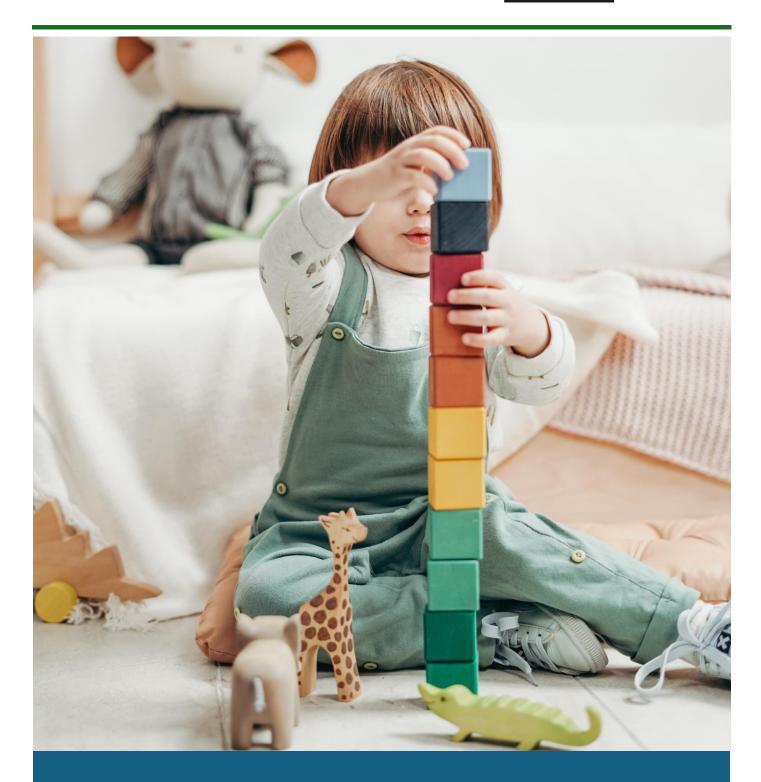
TORBAY COUNCIL



Torbay Early Years Service Data Analyst & Author - Anya Williams

Contents

1 Introduction and overview

- 1.1 Torbay childcare market
- 1.2 Child Population
- 1.3 Migration in Torbay for Childcare

2 Key findings

- 2.1 Pattern of provision
- 2.2 Patterns of demand
- 2.3 Take-up of the early year's entitlements
- 2.4 Financial sustainability and resilience
- 2.5 Expansion of capacity
- 2.6 Staffing in childcare settings
- 2.7 Parent survey
- 2.8 Quality of childcare in Torbay
- 2.9 New homes developments

3 Recommendations

Introduction and overview

The Childcare Act 2006 requires local authorities to secure sufficient childcare, so far as is reasonably practicable for working parents, or parents who are studying or training for employment, for children aged 0-14 (or up to 18 for disabled children).

As part of this duty Torbay Council is required to report annually to elected Council Members on how this duty is being met and to publish this report to make it accessible for parents. Working with providers from the private, voluntary, independent and maintained sectors, the local authority aims to create a strong, sustainable and diverse childcare market ensuring there are sufficient places to meet the needs of local families.

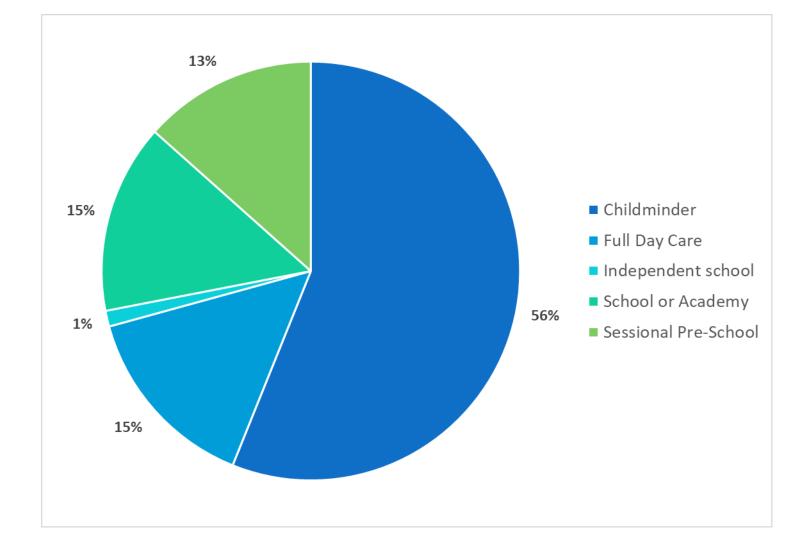
This document summarises key priorities for Torbay, an overview of the local childcare market and local changes to the supply and demand of childcare in the Torbay area. The report has been formulated using a mixture of desk research, provision assessments, snapshot surveys of providers, analysis of attendance and a parent survey.

