

Delivery of Early Years Provision to serve Abbey Ward

To: Children and Young People Committee

Meeting Date: 9 March 2021

From: Executive Director: People & Communities

Electoral division(s): Abbey

Key decision: Yes

Forward Plan ref: 2021/007

Outcome: To decide whether sessional pre-school early years (EY) provision to serve Abbey Ward should be delivered from the re-developed East Barnwell Community Hub or from another location within the ward.

Recommendation: The Committee is recommended to:

a) Note and comment on the report and consider each option for the future delivery of sessional (pre-school) early years provision to serve the Abbey ward in Cambridge City, in particular taking account of officers' assessment that the Council will continue to be able to meet its duty to secure sufficient and suitable early years places irrespective of which option is implemented.

b) Note the views of the Local Member.

c) Consider and support an appropriate option for Officers to progress, noting the Officer recommendation as set out in 2.16 of this report

Officer contact:

Name: Clare Buckingham

Post: Strategic Education Place Planning Manager: Cambridgeshire and Peterborough

Email: clare.buckingham@cambridgeshire.gov.uk

Tel: 01223 699779

Member contacts:

Names: Councillors Simon Bywater and Samantha Hoy

Role: Chair/Vice-Chair Children and Young People Committee

Email: Simon.bywater@cambridgeshire.gov.uk samphoy@googlemail.com

Tel: 01223 706398 (office)

1. Background

- 1.1 The former East Barnwell Community Centre site, located on Newmarket Road, Cambridge, owned by the County Council, has been identified by the Council for redevelopment. The original proposal for the redevelopment was to provide private/affordable housing, a community centre, library, early years (EY) provision and office space for County Council staff.
- 1.2 Early years provision, within Abbey Ward, is currently provided at Seesaw Pre-school and at The Fields Nursery and EY Centre (located immediately adjacent to The Galfrid Primary School). Until August 2019, Seesaw Pre-school operated from a separate building on the current East Barnwell Community Centre site. The setting had been on this site for over 20 years providing sessional EY provision from 8am to 3pm daily in term time only.
- 1.3 Since August 2019, in preparation for the re-development works commencing, Seesaw moved approximately 0.5 miles into a mobile on the Galfrid Primary School site (formerly Abbey Meadows Primary) when this became available and is currently leasing the mobile from the County Council there.
- 1.4 As the Directorate responsible for delivering the Council's statutory EY sufficiency duty, People & Communities has been asked to confirm whether it would like the early years provision (currently delivered by Seesaw Pre-school), to be delivered from the redeveloped East Barnwell Community Centre Site or elsewhere. This is required in order for the proposals for the East Barnwell Centre to be finalised.

2.0 Main Issues

2.1 The Council's Statutory duties

Under the Childcare Act 2006, Local Authorities (LAs) have specific sufficiency duties, including to secure:

- sufficient and suitable childcare places to enable parents to work, or to undertake education or training which could lead to employment;
- sufficient and suitable early years places to meet predicted demand; and
- free early years provision for all 3 and 4 year olds (and the 40% most vulnerable 2 year olds) of 15 hours per week 38 weeks per year and up to 30 hours per week for working parents who meet the associated qualifying criteria.

- 2.2 The local demography indicates that there is a clear need for EY provision, currently offered by Seesaw Pre-School, and at The Fields Nursery & EY Centre, to continue in Abbey Ward. If either setting were to close there would be a shortfall of places in the area.

2.3 Current arrangements for EY provision in Abbey Ward

The Fields EY offer is as follows:

- Sessional provision for 2 to 3 year olds (rated Good by Ofsted in 2017) including government funded 2 year old places
- Sessional and wrap around care (maintained nursery provision) for children aged 3 years and above (rated 'Outstanding' by Ofsted in 2017).

