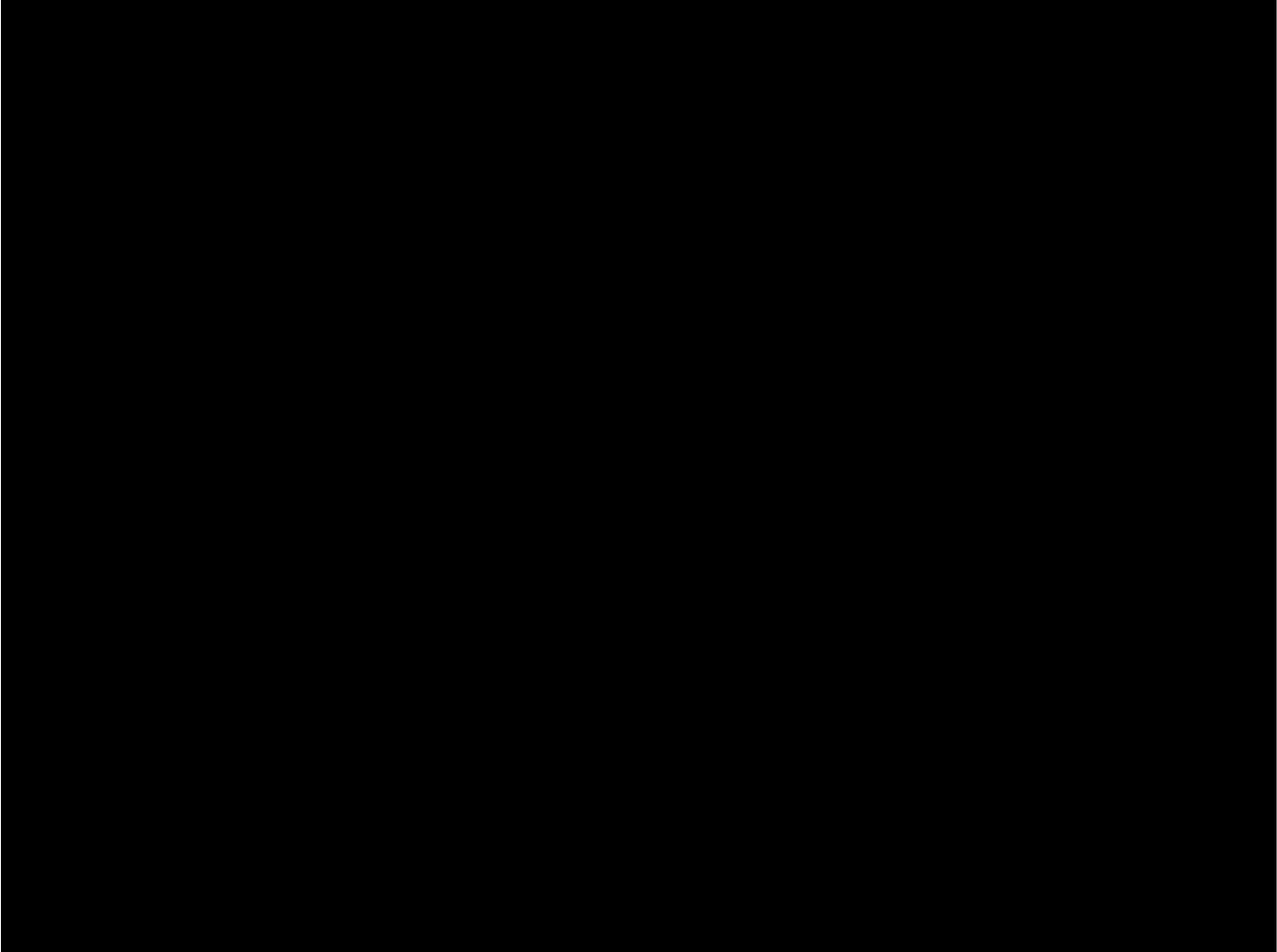


The London Childcare Strategy

Towards affordable good quality childcare for all

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MAYOR OF LONDON

The London Childcare Strategy
Towards affordable good quality childcare for all

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foreword by Ken Livingstone, Mayor of London

I am very pleased to launch the final version of the Childcare Strategy for London.

High childcare costs in London, coupled with the high costs of housing, are keeping thousands of parents out of paid employment and training. Government assistance, in the form of tax credits, is proving less successful in London than in other parts of the country. The lack of paid employment for parents is the major factor leading to London having the highest rates of child poverty in the country.

The proposals for childcare form an essential component of a wider agenda to tackle the appalling rates of poverty in London and I am pleased that action has already started on several fronts.

The London Development Agency will play a key role in delivering the London Childcare Strategy and have devoted resources for childcare in their investment programme. As a first step to developing a regional approach to childcare provision, I have asked the London Development Agency to work with the Department for Education and Skills to address funding issues in the Neighbourhood Nurseries Initiative.

Ever since we started the development of the London Childcare Strategy, there has been a widespread welcome for the focus on the particular issues facing London as a region. This was reflected in the high level of participation in the development of the draft strategy and in subsequent consultation events and correspondence. I am grateful to all those who participated and look forward to a continuing partnership in delivering the Strategy.

A handwritten signature in blue ink that reads "Ken Livingstone". The signature is written in a cursive style with a stylized flourish at the end of the name.

Ken Livingstone
Mayor of London

1 summary

- The Mayor believes that good quality childcare should be available for all children and families to meet their needs, regardless of income or employment status.
- This strategy is designed to increase the availability of quality childcare provision in London and to make it more affordable by parents. It also seeks to promote family friendly employment practices to enable parents to balance work and family life.
- A strong strategic focus on childcare is necessary because:
 London has the highest rates of child poverty of any region in the country. After housing costs are taken into account, 35 per cent of London's children live in low income families and in Inner London this goes up to 48 per cent, compared with 30 per cent nationally.
 Having children has more impact on women's employment rates in London, than in the UK as a whole - 54 per cent of women with children in London are in paid employment, compared with 65 per cent nationally.
 Average childcare costs are 25 per cent higher in London than in the country as a whole, but this is not reflected in Government assistance through tax credits. In July 2003, London had the lowest rate of receipt of Working Tax Credit of all regions
 In particular, lone parents who want to work outside the home face the prospect of being worse off in a job than on benefits.
- The evidence to date does not support the view that access to quality childcare for lower income households can be guaranteed without sustained public funding to reduce the price of childcare to parents.
- A study by PricewaterhouseCoopers in 2003 suggests that government support for universal childcare could pay for itself within 20 years through the overall economic benefits it would produce.
- Childcare provision in London is not adequate to meet current needs, let alone further demands from an increasing population and an increasing workforce.

This strategy aims to

- increase the availability of quality childcare, through London Development Agency funding, using planning powers and taking action on low pay
- make quality childcare more affordable for parents, through promotion of tax credits and urging their reform to reflect higher costs in London
- promote family friendly employment through engagement with employers and making the case to Government to improve tax incentives for childcare assistance
- improve information and communication, by mapping the range of childcare provision and its cost, monitoring its availability and suitability for black and ethnic minority families, and providing information in a childcare guide and website for London.

Developing and monitoring of the strategy will be maintained through an annual conference and report.

List of proposals

Increasing the availability of quality childcare

- 1 The Mayor and the London Development Agency will work with local government, central government and other stakeholders to co-ordinate action to increase the availability and affordability of childcare across Greater London, particularly in areas where the percentage of children living in households with no adult in paid employment is above the national average.
- 2 The Mayor will use his planning powers to increase the supply of childcare in London.
- 3 The Mayor will put the case to Government to simplify the funding system for childcare in the capital by setting up a single London Childcare Fund.
- 4 The Mayor and the London Development Agency will evaluate the cost and efficiency of directly funding affordable childcare places for parents entering employment in London.
- 5 The Mayor will promote best practice in fair wages and terms and conditions in childcare employment.
- 6 The Mayor will work with the London Development Agency other key stakeholders to encourage pilot schemes of co-operative day care provision in London.

Making childcare more affordable for parents

- 7 The Mayor will make the case for changes in the tax and benefit system to ensure that Working Tax Credit and Childcare Tax Credit meet the needs of more low income families in London, drawing on research jointly commissioned with the Association of London Government and the London Development Agency.
- 8 The Mayor will promote the take-up of Working Tax Credit and Childcare Tax Credit, in partnership with the Association of London Government, the London boroughs and other partners. He will seek to encourage London employers to provide information on eligibility to employees and will promote it through a London-wide childcare guide.

Promoting family friendly employment

- 9 The Mayor will put the case to Government to provide further tax incentives for employers to assist more widely with childcare.
- 10 The Mayor, in conjunction with the London Development Agency and the London boroughs, will engage with public and private sector employers and parents seeking paid work in order to achieve significant expansion of flexible

and family friendly employment practices and, in conjunction with the employment service, to link supporting employers with potential employees.

Improving information and communication

- 11 The Mayor, in conjunction with the London Development Agency, will work with the London boroughs, Early Years Development and Childcare Partnerships and other partners to map the availability of the full range of childcare provision and its affordability in all boroughs and make the information available.
- 12 The Mayor will monitor the impact of the availability, suitability and accessibility of childcare for black and minority ethnic groups.
- 13 The Mayor will seek evidence about the role of informal care in meeting children's and parents' needs and the implications of this for formal provision, regulation and assistance with costs.
- 14 The Mayor has asked LondonConnects to consider the Pan-London Childcare Website as an early priority within the development of the London portal.
- 15 The Mayor will produce a guide to childcare in London in consultation with the London boroughs and other key stakeholders.

Implementation, co-ordination and monitoring

- 16 The Mayor in conjunction with other key London organisations will provide a forum for meetings of the London Early Years Development and Childcare Partnerships to monitor developments in relation to the London Childcare Strategy and co-ordinate a response to emerging issues.
- 17 The Mayor will hold an annual pan-London conference on childcare to monitor progress and to identify key emerging issues in delivering the strategy.

2 introduction

Vision and objectives

The Mayor's overall vision is to develop London as an exemplary, sustainable world city based on three interwoven themes:

- strong, diverse, long-term economic growth
- social inclusivity to give all Londoners the opportunity to share in London's future success
- fundamental improvements in London's environment and use of resources.

This strategy largely concerns itself with childcare and the benefits system as an aid to London's economic growth and to enable families to escape poverty and share in London's success now and in the future.

Child poverty has a severe and damaging impact on the quality of children's lives and their future prospects. Inequalities in health and education, in access to housing, transport, play and leisure services, and to public space are all linked to, and are a product of, income inequality. The provision of affordable quality childcare and a flexible benefits system should allow parents freely to make the choice of going out to work or undertaking education or training, or staying at home to look after their children without condemning their children to a life of poverty.

Childcare provision in London is not adequate to meet current needs, let alone further demands from an increasing population and an increasing workforce. The cost of much of the provision puts it beyond the reach of many families. The impact of inadequate childcare in the capital requires a strategic approach.

The Mayor believes that good quality childcare should be available for all children and families to meet their needs, regardless of income or employment status. Childcare should be provided through a universal, integrated system, in which there is equal access for all households at all income levels. Significant levels of funding through the public purse will be essential to secure this. The starting point however is far from ideal and this strategy is realistic in what can be achieved in London in the relative short term while continuing to work towards the long term goal of a universal, integrated system with equal access.

This strategy aims to:

- increase the availability of quality childcare in London;
- make quality childcare more affordable for parents
- encourage employers to adopt more family friendly policies to support parents in their childcare responsibilities; and
- make the case for Government to reform the tax and benefits systems.

Development of the strategy

The draft strategy was drawn up through consultation with a wide range of stakeholder groups. Three roundtable discussions were held with the voluntary and statutory sectors; the private sector, including providers and employers; and the London boroughs. Representatives

from relevant Government departments attended all three events and separate discussions were held with other key stakeholders. The issues were also discussed at the consultation event with London women councillors on 18 January 2003.

The draft childcare strategy was launched by the Mayor at the **capitalwoman** event on 8 March 2003 and distributed to participants at the conference and a wide range of organisations afterwards. The draft strategy was also made available on the Greater London Authority website. Separate consultation meetings were held with the London boroughs, the voluntary and statutory sectors, private sector providers and private sector employers. Government officials from the Treasury, Inland Revenue and the Department for Education and Skills attended the sessions.

