elsewhere in the UK. The UK figure is 74 per cent

How this indicator has changed over time



The proportion of mothers in paid work has **risen by eight percentage points** since 2012

Differences between London boroughs

Borough-level data is not available, due to small sample sizes at local level in Labour Force Survey data.

Differences between groups of children in London



There is a gap of **17 percentage points** between the employment rate for white mothers and for Asian mothers

UPTAKE OF FREE EARLY EDUCATION ENTITLEMENT FOR TWO-YEAR-OLDS

About this indicator

This indicator shows the percentage of eligible children who use at least part of their free early education entitlement for two-year-olds. Children are eligible for 15 hours a week of early education, 38 weeks a year in the school term following their 2nd birthday if:

- Their parents receive certain income-related benefits
- They have a current statement of Special Educational Needs, an Education Health and Care plan, or they receive Disability Living Allowance
- They are looked after by the local authority, or have been looked after in the past

This data is collected annually by the Department for Education, based on information sent from providers every January. The most recent available data is from January 2017. Headline data and detailed breakdowns are available from <https://www.gov.uk/government/statistics/education-provision-children-under-5-years-of-age-january-2017>.

Data on the proportion of all 2-year-olds entitled to free early education is based on GLA population projections for 2017 <https://data.london.gov.uk/dataset/projections>

Headline data

Overall indicator for London



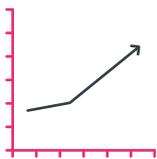
58 per cent
of eligible two-year-olds in London
use their free early education
entitlement

How London compares to the rest of England



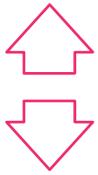
71 per cent
of eligible two-year-olds in England use
their free early education entitlement.
London is **below the rest of England**

How this indicator has changed over time



Uptake of the free early education
entitlement in London has **risen by**
12 percentage points since 2015

Differences between London boroughs



There is a gap of **51 percentage points** between the local authorities with the highest and lowest uptake

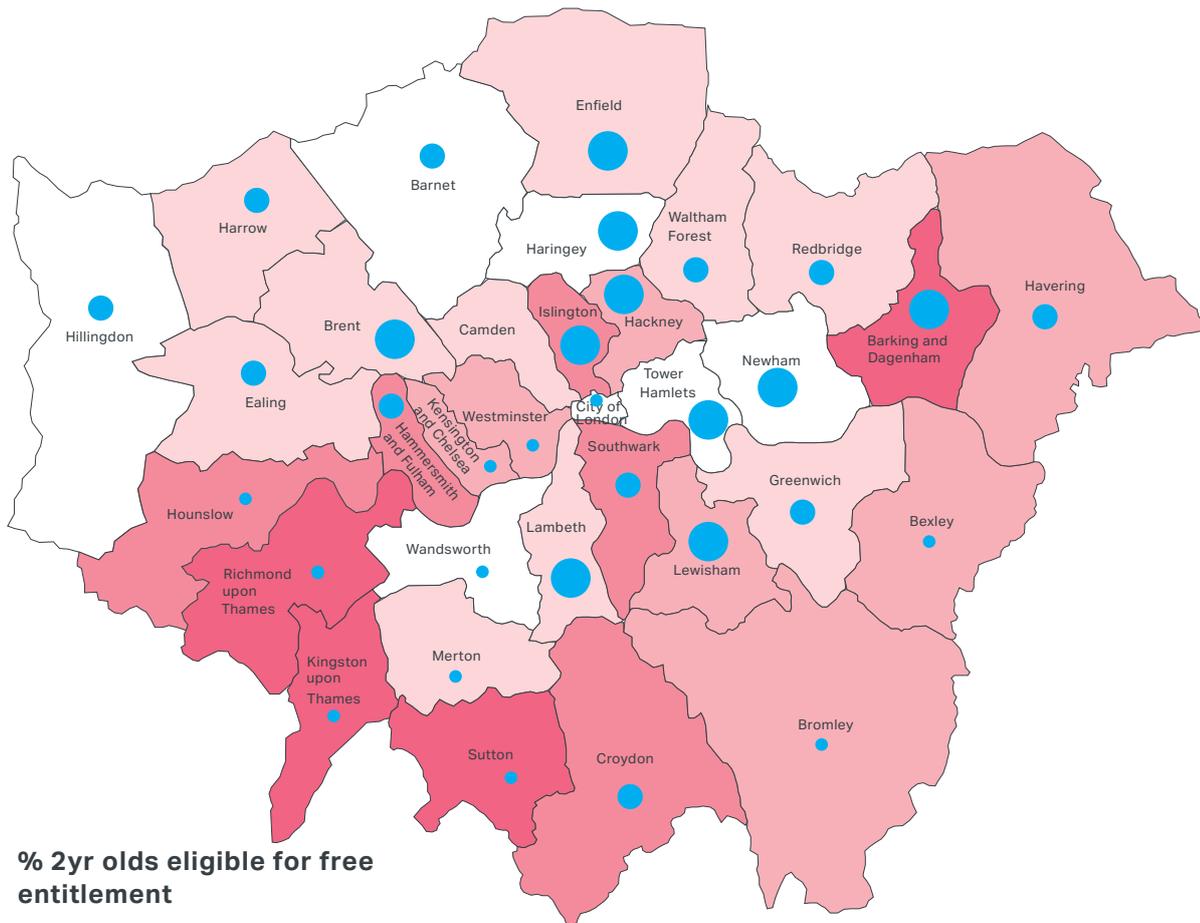
There is a considerable difference in the proportion of children eligible for the free entitlement in different local authorities – it varies between 12 per cent and 55 per cent