- 2.4 Until August 2019, The Fields also ran a day nursery for 0-2 years on its site. This setting closed due to financial pressures. As is often the case in areas of deprivation, the setting was unable to strike the balance between the level of fees it needed to charge to be viable whilst still being affordable for parents. The closure has left three classrooms in the nursery school vacant. Discussions are on-going with the school over possible alternative uses for this accommodation.
- 2.5 With the closure of The Fields Day Nursery the places offered at both Seesaw Pre-School and The Fields continue to be required in order for the Council to continue to meet its statutory sufficiency duty with regard to the provision of EY and childcare places in the local area. Local provision is summarised in **Table 1** below.

Table 1

Early Years Setting	Age Range	Places	Ofsted Rating
The Fields Nursery School	2-4	104	Outstanding
Seesaw Pre-School	2-4	48	Good
Childminders x 9	0-11	21	
Total		173	

- 2.6 On 31 August 2019 there were 401 children aged 1-4 living in The Galfrid Primary Academy's catchment with year groups fairly stable around 100. This suggests that there are around 200 local children aged 3 and 4, eligible for a free place. In April 2020, there were 173 children living in the catchment and claiming a free place, but not all of whom were attending either The Fields or Seesaw.
- 2.7 The take-up of places in the Galfrid catchment in Summer 2020 is shown in the **Table 2** below. The take-up of places for children aged 3 and 4 is relatively high and although the take-up of places for 2 year olds is lower, this is close to the pattern found in other areas of the county. At this date, some 65 children claiming free places attended settings outside the catchment; on the other hand, 35 children living outside the catchment attended settings within the Galfrid catchment.

Table 2	Age 2	Age 3	Age 4	Total
Estimate of Children living in the catchment and eligible for Free places	39	93	72	204
No of Children living in the catchment and Claiming Free Places	22	90	61	173
No of Children Claiming Free Places on roll at Seesaw	6	10	12	28
No of Children Claiming Free Places on roll at The Fields	23	58	33	114

- 2.8 In terms of service delivery, the East Barnwell Community Centre site (re-developed) or Galfrid Primary School site could be used to deliver the EY places for the Council to meet its sufficiency duty. Both sites have good pedestrian links to the community they serve,

including East Barnwell. A third possible location is vacant accommodation within The Fields building.

2.9 The Surrounding Area

A development for 1,300 homes on land north of Newmarket Road (also known as Wing or Marleigh) has started recently and 110 completions are expected by September 2021 with a further 160 by September 2022. The development is approximately 1 mile east of the East Barnwell Community Centre (see map at **Appendix 1**).

2.10 A total of 1300 homes is expected to generate some 390 children aged 0-3, of which approximately 200 children will be eligible for funded early years places. The development will have its own 2 form entry (FE)/420 place primary school established through the Department for Education (DfE) free school programme with an anticipated, but yet to be confirmed by the DfE, opening date of September 2022. The primary school will include a two class early years section providing, when fully open, 104 part-time places. There is also a private nursery (full day care) provision proposed on the development.

2.11 It is expected, therefore, that the development will be self-contained in terms of early years and will have little or no impact on provision made by Seesaw and The Fields Nursery School.

2.12 The merits and constraints of each of the existing sites in Abbey Ward

A map illustrating the location of the three options is in **Appendix 2**. A detailed high-level assessment of each of these options has been carried out (see **Appendix 3**). The merits and constraints of each site have been summarised below.

2.13 Mobile Accommodation - Galfrid School Site

- The EY provision is currently located with a 2-classroom mobile on the Galfrid School Site (see **Appendix 4**). The mobile was originally provided by the County Council in 2015 to enable Abbey Meadows Primary School (as The Galfrid Primary School was formerly known) to run its own pre-school provision to serve children living in the Abbey ward, but the school subsequently ceased its EY offer in July 2017 as there were insufficient numbers of children for the setting to be viable.
- The mobile has its own pedestrian entrance, which does not impact on the school. The County Council invested £15k in setting up this new location for Seesaw.
- The mobile is in a good condition with an expected economic life of another 20 years.
- The mobile is larger than currently required, therefore, there is room for expansion of provision if required in the future.
- Seesaw has maintained its child occupancy levels despite moving to this site from East Barnwell.