There was a broad welcome for the draft strategy and wide agreement with the analysis of issues. Several respondents wanted more emphasis on the quality of childcare and on the needs of the child. Some were concerned about potential duplication with the work of other organisations. Where possible, the final strategy has incorporated the consultation response. Some of the comments were more appropriate for consideration in the Mayor's forthcoming final Children and Young Person's Strategy.

The London Development Agency (LDA) has approved a childcare investment programme, which will take forward many of the proposals in the Mayor's London Childcare Strategy. In addition to existing investment of over £4 million in support of childcare related activities, the LDA has in principle agreed:

- 1 to provide gap funding of £3.125 million over two years in support of neighbourhood nurseries, providing around 1,700 new affordable childcare places.
- 2 to undertake activities to build a sustainable long-term childcare investment programme, including the formation of a London childcare strategic partnership and the recruitment of a dedicated team to undertake the activities.

Links with other Mayoral strategies

The main links are with the London Plan, the Economic Development Strategy and the Children and Young Persons Strategy.

The draft London Plan was published for consultation in June 2002. The final version is expected to be published by the end of 2003.

The Economic Development Strategy was published in July 2001 and is being revised. The draft Economic Development Strategy is expected to be published in December 2003.

The Mayor's Draft Children and Young People's Strategy, 'Towards a child-friendly London', was published for consultation in April 2003. The final version is expected to be published in December 2003.

The Mayor's Draft Children and Young People's Strategy has four over-arching objectives:

- 1 to put children and young people's rights and best interests at the heart of policy-making in the capital
- 2 to tackle child poverty and poverty-related inequalities
- 3 to promote inclusion and equality amongst London's children and young people
- 4 to ensure a greater voice for London's children and young people and improved opportunities for their systematic participation in decision-making.

Background

Unlike in other European countries, childcare in Britain has largely been regarded as an individual family responsibility. The exception was in the Second World War, when the need for women to replace men in the workforce and to undertake specific war work led to the setting up of state-run nurseries, some operating 24 hours a day. Many of these closed when the women were no longer required in the workforce, so that jobs could be provided for men returning from the forces. Some local authority provision remained, mainly for single working mothers, who contributed according to their income.

The Plowden report on Primary Education, published in 1967, firmly stated that it was not the duty of the state to encourage mothers to work. Working class mothers, however, often continued to work out of economic necessity, as they have always done, and if they could not afford registered childminders, had to rely largely on informal carers to look after their children.

Higher up the income scale, some families were able to employ nannies to look after their children or to pay for private nurseries, but middle class women wanting to work outside the home were regarded as exceptional. As mothers started to return to the work force in growing numbers in the 1970s, more nurseries were set up, often run by co-operatives and other community and voluntary groups who wanted to challenge the official view of childcare. London was at the forefront of this movement, with the Greater London Council providing much of the funding in the early 1980s.

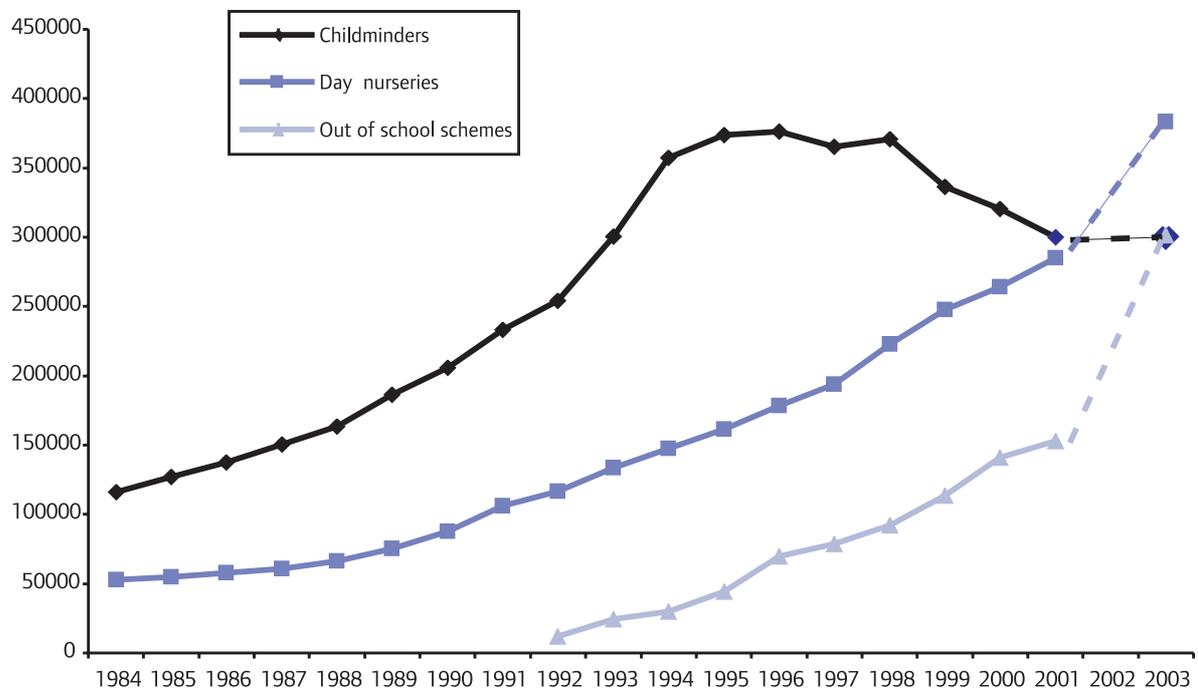
There was also a rapid increase in childminders in the 1980s, reaching a peak in the mid 1990s. Much of this was due to mothers seeking opportunities for earning money while caring for their own young children. The playgroup movement grew up from the efforts of mothers to provide opportunities for their young children to learn to play and co-operate with other children. The out of school movement also grew up largely through voluntary effort and developed most rapidly in Inner London.

However, the private sector soon recognised the potential in the market and development has been rapid, mirroring the development in private care and nursing homes. At the same time, many local authorities closed their day nurseries or turned them into family centres, focused on children with their parents. By 2003 only about nine per cent of day nursery places in the UK were voluntary-run and under six per cent local authority run. The implication of this is that only 15 per cent of places nationally are now provided on a not for profit basis, enabling the charges to be subsidised and/or income-related.

The total market value of children’s day nurseries in the UK in 2002 was estimated at £2,130 million.¹ Funding for these places came primarily from private sources, with over 83 per cent from private individuals, including six per cent in Government indirect subsidy through tax credits, and under seven per cent from private companies.

Education services for young children developed separately from day care, usually provided by different agencies on different premises and with different government departments responsible. An artificial separation grew up between care and education, when they are actually inseparable. The fragmentation in provision adds to the problems of parents.

Figure 1 Places in daycare, England, 1984-2003



source: DfES and Ofsted. No figures were published for 2002.

Childcare in Britain thus developed as a highly fragmented system with no coherent framework. The incoming Labour Government in 1997 inherited responsibility for the various regulation and funding streams and, for the first time, endeavoured to give them some coherence through the National Childcare Strategy.

The National Childcare Strategy

The Government unveiled its national childcare strategy in May 1999, linking tax credits to a £300 million package of measures aimed at delivering up to one million new childcare places by March 2004. The components of the strategy were:

- education places available to all four year olds, extended to all three year olds by 2004.
- up to 100 Early Excellence Centres, bringing together daycare, early education and family support by 2004.
- the Neighbourhood Nurseries Initiative, intended to bring 45,000 affordable new childcare places to deprived areas by 2004.
- the national Sure Start programme, bringing a range of services to families with children under four in deprived neighbourhoods. The programme will be extended to 500 areas by 2004.
- New Opportunities Fund for out of school schemes.

October 1999 saw the introduction of the new Working Families Tax Credit, incorporating the Childcare Tax Credit.

The responsibility for all day care provision for under-eights was brought together with early years education under the local education authorities and the Department for Education and Skills.

Plans to raise the quality of care included a more consistent regulatory regime covering education and childcare - under Ofsted; establishing high quality programmes of regular out of school learning activities; new standards for early education and childcare; a new training and qualifications framework for childcare workers and more opportunities to train as childcare workers, including up to 50,000 places through the New Deals employment initiatives.

Further developments in the National Childcare Strategy

The Working Tax Credit (WTC) replaced the Working Families' Tax Credit (WFTC) in April 2003. Like the WFTC the WTC contains a childcare tax credit to help families for whom the cost of childcare can be a barrier to work. Families are eligible for the childcare tax credit where a lone parent or both partners in a couple work for at least 16 hours a week. It is worth up to 70 per cent of eligible childcare costs of up to £135 a week for one child and £200 for two.

The Government has taken on board some of the changes put forward in their consultation on the Working Families Tax Credit and advocated by the Mayor. The new tax credits provide help with childcare costs further up the income distribution. For example, a family with two children, maximum childcare costs and an income of £35,000 a year can still receive up to £50 a week in support for childcare.

Parents using approved home childcare also qualify for childcare tax credit from April 2003. Parents are eligible if they use a new 'home childcarer', or a domiciliary care worker or nurse

employed through a registered care agency. In particular this is designed to help parents working outside conventional hours and those with disabled children.

From 1 April 2004 parents will also be able to claim childcare tax credit using a greater range of childcare providers catering for children over seven and up to age 14, or 16 for children with a disability.

The Government's approach

The Government's approach can be summarised as one which subsidises individual families through working families tax credit, while attempting to assist the development of the childcare market through pump-priming funding and targeting specific funding on disadvantaged areas. Crucially the Government's strategy rests on the premise that "most childcare will be self-sufficient through employer contributions and parental fees (particularly with the advent of Working Families Tax Credit)."

Department for Education and Skills guidance to local Early Years Development and Childcare Partnerships said that "Where facilities are going to operate in areas of low income, your funding strategy must address the challenge of ongoing support for such services until such time as the local economy experiences sufficient growth to enable the services to be sustainable largely or wholly through fees alone. For many childcare services, even in areas of relative affluence, there will be a need to undertake fundraising activities beyond simply accessing DfEE (now DfES) childcare grant and New Opportunities Fund resources to set up the project in the first instance."

Evidence in London suggests that sustaining provision is a major problem in many areas, while the need to cover all costs pushes the price beyond many lower income families.

Government inter-departmental review

An interdepartmental review of childcare was carried out by the Government and published in November 2002.² The review concluded that:

'Despite the significant role that the National Childcare Strategy has played in creating new places, the childcare sector has not been delivering childcare that is available and accessible for all parents. There are shortages in most local childcare markets and little childcare is provided in schools.'

The Daycare Trust welcomed the critical analysis of childcare policy, but warned that 'childcare will remain accessible only to a minority of families if the Government does not address fundamental problems with the childcare market³:

- Targeted initiatives will still mean many of the poorest families missing out – two thirds of children living in poverty do not live in the most disadvantaged areas. Universal childcare is crucial.

- The cost of childcare is out of reach for most families – new and existing services need to be much more heavily subsidised at a price tailored to meet parents’ pockets.
- The expansion of quality childcare services will be thwarted by problems recruiting and retaining staff until the workforce is better paid and trained.’

The review pointed out that childcare helps to meet a wide range of Government objectives by:

- improving educational outcomes for children and their parents
- enabling parents, particularly mothers, to go out to work or increase their hours, thereby lifting their families out of poverty
- playing a key role in extending choice for women by enhancing their ability to compete in the labour market on more equal terms and ensuring that they themselves may not face poverty in old age
- improving health
- boosting productivity
- improving public services
- closing the gender pay gap
- reducing the likelihood of children committing crime.

In particular childcare is crucial to achieving two key Government targets: to achieve 70 per cent labour market participation amongst lone parents by 2011 and to eradicate child poverty by 2020. If these targets are not achieved in London, it is unlikely that they will be achieved in the country as a whole.

The Government review identified many of the challenges facing development nationally, but the situation in London throws these in starker focus. The extent of child poverty in London is larger than in any other region. London contains at least one in five of England’s lone parent households.⁴

3 availability and cost of childcare in London

Childcare provision in London

Growth in day nursery places in London started from a higher base, but did not increase as rapidly as in England as a whole. In 1984, there were nearly 18,000 day nursery places in London, making up about a third of all places in England. Between 1984 and 2001, the number of day nursery places grew in London by around 2.5 times, but in England as a whole by more than five times. Over the same period the number of local authority places in England decreased by 37 per cent and in London by 46 per cent. Again London had a higher base.