Results show the population of children in Torbay has not changed significantly since the last count. Alongside the introduction of the expanded childcare offer there is also an ongoing potential for continued growth in demand for childcare, particularly in the Torquay and Paignton areas as housing developments continue, attracting inward migration of families with one or more children.

1.1 Torbay Childcare Market

In July 2024 Torbay Council undertook a survey of childcare providers to gain a snapshot overview of the childcare market in Torbay.

Out of the 93 childcare providers contacted, we received 86 responses, these were from a range of childcare provisions, as detailed below:



These are the following registered early years and childcare providers in Torbay:

Type of Provider	Number of Providers 2022	Potential daily Places* 2022	Number of Providers 2023	Potential daily Places* 2023	Number of Providers 2024	Potential daily places* 2024
Full Day Care	17	833	16	840	14	631
Sessional Pre-schools	10	313	10	300	12	376
Maintained Primary Schools & Academies with Nursery Classes	19	754	19	732	19	868
Nursery Units of Independent Schools	1	49	1	76	1	80
Childminders	58	180	46	153	47	172
TOTAL	105	2129	92	2101	93	2,127

*Potential places indicates the number of children a provider can take at any one time and is based on a provider 'moment in time' survey.

*86 providers responded so total numbers do not include the potential places available in 7 of the settings

Since the last report, one provider has closed. There has been an increase in the number of active childminders within Torbay with a loss of 2 childminders but an additional 3 moving to the area with an increase of 19 places.

There has been some fluctuation in the number of available places which can be attributed to providers changing the way they operate to accommodate staff shortages, reducing the number of spaces offered or conversely where spaces have been increased or extended.

TOTAL 0-4 spaces (PVI, School & CM) – by town

Ward/Area	Early years popula tion (2021 census)	Childcare places (0-4) available at PVI/School/ Childminder	Occupancy level (Summer 24 Headcount)	Average Occupancy Level (%)
Brixham	681	255	247	96%
Paignton	1822	688	629	91%
Torquay	2792	1184	1108	93%
Torbay	5294	2127	1984	93%

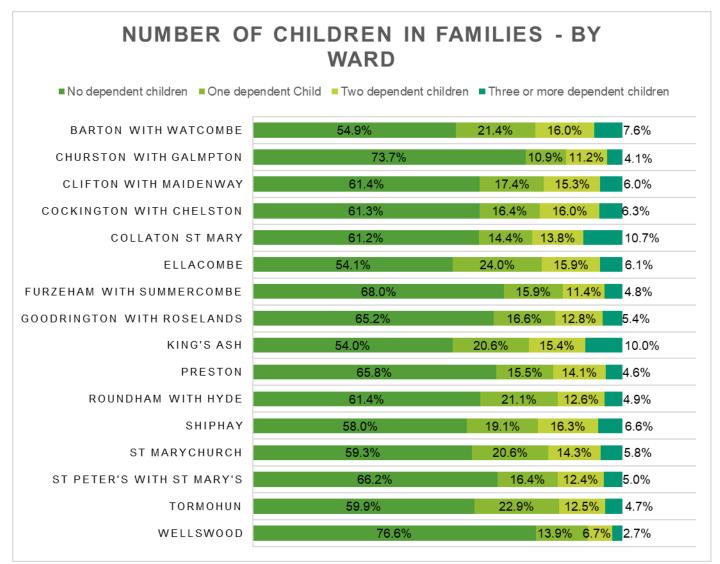
Ward/Area	Childcare places (0-4) available at PVI/School/ Childminder	Occupancy level (Summer 24 Headcount)	Average Occupancy Level (%)
Brixham	255	247	96 %
Churston With Galmpton	51	72	141%
Furzeham with Summercombe	61	82	134%
St Peter's with St Mary's	143	93	65%
Paignton	688	629	91%
Clifton With Maidenway	137	84	61%
Collaton St Mary	96	105	109%
Goodrington With Roselands	107	125	116%
King's Ash	18	14	77%
Preston	144	119	82%
Roundham with Hyde	186	182	97%
Torquay	1184	1108	93%
Barton with Watcombe	347	314	90%
Cockington With Chelston	42	60	142%
Ellacombe	11	8	72%
Shiphay	288	294	102%
St Marychurch	345	277	80%
Tormohun	123	120	97%
Wellswood	28	35	125%
Torbay	2127	1984	93%

The over occupancy in some wards is down to how the sector has classified their potential places available within the survey and may vary depending on sessional and full day care. However, across the bay, the town occupancy levels are not over capacity and show vacant spaces.

When examining the data, wards with higher occupancy rates tend to have fewer spaces available overall. For example, a ward that appears to have an occupancy level of 142% which would indicate it being far above capacity, is only accommodating 18 additional children from their 42 child capacity. Some occupancy levels may also be skewed due to the response rate on the sufficiency survey and not all settings responding with their count of available spaces.