In general, local authorities with a lower proportion of eligible children have a higher uptake rate

Differences between groups of children in London

There is no centrally-held data available on uptake of the FEEE by different groups

Borough level data: eligibility for and uptake of the 2-year-old free early education entitlement



% 2yr olds eligible for free entitlement

- Low eligibility
- Medium eligibility
- High eligibility

The low, high, and medium categories have been assigned using the DfE FEEE data and GLA population projections. One third of London borough's are included in each category.

Uptake of 2yr olds free entitlement

- 0-49%
- 50-59%
- 60-64%
- 65-72%
- 73-90%

Borough level data: eligibility and uptake for the 2-year-old free early education entitlement

Borough	Number of 2-year-olds	Number eligible for free entitlement		Uptake of free entitlement	
		No.	%	No.	%
Barking and Dagenham	3,900	1,700	44	1,350	77
Barnet	5,200	1,600	31	730	46
Bexley	3,200	900	28	570	64
Brent	4,800	1,900	40	1,130	59
Bromley	4,200	900	21	570	62
Camden	2,600	800	31	460	59
City of London	-	-	-	-	-
Croydon	5,700	1,800	32	1,170	66
Ealing	5,100	1,800	35	1,060	59
Enfield	5,000	2,300	46	1,270	54
Greenwich	4,400	1,600	36	800	52
Hackney	4,000	2,200	55	1,330	61
Hammersmith and Fulham	2,100	600	29	400	66
Haringey	3,700	1,500	41	760	49
Harrow	3,400	1,000	29	540	55
Havering	3,300	1,000	30	610	60
Hillingdon	4,600	1,400	30	630	45
Hounslow	4,100	1,100	27	770	72
Islington	2,600	1,100	42	720	68
Kensington and Chelsea	1,600	300	19	190	62
Kingston upon Thames	2,400	400	17	340	79
Lambeth	4,000	1,500	38	910	59
Lewisham	4,400	1,800	41	1,060	60
Merton	3,100	800	26	430	55
Newham	5,500	2,400	44	1,040	43
Redbridge	4,700	1,400	30	720	52

Borough	Number of 2-year-olds	Number eligible for free entitlement		Uptake of free entitlement	
		No.	%	No.	%
Richmond upon Thames	2,600	300	12	310	90
Southwark	4,200	1,500	36	1,070	71
Sutton	2,900	600	21	440	76
Tower Hamlets	4,300	2,100	49	800	39
Waltham Forest	4,400	1,500	34	810	53
Wandsworth	4,300	1,100	26	490	45
Westminster	2,500	600	24	390	64
London	125,000	41,500	34	23,850	58
England	672,700	230,900	34	163,250	71

NB. Population figures are rounded to the nearest 100. Uptake figures are rounded to the nearest 10. This means that percentages calculated from the rounded figures do not exactly match the percentages in the table.

EARLY YEARS FOUNDATION STAGE OUTCOMES

About this indicator

The Early Years Foundation Stage Profile (EYFSP) is an assessment of a child's level of development at the age of five. It is conducted by teachers in school based on their observations of the child – there are no tests. Data is available for all children in state schools in England.