By 2001, local authority places made up just over six per cent of total day nursery places in England and 12 per cent of total places in London. The proportion of day nurseries provided by local authorities directly was much higher in Inner London, at nearly 20 per cent, but this varied between boroughs, from two to 35 per cent. The Outer London average was under seven per cent, ranging from none to 41 per cent. Six Outer London boroughs had no direct provision at all. All local authorities can pay for places for children in need in private or voluntary day nurseries or with childminders.

Ofsted took over the responsibility for registering daycare provision for children under eight in September 2001 and started publishing information on the number of registered providers and the maximum number of places in June 2003. As Figure 1 shows, there has been rapid development in England in the number of day nursery places and out of school places, while the number of places with childminders appears at least to have stopped declining.

The rate of increase of provision in London has been less rapid, although it started from a higher base. Between 1997 and 2003, the number of day nursery places in England almost doubled, while in London it increased by 58 per cent. Out of school places increased four-fold in England and by 138 per cent in London. Over the same period, the number of places with childminders decreased in England as a whole by nearly 18 per cent and in London by nearly 27 per cent.

Provision in 2003 in London and England is shown in table 1. While the rate of day nursery provision is still slightly higher in Inner London than in England as a whole, representing 14.5 per cent of under fives, compared with 13.9 per cent in England, it does not make up for the shortage of childminders. The rate of childminder provision is twice as high in England as in Inner London. In Outer London, provision of both day nurseries and childminders is below the England average. Out of school places are available for 19 per cent of five to seven year olds in Inner London and less than 15 per cent in Outer London, below the England average of 17 per cent.

Table 1 Rates of daycare provision, June 2003

	Nursery places per 100 aged under 5	Childminder places per 100 aged under 8	Out of school places per 100 aged 5 to 7
	%	%	%
Inner London	14.5	3.3	19.2
Outer London	10.3	6.3	14.6
Greater London	12.0	5.2	16.4
England	13.9	6.6	17.0

source: DfES Statistical Bulletin Children's Day Care Facilities at 31 March 2001, England

Provision varies considerably between boroughs. A borough level table is shown in the Appendix (Table A1). Day nursery provision is highest in the City of London and the central London boroughs of Islington (representing 22.9 per cent of under fives), Wandsworth (20.7 per cent) and Westminster (17.2), which all have rates over twice as high as in Haringey (8.1 per cent) and Newham (8.3 per cent). In Outer London, there is even more variation, ranging from 14.5 per cent in Richmond upon Thames and 14.4 per cent in Waltham Forest to 3.8 per cent in Bexley and 5.7 per cent in Barking and Dagenham.

London boroughs vary considerably in the number of day nursery places they provide directly. More recent figures are not yet available, but in 2001, in Inner London, local authority day nurseries catered for two per cent of under fives on average, ranging between 4.4 per cent in Islington and 3.7 per cent in Camden to one per cent in both Lambeth and Tower Hamlets. Six Outer London boroughs had no direct day nursery provision and the rest catered for a small percentage of under-fives – the highest being 1.6 per cent in Barking and Dagenham and 1.3 per cent in Waltham Forest. Local authority day nurseries are often under threat of cuts or privatisation, but any further erosion will have a serious impact on the availability of affordable day care.

Childminding

Childminding is sometimes seen as second best to a day nursery place, but when parents actually use childminders they often find great satisfaction in the continuity and quality of the care given. Often childminders stay with a family from when the children are babies through to after school and holiday care when they are young teenagers. They can often provide more flexible hours and emergency cover for sickness can be provided through local childminding networks.

In some areas, the availability of childminders helps to compensate to some extent for the scarcity of day nurseries, but this is not always the case. The number of childminding places in Inner London is highest in Islington (4.8 per cent), which also has a higher than average rate of day nursery provision. Lewisham also has a rate of childminder provision of 4.8 per cent, but a lower than average rate of day nursery provision. The rate of childminder

provision is lowest in Tower Hamlets and Kensington and Chelsea (both 1.3 per cent). In Outer London, rates of childminding are highest in Hillingdon (9 per cent) and Bexley (8.9 per cent) and lowest in Hounslow (3.7 per cent) Brent (4.3 per cent) and Barking and Dagenham (4.5 per cent).

The Government's inter-departmental review also found that there was variation in provision within boroughs. Nationally, deprived wards have been found to have 6 to 8 places per 1,000 children, while across all wards the average was 12 to 14 places.

Early years education

The Government's aim is to provide a school place for every four year old by 2003 and for as many three year olds whose parents want it by 2004. As table 2 shows, 65 per cent of London's three and four year olds were in maintained nursery and primary schools in 2002, a slightly higher proportion than in England as a whole (59 per cent). A higher proportion of children are in full time places in Inner London than in Outer London – 62 per cent, compared to 46 per cent. Again there is wide variation between the boroughs, ranging from 36 per cent of three and four year olds in Bromley to 80 per cent in Tower Hamlets. (See Appendix table A2). Some of the differences may be due to the extent of private education in some of the wealthier areas.

Table 2 Three and four year olds in maintained nursery and primary schools, January 2002

	Number of 3 and 4 year olds in maintained nursery and primary schools				
	Full time	Part time	Total	% of population	Full time as % of total
Inner London	31,380	19,420	50,900	69	61.8
Outer London	33,460	38,550	72,200	62	46.3
Greater London	64,940	57,970	123,000	65	52.8
England	371,300	329,900	701,200	59	53.0

source: Department for Education and Skills, Statistical Bulletin: Provision for Children Under Five Years of Age in England – January 2002

While more places for under fives in schools means that some hours of the working day are covered by free facilities, it has to be supplemented by other forms of provision for most working parents. Full time in this context means, of course, the school day of around six hours in term time only.

Costs of childcare

Not only does childcare need to be available, it also needs to be affordable, but average costs in London are nearly a quarter higher than in the country as a whole.

According to the Daycare Trust, the average cost of a day nursery place for a child under two in Inner London now averages over £8,700 per year, over 30 per cent higher than the England

average. In Outer London costs are 20 per cent higher. These are average costs across all providers, including subsidised places, so the actual cost for a parent attempting to find a private day nursery place could well exceed £200 per week. Childminding costs are lower, but still average over £7,000 a year in London, 16 per cent above the England average.

Table 3 Average weekly cost per child, day nurseries and childminders, 2003 (£)

	Nursery place		Childminder	
	Under 2	2 and over	Under 2	2 and over
Inner London	168	152	139	139
Outer London	154	136	138	133
England	128	119	118	112

source: Daycare Trust 2003

Average charges for out of school clubs vary from £3 to £10 per session during term time, rising to around £15 per child per session during school holidays.⁵ Many clubs fund-raise to keep fees at a lower rate, while others offer reductions for siblings or lone parents.

Only a small proportion of high income families can afford a full-time nanny. A 2001 survey of nannies' wages found that wages for live-in nannies had risen in both Inner and Outer London by 14 per cent over the year before.⁶ An acceleration in wage costs has contributed to increased demand for part-time nannies, but there is a difficulty in attracting people to these kind of jobs, especially if they involve before and after school hours.

4 issues in London

Child poverty

Child poverty has a severe and damaging impact on the quality of children's lives and their future prospects. The picture for London is of particular concern. London's children are over-represented within all the groups of children who are at 'high risk' of poverty - those in single parent families, those who live in the socially rented housing and those from ethnic minority groups. They are more likely to experience poverty, as measured by income indicators, than children in any other English region.

After housing costs are taken into consideration, 35 per cent of London's children live in families whose income is below 60 per cent of median income (the official poverty measure), the highest proportion of any English region. GLA analysis of official income data at sub-regional level reveals that the overall rate for London masks striking differences in income poverty rates between Inner and Outer London.⁷ After housing costs, the child poverty rate in Inner London is 48 per cent, compared to 26 per cent in Outer London and 30 per cent nationally. Figure 2 shows the rates in Inner and Outer London compared to English regions outside London.

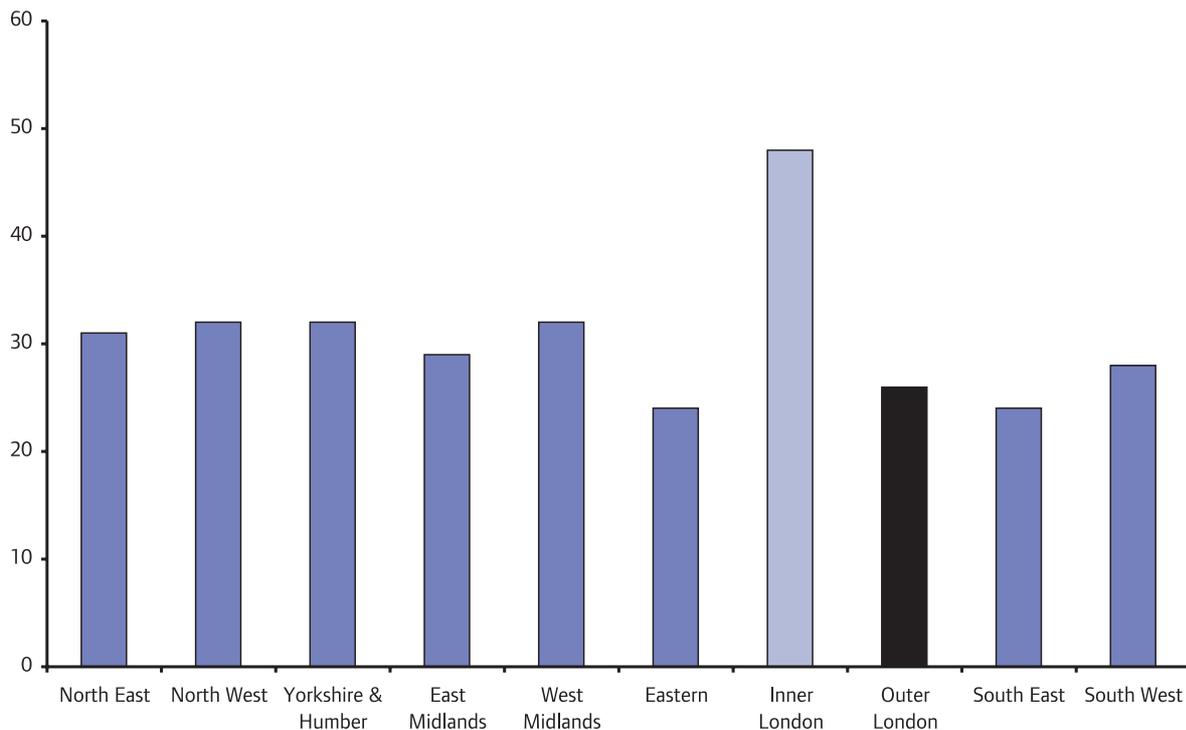
Around a quarter of all London's children live in families that are dependent on Income Support, compared to a Great Britain rate of 16.3 per cent. Rates for Inner London are particularly high. In addition, it is estimated that nearly two thirds of lone parent households in London are reliant on Income Support, the highest proportion of any GB region.⁸

As well as London as a whole faring badly on child poverty measures within Great Britain, there are also large differences between areas within London. Income inequality between the London boroughs is evidenced by data on eligibility for free-school meals and in the DETR Child Poverty Index. Eligibility for free-school meals is much higher in Inner than Outer London boroughs. Within secondary schools, eligibility ranges from eight per cent in Sutton, to 67 per cent in Tower Hamlets. Even within boroughs, there are often large differences in the extent of deprivation at a local level.

The lack of paid employment is central to explaining the exceptionally high rates of child and working age poverty in London. Analysis of the Labour Force Survey shows that one in three children in Inner London is living in a household where no-one is in paid employment. Even in Outer London, the proportion of children living in households where no-one is in paid employment is higher than the UK average - 18 per cent, compared to under 16 per cent.

