

STATES OF JERSEY



A VISION FOR THE FUTURE OF EARLY EDUCATION AND CHILDCARE IN JERSEY

**Presented to the States on 3rd August 2004
by the Education, Sport and Culture Committee**

STATES GREFFE

A VISION FOR THE FUTURE OF EARLY EDUCATION AND CHILDCARE IN JERSEY

High quality early education and childcare is crucial to the future well-being of our Island. It should be affordable, sustainable, equitable, and provide continuity. This review draws these key themes together and will help us focus on meeting the needs of children, families and the economy in a socially responsible way.

The Education, Sport and Culture Committee acknowledges that young children need high quality care and education from birth and recognises that parents need to be supported in their role as their child's first and most important educators.

It has been the Committee's policy to develop nursery provision in non-fee paying primary schools. It also acts as the political sponsor and principal source of funding of the Jersey Childcare Trust. This independent review was commissioned to help the Committee reassess its investment in this important area and to evaluate the work of the Childcare Trust, which is mid-way through its five year strategy.

Jenny Spratt, who conducted the review, is Head of Early Years and Childcare Services for Peterborough City Council. She was instrumental in helping Peterborough gain 'beacon status' for its early years strategy and has contributed to regional and national strategic working groups in England.

A handwritten signature in black ink, appearing to read "Mike Vibert". The signature is stylized and cursive, with the first name "Mike" written in a larger, more prominent font than the last name "Vibert".

**Senator Mike Vibert,
President of the Education, Sport and Culture Committee**

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1 EXECUTIVE SUMMARY

- 1 In February 2004, the Education, Sport and Culture Department commissioned a mid-term review of the Jersey Childcare Trust (JCCT) in relation to the development of an overall strategy for early education and childcare services across Jersey.
- 2 This review is informed by a research methodology which involved the interviewing of key personnel from the JCCT; Department for Education, Sport and Culture; other agencies and departments; providers and parents.
- 3 Documentation and evidence from other research projects have been used to form this report.
- 4 The key findings of this review are as follows –
 - While there is a clear strategy for Early Years Education in Jersey, there is no overall States strategy for integrated early education and childcare.
 - The JCCT at the mid-term of its Five Year Strategy has become too broad and is no longer focused on its original objectives.
 - The JCCT is perceived as being effective in some areas of its work, but lack of transparency and consultation has resulted in the duplication of roles and responsibilities.
 - A perceived lack of investment in early education and childcare services has resulted in criticism of current policy.
- 5 To address these issues, this report recommends that –
 - 5.1 A vision and overarching strategy for early education and childcare be developed to provide integrated, high quality services for children and their families.
 - 5.2 An analysis of the necessary investment to support the strategy should be undertaken.
 - 5.3 Principles of early education, as already identified in the Education, Sport and Culture early education strategy, should be reviewed in order to underpin the overall strategy for early education and childcare, providing consistency of approach, common ground and shared values across all settings.
 - 5.4 Agencies are open and transparent in the planning and delivery of services, with targets set against measurable, relevant performance indicators.
 - 5.5 The Trustees of the JCCT and senior members of the Education, Sport and Culture Department consider the structure and function of the Trust, with the intention of ensuring targets are relevant, transparent, cost effective and measurable.
 - 5.6 The JCCT re-focus its performance indicators against core objectives and re-publish its Implementation Plan 2004-2005, to ensure an open and transparent approach to planning and delivery of services.
 - 5.7 A partnership approach is taken to the co-ordination of information that is available to parents, in order to provide a one-stop shop to reduce confusion and promote accessibility.
 - 5.8 The JCCT and other agencies identify current and predicted market trends alongside demographics in considering future sustainability of early education and child care. The Education, Sport and Culture

Committee should consider the re-introduction of part-time as well as full-time nursery places and a system of graduated fees and means testing should be established.

- 5.9 The Foundation Stage teacher supporting the private nurseries, be contracted from the Trust, to work under the Education, Sport and Culture Early Education Advisor, providing a cohesive approach to the implementation of the curriculum and continuity in transition.
- 5.10 Areas of duplication in the roles and responsibilities of the different agencies/departments be identified, with a 'flatter', more equitable structure developed between the JCCT and the Education, Sport and Culture Department. This will involve a review of the job title/job description of the currently named 'Executive Director' of the JCCT.
- 5.11 A partnership be developed, built on mutual respect, trust and identified common vision. The vision, supported by agreed principles, will develop a co-ordinated overall strategy for early years and childcare services in Jersey. This should be established through open, transparent, inclusive processes, ensuring clarity of purpose in which to benefit the children of Jersey.

2 TERMS OF REFERENCE

The Terms of Reference set out the scope of the Review, as being –

‘To undertake a mid-term review of the Jersey Child Care Trust’s (JCCT) Five Year Strategy, and the funding, responsibilities and purpose of the Trust in relation to the overall strategy for early years and childcare in Jersey and to make recommendations to the Education, Sport and Culture Committee, with regard to –

- The need for an overall strategy based on integrated working to support children and families.
- Creating clarity and focus regarding the roles and responsibilities of different departments and organisations in developing the strategy and achieving its aims’.

3 INTRODUCTION

The integration of early education and childcare has always been a difficult issue to address and is currently high on the agenda of many Governments. In January 2004, the Education, Sport and Culture Committee of the States Government commissioned a mid-term review of the Jersey Childcare Trust's Five Year Strategy, in relation to the development of a more integrated overall strategy and vision for the future.