1.2 Child population

The following chart shows the number of dependent children in each family in Torbay:



(source: Nomis)

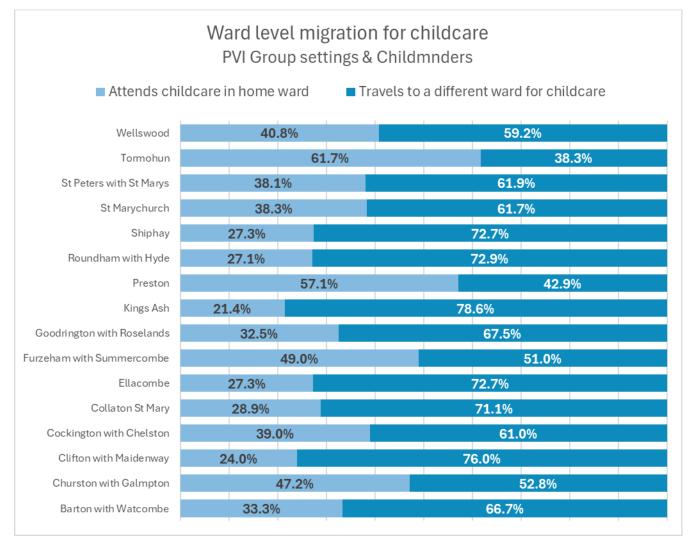
This chart provides an overview of the family dynamics in Torbay. It demonstrates that in all areas of Torbay over half of the families have no children. This is likely to be due to the large numbers of older residents in Torbay (according to the JSNA (Joint Strategic Needs Assessment) 27% of residents in Torbay are over the age of 65).

Collaton St Mary and King's Ash show high numbers of families with 3 or more children, closely followed by Barton with Watcombe. This could be linked to the type of housing available in these

wards where, according to local authority records, a high percentage of properties are larger houses which accommodate larger families.

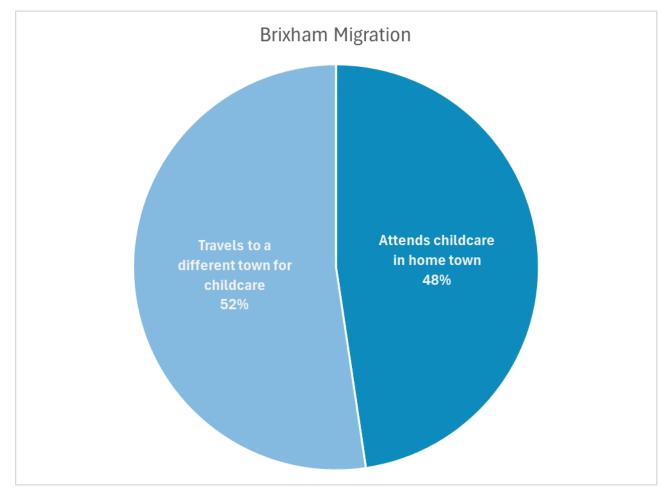
1.3 Migration in Torbay for Childcare

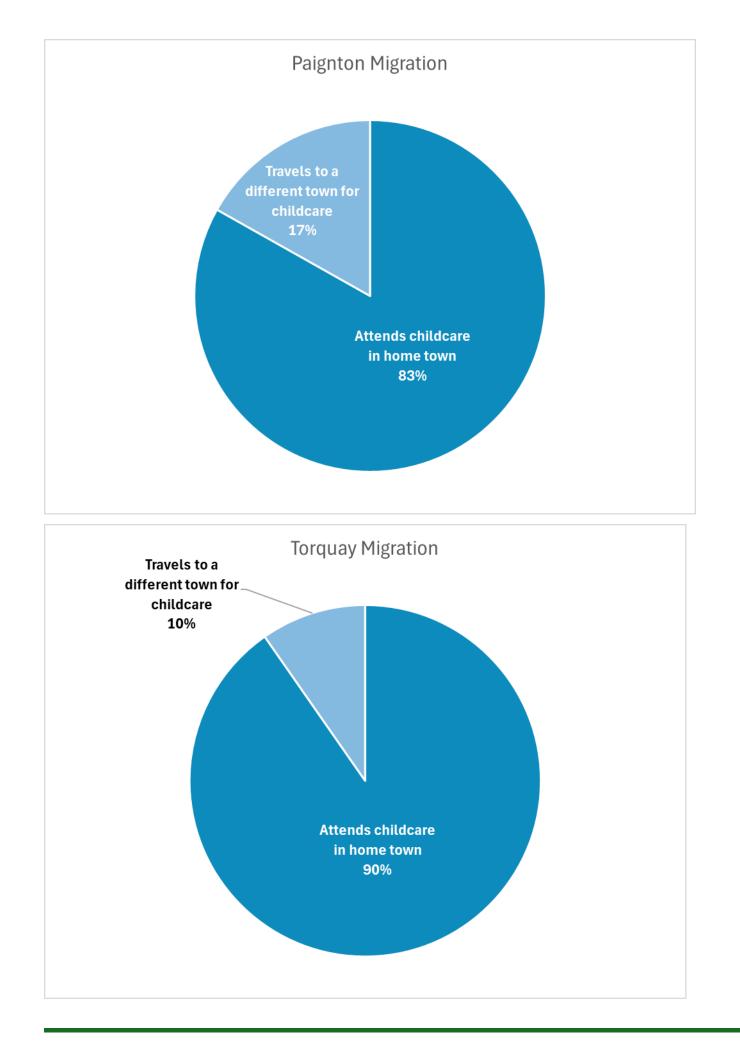
The table below shows migration across Torbay for childcare; i.e., the percentage of children who attend a setting in their home ward and those who travel outside their home ward to a setting. This information is valuable when considering Torbay childcare sufficiency as a whole and at town level.