Figure 2 Children in poverty 2001/02

Children in households below 60% median income, after housing costs, excluding the self-employed



source: Department for Work and Pensions, Households below average incomes

The impact of caring for children on women's employment

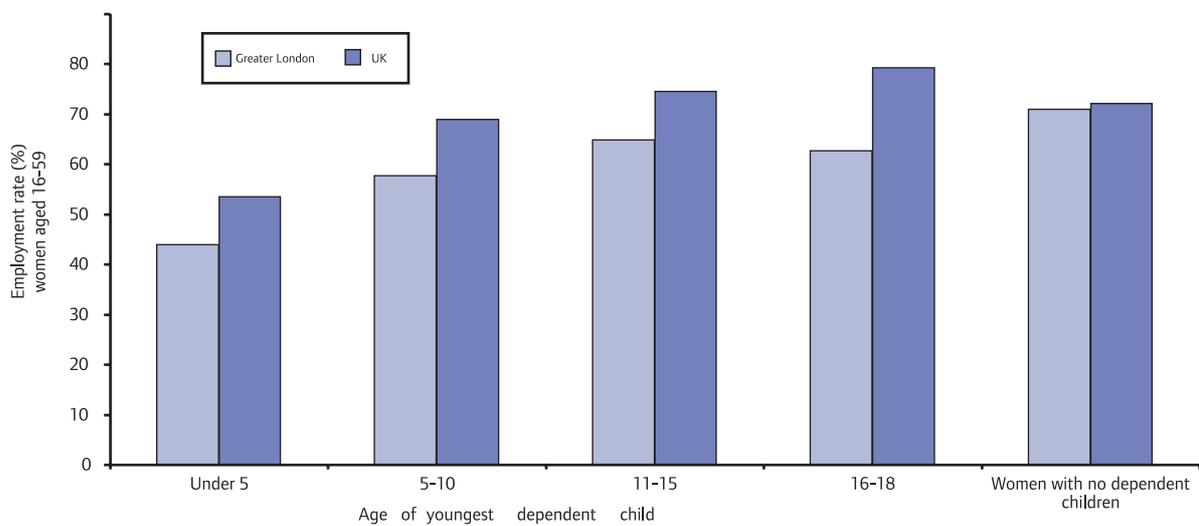
In 2003 there is formal full day care (i.e. nurseries and childminders) for less than 17 per cent of London's under fives, while 44 per cent of women whose youngest child is aged under five are in employment in London. Even if each of these women only had one child under five, there is well under a half of the amount of formal provision needed just to meet the needs of women currently in employment, let alone those wanting to move into employment or pursue training or education.

Forty-one per cent of women of working age (16 to 59) in London have dependent children. Nearly 18 per cent of all women of working age have at least one child aged under five, and a further 13 per cent have at least one youngest child aged 5 to 10.

Overall, 54 per cent of women with children in London were in employment in 2001/02, compared with 65 per cent in the UK as a whole. The rate at which women are employed increases with the age of the youngest child. In London the rate increases from 44 per cent of those whose youngest child is under five, to 63 per cent of those whose youngest dependent child is aged 16 to 18. The advent of compulsory school age does not signal a sudden increase in employment amongst mothers. The age of dependent children makes very little difference to the employment rates of men.

Having children has more impact on women’s employment rates in London, than in the UK as a whole. The employment rate of women without dependent children was almost the same in London as in the UK at 71 per cent and 72 per cent respectively in 2001/02, but for those with children, rates for London are consistently lower than those in the UK – on average by ten percentage points. This is shown in figure 3.

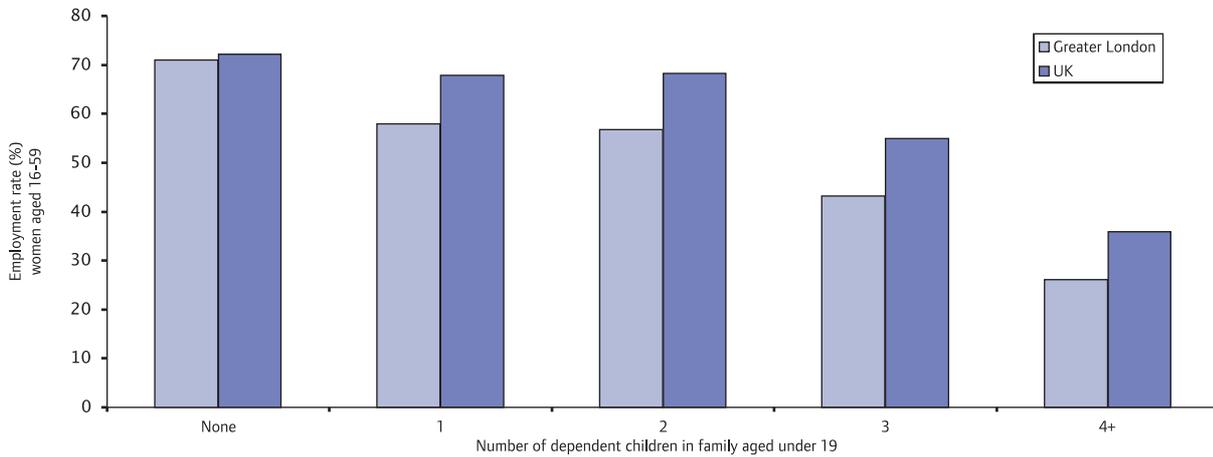
Figure 3 Employment rates for women by age of youngest dependent child, Greater London and UK – 2001/02



source: Annual Local Labour Force Survey, 2001/02

Employment rates for women also decrease with the number of dependent children, from 58 per cent for one child in London to 26 per cent for four or more children. Again the employment rates are lower in London than in the UK for all family sizes. (Figure 4).

Figure 4 Employment rates (%) for women by number of children, Greater London and UK, 2001/02



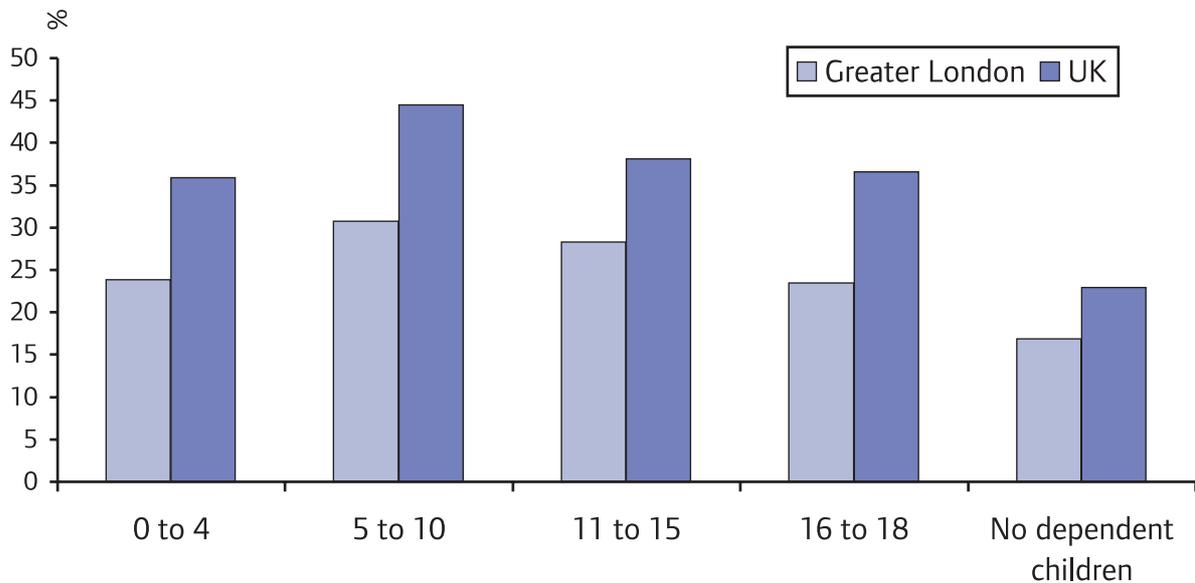
source: Annual Local Labour Force Survey, 2001/02

Part-time employment

Part-time working is a major way in which parents can balance employment with family life, but this seems to be less of an option in London than elsewhere.

A half of women with dependent children who are working in London do so part-time, compared with nearly 60 per cent of women with dependent children in the UK as a whole. The difference is most marked for women with children aged under 11. In the UK, 36 per cent of all women with children aged under five work part-time, compared with only 24 per cent of women in London with children in this age group. For those with children aged five to ten, over 44 per cent of women in the UK work part-time, compared with under 31 per cent of women in Greater London.

Figure 5 Percentage of women in part-time employment, by age of youngest child, 2001/02



source: Annual Local Labour Force Survey 2001/02

Lone parents and employment

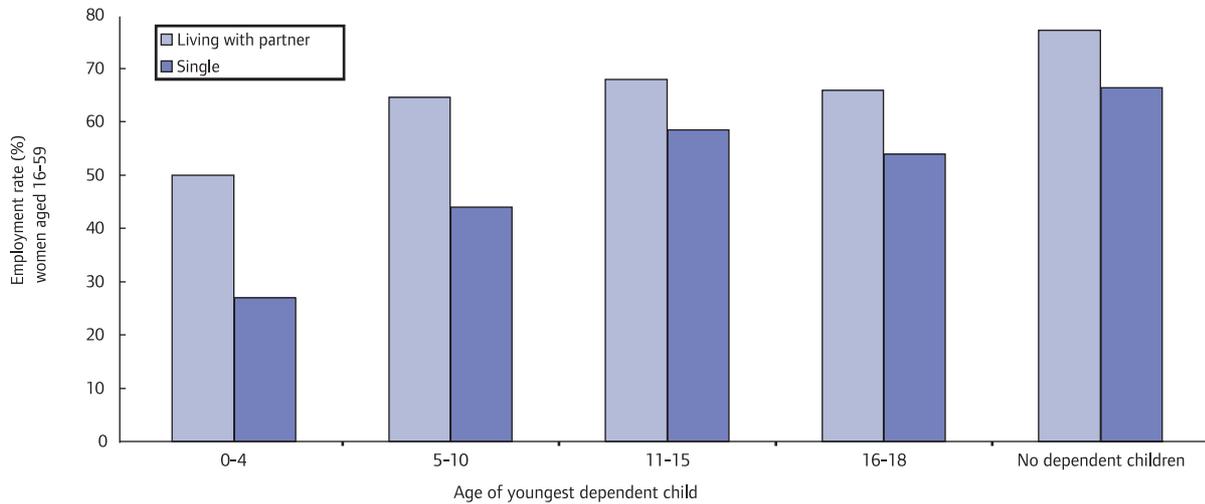
The impact of the lack of affordable quality childcare is particularly severe for London's lone parent families.

According to the 2002 Census, over 460,000 dependent children in London – 28 per cent of the total – live in lone parent families. Over 92 per cent of lone parents in London are women. The employment rates of single mothers are much lower than those living with a partner. The Labour Force Survey shows that for mothers whose youngest child is aged under five, single women are only about half as likely to be employed as those with partners – 27 per cent, compared with 50 per cent. For those whose youngest child is aged 5 to 10, the employment rate of mothers living with a partner is 65 per cent, compared with 44 per cent of single mothers. Overall the employment rate of single women with dependent children in London is 41 per cent, compared with 59 per cent of those living with a partner.

Male lone parents are also less likely to be in employment than fathers in couple households. In the 2001 Census, under 58 per cent of lone fathers in London were employed, compared with 84 per cent of fathers in couple families.

The Government's overall objective is to increase the employment rate of lone parents to 70 per cent by 2010. In London, this will mean an increase of nearly two-thirds in the current employment rate.

Figure 6 Employment rates of women in Greater London, by whether single or living with partner and by age of youngest child, 2001/02



source: Annual Local Labour Force Survey 2001/02

In 2002, the Department for Work and Pensions (DWP) researched the reasons for the low employment rates of lone parents in London⁹. The top three barriers to employment for lone parents in London were seen as:

- the availability and cost of childcare
- the fear of moving from benefit into work, which is attributed to factors such as household budgeting, arranging a new Housing Benefit claim, time taken for some Working Families Tax Credit applications to be processed, and the belief that there is little support for those who are unsuccessful in their transition from benefits to work.
- the cost of housing and council tax to a lone parent in work.

The DWP also found that minority ethnic lone parents throughout the country and white lone parents in London were less likely than white lone parents elsewhere to use friends and relatives for childcare and more likely to use provision which costs money.