This report begins by explaining the methodology of the research undertaken to inform the review, it then considers the findings in relation to the emerging key themes. A summary of these findings and the recommendations are to be found at the end of each section.

4 METHODOLOGY

- 4.1 The review was undertaken by an independent researcher experienced in the development of high quality integrated early childhood services at both national and local level in the U.K.
- 4.2 The research informing the review was designed as being ‘fit for purpose’ for the States of Jersey, using a flexible design, based on a qualitative research methodology. This approach was relevant to the evaluation of the Jersey Childcare Trust, as ‘the focus on qualitative research on exploring meanings and behaviour in depth, identifying diverse perspectives, capturing processes and contexts, and using flexible methods, means that qualitative research is seen as being capable of making a distinct contribution to policy evaluation.’^[1]
- 4.3 An evolving design was crucial for the evolving nature of the research – the main factor for consideration being that the research was located within the context of the Island. The political structure, organisation and policies supporting early education and childcare are specific to Jersey and its culture. For this reason, the methodology was based on an ethnographic approach where ‘shared cultural meanings of behaviour, actions, events and contexts of a group of people are central to understanding the group’^[2].
- 4.4 Data was collected from two main sources –
- Documentation
 - Interviews
- to provide reliability and validity to the research.
- 4.5 Documents studied included policies, surveys, audits, implementation plans and other documentation from the JCCT and other early education services.
- 4.6 Interviews provided a flexible and adaptable way of finding out the perceptions of the different parties involved in early years, childcare and other related services across the Island. This approach involved ‘getting a purchase on the field of study, by looking at it from a number of vantage points’^[3].
- 4.7 The interviews took place over a period of three days in March 2004, with the researcher and co-researcher conducting face-to-face, semi-structured interviews with a cross section of representatives from organisations involved in this area of work. These included –
- JCCT
 - Education, Sport and Culture
 - Employment and Social Security
 - Parents
 - Private Providers
 - Highlands College
 - Youth Action Team
- 4.8 The interviews were held at the offices of the Department of Education, Sport and Culture and at the Pathways Project, Le Squez School. Twenty-five interviews were conducted, 23 on a one-to-one basis and 2 were group interviews. One hour was set aside for each interview, with assurances given of confidentiality. In total, 35 people were interviewed – 51% were service users and 48% service providers.

4.9 The review considered the following key themes –

- The vision for early years and childcare in Jersey.
- The coherence of planning for early years and childcare provision.
- Current service delivery in relation to the original intention of the JCCT.
- The effectiveness of the JCCT.
- The range of information to enable early years and childcare services to respond to parental need.
- The effectiveness of current financial arrangements supporting early education and childcare services.
- Value for money provided by current organisational structures supporting early education and childcare services.
- Benefits for children and families of agencies working in partnership.

4.10 A literature search has been undertaken to support the writing of this report. It acts as a point of reference for readers who might want to look at research articles/texts in more detail.

The literature review focuses on the key themes emerging from the research, with significant quotes written into the text. The references are found in footnotes at the bottom of the relevant pages.

5 FINDINGS – KEY THEMES

1.0 A vision for early education and childcare

1.1 Lack of an overarching strategy for integrated early education and childcare emerges as a key theme throughout the research underpinning this report. It inhibits cohesion and has resulted in a lack of common ground, resulting in the duplication of roles and responsibilities.

1.2 This report supports the Jersey Education Audit Committee Review of the Foundation Stage/Nursery Education’s 2002 recommendation that –

‘there is no co-ordinated Island-wide strategy for early education and care. An Island-wide five year strategy which incorporated the relevant stakeholder’s strategies and plans would be beneficial in ensuring that a comprehensive and cohesive provision catering for all forms of education and childcare is delivered. It should explicitly highlight the:

- *Role of each sector.*
- *The development plan and expansion of current provision.*
- *Training and support.*
- *Way in which to monitor and measure performance’.*

1.3 As part of the research underpinning this review, interviewees were asked to identify their vision for early education and childcare in Jersey. The following common themes emerged –

- Investment in the early years.
- Integrated provision.
- High quality provision.
- An equitable system of early education and childcare.

1.4 Investment in the early years

- Evidence from research undertaken by the Organisation for Economic Cooperation and Development^[4] into early childhood education and care policy reviews suggests that significant public funding is necessary to support a sustainable and equitable childhood system. Without that investment, there is a probability that a shortage of good quality programmes, unequal access and segregation of children according to income will occur^[5].
- Analysis of the interviews in the research underpinning this review indicates that investment is regarded as essential to the success of any future strategy in Jersey, with comparison being made to the U.K. system of providing funded nursery education places for all three and four year olds, whose parents want them.
- The need for investment, however, was not just targeted at the early years sector. It was felt to be needed for all sectors of childcare, particularly out of school childcare for older children, reflecting the findings of international research that has identified that ‘education systems in most countries have tended to disregard the out-of-school care needs of children, as traditionally care was seen to be outside the strict education remit. A more coherent approach to out of school care is needed, more closely linked in concept and organisation to existing early childhood education and care and school provision’^[6].