The above table shows that there is a lot of travel between wards, however less so between towns when comparing with the pie charts below. Within Brixham, 52% of children travel outside of Brixham to their Early Years Setting. This drops to 17% for Paignton, and 10% for Torquay.

The breakdown for children travelling outside their home town is set out below:





This information suggests that there is generally sufficient childcare within family's home wards and towns to accommodate their needs. There is no set way to calculate how and why parents choose their childcare provider and many will choose a provider close to work rather than close to home. This would mean that there will always be some cross town and cross border migration for childcare.

In comparison to previous years, these percentages have remained consistent and have only fluctuated by 1% since 2023.

Key Findings

2.1 Pattern of provision

The below table details the places offered by day nurseries, school nurseries and childminders. Some providers offer both All year round and term time, so some places are counted twice.

Town	0–4-year- old population (2021 census)	Total places available (0-4)	All year round (over 38 weeks)	Term time only	Mixed
Brixham	681	255	4	204	47
Paignton	1,822	688	82	440	166
Torquay	2,792	1,184	145	643	396
TOTAL	5,294	2,127	231	1,287	609

Torbay has a strong, stable and diverse childcare market which is dominated by the private, voluntary and independent (PVI) sector.

As a small Local Authority, Torbay parents are well informed about the childcare settings in their local area. There has always been a notable pattern showing that parents would rather wait for a place at their preferred provider or location (e.g., a nursery on site or close to their preferred school), than find an alternative. This is particularly prevalent where a sibling is in a primary school on site or close to the preferred provider. Some providers have low occupancy and childcare spaces are difficult to fill, whereas other providers have extensive waiting lists and report being full for the coming terms.

2.2 Pattern of demand

2 year old funding entitlement

From the term after their second birthday, some children are eligible for 15 hours targeted childcare per week for 38 weeks of the year (or an equivalent amount). Torbay Council has a duty to ensure that all children who want to take up this entitlement can do so.

Since the implementation of the targeted 2-year funding scheme in September 2014, the Department for Education (DfE) have provided each LA with estimated numbers of children that will be eligible for the funding in the local area, using records provided by the Department for Work and Pensions. Upon implementation, the local area had around 700 children that were eligible for the funding. Since then,

the number of families has reduced significantly and is now around 300 families who are eligible based on their financial circumstances or other eligibility criteria.

As part of the childcare expansion, the children of working families may now be eligible for 15-hour funded childcare per week, subject to a successful application which is managed centrally by the HMRC Childcare Service.

Childcare supply and demand for funded places (2-year-olds) in Torbay by town

(Places available include private providers, schools offering 2YO places and childminders)

Town	2-year-old population (2021 census)	No. of children potentially eligible for targeted 2YO funding	% of 2YO population potentially eligible for funding
Brixham	165	35	21%
Paignton	431	100	23%
Torquay	665	164	25%
TOTAL	1261	299	23%

(Source – 2021 census compared with the 2yo list issued by the DWP)

Ward/Area	2-year- old popula tion (2021 census)	No. of families potentially eligible for 2YO funding
Brixham	165	35
Churston With Galmpton	51	4
Furzeham with Summercombe	66	20
St Peter's with St Mary's	48	11
Paignton	431	100
Clifton With Maidenway	86	11
Collaton St Mary	50	6
Goodrington With Roselands	47	18
King's Ash	105	30
Preston	70	16
Roundham with Hyde	73	19
Torquay	665	164
Barton with Watcombe	147	32
Cockington With Chelston	75	17
Ellacombe	93	25
Shiphay	79	15
St Marychurch	105	22
Tormohun	139	46
Wellswood	27	7
Torbay	1261	299

(Source – 2021 census compared with the 2yo list issued by the DWP)

3-4 year old funding entitlement

From the term after their third birthday all children are eligible for 15 hours funded childcare per week for 38 weeks of the year. The Local Authority has a duty to ensure that all children who want to take up this entitlement can do this.

The children of working families may also be eligible for an additional 15-hour funded childcare per week (known as the 30 hours), subject to a successful application which is managed centrally by the HMRC Childcare Service.

The number of 4-year-olds within the below tables has been reduced by 60% to account for children in a school reception class. We have calculated the number of children eligible for the Extended working family funding using take up data from the Summer 2024 headcount (59% of 3- and 4-year-olds claiming funding were eligible for extended hours).