In the GLA London Household Survey 2002, 42 per cent of lone parents were working. This is very close to the Labour Force Survey figure of 41 per cent. Over 70 per cent of those not working said they would work if they could and over 40 per cent of these said they were being prevented working by the lack of affordable/suitable childcare. (See table 4). This implies that the immediate provision of suitable and affordable childcare would increase employment among lone parents in London to nearly 60 per cent – getting much closer to the Government’s target of 70 per cent by 2010.

Table 4 Reasons why women of working age in London are prevented from working

	All women of working age	Lone mothers
	%	%
Lack of suitable jobs	18.2	11.5
Unable to afford childcare	18.0	28.3
Unable to find suitable childcare	10.5	13.3
Caring for relative /friend	12.3	11.9
Illness	18.2	9.0
Other	22.8	26.1

source: GLA London Household Survey 2002

The lack of affordable childcare can also act as a major barrier to education and acquiring the skills need for today's employment market. A research study by the National Centre for Social Research found that "inadequate, inflexible and expensive childcare could limit parents' learning options, academic performance and progress to further studies".¹⁰ The study identified the need for more provision for under three year olds, out of school schemes, for childcare and education to be provided in the same venue, financial help for regular and ad hoc childcare and more flexible providers.

Black and minority ethnic parents and children

Childcare is a particularly important issue for black and minority ethnic groups. Children in black and minority ethnic groups are more likely to be living in poverty, as analysis of the Households Below Average Incomes data reveals¹¹. The DWP found that 40 per cent of all lone parents in London were from black and ethnic minority groups, compared with less than ten per cent nationally. While white lone parents in London are less likely to work than white lone parents in the rest of the country, lone parents from black and minority ethnic groups in London are just as likely to be employed in London as the rest of the country.

Research on childcare in Newham found considerable differences between ethnic groups in the demand for childcare.¹² White parents and black parents were both more likely to voice a need for childcare than Asian parents. Black parents were particularly likely to want day care before 9.00 a.m. and between 4.00 and 6.00 p.m. and during school holidays.

Because they are predominantly young themselves, refugees and asylum seekers are more likely to have children under five than the general population. Parents are more likely to be in fulltime education and are likely to have lost their informal social networks¹³. Childcare provision is likely to be of even greater importance to refugees and asylum seekers than the rest of the population, but much less likely to be accessible to them, chiefly because of poverty, but also because of communication and information barriers. The London Borough of Haringey pioneered a scheme to provide free summer play scheme places and after school club places in areas of need.

A Daycare Trust report found that black and Asian parents are less likely to access daycare services than white parents. 88 per cent of white parents of children aged 0 to 14 had used some type of childcare in the past year, compared with 76 per cent of black parents and 56 per cent of Asian parents¹⁴. This may partly be a reflection of the high costs and differentials in women's employment rates, but is also likely to be due to the failure of some nurseries to reflect cultural backgrounds amongst their staff.

The Independent Day Nursery Workforce Survey in 1998 found that in day nurseries under four per cent of managers and supervisors were from black and ethnic minority groups. There may also be a problem about access to information. A DfES report on parents' demand for childcare found that while 43 per cent of white parents felt that there was sufficient information on childcare provision in their local area, only one third of black parents agreed.¹⁵

The public sector in London is particularly reliant on black and minority ethnic workers and an estimated 40 per cent of black women work in the public sector, many in nursing and caring roles. Failure to provide suitable and affordable childcare for black families has serious implications for their continued commitment to these services.

In some areas there have been projects specifically to assist black and minority ethnic groups to become more involved in the provision of childcare. For instance, in an area where most of the population are Muslim, a project has been set up to encourage women to consider childminding as a career, since working outside the home may not be an option for cultural and religious reasons.¹⁶

Disabled parents and disabled children

The scarcity of affordable childcare can have an even greater impact on disabled parents, who already face considerable barriers in gaining employment or pursuing education or training.

According to the Labour Force Survey, around 17 per cent of working age Londoners are disabled. The unemployment rate for disabled people is almost twice as high as the rate for non-disabled people and a third of those currently outside the labour market would like to work. When in employment, disabled people generally earn considerably less than non-disabled people – in 2001/02, the gross average hourly earnings of disabled people in London were 20 per cent lower than non-disabled people.

According to the 2001 Census, there are nearly 19,000 children and young people aged under 18 in London providing care for sick or disabled relatives. Some children and young people may also be helping to look after younger siblings. Childcare is one form of support, amongst a range of services, which could help disabled parents and their children to live more equal lives.

The families of disabled children have lower average incomes but face higher living costs. Contact a Family, which works with disabled children and their parents across the UK, estimates that caring for a disabled child is twice as expensive as caring for a non-disabled

child. Yet the scarcity of accessible childcare services means that parents of disabled children are less likely to be able to take up employment, or undertake training or education which could enable them to improve their earnings level.

The extension of the Childcare Tax Credit from April 2003 to include care provided at home should benefit some families with disabled children, but only if parents can earn enough to make it worthwhile working. The additional costs of caring for a disabled child coupled with the high costs of childcare and housing in London mean that the marginal gain from work needs to be even higher than for other parents.

Lesbian, gay, bisexual and transgender issues

London is estimated to have the largest proportion of gay men, lesbians, bisexual and transgender people in its population in the country, although there is a lack of information on this and on many aspects of their experience. As with other areas of life, they may encounter prejudice and discrimination in accessing childcare, both as parents and as employees. As parents, they may lack the informal back-up of family networks.

Some lesbians and gay men have left the education system early because of bullying and homophobia and may therefore lack the qualifications to earn a reasonable wage and be able to afford daycare. Childcare provision needs to be appropriately and sensitively delivered for children from all backgrounds.

Women's earnings and household incomes

The decision about whether or not it will be financially worthwhile for a mother to continue at work or return to work is going to depend almost entirely on her earnings in comparison with the costs of childcare and other costs associated with employment, for the vast majority of households. There are very few households where the earnings of the other partner are high enough not to have to take this into consideration. The gap between men's and women's earnings is higher in London than in the rest of the country.

Table 5 shows the characteristics of households with children aged under 14 in London, from the GLA 2002 London Household Survey. Nearly a third (29 per cent) are lone parent households, the vast majority of which are headed by women. Over 30 per cent are on household incomes of less than £15,600 a year, or £300 per week.

Table 5 Characteristics of households in London with children aged under 14

	%
Household type	
Couple households	64.3
Lone parent households	29.3
Other multi person households	6.4
All households with children under 14	100.0
£ annual household income	
Under 5,200	6.2
5,200 - 15,599	24.0
15,600 - 25,999	13.3
26,000 - 51,999	20.4
52,000 - 103,999	10.1
104,000 & over	3.1
Refused	12.1
Don't know	10.7
All households with children under 14	100.0
Ethnic group	
White	62.3
Mixed British	2.1
Asian	13.3
Black	19.5
Chinese	0.5
Other/refused/don't know	2.3
All households with children under 14	100.0

source: GLA Household Survey 2002

For many working parents, childcare involves a complex juggling of time and informal help from relatives and friends. Their employment or training choices may be limited by the hours and times they need to work to fit in with school hours and the informal help available. As shown above, women with dependent children are far more likely to be in employment if they are living with a partner than if they are single. This reflects both the practicalities of looking after children alone and the marginal financial incentives of employment over benefits.

Informal care

Informal care continues to be the main type of support available to many families, because of the lack of affordable daycare available.

Informal care includes care undertaken voluntarily by friends and family, as well as paid unregistered care. It tends to constitute a constant juggling act by working parents to fit together the various components of available care. Often in couple households, parents try to dovetail their hours to ensure one is available, but in many jobs this is not possible.

Growing pressure on people in their 50s and 60s to stay in the workforce will mean they are less likely to be available to help their daughters and sons with childcare. A survey by the Institute of Education found that although some grandparents were prepared to give up work or reduce their hours to look after their grandchildren, there was a general reluctance to offer full-time care.¹⁷ People of this age also often undertake care of their own parents – a third in this study, compared with one in six who looked after a grandchild, and one in ten who did both. Altogether one in four women and one in eight men were providing 20 or more hours of informal care a week.

Another study of grandparents confirmed that although one in four was carrying out some daytime care for their grandchildren, many wanted their role to be less pivotal, providing more treats and holidays but less day to day responsibility.¹⁸ In London there is the additional issue of parents being located too far away from their grandchildren to help.

The Government Inter-departmental Review concluded that there was, “a lack of evidence on the outcomes of informal care for child and parent, the extent to which the cost of informal care is a barrier to parental involvement and whether paying informal carers would lead to an overall growth in available childcare.

Such evidence in the context of an overall assessment of the performance of childcare policies would inform discussion about whether or not the Government should intervene in the informal market, and if so, how.”

The GLA London Household Survey found a small number of parents who were paying for informal care – around four per cent of all households with children aged under 14, compared with just under five per cent who were paying for a registered childminder. A third of informal carers being paid were relatives and the rest were friends and neighbours.

A properly subsidised system would mean that informal care would be used as a positive choice by both parent and carer, rather than as a reluctant stop-gap, and unregistered childminders would be encouraged to seek registration in order to attract better pay and receive support in providing good quality care.

5 proposals

Increasing the availability of quality childcare

The evidence to date does not support the view that access to good quality childcare for lower income households can be guaranteed without sustained public funding to reduce the price of childcare to parents.

A study by PricewaterhouseCoopers suggests that Government support for universal childcare could pay for itself within 20 years through the overall economic benefits it would produce.¹⁹ The study evaluated the potential costs and benefits of moving in the UK towards Scandinavian-style universal pre-school childcare provision. Over the first 20 years during which it is assumed universal childcare is phased in, their preliminary analysis estimates that the overall economic benefits to society would broadly match the overall costs of provision. Over 65 years, the benefits could exceed the costs of additional childcare provision by around £40 billion. The assumption is that the State would provide 75 per cent of funding for childcare, as in Scandinavia.

This study did not attempt to quantify the impacts on income distribution and child poverty levels, nor the knock-on benefits in terms of better childcare leading to better health, lower crime rates and lower need for remedial education.

Quality childcare

Good quality childcare benefits children and parents. The Childcare Commission found that it gives children a good start in life and helps support health and well-being by reducing stress and isolation, supporting parenting, promoting nutrition and healthy diets, promoting physical activity and reducing child accidents.²⁰

The term ‘affordable childcare’ in this document refers to provision which can be afforded by parents, not its actual cost; there is no doubt that good quality childcare needs proper resources and cannot be provided on the cheap.

It is vital that the needs of the child are met as well as those of the parent, although the two are generally closely intertwined. It is very important that children receive stable and continuous care and that their earliest experiences promote a healthy attitude to social life, play and learning. Childcare must pay positive attention to children’s ethnic, cultural, religious and linguistic backgrounds and promote an open attitude to those from diverse backgrounds.

Reaching the childcare targets

In an interim assessment of the National Childcare Strategy²¹, Helen Wilkinson concluded that “without far-reaching reform there is a real danger that the ambitious targets the strategy sets out will not be met. While a package of incremental reforms could help to extend and refine what has already been achieved, there is a deeper challenge still to be met: stimulating and incubating the entrepreneurial growth of sustainable childcare solutions at a scale which can meet the growing volume of demand in the UK.”

The report calls on the Government to outline a ten-year plan to develop a national infrastructure, including a Childcare Fund. This would bring together all the current funding streams and act as a gateway for childcare providers. Children's Centres would be the focal point around which childcare and community related services and networks should be organised. The goal would be to have a children's centre in each community by 2010.

Professor Hilary Land found that, "In contrast to the expansion of universal part-time education, there has been a mix of market-led and area-based policies aimed at increasing the level of daycare provision. The increase in day nursery places has been diverse and uneven"²². She has called for the provision of universal early years services, integrated in children's centres in order to combat child poverty, building on the Early Excellence Centres. This would require long-term investment by the Government.

The Daycare Trust advocates a national programme of children's centres bringing together the full range of early years services and linked to the local primary school.²³

According to the Kids' Club Network, "the National Childcare Strategy is on target to increase the number of out of school places to 400,000 by 2003/4. However, much remains to be done. Kids' Clubs Network estimates that the current expansion of out of school clubs will meet approximately 60% of demand. This means that we will be 8,000 clubs short of the Kids' Clubs Network target of an after school club for every primary school in the UK".