1.5 Integrated provision

- The need for integrated early years and childcare provision was highlighted in the interviews as being an important element of any overarching strategy that might be developed in Jersey.
- The benefits of integration have also been highlighted in the longitudinal research ‘Effective Provision of Pre-School Education (EPPE) (1997–2004) which has found that children from integrated settings and nursery schools tend to do better on cognitive outcomes, even after taking account of children’s backgrounds. These findings have influenced the development of integrated children’s centres in the U.K. which have as their core service a co-located/integrated early education and childcare provision to provide a seamless provision for the child.

1.6 High quality provision

- High quality provision was identified as essential within a future strategy for early education and childcare in Jersey. The EPPE research^[7] has found that the quality of the pre-school settings is directly related to better intellectual/cognitive and social/behavioural development in children. It also found that –
 - *Good quality can be found across all types of early years settings, nursery schools and nursery classes.*
 - *Settings which have staff with higher qualifications, especially with a good proportion of trained teachers on the staff, show higher quality and their children make more progress.*
 - *Where settings view educational and social development as complementary and equal in importance, children make better all round progress.*
 - *Effective pedagogy includes interaction traditionally associated with the term ‘teaching’, the provision of instructive learning environments and ‘sustained shared thinking’ to extend children’s learning is a vital component of pedagogy.*
- High quality provision has also been found, by the EPPE research to have significant impact on children from disadvantaged backgrounds –
 - *‘Disadvantaged children are more likely to show adverse social profiles at age three and school entry. The increased risk of anti-social/worried behaviour is linked to an early start in group provision, but it can be reduced by high quality’.*
 - *‘Disadvantaged children in particular can benefit significantly from good quality pre-school experiences, especially if they attend centres that cater for a mixture of children from different social backgrounds’.*
- These findings support the recommendations of the Co-ordinating Committee of the Decade for the Eradication of Poverty in their report ‘Hardship Experienced by Children and Young People in Jersey’ July 2003.

1.7 Equality of provision

- Equality of access to early childhood services is currently being debated by parents, providers and agencies throughout Jersey. This debate has also been undertaken by most countries in Europe and they ‘recommend to other countries increased public investment in early childhood services, on a universal

level, as despite interventions by States to palliate the effects of market failure, a great imbalance exists between the services for the over-threes and the under-threes. In addition the present situation seriously hampers any real equality of opportunity for women with young children in jobs, salaries or career progression'^[8].

1.8 **Developing the vision**

- The development of high quality, equitable, integrated services will be undertaken in a context that is appropriate for the children of Jersey.
- Children themselves do not distinguish between an education or care setting. In establishing a vision for the future, a set of principles should be established to provide consistency of approach, common ground and shared values to underpin the strategy.
- The Jersey 'Handbook for Nursery Providers' sets out the Principles underpinning the curriculum guidance for the Foundation Stage (QCA/DfEE 2000). These are taken from the recognised principles of high quality early childhood practice, and are applicable to any form of education and childcare.

1.9 **Principles**

- Effective learning is enabled by a relevant curriculum and staff who understand and are able to implement curriculum requirements.
- Effective learning is enabled by staff who understand that children develop rapidly during the early years – physically, intellectually, emotionally and socially.
- Staff should ensure that all children feel included, secure and valued.
- Early years experience should build on what children already know and can do.
- Parents and staff should work together in an atmosphere of mutual respect.
- To be effective, an early years curriculum must be carefully structured (recognising different starting points, and levels of need).
- There must be opportunities for children to engage in activities planned by adults and those that they plan or initiate themselves. Staff must observe and respond appropriately to children, informed by a knowledge of how children develop and learn.
- Well planned, purposeful activity and appropriate intervention by staff will engage children in the learning process.
- For children to have rich and stimulating experiences, the learning environment must be well planned and well organised.
- Above all, effective learning and development for young children requires high quality, care, support and guidance by staff.

1.10 **Summary of findings**

- A vision and overall strategy for integrated early education and childcare should be developed.
- The strategy should address the following themes –
 - Investment in the early years.
 - Integrated provision.
 - High quality provision.
 - An equitable system of early education and childcare.
- The principles that underpin the Foundation Stage should be adopted to underpin the strategy. These will provide consistency of approach, common ground and shared values.

1.11 **Recommendations**

This report recommends that –

- 1 A vision and overarching strategy for integrated early education and care be developed to provide, high quality services for children and their families.
- 2 An analysis of the investment necessary to support the strategy should be undertaken.
- 3 Principles of early education, as already identified in the Education, Sport and Culture’s early education strategy, should be reviewed in order to underpin the overall strategy for early education and childcare, providing consistency of approach, common ground and shared values across all settings.

5 FINDINGS – KEY THEMES

2.0 Cohesion of planning for early education and childcare services

2.1 In addressing the terms of reference of this review, to ‘create clarity and focus regarding the roles and responsibilities of different departments and organisations’ – a question was asked in each interview about the cohesion of planning of early education and childcare services.

2.2 The findings show overwhelmingly that there needs to be more cohesion in planning as the perception of many people (39%) interviewed was that there was no cohesion at all, and 59% felt that more cohesion was needed.

2.3 Research shows that the perception of those involved in early education and childcare in Jersey supports the view of Bennet’s research that ‘Early childhood institutions can make important contributions to many other projects of social, cultural and political significance. Furthermore... early childhood institutions can play an important part in constituting civil society, and become the primary means for fostering the visibility, inclusion and active participation of the young children in civil society’^[9].