2.14 A redeveloped East Barnwell Community Site

- A new permanent purpose-built space will be provided on the re-developed site (please see **Appendix 5**). The space will be large enough to re-provide the current

level of provision. There will be no ability to increase provision from this building were it to be required in the future.

- Previous discussions with the external East Barnwell stakeholder group, including members from the County and City Councils, and public consultations have established the expectation that Seesaw Pre-School will be part of the re-developed East Barnwell community development.
- A sum of £300,000 was originally included in the capital programme for the EY element of the new Hub but was subsequently removed in 2018 due to delays with the overall scheme. There is currently no education capital funding allocated to the redevelopment project.
- The capital contribution required for the provision of the EY element is now believed to be in the region of £450k.
- Strategic Assets has estimated that the overall annual costs for the EY element including rent and service and utility costs will be approximately £16,600. This is significantly above the amount the current provider, Seesaw, currently pays for the mobile it occupies on The Galfrid school site, which is £7,500 plus service and utility charges
- Officers understand that the re-development of the East Barnwell site has to be as commercial as possible in order to make the development proposals economically viable, provide the community facility element of the development and limit the financial impact on the County Council. Approval for the redevelopment of the East Barnwell Community Centre site is delegated to Commercial & Investment (C&I) Committee and it is hoped a paper will be taken there in March or after the election. The decision and views of CYP Committee on the EY provision would be included in the report to C&I Committee.
- Abbey ward is the most deprived ward in Cambridge City with the majority of the deprivation in the homes to the north of Newmarket Road where the East Barnwell Community Hub is located. Given the high levels of deprivation and corresponding low levels of aspiration, the proposed co-location of EY provision next to the library and community centre in the redeveloped hub is considered to be important for families living in the ward.

2.15 Vacant space with The Fields Nursery Building

- Vacant space available within a permanent building owned by Cambridgeshire County Council.
- Easily accessible by parents with children already attending The Galfrid School
- Advantages for children moving from EY provision to primary school.
- Small capital investment required potentially
- Two providers in close proximity within the same building.

2.16 Recommendation

Because of the financial implications of relocating the preschool EY provision back to East Barnwell Community Centre, officers recommend that the provision, currently provided by Seesaw Pre-school, remain in its current accommodation on the site of Galfrid Primary School. A long-term solution of either continuing on the current preschool site or relocating into the Fields can be investigated further by officers.

3. Alignment with corporate priorities

3.1 A good quality of life for everyone

There are no significant implications for this priority.

3.2 Thriving places for people to live

There are no significant implications for this priority

3.3 The best start for Cambridgeshire's children

Good quality early years provision is essential in securing optimal outcomes for all children.

3.4 Net zero carbon emissions for Cambridgeshire by 2050

The implications are set out in detail in section 4.8 below and for the re-developed Hub are all either neutral or positive. For the other EY sites in the ward the implications are all neutral as they are either an existing school, pre-school, nursery or child & family site so there will be no change.

4. Significant Implications

4.1 Resource Implications

Delivering EY provision from the re-developed East Barnwell site carries inherent financial risks for the Council as summarised in the following chart:

Galfrid site	East Barnwell site
£15k already invested in EY accommodation. No additional funding required.	Capital cost of £450k to the Council to re-provide sessional term time only EY provision at East Barnwell
Operational costs remain similar if EY provision remains on the Galfrid site	Operational costs for the current provider will be greater for the East Barnwell site (2.14 above)
If the setting were to fail/cease to be viable on this site, the Council would tender for a new provider. The County Council would be liable for any costs incurred whilst the property is unoccupied.	If the setting were to fail/cease to be viable on this site, the Council would tender for a new provider. The County Council would be liable for any costs incurred whilst the property is unoccupied.
Provider may be eligible for a 'less than best rent' under current policy therefore CCC will be forgoing an element of commercial rent	Provider may be eligible for a 'less than best rent' under current policy therefore CCC will be forgoing an element of commercial rent

4.2 Procurement/Contractual/Council Contract Procedure Rules Implications

Were the current provider to cease operation for any reason the process to seek a new provider would be undertaken in line with the Council's procurement procedures.