Children are said to have a good level of development if they reach at least the expected level in five key areas: communication and language; physical development; personal, social and emotional development; literacy; and mathematics.

This data is collected annually by the Department for Education from all state-funded settings, and published in the autumn. The most recent available data is for 2016-17. Headline reports and detailed data can be downloaded from <https://www.gov.uk/government/statistics/early-years-foundation-stage-profile-results-2016-to-2017>. Borough 2015 IDACI (Income Deprivation Affecting Children Index) data can be downloaded from the London Datastore <https://data.london.gov.uk/dataset/indices-of-deprivation-2015>

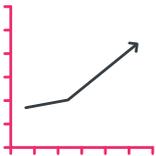
Headline data

Overall indicator for London



73 per cent
of children have a good level of
development at age 5

How London compares to the rest of England



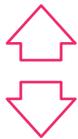
London has **better outcomes** than the
rest of the country – the average for
England is 71 per cent

How this indicator has changed over time



The proportion of children achieving a
good level of development in London
increased by 4 percentage points
between 2015 and 2017

Differences between London boroughs



There is a gap of **11 percentage points** between the local authorities with the highest and lowest proportion of children achieving a good level of development

Differences between groups of children in London

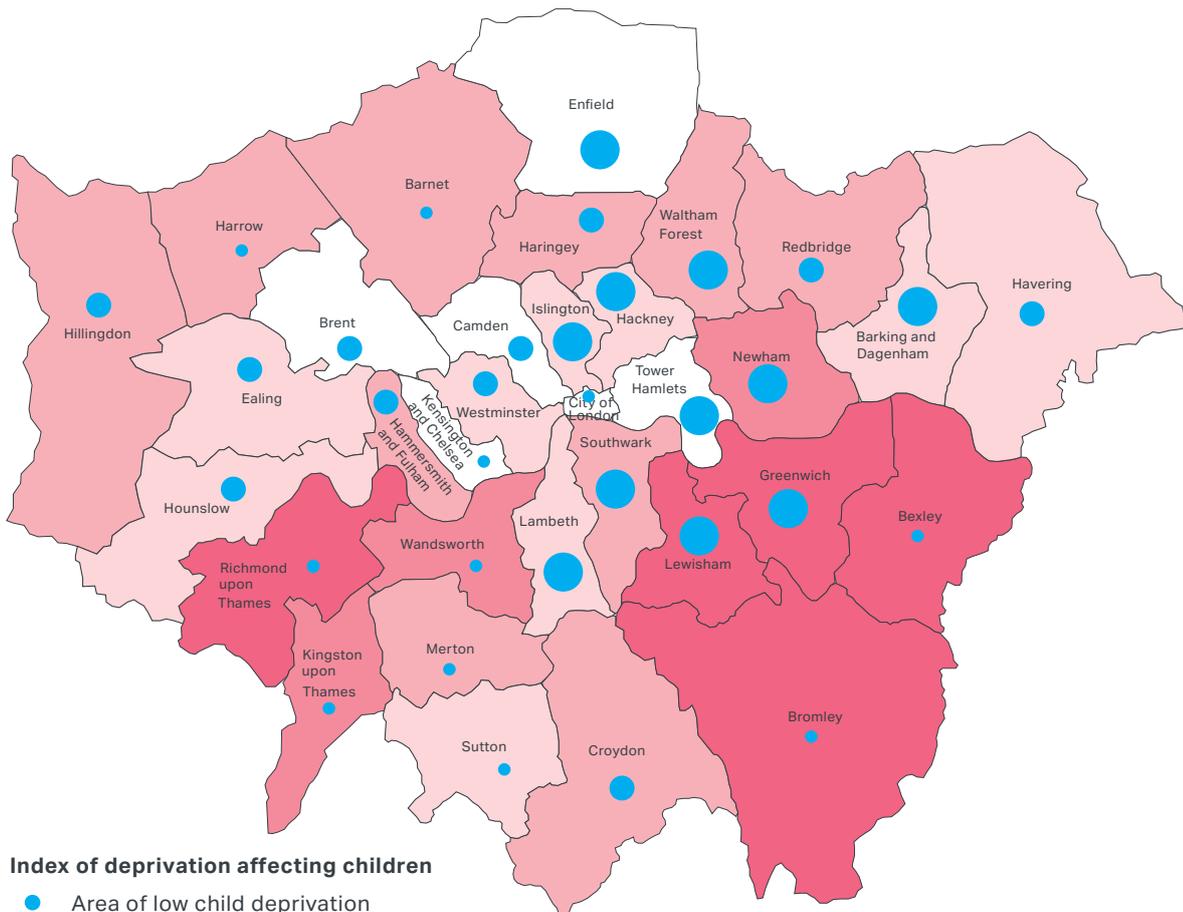


There is a gap of **13 percentage points** between girls and boys

There is a gap of **13 percentage points** between the children living in the most and least deprived areas of London

There is a gap of **nine percentage points** between the highest ethnic group (Chinese) and the lowest ethnic group (Black/Black British)

Borough level data: % of children with a good level of development at age 5 and child deprivation (IDACI)



Index of deprivation affecting children

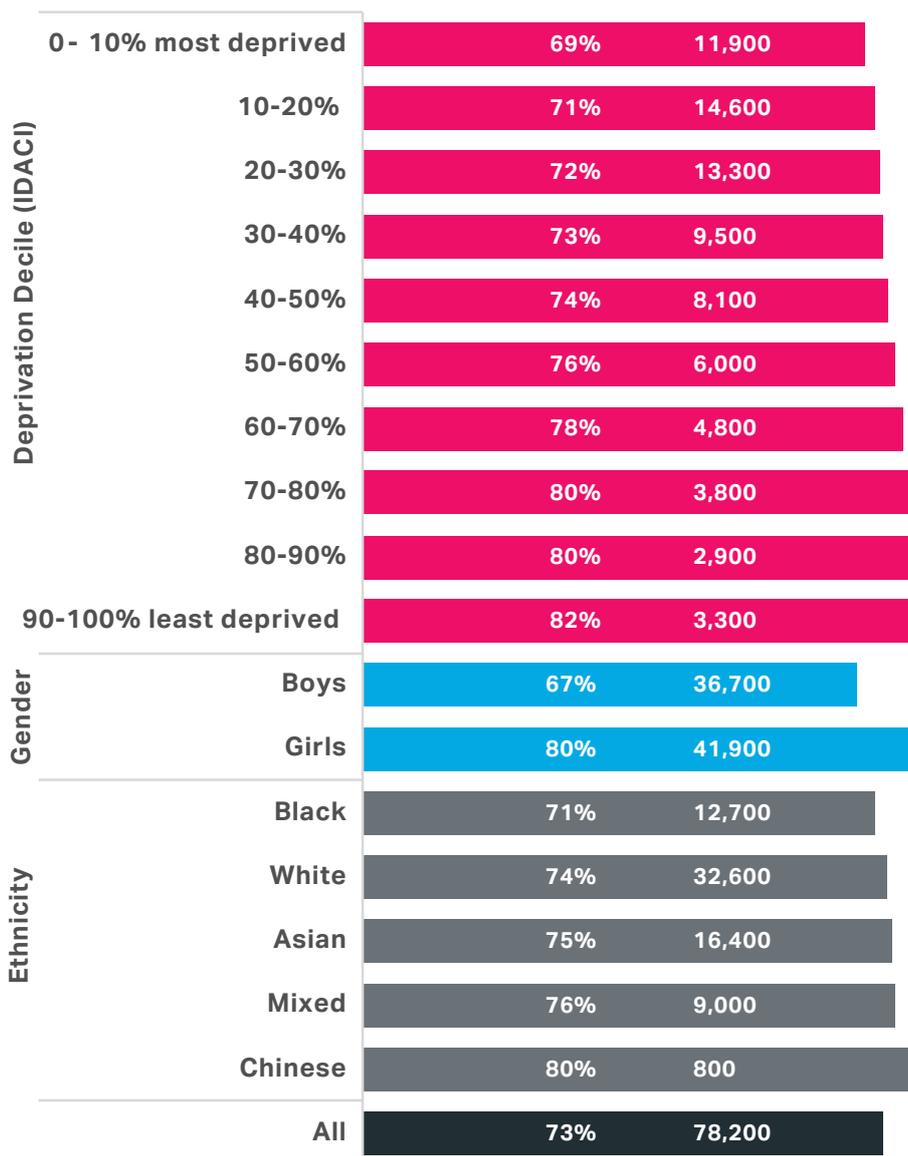
- Area of low child deprivation
- Area of medium child deprivation
- Area of high child deprivation

The low, medium, and high categories have been assigned using the 2015 Income Deprivation Affecting Children Index (IDACI) - rank of average rank.
One third of London borough's are included in each category.