2.4 Bennet also found that, in developing integrated services, the Council of Ministers Recommendations^[10] proposed specific objectives for developing cohesive services for young children –

- Affordability.
- Access to services in all areas, urban and rural.
- Access to services for children with special needs.
- Combining safe and secure care with a pedagogical approach.
- Close and responsive relations between services, parents and local communities.
- Diversity, flexibility of services and increased choice for parents.
- Coherence between different services.

2.5 The British Government, in planning cohesive services in England considered the EPPE research and has established the Sure Start^[11] approach, which has the vision to provide –

- Better outcomes for all children, reducing the effects of poverty.
- Better outcomes for parents, increasing labour opportunities, ensuring pathways out of poverty and strengthened families and communities.
- Better outcomes for communities – less crime, higher productivity.
- Stronger labour market and building of a civil society.

The Local Authority role will be to provide leadership and join up agendas by bringing local partners together – to deliver strategy.

2.6 Summary of findings

- Of those interviewed 36% felt that there was no cohesion to the planning of services for early education and childcare, and 59% felt that more cohesion was needed.

- The evidence of the research underpinning the review shows overwhelmingly that there is a need for the development of a vision and overarching strategy that will foster cohesion.
- Research indicates that the historical view of education and care services as separate services, still exists.
- Research has informed coordinating strategies such as Sure Start in UK, supported by investment.

2.7 **Recommendations**

This review recommends that –

- Agencies are open and transparent in the planning and delivery of services with targets set against measurable, relevant performance indicators.

5 FINDINGS – KEY THEMES

3.0 Current service delivery in relation to the original intention of the Jersey Childcare Trust

- 3.1 To fully inform the mid-term review of the Jersey Childcare Trust, this report refers to the documentation from which the Trust evolved.
- 3.2 The Jersey Childcare Trust Constitution states its aim as being –
- ‘to coordinate, promote and facilitate the expansion of high quality and affordable childcare provision in the Island’.*
- 3.3 The Objectives of the Trust evolved from the recommendations of the Working Party Report 1996 and are set out in the Constitution as follows –
- (a) *Promote high standards of childcare.*
 - (b) *Monitor and seek to improve the accessibility and affordability of childcare facilities and services in the Island.*
 - (c) *Promote and encourage improvements in the status and conditions of service of childcare staff.*
 - (d) *Promote the training and development of staff in the childcare sector.*
 - (e) *Provide information and advice to all interested parties and coordinate childcare provision across all public and private sectors.*
 - (f) *Sponsor and support research into childcare needs.*
 - (g) *Identify market needs, stimulate and facilitate new developments and encourage and facilitate partnerships which enhance childcare provision.*
 - (h) *Attract funding to pump prime initiatives for all of the above.*
- 3.4 The Trust’s Business Plan (1999-2000) acted as a focus for its initial work and was set against these aims and objectives.
- 3.5 The Five Year Strategy document Firm Foundations – a Five Year Strategy for Childcare (2002-2006) retains the original aim of the Trust, but incorporates other organisations in its delivery:
- ‘The role of the Jersey Childcare Trust is to coordinate, promote and facilitate the provision of high quality and affordable childcare involving a number of agencies. This is a cross-Island strategy that calls for a response from the many private and public sector organisations who have an important contribution to make. It is not an action plan for the Trust alone’.*
- 3.6 However, the objectives of the Five Year Strategy are different to those set out in the Trust’s Constitution. They are as follows –
- Objective 1:** increase the number of high quality childcare places.
- Objective 2:** create a trained, motivated and well supported childcare workforce.
- Objective 3:** ensure very working/studying parent can afford a high-quality childcare place.

Objective 4: create a child-friendly Island environment.

Objective 5: support parents and carers in their role.

3.7 While objectives 1, 2 and 3 can be identified with the objectives in the Constitution this report questions how objectives 4 and 5 equate with the Constitution with no apparent change having been made to the Constitution itself.

3.8 The core business of the Trust, as stated in the 'One Year On' October 2001 – October 2002 states these objectives are the activities that the Trust adopted in the previous year's business plans and 'continues to provide as a vital part of the development of childcare services'. These do not reflect the original objectives, and are unrelated to the aim of the Trust.

3.9 Where targets have been changed, as in the 'One Year On' document the focus action and funding varies considerably from the original intention, as in Target 1.4. Target 1.4 in all documentation states –

'40 Nursery class places in a private childcare establishment'. However, the funding for this target has provided the Foundation Stage teacher that supports the private sector. The wording of this target should therefore be changed to reflect this.

This report finds this to be misleading. Targets should be open and transparent to all who read them, and a full explanation and change of target identified.

3.10 The research underpinning this review, as well as considering evidence from documentation, also used interviews of representatives from different sectors to obtain data.

Each person interviewed was asked to give their views on how the JCCT was meeting its original purpose.

3.11 Analysis of the data suggests division between those who do not feel the Trust meets the original intention, against those who feel that it does. Closer examination of the statistics indicates the high level of those thinking the Trust meets the original intention is influenced by those who represent the Trust itself.

3.12 More people from agencies and providers felt that the Trust did not meet the original purpose and had moved beyond its remit, than those who felt it was meeting its intention.