4.3 Statutory, Legal and Risk Implications

There are no additional statutory or legal implications above those set out in the body of this report.

There is a risk of reputation damage to the Council because previous discussions and consultations have included Seesaw in the new community hub building

4.4 Equality and Diversity Implications

Sufficient good quality early years provision is essential in securing better outcomes for all disadvantaged groups. Whatever the decision of the Committee there will continue be a range of EY provision available to the local community

4.5 Engagement and Communications Implications

There have been a number of different consultation and engagement activities involving the local community and stakeholders since the proposal to re-development the Community Hub at East Barnwell was first mooted in 2013.

4.6 Localism and Local Member Involvement

The needs of the local community and the full involvement of the Local Member has been a feature throughout the period when the re-development of the Community Hub at East Barnwell was first mooted in 2013.

4.7 Public Health Implications

The following bullet points set out details of significant implications identified by officers:

- There is good evidence that Early Years settings can do a lot to promote good nutrition and physical activity especially when habits are being formed.
- There are strong links between education and health.
- Improving school readiness is part of the Public Health Outcomes Framework

4.8 Environment and Climate Change Implications on Priority Areas

The following paragraphs 4.8.1. to 4.8.7 refer to the East Barnwell site compared with the current situation on The Galfrid and The Fields sites from which EY provision is delivered.

4.8.1 Implication 1: Energy efficient, low carbon buildings.

Status: Positive

The new hub building will be delivered in line with current planning policy around energy efficient and low carbon buildings therefore the proposal will decrease energy consumption.

4.8.2 Implication 2: Low carbon transport.
Status: Neutral

4.8.3 Implication 3: Green spaces, peatland, afforestation, habitats and land management.
Status: Neutral

The planning application for the hub site will include landscape designs and will be in line with planning policy to create some green space. Any trees removed and replanted as part of site clearance will be addressed through the planning application process and will be in line with current policy.

4.8.4 Implication 4: Waste Management and Tackling Plastic Pollution.
Status: Neutral

Waste will be produced by residents and the community centre at the hub, generation of waste will be subject to normal recycling facilities being provided on site to residents and other public services including Council-run services will adhere to county policies on recycling.

4.8.5 Implication 5: Water use, availability and management:
Status: Neutral

The planning application for the new hub build will be submitted in line with planning policy. There are statutory consultees within this which includes the Council's floods team. The design will be challenged if policy is not adhered to.

4.8.6 Implication 6: Air Pollution.
Status: Neutral

The planning application for the new build will be submitted in line with planning policy. Air Pollution will be addressed as part of this process.

4.8.7 Implication 7: Resilience of our services and infrastructure and supporting vulnerable people to cope with climate change.
Status: Neutral

The hub proposal is for a new build to enable improved delivery of services in the local community e.g. housing/library/coffee shop. The services provided are not specific to climate change, however local provision makes access easier during, for example, extreme weather events. On balance, this is a neutral impact on this implication.

Have the resource implications been cleared by Finance? Yes
Name of Financial Officer: Martin Wade

Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the LGSS Head of Procurement? Yes
Name of Officer: Gus de Silva

Has the impact on statutory, legal and risk implications been cleared by the Council's Monitoring Officer or LGSS Law? Yes
Name of Legal Officer: Fiona McMillan

Have the equality and diversity implications been cleared by your Service Contact?
Yes
Name of Officer: Jonathan Lewis

Have any engagement and communication implications been cleared by Communications?
Yes
Name of Officer: Simon Cobby

Have any localism and Local Member involvement issues been cleared by your Service Contact? Yes
Name of Officer: Jonathan Lewis

Have any Public Health implications been cleared by Public Health?
Yes
Name of Officer: Helen Freeman

If a Key decision, have any Environment and Climate Change implications been cleared by the Climate Change Officer?
Yes
Name of Officer: Emily Bolton