The Kids' Clubs Network believes that there is sufficient demand for a club at every primary school in the UK - 20,000 clubs. The current expansion allows for 12,000.

Kids' Clubs Network believes there needs to be further funding of £200 million to cover start up costs in order to meet the target of 20,000 clubs by 2010. The Kids' Club network also wants an expansion of out of school schemes for 12-14 year olds.

Not only is the demand for affordable childcare out-stripping current provision, but demand is likely to increase in the future, with the increase in the numbers of women in the workforce and other demographic trends. The number of under fives in London is projected to increase by over five per cent by 2011 and by nearly eight per cent by 2016. The number of those aged five to seven is projected to increase by over three per cent by 2011 and over six per cent by 2016. The number of single parent families in London is projected to increase by nearly eight per cent by 2011 and by over 18 per cent by 2016.

Meeting the childcare need in London

In partnership with the LDA, the Mayor will seek ways of assisting boroughs in increasing the availability of quality childcare at a price parents can afford, particularly in more disadvantaged areas.

Proposal

- 1 The Mayor and the London Development Agency will work with local government, central government and other stakeholders to co-ordinate action to increase the availability and affordability of childcare across Greater London, particularly in areas where the percentage of children living in households with no adult in paid employment is above the national average.

Higher costs in London mean that there is a greater challenge in meeting the Government's targets for childcare provision. The Neighbourhood Nurseries Initiative has encountered difficulties in London in meeting the full capital costs of new childcare provision in some areas. The LDA has therefore in principle agreed gap funding of £3.125 million in its investment programme to support a number of these nurseries.

Planning

The Mayor welcomes the conclusion of the Government Inter-Departmental Review that greater funding and responsibility for delivery of childcare services will be devolved to local authorities, who are best placed to assess local needs.

However, this means London borough councils must give childcare the prominence it needs as a crucial means of increasing employment and economic prosperity and reducing poverty. Development of childcare needs to be integrated across all local authority departments, to ensure that all opportunities can be exploited to increase the availability and affordability of childcare provision. In spite of the National Childcare Strategy, there have continued to be some closures of nursery provision, which could be prevented by timely intervention.

The Mayor wants to use his planning powers to assist boroughs in meeting the need for quality childcare. He has considered policies in the draft London Plan that seek to increase the provision of childcare as part of planning obligation agreements.

Proposal

- 2 The Mayor will use his planning powers to increase the supply of childcare in London.

Simplifying funding for childcare

The funding mechanisms for childcare are extremely complicated. The Daycare Trust estimated that there are at least 55 different funding streams. Typically a provider may put together a funding package from six different sources, all requiring separate applications and supporting evidence .

The Government Inter-Departmental review said that, 'There are far too many uncoordinated programmes relating to child care which have their own funding streams, planning and bidding processes and targets. Accountability is unclear as Early Years Development and Childcare Partnerships have no legal status or bank account. In addition they do not have full control of either the means or the mechanisms to deliver the numerous targets set by central government. More needs to be done to address market failure. Barriers to entry and sustainability and information problems mean that childcare is not available when and where parents need it. Pump-priming funding is delivering new provision but in certain areas this is unlikely to be sustainable in the longer term. Problems are most pronounced in disadvantaged areas.'

The Daycare Trust has suggested a Single Childcare Budget for each country in the UK.²⁴ This would be the source of all the central government money going to providers of early education, daycare, family support, training and quality assurance and some children's health services. Providers in the maintained voluntary and private sectors would all come within the system. They suggest the money could be distributed through a national Childcare Agency, with local offices that could be located within local authorities and which would have a close link with the Early Years Development and Childcare Partnership.

They also propose a unified system of means tested subsidies for parents ranging for instance from 100 per cent for children in need referred by the local authority and for parents on income support or jobseekers allowance, 90 per cent for students and trainees and those on New Deal for lone parents, 80 to 50 per cent for working families at lower and middle income levels, to no subsidy for parents in higher income brackets.

Proposal

- 3 The Mayor will put the case to Government to simplify the funding system for childcare in the capital by setting up a single London Childcare Fund.

Sustainability

Nursery providers face problems with sustainability if they are to make childcare available to all parents at an affordable cost. Community nurseries often have to spend considerable time and energy in fund-raising and applying for grants from the range of funding streams available. Uncertainty over funding compounds the problems of high staff turnover and inability to attract and keep the best and most experienced staff.

Neighbourhood nurseries have 50 per cent revenue funding for the first year falling to ten per cent by year three. Family Centres and Early Excellence Centres depend on core funding from local authority social services departments or charitable organisations as well as from Government initiatives or specific activities or programmes.

The Kids' Clubs Network estimates that one third of clubs in the poorest areas will require on-going investment in order to survive. Out of school clubs are funded primarily by parental fees (with help from the Childcare Tax Credit). However, there are many parents who cannot

afford to pay because they are training or searching for work. Kids' Clubs Network estimates that an on-going subsidy for clubs in areas of disadvantage will require in the region of £90 million per year.

It has been estimated that up to 60 per cent of the revenue costs of nurseries are attributable to wages, so any improvement in the pay of childcare employees will inevitably put up the fees, unless core funding is available. A study of childcare and regeneration said that²⁵

“If the Government is to attain its targets for poverty reduction for children and families, childcare expansion may have much to offer as a resource for both the mainstream and the local economy. It can produce sustainable jobs locally and make a contribution to long term employability. It does have an impact on the quality of life of both parents and children. If childcare is to play that role, it requires a financial commitment from the public sector that matches the recent rhetoric concerning the economic and social benefits of childcare and its contribution to local economic regeneration. If that commitment is not forthcoming then the evidence presented here suggests that we will end up with ‘poor work for the poor’.”

The Mayor is keen to explore the potential of directly funding childcare for parents wanting to return to employment.

Proposal

- 4 [The Mayor and the London Development Agency will evaluate the cost and efficiency of directly funding affordable childcare places for parents entering employment in London.](#)

Childcare employment and low pay

The quality of childcare is dependent on a stable and well-trained workforce, which means it is crucial to address the issues of pay and conditions in childcare employment.

As with other forms of caring, childcare employment is characterised by low pay, low status and being predominantly female.

Over 40 per cent of nursery workforce are young women aged 24 or under. A national survey of independent day nurseries in 1998, found that less than two per cent of staff were men.²⁶ No more than five per cent of playworkers are male.

The Daycare Trust gives the following national rates of pay for childcare:

- a nursery worker in a private day nursery earns around £8,000 a year.
- a qualified nursery nurse in an education or social services setting earns £10,000 to £13,000 a year.
- a nursery manager earns about £13,000 to £14,000 a year.
- a nursery school teacher earns around £17,000 to £18,000 a year.

- a childminder at home earns around £5,000 a year.
- workers in out of school childcare provision earn around £6-£8 an hour
- and £8-£10 an hour for co-ordinators.

Although still low, pay rates in London are higher than the UK average and local authority staff receive London weighting. Laing and Buisson report that the average hourly pay for a nursery manager in London in 2002 was £9.81, 40 per cent above the UK average.²⁷ The average pay for nursery nurses was £6.68 – 30 per cent above the national rate.

Private day nurseries face competition for staff from social services and the education sector, lack of career opportunities and a young average age of staff. In the Independent Day Nursery Workforce Survey, 60 per cent of nurseries reported recruitment difficulties in 1997. There was an annual turnover rate of 16 per cent and a recruitment rate of 24 per cent.

A DfES study of childcare students and workers found concerns amongst staff and students about the difficulties of developing a career, poor pay and how childcare workers themselves will opt to manage their relationship between employment and caring.²⁸ The study showed that the most popular option among nursery students was school based work (42%). Minority ethnic group students in particular wanted to work in the public sector.

Helen Wilkinson said, “If the sector is to flourish effectively, recruitment and retention issues need to be addressed head on. The childcare industry is poorly developed and in spite of high levels of demand it remains an undervalued sector. The sector is characterised by low pay, low status and feminisation.”²⁹

Colleges providing training courses for people who have made a positive choice to go into childcare as a career report disillusionment amongst the students when they see the rates of pay and conditions on offer.

The Mayor is developing a number of proposals on low pay in London, including:

- the promotion of fair wages policies modelled on the GLA’s policy by all public sector employers in London.
- establishing a set of low pay guidelines for London.

Proposal

- 5** The Mayor will promote best practice in fair wages and terms and conditions in childcare employment.

Co-operative schemes and social enterprise

The Mayor is keen to encourage the growth of co-operative and other social enterprise models of childcare, to help supply more daycare provision which is affordable by parents and to promote best practice in participation, pay and terms and conditions. Community nurseries have been established in parts of London for several years, but they remain a small proportion of overall provision. Benefits can arise from improved job security and from parental involvement, which can have a positive impact on the quality of care and the suitability of provision to the needs of the local community. They provide an opportunity for child care providers to cross-subsidise between childcare provision at market rates and those for parents on lower incomes. Co-operative schemes can provide opportunities for networks of childminders to work together and with other types of providers to access mutual support.

Social Enterprise London is working with five nursery projects to establish new multi-stakeholder childcare social enterprises; it has developed and launched a legal structure for social enterprises in the childcare sector and is providing a support framework and cluster website for childcare providers interested in the social enterprise model.

The Mayor wants to work with the wider Co-operative movement and other potential partners, such as housing associations and London boroughs, to establish pilot projects in London.

Proposal

- 6** The Mayor will work with the London Development Agency and other key stakeholders to encourage pilot schemes of co-operative day care provision in London.

Making childcare more affordable for parents

Assistance with costs for parents and the benefit trap

Families in London are not benefiting as much as those elsewhere from Government assistance through tax credits.

Working Families Tax Credit (WFTC) was introduced in 1999 to provide assistance to low earning families. The childcare component of the WFTC could pay up to 70 per cent of childcare costs.

The WFTC did not benefit as many families in London as in the rest of the country. In February 2002, around 16.7 per cent of families in Great Britain were in receipt of WFTC, compared to 11.4 per cent of families in London.

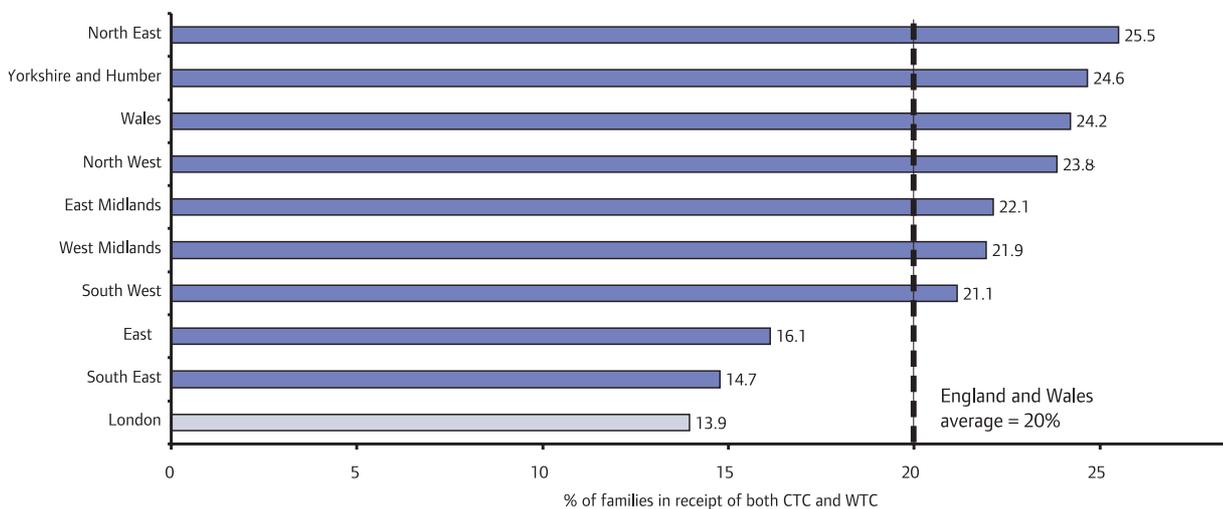
Across all regions, lone parent families were more likely than other family types to be on WFTC. In February 2002, it was estimated that under 22 per cent of all London lone parent households were receiving WFTC, only half the English average of nearly 44 per cent.