3.13 Few people felt that there should be no Trust at all.

3.14 It is therefore important that this report considers the remit of the Trust, alongside the funding of each target. If the targets that are funded by the core budget are identified, they can then be matched alongside the original objectives, to re-focus the Trust on its original purpose and be more cost effective.

3.15 **Summary**

- This report has considered the Constitution of the Jersey Childcare Trust and the aims and objectives of the Five Year Strategy and their monitoring of the 'One Year On' and 'Two Year On' documents.
- The creation of new objectives in subsequent documentation shows the way in which the work of the Trust has developed into areas beyond its original purpose.
- The research for this report shows how the majority of people interviewed felt that the Trust had moved beyond its original intention.

- Targets should be linked back to the original objectives of the Trust and they should remain more pertinent to the Trust's Constitution, than those that developed in the Five Year Strategy.

3.16 **Recommendation**

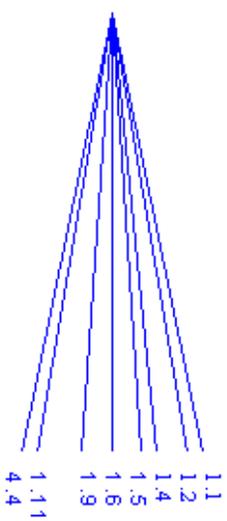
- It is recommended that the Trustees of the Jersey Childcare Trust and senior members of the Education, Sport and Culture Department consider the structure and function of the Trust, with the intention of ensuring targets are relevant, transparent, cost effective and measurable.

OBJECTIVES

Features Common to all

- Promote high standards of care
- Attract funding to pump prime initiatives
- Sponsor and support research into childcare needs

1. Monitor and seek to improve the accessibility and affordability of childcare facilities and services in the island.



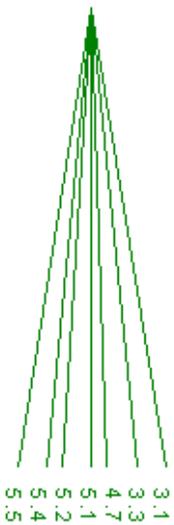
90 new nursery places for children under 5
 100 accredited nannies.
 40 Nursery class places in a private care wrap around care for 40 children
 100 new out of school places.
 Support for 6 children with special private childcare provision.
 Parish Action Plans.
 Encourage new play facilities to be established

2. Create a trained, motivated and well supported childcare workforce.



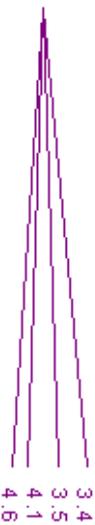
Provide all childcare workers with training
 Expand Staff Bank.
 Apprenticeship scheme.

3. Provides information and advice to all interested parties and co-ordinate childcare provision across all public and private sectors.



Review support for childcare allow for flexible hours care.
 Unsocial hours care.
 Children's week.
 Expand one stop information shop
 Increase support to parents in first year
 Support development of four new support roles of carers.

4. Identify market needs, stimulate and facilitate new developments and encourage and facilitate partnerships which enhance childcare provision



Quality Grants.
 Encourage investment in the childcare sector
 Child Impact Statement on island
 Annual awards for family friendly childcare

Fig. 10

5 FINDINGS – KEY THEMES

4.0 The effectiveness of the Jersey Childcare Trust

4.1 The effectiveness of the Trust is monitored by submission of its plans and annual reports as set out in its Constitution –

- *Within its first year, the Trust shall provide, for approval by the Education Committee, a detailed business plan and budget for creating improvements to childcare provisions in the Island over the subsequent 2 years.*
- *During the second year of the Trust's existence, the Trust shall produce a five year strategic report together with funding and action plans for the same period. Such plan must be submitted to the Education Committee for approval and will be presented to the States by the President of the Education Committee on behalf of the Trust, for information and reporting processes.*
- *Thereafter, the Trust will produce an annual report which will be presented by the President of the Education Committee to the States for information and reporting purposes.*

JCCT Constitution

4.2 The Five Year Strategy 2002-2006 sets out this process in more detail –

- *Both the strategy and annual action plans will specify measurable targets, a time frame, resource implications and a lead agency.*

Five Year Strategy

4.3 The action plans of the above documents provide varying amounts of information, by which to evaluate the effectiveness of the Trust. Some targets have performance indicators and resource implications, but others are very generalistic. This does not provide the public with a measure of the Trust's effectiveness.

4.4 The Trust produces an Implementation Plan, but this is not published. The Implementation Plan reports under the following headings –

- Target
- Target Information
- Actions Required
- Departments/Groups involved in Delivery of Target
- Timescale
- Funding Source

This plan is specific and measurable, providing an open and transparent approach to the effectiveness of the strategy.

4.5 The research underpinning this report, asked all those being interviewed for their views on the effectiveness of the Trust. Analysis of the responses shows that effectiveness of the Trust is perceived by the different sectors, as follows –

- The JCCT itself, through self-evaluation, feels that it is effective in all areas (75%), except in after school care (25%).
- The agencies feel the Foundation Stage Teacher (33%) and funding of training (33%) to be the most effective aspects of the Trust.
- Providers also feel the Foundation Stage Teacher (57%) and training (71%) to be the most effective. They also benefited from the Trust allocating grants/benefits (42%) and supporting after school care (28%).
- Parents gave no responses to some areas of the Trust's work, as they have not experienced them (50%). They find the Trust is effective in allocating grants/benefits and SEN support (75%).