EYFSP - good level of development

- 65-69% of children
- 70-72%
- 73-74%
- 75-76%
- 77-79%

Child level data: % and number of London children with a good level of development



Numbers have been rounded up to the nearest 100.

Please note that the deciles shown here are national IDACI deciles. In London the number of children in each decile is not evenly dispersed.

There are also substantial differences in the number of children in different ethnic groups – less than 1 per cent of children assessed are Chinese, compared to 41 per cent who are white.

OFSTED INSPECTION RATINGS FOR EARLY EDUCATION PROVIDERS, BY NUMBER OF CHILDREN

About this indicator

Ofsted grades are an indicator of the quality of early education provision. There are four possible grades: Outstanding, Good, Requires Improvement, and Inadequate. Data at child level is used because providers vary considerably in size.

Some children receive their early education in a school nursery class or a maintained nursery school, and some from a private or voluntary provider, including a childminder (known as 'EY register providers'). Outcomes are not directly comparable because data for

schools is based on the actual number of children in attendance, whereas EY register data is based on maximum setting capacity – actual occupancy may be significantly lower. There are no Ofsted grades for children attending an independent school.

Data on inspection results is published by Ofsted for both schools and EY register providers at <https://www.gov.uk/government/collections/early-years-and-childcare-statistics>. To calculate the number of children in early years provision in schools by Ofsted grade, we combined this data at a provider level with data on class sizes from the National Schools Census, which is available at <https://www.gov.uk/government/statistics/schools-pupils-and-their-characteristics-january-2017>.

Headline data

Overall indicator for London



97 per cent

of early years children in a school, and **94 per cent** of those with an EY register provider attend a setting which is 'good' or 'outstanding'

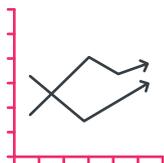
How London compares to the rest of the UK



Children in London schools are **more likely** to be attending a good or outstanding setting than in the rest of England

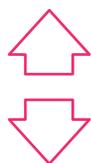
Children with London EY register providers are **slightly less likely** to be in a good or outstanding setting than in the rest of England

How this indicator has changed over time



We do not have child-level data for previous years. Provider-level data shows that EY register grades have risen significantly since 2012, and schools grades have risen slightly since 2014