In April 2003, WFTC was replaced by Working Tax Credit (WTC), which is available for those with incomes up to £14,000 per year and is paid on top of Child Tax Credit, which benefits

families with incomes up to £50,000. Like the WFTC, the WTC is designed to provide more incentives for people to move off benefits into work.

The new system has not yet had very long to bed down, so it is difficult to determine the full effect, but the first quarterly results appear to show an improvement in take-up rates, but still with much lower rates in London. In July 2003, London again had the lowest take-up rate of all regions, with 14 per cent of all families benefiting, compared to an average of 20 per cent in England and Wales. This is shown in figure 7.

Figure 7 Percentage of families in receipt of both Working Tax Credit and Child Tax Credit by region, July 2003

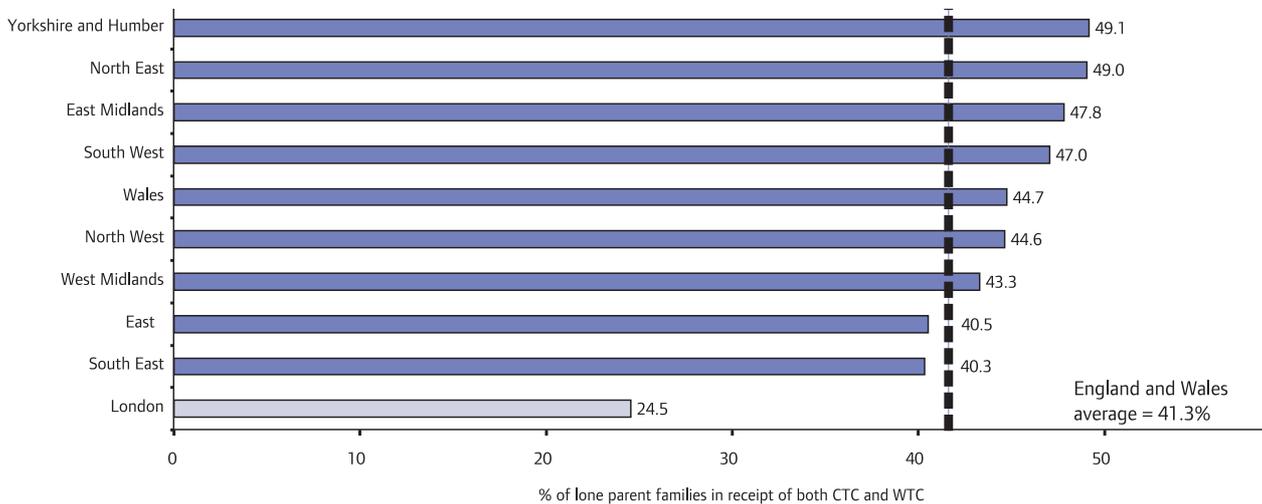


source: GLA calculations based on data from (i) Inland Revenue and (ii) Census (Standard table ST007)

note: Data apply to families in work with dependent children

Less than 25 per cent of lone parent families in London were receiving WTC in July 2003, compared with an average of over 41 per cent in England and Wales. (See figure 8).

Figure 8 Percentage of lone parent families in receipt of both Working Tax Credit and Child Tax Credit by region, July 2003



source: GLA calculations based on data from (i) Inland Revenue and (ii) Census (Standard table ST007)

notes: Data apply to families in work with dependent children

The Childcare Tax Credit component of Working Tax Credit pays up to 70 per cent of eligible childcare costs up to a maximum of £135 per week for one child and £200 for two. This means the maximum a parent can receive for one child is £94.50 and s/he would have to pay the extra £40.50 her/himself. This, coupled with other extra costs associated with employment, such as travel, and any loss of housing benefit, and other benefits such as free prescriptions, might well prove a severe disincentive to returning to work.

As Helen Wilkinson has pointed out, “Those on benefits have a certain kind of stability and do not want to give that up for a tax credit or a job that might be insecure in itself”³⁰.

The GLA has exemplified the effects of housing and childcare costs on the marginal return from work.³¹ Examples took into account all earnings and benefits and assistance with childcare costs through Working Families Tax Credit. This showed that with typical childcare costs, rent and Council Tax, the net gain from moving from benefits into work, would be only £20 per week on earnings of £250 per week. This is illustrated below. For earnings of £400 per week, the marginal gain would be only £66. These examples do not take into account the extra costs of working, such as travel and clothing.

Example

Anita is a single mother with a three year old, living in Inner London. She pays £80 in rent and £14 in Council Tax each week. She is currently living on Income Support, but would like to go to work. She is offered a job at £250 per week, but cannot find a childcare place under £140 per week. If she were to take the job, she would only be £20 per week better off, but then when she calculates extra costs such as travel, clothing and the loss of free prescriptions and dental care, she finds she will actually be worse off.

A new childcare grant was made available from September 2001 for parents in full-time education. This normally pays 85 per cent of childcare costs for children up to 14, with a maximum of £144.74 per week for one child and £170 for two or more children. In many cases this is a substitute for the lone parent grant. It is paid on top of existing grants for dependents. There is also an Access Fund bursary of up to £500 a year and Hardship funds available from universities or colleges to cover childcare costs.

Professor Hilary Land has illustrated the complexities of the subsidy systems³²:

“Family circumstances change over time, sometimes quite frequently and unpredictably. If a lone parent loses her job she will no longer be eligible for the WFTC and the childcare tax credit. If she wishes to return to education before returning to employment, as many do, the help she gets will depend on the level of educational qualification she is seeking.

Up to level NVQ2 she may get time limited assistance under the New Deal for lone parents. If she attends a college of Further Education, she may get a free or subsidised place at a nursery or with a childminder. Alternatively she may get help with fees from the college’s Access or Hardship Fund. Once she gets to Higher Education she will be eligible for the new childcare grant, provided she is using formal care. She may also get help from the University’s Hardship Fund.

Continuity of care is one of the most valued dimensions of care as far as parents are concerned especially when children are young. The current systems of subsidising the cost of childcare, almost exclusively for parents in employment, are constantly in danger of undermining this aspect of care. This is also not consistent with the Government’s objective of increasing the quality and quantity of skilled labour, which it recognises is linked closely to levels of productivity at the macro level as well as routes out of poverty for individual parents and their children. The objective of widening access to further and higher education including those who already have children is being jeopardised”.

Improving benefits and tax credits

The Mayor wants to see improvements in the tax credit and benefits system to ensure more families in London can be helped. There needs to be a reflection of the higher costs of childcare in London, and other high cost areas, in the amount of childcare tax credit.

Proposal

7 The Mayor will make the case for changes in the tax and benefit system to ensure that Working Tax Credit and Childcare Tax Credit meet the needs of more low income families in London, drawing on research jointly commissioned with the Association of London Government and the London Development Agency.

This ties in with general issues on the effects of tax and benefits in relation to higher living costs in London, which need further exploration.

The Mayor, the London Development Agency and the Association for London Government have commissioned research on whether the national tax and benefits system deals adequately with the effects of the higher cost of living on disposable incomes in London, and on measures which can be taken to address any shortcomings.

This research includes the impact of childcare costs and the operation of the Working Tax Credit, although it extends beyond these. This will help provide evidence about the way in which support could best be provided. Suggestions from the consultation on the draft strategy include:

- Increasing the upper limit of eligible childcare costs for all children
- Increasing the upper limit of childcare costs for children under three, since childcare for this age group is the most expensive to provide.
- Recognising that two children incur double the costs of childcare.
- Increasing the upper income limit for parents to be eligible for assistance
- Increasing the proportion of childcare costs covered.
- Increasing the upper limits for eligible childcare costs and proportions for disabled children.

In addition to the development of fiscal measures, which take account of and adjust for the additional costs of London's housing and childcare, child poverty and its effects may be reduced by improved take-up of benefits across the capital. This will require a more integrated and strategic approach to the provision of information and advice across London, including effective training and support for front-line workers. This will build on work already being carried out by the London boroughs and other organisations.

Proposal

- 8** The Mayor will promote the take-up of Working Tax Credit and Childcare Tax Credit, in partnership with the Association of London Government, the London boroughs and other partners. He will seek to encourage London employers to provide information on eligibility to employees and will promote it through a London-wide childcare guide.

Promoting family friendly employment

The business case

If London is to maintain its position as a world class city, it needs to counteract the negative effect of its scarce and costly childcare provision. High childcare costs have been cited in advertisements by the North West Development Agency to attract business away from London and the South East.³³ Provision regarded as a basic right elsewhere in Europe can be seen as a major disincentive for business in London. In France and Belgium all children have access to free nursery care from the age of two, while in Germany more than half of all children attend subsidised state nurseries.

The TUC has called for regional development agencies to put a higher priority on boosting local childcare.³⁴ It drew attention to the importance of affordable childcare for the

recruitment and retention of skilled workers. The Work Foundation estimates the typical cost of replacing a member of staff on £15,000 a year at over £7,000.

A childcare project at HSBC bank has resulted in savings of £18 million a year. Before the project started, the number of women returning to work after having a baby was 30 per cent. Now it is up to 85 per cent.

Assistance by employers with childcare

According to the Government Inter-Departmental Review, 12 per cent of employers provide information to their employees about local childcare provision, two per cent provide work place crèches and one per cent subsidise nursery places. Public sector employees are more likely to receive help with childcare than employees in the private sector. Over 90 per cent of employers agreed that “people work best when they can balance their work with other aspects of their lives.”

The kind of assistance employers can provide includes:

- A workplace nursery or block booking of nursery places
- Childcare vouchers
- Childcare allowances
- An after school play scheme
- A school holiday scheme
- Advice or referral service
- Support for a local childminding network
- Retainers for childminders

Employers could also assist by providing staff with information on the Working Tax Credit and helping them to apply.

At the moment there are tax incentives for employers who provide workplace nurseries and child care vouchers, but not for those who, for instance, provide cash allowances. Not all employers are large enough to set up workplace nurseries, nor do parents necessarily want to use them, since they are tied to continuing employment with a particular employer and they may also involve taking the child on a long journey to work. There are many other ways employers can assist their employees, but this needs to be encouraged through fiscal incentives. The Chancellor has undertaken a review of tax incentives for childcare support by employers, but at the time of writing the results have not been published.

Proposal

- 9 The Mayor will put the case to Government to provide further tax incentives for employers to assist more widely with childcare.

Family friendly employment

As well as providing assistance with childcare, employers can support staff through flexible and family friendly employment policies.

Firms which adopt family friendly employment policies are more likely to rate themselves above average on financial performance and on the productivity of their workforce. A study by the Judge Institute of Management at Cambridge University found that they are also more likely to report that the sales value and quality of their work have improved in the last year.³⁵ Nine out of ten establishments with some experience of flexible working arrangements considered them cost-effective.

Studies indicate that many employees, both men and women would like to work more flexibly, but are concerned that this would adversely affect their careers. In a study for the Chartered Institute of Marketing, two thirds of professional and managerial marketing staff, both men and women, would like to work more flexibly, including some time working from home, job-sharing or working outside normal office hours.³⁶ However 81 per cent of respondents believe that opting for flexible working would damage their career prospects. This attitude is even widespread amongst Human Resources staff. In a linked survey, 60 per cent of human resources staff said they would like a more flexible working schedule, but 66 per cent believed that taking up a part-time or flexible option would damage their promotion prospects.³⁷

There has been an increase in the number of employees working more than 60 hours a week in Britain up from one in eight in 2000 to one in six in 2002.³⁸ The number of women working more than 60 hours per week has more than doubled from six per cent to 13 per cent. Long hours are most common among people in their thirties, the peak age for having young children. Londoners work an average of 12 hours overtime a week, more than people in any other part of the country. Commuting time for those who work in London and the South East is the longest at 4hrs 50 minutes per week.³⁹

One third of fathers regularly work 10 hours a day.⁴⁰ Those in professional and managerial jobs work the longest hours and are least likely to be involved in the care of their children. A growing number of mothers are also working at weekends and evenings. In most dual income families, one or more parents now work outside the standard nine to five day. This is often in order to ensure that at least one parent is able to look after the children, but often these shift arrangements are a response the lack of affordable childcare in the area. More than a half of working lone parents also work outside 'normal' hours.