4.6 **Summary of findings**

- The process of measuring the effectiveness of the JCCT is set out in the Constitution 1997.
- The Five Year Strategy 2002-2006 states that the Trust will specify measurable targets by which to assess its efficiency.
- Published plans have not been sufficiently open and transparent to enable informed judgements to be made.
- Efficiency is being judged through interpretation and perception.

4.7 **Recommendation**

- It is a recommendation of this report that the JCCT re-focus its performance indicators against the core objectives and publish widely its Implementation Plan 2004-2005, to ensure an open and transparent approach to planning and delivery of services.

5 FINDINGS – KEY THEMES

5.0 Information available to parents

- 5.1 The JCCT Constitution sets out how the Trust will ‘provide information and advice to all interested parties and to coordinate childcare provision across all public and private sectors’.
- 5.2 In developing an overall strategy for early education and childcare in Jersey, it is important that parents can access information to help them find ‘high quality and affordable childcare’ (JCCT Constitution). It is an important aspect of sustainability of childcare services.
- 5.3 The Five Year Strategy document of the Trust states that it intends to ‘continue to expand the one-stop information shop for parents’ (Target 5.1) and the ‘Two Years On’ document explains the Trust’s intention to ‘expand the one-stop information shop for parents’ and that it will –

‘look for premises and develop a working group to look at what kind of information we should provide. To develop information for providers. To develop standards which are akin to those in U.K. ^[12], but will be specific to Jersey.

5.4 Summary of findings

- An important aspect of an overarching strategy is the accessibility of information on early education and childcare for parents.
- This is a key factor for the sustainability of the strategy, and of childcare generally.
- Currently, information is located in different departments or organisations and parents are unclear about who to contact.
- The JCCT Objective 5 (1997) and Target 5.1 (2002) set out the intention to create a onestop shop for information for parents. This has not been achieved.

5.5 Recommendation

- This report proposes that a partnership approach is taken to the coordination of information that is available to parents, in order to provide the one-stop shop, to reduce confusion and promote accessibility.

5 FINDINGS – KEY THEMES

6.0 Effectiveness of funding to support early education and childcare services

- 6.1 Terms of reference for this review state that consideration should be given to the funding of the JCCT in relation to the overall strategy for early education and childcare.
- 6.2 Lack of an overarching strategy has resulted in complex funding arrangements with the different sectors currently working in isolation.
- 6.3 It is the opinion of this review that issues of funding of early education and childcare should now be considered within a cohesive, inter-agency approach to provision for children across the Island. Much research has already been undertaken (Kathy Bull Report 2004; Hardship Experienced by Children and Young People in Jersey 2003, Education Audit Committee Review of the Foundation Stage/Nursery Education 2002 report) which have all made similar suggestions.
- 6.4 This review finds that lack of such a strategy has enabled each department/organisation to develop its own strategy and infrastructure within its own budget limit. This has resulted in well-intentioned services that in many cases are duplicated by another department/organisation.
- 6.5 The Jersey Childcare Trust, at the mid-term of its Five Year Strategy can be used as a case-study to illustrate this situation. By surveying parents, the Trust identified the need to support them in their role as parents/carers. In so doing, the Trust has moved beyond its original intention, into areas of work that are covered by other organisations.

In spreading itself so thinly, the Trust has diminished its impact and influence in the area it is intended to support – ‘quality’, affordable childcare. If, however, the Trust were an equal partner of a co-ordinated, interagency approach, its role would be defined. Such clarity for organisations, enables a fully supportive structure to be built around the child.

- 6.6 England can be used as another example as it has initiatives that coordinate services for children and families at local community level, such as Sure Start Local Programmes and Neighbourhood Nurseries. These initiatives provide useful models of coordination, but they are supported by huge investment by the British Government. Children’s Centres are also being developed in England, but with much reduced budgets. They are based on an ethos of the co-ordination of services, through integrated working between the agencies.
- 6.7 In England, Early Years Development and Childcare Partnerships have been supporting early education and childcare services since 1998. Originally they followed a prescribed format from Central Government, but since 2004, they have been able to develop according to local need.
- 6.8 Jersey should now develop its own strategic plan, supported by the infrastructure needed to support children, putting them at the heart of future developments.
- 6.9 This review has made the recommendation that the Jersey Childcare Trust give greater priority to its original purpose of providing high quality, affordable childcare. It needs to identify market needs, and to undertake important work to ensure sustainability of existing provision.
- 6.10 EPPE research shows that high quality integrated centres provide the best environment for the child. The term ‘integrated’ meaning that the child has continuity of provision between early education and childcare. The child does not see any difference between the two. EPPE has also found that integrated centres provide the best environment for children’s cognitive development.