5. Source documents guidance

5.1 Source documents
None

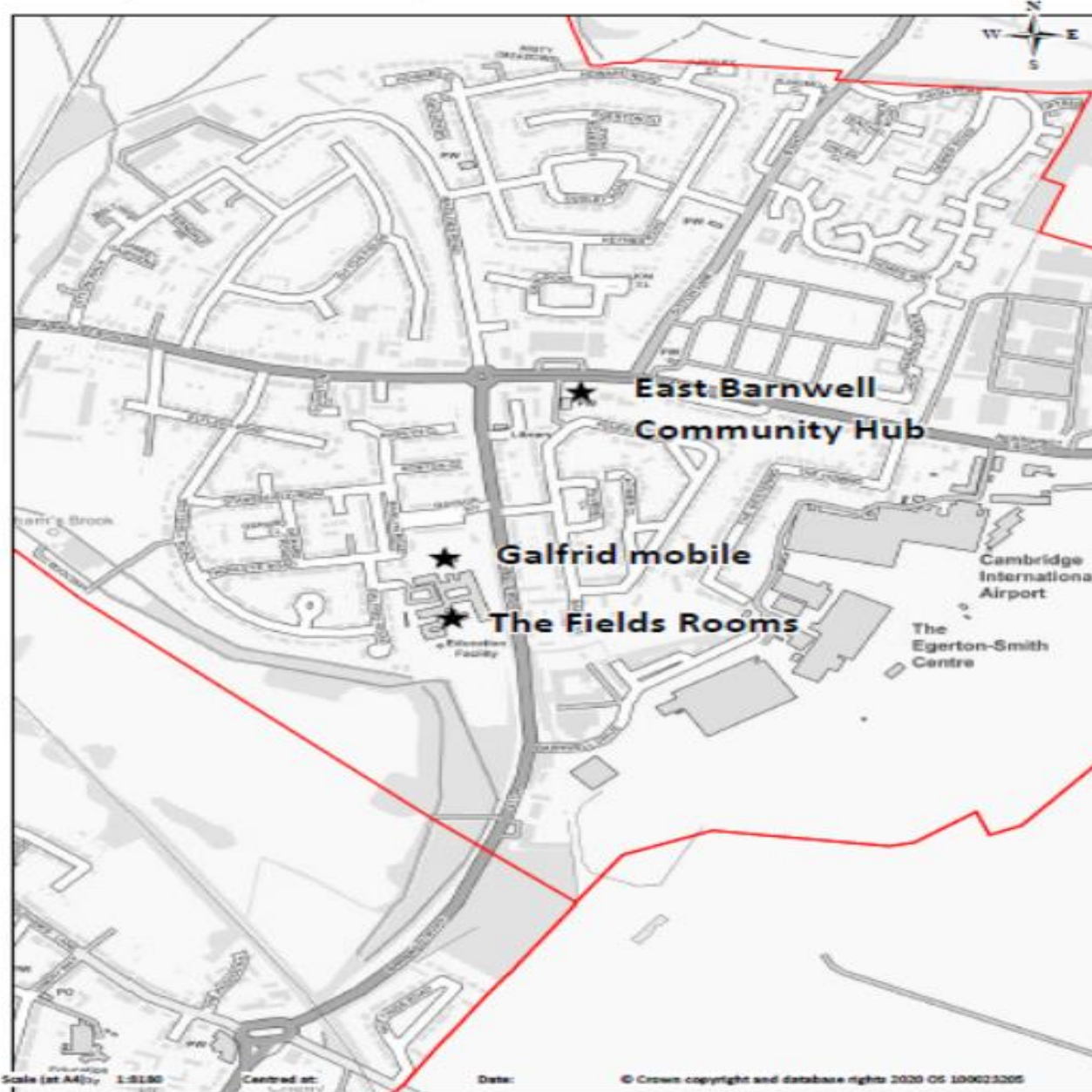
5.2 Location
Not Applicable

APPENDIX 1 MAP SHOWING LOCATION OF DEVELOPMENT AT MARLEIGH (also known as WING) AND PROXIMITY TO EAST BARNWELL COMMUNITY CENTRE AND GALFRID SCHOOL SITE