Town	3 & 4YO population (2021 census)	No. of children eligible for 3 & 4YO Universal funding	No. of children eligible for 3 & 4YO Extended funding	% of 3 &4YO population potentially eligible for Extended funding
Brixham	242	242	143	59%
Paignton	610	610	360	59%
Torquay	939	939	554	59%
TOTAL	1.790	1,790	1057	59%

Childcare supply and demand for entitlement places (3- & 4-year-olds) in Torbay by town:

(Source - 2021 census)

Ward/Area	3 & 4YO population (2021 census)	No. of children eligible for 3 & 4YO Universal funding	No. of children eligible for 3 & 4YO Extended funding
Brixham	242	242	143
Churston With Galmpton	68	68	40
Furzeham with Summercombe	96	96	57
St Peter's with St Mary's	78	78	46
Paignton	610	610	360
Clifton With Maidenway	114	114	67
Collaton St Mary	44	44	26
Goodrington With Roselands	96	96	57
King's Ash	128	128	75
Preston	121	121	72
Roundham with Hyde	106	106	63
Torquay	939	939	554
Barton with Watcombe	210	210	124
Cockington With Chelston	108	108	64

Ellacombe	148	148	87
Shiphay	116	116	68
St Marychurch	147	147	87
Tormohun	170	170	100
Wellswood	40	40	24
Torbay	1790	1790	1057

(Source - 2021 census compared with the Summer 24 headcount)

This data has been worked out to give an indication of families who claim the extended working family entitlement against those who are entitled to the universal funding offer. This will support future work when looking at planning for the roll out of full entitlement for 9 months and 2 years.

Children remain entitled to an early year's place until they reach statutory school age, which in England is the term after their fifth birthday. However, most children take up a place in a reception class in school before this, with fewer than 1% of children delaying entry into school. Therefore, the number of 4-year-olds has been reduced by 60% to account for children in a school reception class.

The majority of providers do not allocate places for specific age ranges. Therefore, it is necessary to look at the places available overall compared to the number of children 2-, 3- and 4-year-olds, who will be entitled to a funded place.

The table below allows analysis of the number of individual 15-hour places required. One funded 2year-old will take one 15-hour place, a universal 3-year-old will take one 15-hour place and an extended child will take another 15-hour place.

For this purpose, the number of available places per day submitted from our annual sufficiency report has been multiplied by 2, on the assumption that one place in a childcare provider would be able to accommodate at least two funded 15-hour places across a week. Not all settings responded to this survey (86 of 93), so the occupancy level and number of places available is not 100% reflective of the true childcare provision across Torbay.

The number of children entitled to 30 hours is based on estimates using take up data from Summer 2024 (59% of 3- and 4-year-olds were eligible for extended hours).

Town	No. of children potentiall y eligible for 2yo funding	Approx no. of eligible 3+4yo UNIVERS AL*	Approx no. of eligible 3+4yo EXTENDE D (59%)	TOTAL number of 15- hour places required	Number of places available	Number of places per 100 children	Occupan cy Level %
Brixham	35	174	143	352	510	144	96%
Paignton	100	677	360	1137	1,376	121	91%
Torquay	164	939	554	1675	2,368	141	93%
TOTAL	299	1790	1057	3146	4,254	135	93%

*This number has been adjusted to account for 4-year-olds in a school reception class

It is therefore evident that Torbay continues to offer sufficient childcare places to accommodate need for the current entitlements which are in place. Current occupancy levels demonstrate some availability to accommodate a small level of increased demand for funded places. Increased demand will also come from children under 2 years old whose parents/carers are now entitled to the expanded 15 hours entitlement funding from 9 months This new entitlement began in September 2024 and has not been calculated in this report. Further work will be undertaken during 2024/25 to understand the ongoing supply and demand for the new entitlements.

2.3 Take up of the early years entitlements

The below table details the number and percentage of eligible 2-year-old children accessing the targeted 2-year-old funded hours in an Early Years setting within Torbay. The numbers of 2-year-olds taking up places is expressed as a percentage of the 2-year-old population eligible for early years targeted funding. The estimated number of eligible children is derived from data supplied to the Department for Education by the Department for Work and Pensions on the number of children believed to meet the benefit and tax eligibility criteria.

	2019	2020	2021	2022	2023	2024
Number	404	380	305	356	312	276
Percentage	74.3%	69.7%	63.3%	80.4%	78.6%	86.5%

(Source: LAIT)

The below table shows the number of 3–4-year-olds benefitting from funded Early Years education with Torbay. The estimated number of eligible children is derived from data supplied to the Department for Education by the Department for Work and Pensions on the number of children believed to meet the benefit and tax eligibility criteria.