- 6.11 Such integration can be achieved by partnerships between public, private and voluntary providers/agencies. Positive examples of this way of working already exist in Jersey – the Pathways Project at the Le Squez School and for older children, Centrepoint, that links to schools such as Janvrin for wrap around and after school care.
- 6.12 Sustainability of education and childcare provision needs to be built into the vision and overarching strategy, which will provide a framework for the planning of services for the next 10 years. Detailed plans should be made for the first five years of this period and be viewed as ‘the pioneering’ phase. A range of provision is important to give parents a choice in the services that they need. However, the more that the vision is linked to schools, the more secure, in financial terms, it tends to be.
- 6.13 Consideration of demographics of the Island may show that some schools will have falling rolls during this period. Assessment of school buildings asset management programme will identify spare capacity, where a partnership with a private/voluntary provider to provide integrated early education and childcare, would be cost effective for both sectors. It would also provide services for families at the heart of the community, which means that the services are likely to be used, as in the Pathways project.
- 6.14 The cost of childcare and the issue of free nursery class places in Jersey needs to be addressed. EPPE research shows that high quality nursery provision where a qualified teacher has direct daily contact with the child and is responsible for the planning of the learning programme provides the best experience for the child’s cognitive development. Multi-professional teams are also important for the child’s holistic development. In general terms, nursery schools/units have a long history of such provision. The research underpinning this review shows an overwhelming view (100%) that the current system is not equitable. One of the main issues being raised in the research is one of full day/part-time provision in the nursery units. It was generally felt that these should be more flexible according to parental need and child’s age. For summer born children it may be more appropriate for such a placement to be on a part-time basis.
- 6.15 This report raises the following questions –
- Is the market price for childcare right?
 - Is it preventing people from accessing the market?
 - Should there be better targeted supply and more generous demand?

Alternatively, a model for sustainability may be provided through a model of graduated fees. This would be a form of means testing where a range of incomes exists, so that a much lower price is charged for those in a lower income bracket.

- 6.16 Evidence from longitudinal research throughout Europe provides examples of funding strategies –

‘Subsidised provision for under-threes is most developed in Denmark, Finland and Sweden – countries with a long history of supporting public-funded Early Childhood Education and Care, as part of broader gender, equity and family policies. Most services are full day, with parents paying fees on a sliding scale’.

[\[13\]](#)

It concludes that ‘evidence from the organisation for Economic Co-operation and Development thematic review suggests significant public funding is necessary to support a sustainable and equitable childhood system. Without that investment, there is a probability that a shortage of good quality programmes, unequal access and segregation of children according to income will occur’.

- 6.17 **Summary of findings**

- Lack of an integrated overarching strategy for early education and childcare has resulted in complex funding arrangements, with the different sectors working in isolation.
- Duplication of roles and responsibilities has resulted.
- Initiatives in England provide models for coordination of services through integrated working, but are supported by investment.
- The JCCT should give greater priority to its original purpose of providing high quality, affordable childcare, identify market needs and ensure sustainability is a key feature of its work.
- Partnerships between the public and private sectors should be considered, alongside detailed identification of demographic trends.

A model of sustainability through a model of graduated fees and means testing to be investigated. Examples exist throughout Europe.

6.18 **Recommendations**

It is recommended that –

- The JCCT and the Education, Sport and Culture Committee identify current and predicted market trends alongside demographics. In considering the future sustainability of early education and childcare services a system of means testing and graduated fees should be considered.

5 FINDINGS – KEY THEMES

7.0 Value for money provided by current organisational structures supporting early education and childcare services

- 7.1 The terms of reference of this review ask for the mid-term position of the Five Year Strategy with regard to ‘the funding and responsibilities of the Trust, in relation to the overall strategy for early education and childcare in Jersey, creating clarity and focus regarding the roles and responsibilities of different departments and organisations in developing the strategy’.
- 7.2 The research informing this report considered the effectiveness of the current staffing structure of the JCCT. Of those interviewed most people felt that there was a duplication of the roles and responsibilities of other agencies. Of these responses 66% said that they thought the organisational structure should be reviewed.
- 7.3 Of the responses that felt the staffing structure was effective, 28% felt that this was because of the teacher who supported the Foundation Stage in the private sector.
- 7.4 Lack of transparency and confusion about the Trust has impact on the value for money provided by current organisations that support early education and childcare services. This is reflected in the opinion of those interviewed for the research.

Of the 27% that felt that current structures provide value for money, 20% attributed this to the nursery education policy of the Education, Sport and Culture Committee.

- 7.5 It is not the purpose of this review to define staffing or organisational structures, that is the responsibility of the States Committee. However some of the following suggestions may assist decisions that will need to be made.
- If the JCCT focuses on key objectives as in Recommendation 4.7, the core functions will determine the staff requirements and their roles and responsibilities.
 - The Daycare Service already has a defined role – Registration, Quality and Birth to Three Matters.
 - Foundation Stage support in both the maintained and private sector should work together to ensure continuity and cohesion in young children’s early learning.
 - Greater emphasis should be given to out of school childcare for older children and the link with children’s play.
- 7.6 This research has highlighted much concern that the job title for the ‘coordinator of the JCCT’ evolved into that of an ‘Executive Director’. As part of an examination of roles and responsibilities generally, it may be appropriate for the Department for Education, Sport and Culture and the Trust to develop a ‘flatter’ structure between the Trust, Daycare, Education and Play Services with equality of status and responsibility.
- 7.7 **Summary of findings**
- 37% of those interviewed feel the JCCT’s staffing structure is effective, but 58% feel it duplicates roles that already exist.

- Many of those interviewed expressed concern about the number of administration staff employed by the Trust.
- The role of the Foundation Stage teacher in the private sector is well regarded. This role is well defined.
- Lack of transparency has impact on the perception on duplication of roles and responsibilities.
- Of those interviewed, 73% felt a review of staffing structures in organisations supporting early education and childcare is needed.
- Structures, roles and responsibilities will evolve from the development of an overall strategy and associated budgets.
- The research highlighted much concern regarding the title 'Executive Director' of the JCCT, when the original documentation of the Trust states that a 'Coordinator' should be appointed.