Appendix 2 Locations Map

Site Options for Early Years Provision



APPENDIX 3: SITES OPTION APPRAISAL

1. EY Provision (currently delivered by Seesaw) remains on the Galfrid site

Advantages	Disadvantages
<p>1) The mobile is five years old, so should have a 20 year lifespan, is purpose built for the delivery of EY provision and has 2 rooms which will enable the setting to expand if there were an increase in numbers locally, thus future proofing EY sufficiency needs in the ward. Many of CCC's EY providers deliver preschool services from modern mobile buildings.</p>	<p>1) Planning permission will have to be renewed for the mobile. Renewal of planning permission is a common occurrence and of limited risk of not being renewed.</p>
<p>2) The location is easier for families who have siblings at the school and allows easier transition from the pre-school to reception as children and staff can build relationships during the year.</p>	<p>2) The East Barnwell site is more central within the ward and closer for parents living on the north side of Newmarket Road.</p>
<p>3) The sessional nature of the EY provision with opening hours of 8am to 3pm, term time only is aligned with school opening times, and child drop off and pick up times</p>	
<p>4) The County Council owns the Galfrid site and has a 125 lease in place with the United Learning Trust, the multi-academy trust that manages The Galfrid School. The County Council has taken a sublease back of the preschool area.</p>	<p>3) Lease negotiations are being explored with the Trust on the opportunity to renew the lease for a longer term. This is perceived to be a low risk.</p>
<p>5) The rent and service charges are £7,500 each year.</p>	<p>4) May be politically challenging as previous discussions and consultations have included Seesaw in the new community hub building</p>
<p>6) No capital funding is required.</p>	
<p>7) The setting would not have to move again or re-register with Ofsted.</p>	
<p>8) Despite the move from a location they had occupied for 20 years Seesaw has maintained its occupancy numbers</p>	

2: EY provision (currently delivered by Seesaw) returns to the re-developed East Barnwell Community Hub site at East Barnwell