	2019	2020	2021	2022	2023	2024
Number	2,775	2,624	2,528	2,471	2,428	2,276
Percentage	95.2%	92.5%	92.5%	94.9%	94.9%	92%

(Source: LAIT)

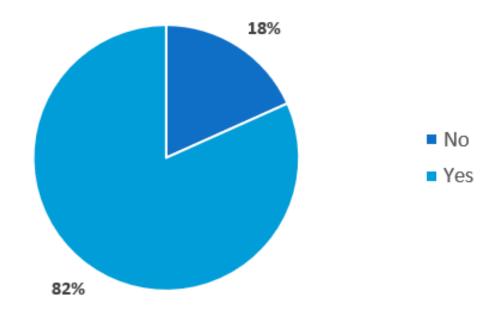
Working parent funding for 2 year olds was introduced in April 2024 and was available for the Summer 2024 term. There was a significant uptake in this funding, with details for the summer term being listed on the table below.

Overall, for the Summer term there were a total of 509 eligibility codes issued by Childcare choices for eligible 2 year olds within working families. 490 of these codes have been validated by a setting for use that term, which was a validation percentage of 96% across Torbay.

Town and Ward	Codes Issued	Codes Validated	Percentage Validated
Brixham	84	81	96%
Churston with Galmpton	39	38	97%
Furzeham with			
Summercombe	32	30	94%
St Peter's with St Mary's	13	13	100%
Paignton	186	181	97%
Clifton with Maidenway	36	36	100%
Collaton St Mary	18	18	100%
Goodrington with			
Roselands	37	36	97%
King's Ash	33	33	100%
Preston	40	39	98%
Roundham with Hyde	22	19	86%
Torquay	239	228	95%
Barton with Watcombe	54	49	91%
Cockington with Chelston	26	25	96%
Ellacombe	34	34	100%
Shiphay	41	39	95%
St Marychurch	41	40	98%
Tormohun	32	31	97%
Wellswood	11	10	91%
Total	509	490	96%

2.4 Financial Sustainability and resilience

The majority of respondents reported to feel financially stable within their business.



When asked to emphasise on any concerns they had about business and financial sustainability, the following points were raised:

PVI's

- Although the new funding increases are appreciated, they still don't cover the increase in cost of staffing, minimum wage increases increased bills and consumables.
- There are increasing concerns over recruitment of staff, we have found there is a low interest in the nursery jobs we offer and those that are interested, don't all have the right qualifications which means we then can't hire them or use them in ratios.
- Declining birth rates within the area have been a major factor to us, as we have been unable to fill all our available places.

School Based Nurseries

- Funding rates do not cover the overheads. We are offering childcare to a very vulnerable and deprived community so consciously keep our rates as low as we can. However, rises in the cost of living, minimum wage and improvements in the government offer of childcare are making it increasingly difficult to do this.
- The levels of SEND need and additional staffing, along with the levels of funding linked to this need are not covering actual costs.

Childminders

- The number of hours I am required to put into the job for paperwork and background admin has increased recently. This with addition to actual childcare hours being compared to what I a take-home money wise ends up below minimum wage.
- I used to charge a day rate, now we have gone to funding I can only claim for the hours they use rather than the times I am open. This can lose me up to 4/5 hours a day, which results in a loss.

2.5 Expansion of Capacity

In the government's spring 2023 budget, the Chancellor announced transformative reforms to childcare, representing the single biggest investment in childcare in England.

The original Early Years childcare entitlements are as follows:

- 15 hours per week for 2-year-olds who meet certain eligibility requirements (Targeted)
- 15 hours per week for all children aged 3 and 4 years old known as the universal entitlement
- 30 hours per week (15 hours universal, plus an extra 15 hours) for children aged 3 and 4 years old who's parent(s) work and meet eligibility requirements around earnings known as the extended entitlement.

The new entitlements are being introduced in phases:

- from April 2024, all working parents of 2-year-olds can access 15 hours per week
- from September 2024, all working parents of children aged 9 months up to 4-years-old can access 15 hours per week
- from September 2025, all working parents of children aged 9 months up to 4-years-old can access 30 hours free childcare per week

As this demonstrates, these new entitlements significantly increase the offer to children and families and place a responsibility on the local authority to secure sufficient childcare to meet the new demand.

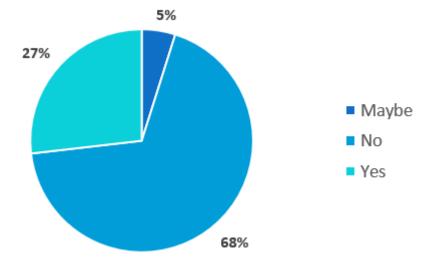
To support Local Authorities with the roll out of the expansion and understanding supply and demand the DfE provided detailed documents with analysis of supply and demand. In summary its calculations have provided an overall predication of new places, at each phase of the roll out, which need to be generated to meet demand:

April 2024	57 places needed
September 2024	30 places needed
September 2025	198 places needed

The local authority will use the data from the DfE, in conjunction with this sufficiency report, to continue to further understand areas of high demand for places across Torbay. This work will be undertaken during 2045/25 as we analyse initial take up of the offer from September 2024 and move to full implementation from September 2025.