Mothers in Britain have a statutory right to a maximum of 29 weeks post natal maternity leave, some of it unpaid, compared with three years on reduced pay in France, Germany, Spain and Finland.⁴¹ Stephen Burke, Director of the Daycare Trust said "The national childcare strategy is creating much needed improvements in services. But compared to our European neighbours, where childcare is a key part of the social infrastructure that families take for granted, Britain has a long way to go."

From April 2003 parents of young and disabled children have had the right to apply to work flexibly, allowing them to vary starting or finishing times or work part-time. Employers have to consider these requests seriously, but it remains to be seen what effect this will have on working hours, given the concern workers have about their career prospects and the loss of earnings that might result, especially in areas of high cost, like London. Parents in lower socio-economic groups are more likely to feel that they have no option but to work fixed hours and to have no scope to negotiate greater flexibility. The UK is the only EU country in which individual employees are able to opt out of the 48 hour working directive.

These new rights only apply to existing employees, so they do not directly help those wanting to move back into employment. The Mayor wants to see employers encouraging parents into work by providing flexible hours and leave that fit in with the needs of their children.

The aim would be to encourage employers to adopt family-friendly policies in advance of requests from existing employees, and to ensure that such policies would benefit prospective employees with young children.

Proposal

10 The Mayor, in conjunction with the London Development Agency and the London boroughs, will engage with public and private sector employers and parents seeking paid employment in order to achieve significant expansion of flexible and family friendly employment practices and, in conjunction with the employment service, to link supporting employers with potential employees.

Improving information and communication

Mapping childcare

A more comprehensive picture is needed of the provision of childcare in London, its affordability and availability. This will build on the information collated and updated by Children's Information Services in each borough to give a full picture of places available, by type of provider, hours and weeks of opening in the year and level of charges. This will enable analysis at London, sub-regional, borough and ward level to compare with measures of potential demand and need. The information will be made available to all local authorities and to parents and providers through the proposed childcare guide and website (see proposals 15 and 16). This information will also provide a baseline against which to measure the progress of the strategy and to compare levels of provision between different areas.

Proposal

11 The Mayor, in conjunction with the London Development Agency, will work with the London boroughs, Early Years Development and Childcare Partnerships and other partners to map the availability of the full range of childcare provision and its affordability in all boroughs and make the information available.

There is inadequate information on the accessibility and suitability of provision for black and minority ethnic groups. Some research has been undertaken in local areas, but there is a

need to collate this and relate it to other barriers to employment and training for parents from black and minority ethnic communities.

Proposal

12 The Mayor will monitor the impact of the availability, suitability and accessibility of childcare for black and minority ethnic groups.

There is also a lack of information about the role of informal care in meeting parents' and children's needs and how this relates to the quality and suitability of formal childcare provision.

Proposal

13 The Mayor will seek evidence about the role of informal care in meeting children's and parents' needs and the implications of this for formal provision, regulation and assistance with costs.

Information on childcare available

Parents often lack information about the different types of childcare provision and the kind of decisions they need to make. The Government Inter-Departmental Review found that "Branding is confusing to parents and providers: the existence of similar but differently named and separately branded initiatives (Sure Start, Early Excellence Centres, Neighbourhood Nurseries) only serves to confuse the picture...Working with partners including the DWP, Ofsted and the Daycare Trust, DfES has prepared proposals to improve the extent and quality of information available to parents and also to streamline the flow of management information between Early Years Development and Childcare Partnerships and DfES".

The provision of information to parents at an early stage would help them consider the choices available to them, for instance whether they want to travel with their child to a nursery near their place of work, or if they would prefer a childminder close to their home who could eventually take their child to and from school. The Children's Information Services are based on borough boundaries, but provision across a borough boundary may actually be in a better location for a parent.

Pan-London Childcare Website

A project proposal for a pan-London childcare website has been initiated by the Children's Information Services and Early Years Development and Childcare Partnerships of the 32 London boroughs and the Corporation of London. The proposed site would offer:

- Details of all registered childcare in London
- User-friendly search facility for childcare facilities
- Information on types of care, funding, training and qualifications, setting up provision
- Links to local EYDCP sites and other relevant sites
- London-wide childcare job search
- London-wide childcare training calendar and online booking facility

This would go beyond the facilities available from the childcarelink website, which has variable depth of information. This should provide a useful service for many parents, providers, employers and childcare staff across London and will undoubtedly help to raise the profile of childcare in London amongst businesses.

Proposal

- 14** The Mayor has asked LondonConnects to consider the Pan-London Childcare Website as an early priority within the development of the London portal.

The LDA have included in-principle funding for such a facility in their investment programme, subject to a feasibility study.

Childcare guide

There are many households who lack internet access but who need better information about childcare. In the GLA 2002 London Household Survey, only a third of lone parent households had access to the internet at home, compared to two-thirds of couple households with children. Additional means are needed to reach more parents who currently lack full information about childcare provision and choices.

Children's Information Services compile information on childcare provision in each borough but there is no overall guide to childcare availability in London. An accessible guide to childcare in London would provide a list of national, regional and borough contacts, describe the kinds of childcare choices available and provide an introduction to the availability of the Working Tax Credit. It needs to be made widely available to parents, for instance through health visitors, GPs, Trade Unions, NHS Trusts, free local papers or council newsletters and employers.

Proposal

- 15** The Mayor will produce a guide to childcare in London in consultation with the London boroughs and other key stakeholders.

The content of the guide will be determined in discussion with the Early Years Development and Childcare Partnerships in London and other stakeholders, such as the London Region of the National Childminding Association.

Implementation, co-ordination and monitoring

The delivery of this strategy will require the co-ordination of the activities of many different partners.

Proposal

- 16** The Mayor in conjunction with other key London organisations will provide a forum for meetings of the London Early Years Development and Childcare Partnerships to monitor developments in relation to the London Childcare Strategy and co-ordinate a response to emerging issues.

This activity would be co-ordinated with other London organisations, such as the London Development Agency, the Association of London Government and Sure Start to ensure that there was no duplication. Other appropriate partners, such as regeneration officers and NHS childcare coordinators could also be invited to forums to discuss relevant issues.

There is a need to monitor and report on developments in the strategy and ensure that childcare continues to receive a high profile.

Proposal

17 The Mayor will hold an annual pan-London conference on childcare to monitor progress and to identify key emerging issues in delivering the strategy.

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7 appendices

A1 Registered childcare provision for children under eight, by London borough, 30 June 2003

	Day nurseries		Childminders		Out of school clubs	
	Places	Places per 100 children under 5	Places	Places per 100 children under 8	Places	Places per 100 children 5 to 7
Corporation of London	300	114.9	10	2.6	50	39.4
Camden	2,000	16.6	700	3.8	1,900	29.7
Hackney	1,700	10.1	600	2.3	500	5.7
Hammersmith & Fulham	1,900	18.4	500	3.2	700	13.5
Haringey	1,200	8.1	900	3.9	500	6.1
Islington	2,500	22.9	800	4.8	1,200	20.2
Kensington & Chelsea	1,600	16.0	200	1.3	1,600	31.6
Lambeth	2,800	15.8	1,000	3.7	1,500	16.0
Lewisham	2,200	12.7	1,300	4.8	1,400	14.4
Newham	1,700	8.3	1,100	3.4	1,500	12.6
Southwark	2,700	15.8	1,000	3.8	2,900	30.6
Tower Hamlets	1,700	11.1	300	1.3	900	10.9
Wandsworth	3,400	20.7	1,000	4.1	3,500	43.4
Westminster	1,700	17.2	300	2.1	1,200	26.3
Inner London	27,400	14.5	9,710	3.3	19,350	19.2
Barking & Dagenham	700	5.7	900	4.5	700	9.3
Barnet	2,300	11.5	1,700	5.3	2,600	21.2
Bexley	500	3.8	1,900	8.9	500	6.0
Brent	2,100	12.9	1,100	4.3	1,100	11.9
Bromley	1,600	8.8	2,200	7.5	1,400	12.6
Croydon	2,900	13.2	2,400	6.7	2,300	16.8
Ealing	2,500	13.3	2,100	7.1	1,500	13.8
Enfield	1,500	8.3	1,600	5.5	1,300	11.9
Greenwich	1,400	9.0	1,700	7.0	1,500	17.5
Harrow	1,100	9.1	1,100	5.6	1,000	13.4
Havering	800	6.5	1,200	5.8	500	6.0
Hillingdon	2,000	12.8	2,300	9.0	800	8.1
Hounslow	1,300	9.3	800	3.7	1,600	20.4
Kingston upon Thames	700	7.7	1,100	7.7	1,200	23.0
Merton	1,400	11.4	1,300	6.8	1,300	19.0
Redbridge	1,400	9.1	1,500	6.0	1,100	11.4
Richmond upon Thames	1,700	14.5	1,200	6.7	1,500	24.5
Sutton	1,200	10.7	1,400	7.7	600	8.5
Waltham Forest	2,200	14.4	1,200	5.0	2,300	27.0
Outer London	29,300	10.3	28,700	6.3	24,800	14.6
Greater London	56,600	12.0	38,300	5.2	44,200	16.4
England	398,900	13.9	307,300	6.6	310,100	17.0

source: Office for Standards in Education (Ofsted), Registered childcare providers and places in England, 30 June 2003, published 30 September 2004 and GLA estimates based on ONS mid-year population estimates for 2002

Local authority figures do not necessarily add up to the Inner London, Outer London and Greater London totals because of rounding.

The number of places per 100 children refers to the resident population in the authority in which the provision is based, but it may be used by children from other areas. This explains the exceptionally high rate in the Corporation of London.

A2 Number of three and four year olds in maintained nursery and primary schools in January 2002

	Full time	Part time	Total	% of population	Full time as % of total aged 3 and 4
Camden	1,920	350	2,300	50	83.5
Hackney	2,570	1,290	3,800	57	67.6
Hammersmith & Fulham	1,540	780	2,300	60	67.0
Haringey	2,520	2,170	4,700	82	53.6
Islington	2,560	590	3,100	73	82.6
Kensington & Chelsea	1,390	140	1,500	41	92.7
Lambeth	2,550	1,780	4,400	62	58.0
Lewisham	2,410	2,230	4,600	67	52.4
Newham	2,980	4,590	7,600	92	39.2
Southwark	3,170	2,030	5,200	77	61.0
Tower Hamlets	3,730	1,470	5,200	85	71.7
Wandsworth	2,700	1,100	3,800	61	71.1
Westminster	1,440	900	2,300	65	62.6
Inner London	31,480	19,420	50,900	69	61.8
Barking and Dagenham	1,600	2,200	3,800	72	42.1
Barnet	2,400	2,470	4,800	60	50.0
Bexley	1,830	1,930	3,800	70	48.2
Brent	3,160	1,310	4,500	69	70.2
Bromley	2,310	350	2,700	36	85.6
Croydon	2,750	2,770	5,600	61	49.1
Ealing	2,440	3,490	5,900	78	41.4
Enfield	2,400	1,910	4,400	60	54.5
Greenwich	1,860	2,510	4,400	71	42.3
Harrow	1,530	1,000	2,600	53	58.8
Havering	1,800	970	2,700	53	66.7
Hillingdon	2,030	3,370	5,400	83	37.6
Hounslow	1,700	2,200	3,900	69	43.6
Kingston upon Thames	830	1,490	2,300	62	36.1
Merton	1,210	2,020	3,300	66	36.7
Redbridge	1,930	2,510	4,400	68	43.9
Richmond upon Thames	400	1,570	2,000	43	20.0
Sutton	60	1,880	1,900	41	3.2
Waltham Forest	1,220	2,600	3,900	62	31.3
Outer London	33,460	38,550	72,200	62	46.3
Greater London	64,940	57,970	123,000	65	52.8
England	371,300	329,900	701,200	59	53.0

source: Department for Education and Skills, Statistical Bulletin: Provision for Children Under Five Years of Age in England – January 2002, published in December 2002

Figures for the Corporation of London are not separately identified, but included in the Inner and Greater London and England totals.

Local authority figures do not necessarily add up to the Inner London, Outer London and Greater London totals, nor full and part time figures to the totals, because of rounding.