Differences between London boroughs



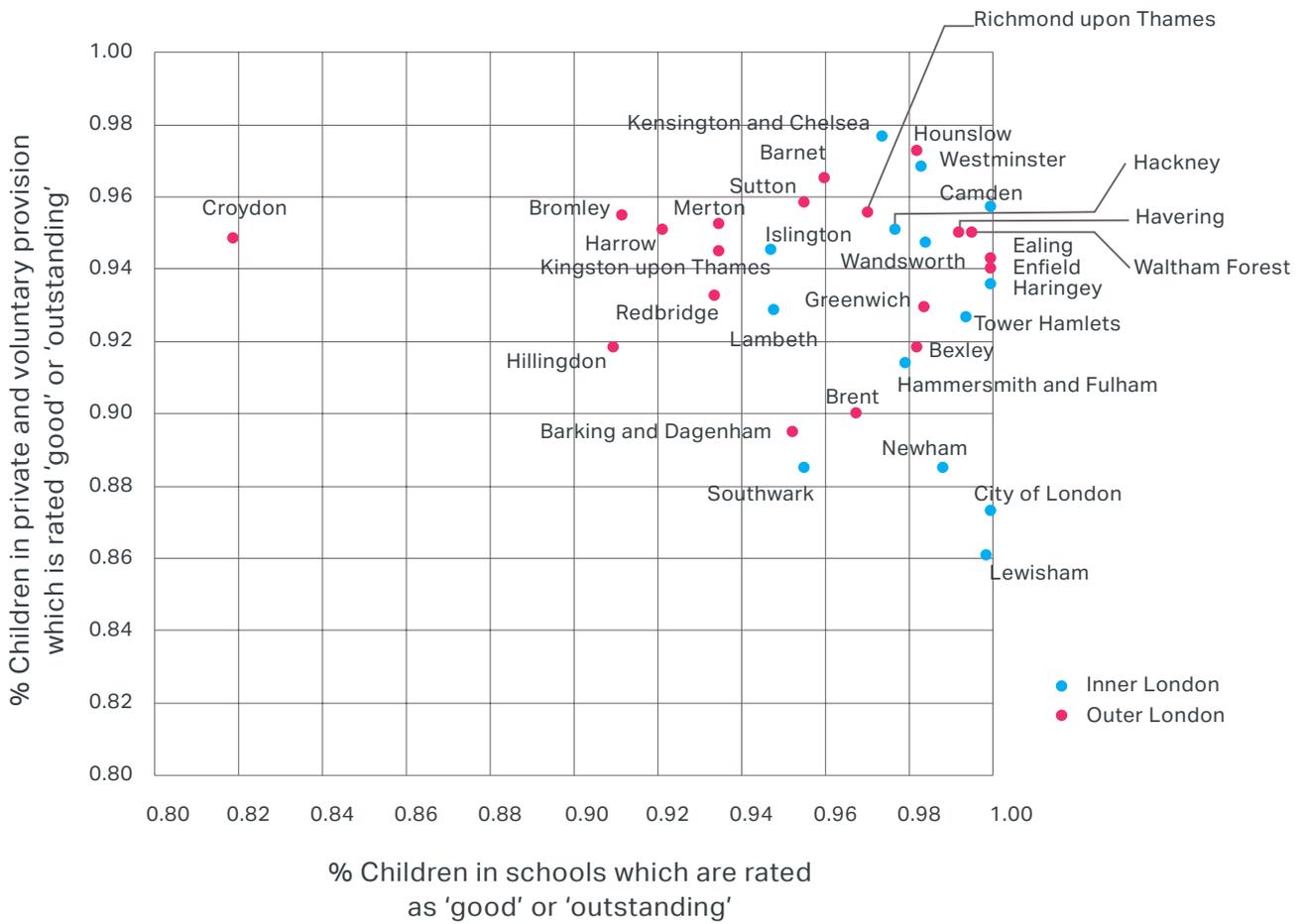
There is a gap of **18 percentage points** between the local authorities with the highest and lowest proportion of children in schools which are rated good or outstanding

There is a gap of **11 percentage points** between the local authorities with the highest and lowest proportion of children in private and voluntary provision that is rated as good or outstanding

Differences between groups of children in London

There is no regularly-updated administrative data available on different groups of children within London

Borough level data: % early years children attending provision which is rated by Ofsted as 'Good' or 'Outstanding', for schools and private and voluntary providers



There is significant variation in the number of children using different types of early years provision between the boroughs. In particular, some boroughs have a small number of schools with early years provision, and some of these schools have a large number of early years children. This means a few providers with a low grade can have a substantial effect. Similarly, private and voluntary providers vary in size, and a large provider with a low grade can make a large difference to the overall figure for a borough.

Further detail on this indicator

- Where schools have a separate early years inspection grade, this is used, and where they do not, the overall school grade is used. For maintained nursery schools we have used the overall school grade. This is consistent with Ofsted's approach in its own reporting.
- School early years grades include both nursery classes and reception

classes, but our child-level data only counts children in nursery classes.

- In the schools data, children are counted whether they attend full time or part time
- The EY Register shows maximum capacity (at any one time) not actual capacity, which may be considerably lower
- Two or more children attending part time may use one 'place' on the EY Register
- Some places from providers on the EY Register may also be available for older children
- Providers are not included until they have had their first full Ofsted inspection ('met' or 'not met' outcomes, where providers have been inspected before they have children on the premises, are excluded)



Summary of indicators at borough level

Our indicators were chosen to track change across London rather than as a means of comparison between boroughs, but we believe that understanding borough-level differences can help identify and share areas of good practice.

We have borough-level data for the proportion of children achieving a good level of development on the EYFSP, the proportion of children attending providers with 'good' or 'outstanding' Ofsted grades (schools and early years), and the proportion of two-year-olds using their free early education entitlement. We have contextual data on deprivation – as measured by the Income Deprivation Affecting Children Index – and on the proportion of two-year-olds entitled to free early education. We do not have borough level data on mothers' employment rate as sample sizes are too small.