2.6 Staffing in childcare settings

Providers were asked to provide some information about their staffing levels and their capacity in relation to staffing levels. 27% of settings reported that they would require additional staff to work at full capacity and offer the full number of places available. 5% of providers were wanting further guidance and advice and 68% said they were currently happy with their staffing levels.



Like several professions and services, the Early Years sector are facing a recruitment and retention crisis which will have an impact on their ability to deliver the additional places required and ensure they maintain the legal staffing ratios and qualifications.

The Early Years service have recognised this and are working with a number of partners to support recruitment and raise awareness of Early Years as a profession. This has included;

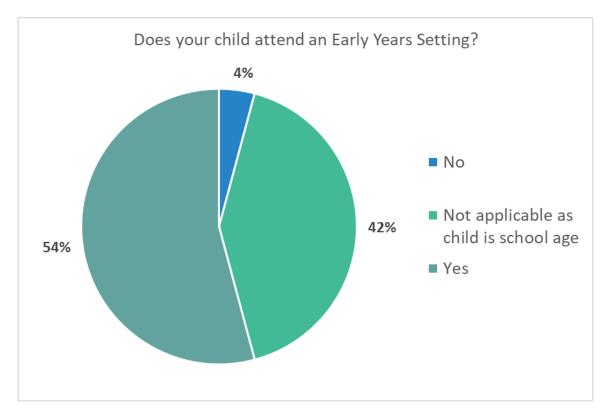
• Linking with South Devon College to look at specific courses (including Childminders and Baby Practitioner Training) and how their current course and apprenticeships can be promoted across the sector.

- Link with the Job Centre Plus to share information with job coaches about the roles within early years and how these can be promoted.
- Attendance at recruitment fayres and Job Centre recruitment events to represent the Early Years sector and discuss opportunities within it.
- Localised Childminder Recruitment Campaign to encourage more people into the profession.

Childminder numbers have continued to remain stable, but it is a point to note that the new Childminders joining are replacing numbers of those (for various reason) who have chosen to leave the profession.

2.7 Parent survey

This years parental survey had a lower response rate in comparison to previous years. Due to this, we don't believe it shows an accurate representation of the Torbay population. We have summarised the key findings below to provide a snapshot.



54% of respondents have a child who attends an Early Years setting

92% of respondents require childcare to enable them to work

67% were able to access the days and times that they required, with 73% saying they can access and use their full entitlement at their chosen providers.

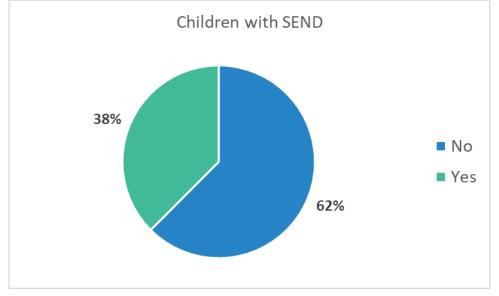
71% make use of informal childcare (family or friends) to enable them to work, with 70% having grandparents help and 30% getting help from other family members or friends.

When asked if they had any additional comments or feedback regarding childcare within Torbay, there were several responses highlighting the cost of childcare top-ups within early years settings and the flexibility of settings session days and times. We have summarised the key feedback below:

- The prices Early Years providers charge for top-ups fluctuates and some parents have reported struggling to find a good value provision within their local area. This is due to the additional costs charged on top of the funded hours they will be entitled to.
- There needs to be provision for Childcare for weekends. Most jobs aren't Monday- Friday anymore, which is the case in our household. Grandparents work until later in their lives now, which means it's harder to lean on family for support.
- Not all settings promote the importance of play and focus heavily on getting the children 'School ready'. While this is important for children to learn, not all children are ready, and this makes choosing a childcare provision difficult. This is especially the case when the settings within the local area are school based, which can be less holistic in the view of the child.

"All children and young people with special educational needs or disabilities (SEND) should be able to reach their full potential in school. They should also be supported to make a successful transition into adulthood, whether into employment, further or higher education or training" – Department for Education

38% of the respondents to the parent consultation noted that they have a child with SEND, which is an increase from last years 16%. As stated above, we did however have a significant reduction in the response rate from parents this year with our childcare survey and we don't believe this is an accurate representation of the Torbay population.