7.8

Recommendations

It is recommended that –

- The Foundation Stage teacher supporting the private nurseries, be contracted from the Trust, to work under the Education, Sport and Culture Early Education Advisor, providing a cohesive approach to the implementation of the curriculum and continuity in transition.
- Areas of duplication in the roles and responsibilities of the different agencies/departments be identified, with a 'flatter', more equitable structure developed between the JCCT and the Education, Sport and Culture Department. This will involve a review of the job title/job description of the currently named 'Executive Director' of the JCCT.

5 FINDINGS – KEY THEMES

8.0 The benefits for children and families of organisations working in partnership

- 8.1 The terms of reference for this review refer to ‘the need for an overall strategy based on the integrated working to support children and families’.
- 8.2 The terms ‘integration’ and ‘partnership’ were frequently used during the research for this review, but were not defined. The purpose of ‘integration’ was identified in the terms of reference, but the meaning of ‘partnership’ remained open to debate. To clarify further, it was decided to include a question on the benefits of partnership working in each interview.
- 8.3 Responses show overwhelming support (95%) to the concept of working in partnership. Of these positive responses, 85% of those questioned felt that the ‘partnership’ should develop and implement the vision and overall strategy for Jersey. Each organisation/department would retain its own identity and have its own targets and objectives, but they would be part of the whole picture, providing a cohesive and co-ordinated approach to service delivery. People felt that this approach would clarify roles and responsibilities as well as accountability, and by being open and transparent, there would be no duplication of services. This approach would provide value for money and support for children and families would be more cost effective.
- 8.4 In considering what the ‘partnership’ would look like, some people (35%) felt that it should have a wide representative membership, to ensure that all parties involved in early education and childcare are involved in delivery of the strategy. Conversely 15% felt that the partnership should be limited to a small group, representing key players in the field.
- 8.5 Partnership working is not easy, particularly when starting from the state of fragmentation that currently exists.
- Strategies and models of partnership working exist and can be used as a guide to enable Jersey to develop a structure that is appropriate to its context.
- 8.6 The nomination of the chair is important and different models exist that can be helpful in deciding what type of chair a partnership should have. An independent chair provides obvious benefits, but an in-house chair from a statutory body can also be an advantage for establishing and driving forward strategy.
- It may be helpful while establishing the partnership to have the chair and vice-chair representing both situations. Job descriptions help to clarify responsibilities and provide transparency to all partners.
- 8.7 A partnership needs to be co-ordinated and ‘driven’ in a practical way, i.e., in developing lines of communication to the States Committees and disseminating strategy to partner organisations. This ensures the partnership remains active and vibrant. A budget will need to be identified to enable coordination and administration costs.
- 8.8 The success of this approach depends on the willingness for it to succeed. The research shows overwhelmingly that agencies; JCCT; providers and parents want a more cohesive approach in which to provide the best for the children of Jersey.
- 8.9 A partnership approach coordinates services – it does not replace them. It supports the findings of the mid-term review of the JCCT, by providing a framework for the JCCT to remain focused on its objectives and to present identified gaps in services to the partnership so that a co-ordinated approach can be given. It may fall to the Trust, in line with its objectives, to identify external funding to support a multi-agency approach to a time-limited project, that the partnership identifies. In this way, what the sectors/agencies

can achieve together, in partnership, will be better for children and families in Jersey, than what they are currently providing alone.

8.10 Summary of findings

- There is overwhelming support for a partnership approach to support the delivery of early education and childcare services in Jersey.
- The ‘partnership’ should coordinate, develop and implement an overarching strategy for early education and childcare services.
- The membership of the partnership and nomination of the chair and vice chair to be determined through consultation with partner agencies/departments/ organisations and to be fully inclusive.
- The Constitution and terms of reference to be determined as part of the process of developing and implementing the strategy.
- Resources to be identified to support the process.

8.11 Recommendation

- It is recommended that a partnership be developed, built on mutual respect, trust and identified common vision. The vision, supported by agreed principles will develop a co-ordinated overall strategy for early years and childcare services in Jersey. This should be established through open, transparent inclusive processes, ensuring clarity of purpose in which to benefit the children of Jersey.

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- [5] Bennet, J. (2003) *Starting Strong in Journal of Early Childhood Research Vol. 1, No. 1 May 2003* p. 36.
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- [7] *The Effective Provision of Pre-School Education (EPPE) Project Institute of Education, University of London, funded by DfES.*
- [8] Bennet, J., *Starting Strong in Journal of Early Childhood Research Vol. 1, No. 1 May 2003* p. 28.
- [9] Bennet, J., *Starting Strong in Journal of Early Childhood Research, Vol. 1, No. 1 May 2003*.
- [10] *Council of European Communities, 1992 in Bennet, J., Starting Strong (2003).*
- [11] *Sure Start Delivery Guidance 2003 DfES.*
- [12] *U.K. Local Authorities are required to have a Children’s Information Service, providing information to parents in a one-stop shop.*

[13] Bennet, J., *Starting Strong in Journal of Early Childhood Research Vol. 1, No. 1 May 2003 p. 30 and p. 36.*