Summary of indicators at borough level

Borough	Indicators				Context	
	EYFSP good	2-year-old FEEE uptake	Ofsted outstanding or good		2-year-old FEEE eligibility	IDACI deprivation rank in London
			Schools	EY register		
	%	%	%	%	%	
Barking and Dagenham	72	77	95	89	44	3
Barnet	74	46	96	96	31	26
Bexley	77	64	98	92	28	23
Brent	69	59	97	90	40	13
Bromley	78	62	91	95	21	29
Camden	67	59	100	96	31	15
Croydon	73	66	82	95	32	17
Ealing	72	59	100	94	35	18
Enfield	68	54	100	94	46	9
Greenwich	77	52	98	93	36	11
Hackney	72	61	98	95	55	4
Hammersmith and Fulham	74	66	98	91	29	16
Haringey	73	49	100	94	41	12
Harrow	73	55	92	95	29	25
Havering	72	60	100	95	30	22
Hillingdon	73	45	91	92	30	20
Hounslow	71	72	98	97	27	19
Islington	70	68	95	95	42	2
Kensington and Chelsea	69	62	97	98	19	30
Kingston upon Thames	76	79	93	94	17	31
Lambeth	71	59	95	93	38	6
Lewisham	78	60	100	86	41	8
Merton	74	55	93	95	26	27
Newham	75	43	99	88	44	5
Redbridge	73	52	93	93	30	21
Richmond upon Thames	78	90	97	96	12	33
Southwark	74	71	96	88	36	7
Sutton	71	76	96	96	21	28
Tower Hamlets	69	39	99	93	49	1

Borough	Indicators				Context	
	EYFSP good	2-year-old FEEE uptake	Ofsted outstanding or good		2-year-old FEEE eligibility	IDACI deprivation rank in London
			Schools	EY register		
	%	%	%	%	%	
Waltham Forest	74	53	99	95	34	10
Wandsworth	75	45	98	95	26	24
Westminster	72	64	98	97	24	14
London	73	58	97	94	34	
England	71	71	94	95	34	

What the Mayor will do

WHAT WE WILL DO

The GLA will work with partners across London to help deliver the Mayor's ambitions for early years and childcare. We will also set out London's needs to central government to make sure early years provision is properly reflected in government policy and funding.

The Mayor has no statutory role related to childcare but wants to facilitate and support London wide interventions. Local authorities do have statutory responsibility for many aspects of early years and childcare, and some of our activities are designed to support them with these duties.

Some areas in which the Mayor will set standards and lead collaboration between others include:

- Developing a network of early years hubs, which will improve access to quality early years education and childcare for the most disadvantaged families and promote early years careers
- Delivering an Early Years Leaders programme to support early years practitioners to progress in their careers and improve outcomes for children, particularly those children that are disadvantaged
- Piloting and rolling out a Healthy Early Years scheme for childcare providers
- Launching the London Family Fund to improve social networks and reduce

isolation during the crucial period of early parenthood

- Developing a Good Work Standard which encourages employers to offer family-friendly working practices
- Looking at how through the London Plan, more places can be found for childcare by strengthening the requirement for developers and local authorities to deliver childcare provision within new developments and for nursery provision to be provided in new primary schools
- Supporting local authorities to standardise and simplify Childcare Sufficiency Assessments, enabling them to effectively intervene in their local markets and to provide a more accurate picture of London's childcare provision

The Mayor wants to set a good example for leaders of other London organisations to follow. One way in which he will do this is by:

- Offering an interest-free childcare deposit loan to staff in the GLA group (including Transport for London, the Metropolitan Police and the London Fire Brigade) and ensuring that the GLA encourages and supports other employers to do the same