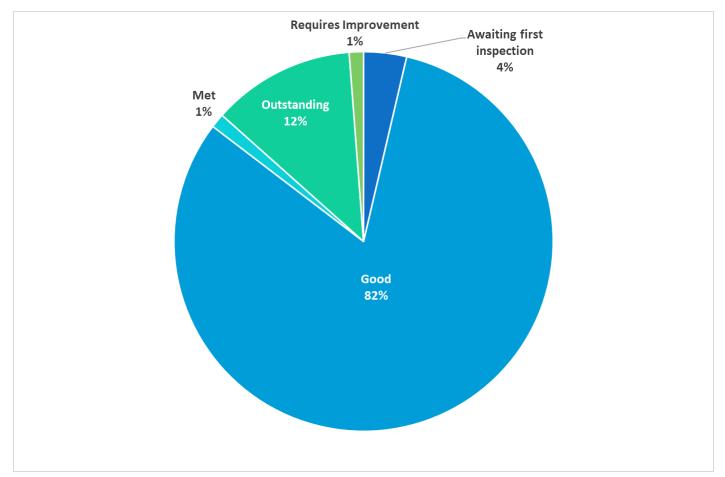


The consultation includes SEND specific questions of which a summary of responses can be found below (please note, only the respondents who indicated they have a child with SEND are included in this section of the report):

44% of respondents have a child aged under 5 years old with SEND
56% of respondents have school aged children with SEND
100% indicated they consider themselves to live in a working household
60% found it easy to locate a suitable early years place for their child with SEND

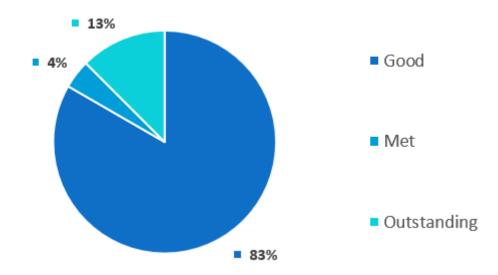
2.8 Quality of Childcare in Torbay

The pie chart below shows that 94% (97% nationally) of Torbay Early Years providers are good or outstanding, this is a decrease from 96% last year, with 4% now awaiting their first inspection; this has increased from 1% in 2023 and is due to the addition of new childminders in the area.

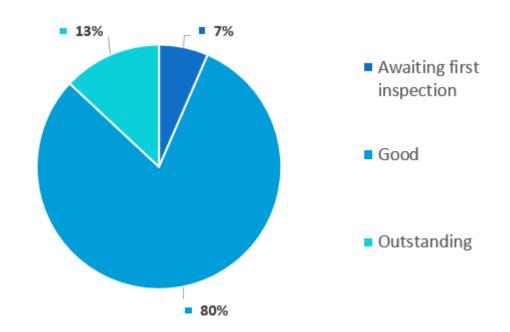


Below you will find a breakdown of the Ofsted grades by provider type.

Private Nurseries and pre-schools



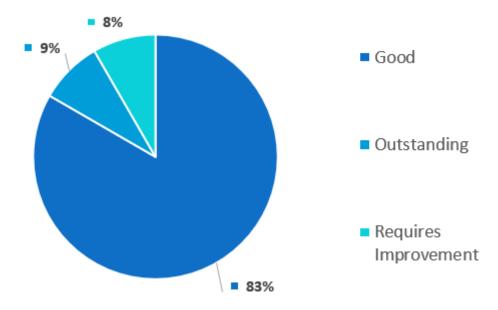
96% of the private group providers in Torbay are graded Good or Outstanding. This is equal to the national average of 96%.



Childminders

93% of Childminders in Torbay are graded Good or Outstanding with 7% still awaiting their first inspection.

Schools



93% of primary schools with nursery classes are graded good or outstanding. This is above the national average of 89%.

2.9 New Homes developments

Below is a table demonstrating numbers of housing completions broken down by town, per year since 2017/18:

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Torquay	168	200	71	128	91	94	82
Paignton	178	228	91	130	184	151	120
Brixham	68	103	26	4	37	6	9
Total	414	531	188	262	312	251	211

Below is a table estimating the number of additional childcare places required as a result of the new housing developments:

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Torquay	4.3	5.5	1.0	7	5.5	5.7	4.9
Paignton	4.6	6.3	1.3	7.15	11	9.1	7.2
Brixham	1.7	2.9	0.4	0.2	2.2	0.3	0.5
Total	10.6	14.7	2.7	1.2	18.7	15.1	12.6

This shows that the current impact of housing developments in Torbay has a minor influence on the number of childcare places required. All new housing developments in Torbay are planned for and analysed to ensure that in the schools planning process, the additional school/childcare places are planned for. All new schools will have due consideration given to nursery provision for two- to five-year-olds.

Recommendations / Actions

This report demonstrates that currently there is sufficient childcare places to meet demand.

The recommendations focus on ensuring the Local Authority meets it sufficiency duty for the full role out of the new expanded entitlements from September 2025.

Supply and Demand

- Analyse data from termly headcount to understand current demand for the new entitlements from 9 months
- Carry out termly snapshot surveys with childcare providers to understand capacity and supply of places for each of the funded age ranges.
- Develop parental engagement to understand need and requirements for childcare provision across Torbay.
- Focus on specific wards where occupancy level indicates over subscription to ensure meeting level of demand

Expansion of Provision

• Support the expansion of provision utilising the capital expansion grant from the Department for Education

Recruitment and Retention

- Develop a localised recruitment campaign to highlight a rewarding career in Early Years.
- Embed work within the economic growth strategy.