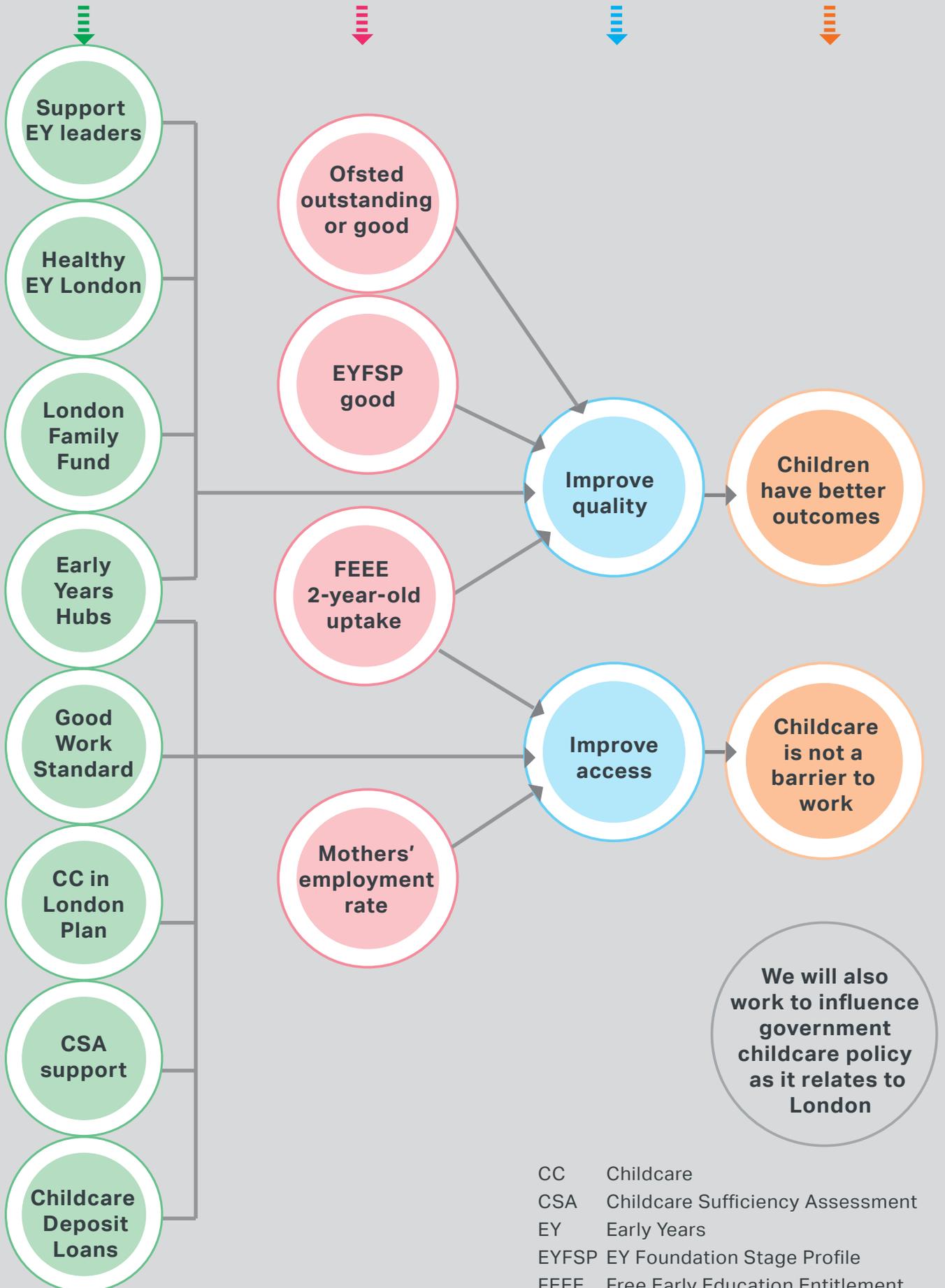
Theory of change: How the Mayor can contribute to improving early years outcomes

WHAT THE MAYOR WILL DO

KEY INDICATORS

WHAT NEEDS TO HAPPEN

WHAT WE WANT TO ACHIEVE IN LONDON



- CC Childcare
- CSA Childcare Sufficiency Assessment
- EY Early Years
- EYFSP EY Foundation Stage Profile
- FEEE Free Early Education Entitlement

Q

CONSULTATION QUESTIONS?

We would like to find out what our stakeholders think about the Mayor's approach to early years and childcare policy. We are interested in the views of early years professionals, local authorities, providers, and parents on:

- Whether we have chosen the right indicators to measure progress on early years and childcare in London
- What you or your organisation are doing to improve access to high quality childcare in London
- What you think are the key challenges in improving access to high quality childcare in London?

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Please submit your response to the consultation questions online at www.london.gov.uk/early-years-consultation by Friday 25 May 2018.

For more information:

www.london.gov.uk/early-years

Other formats and languages

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