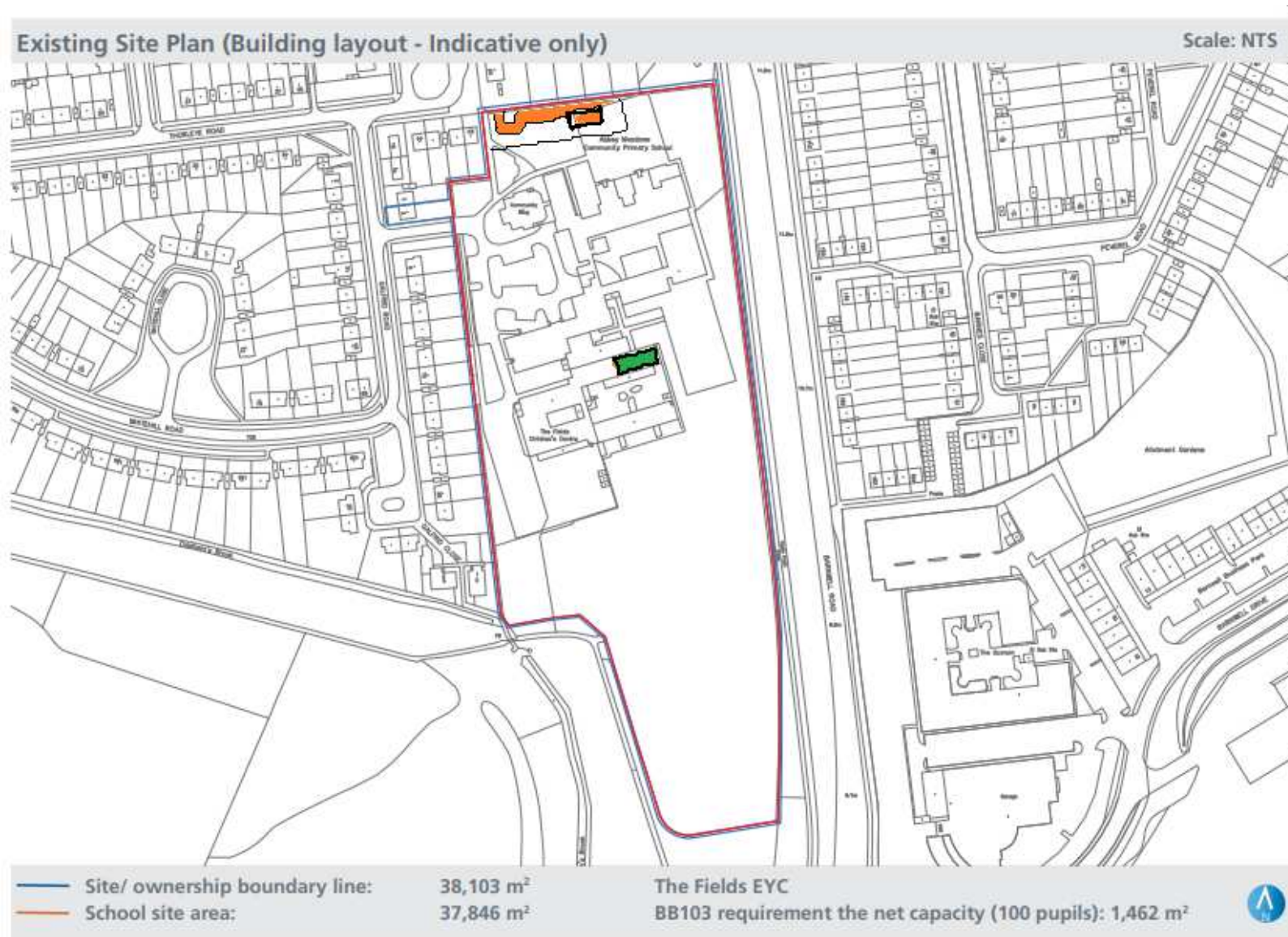
Advantages	Disadvantages
1) The geographical location of the former East Barnwell Community Centre offers provision for parents who live more locally to the centre of the ward. Approximately 75% of children attending Seesaw live north of Newmarket Road, which is a shorter journey than to the Galfrid site. However, the setting has maintained its occupancy levels since it moved from the East Barnwell location	1) Families that also have children at Galfrid school will have two drop-off and pick-up points daily
2) A permanent home and a brand-new building co-located with library and other services which will offer additional support to parents and children.	2) Smaller accommodation than available at Galfrid therefore risk that in future if number of places needed to increase there would be a risk of the Council being unable to fulfil its sufficiency duty. The Council has no control over the site and is exposed to financial risk
3) It will also potentially contribute to the success of the hub as it will encourage use of the other hub facilities – cafe, library and community areas - by parents who drop off their children at the EY setting	3) Annual rent and service charges are higher at approximately £16,600, more than double what the setting is currently used to paying
	4) An additional capital cost to the wider scheme of £450,000.00
	5) The setting would have to re-register with Ofsted. Any delay in this could jeopardise the provision of EY places

Option 3: EY Accommodation available at The Fields

Advantages	Disadvantages
1) The space is permanent build and purpose-built for the delivery of EY provision and has 2 rooms which will enable the setting to expand if there were an increase in numbers locally, thus future proofing EY sufficiency needs in the ward.	1) The rooms are at the rear of the Fields Nursery and there would be no clear identity for the EY provider and possible confusion about access for parents and the setting would have to move again.
2) The location is easier for families who have siblings at the schools and allows easier transition from the pre-school to Reception as children and staff can build relationships during the year.	2) The East Barnwell site is more central within the ward and offers choice for parents living on the north side of Newmarket Road.
3) The County Council owns the Galfrid site and can lease the space to the EY provider.	3) There are concerns about two providers operating in the same building as this has caused problems in other places.

Advantages	Disadvantages
4) The rent and service charges are likely to be lower than at the new community hub.	4) The Fields Nursery School is unlikely to support this and may impact the proposed federation with Brunswick and Colleges Nursery Schools.
5) Little capital funding is required. The cost is estimated at £60,000.	5) May be politically challenging as previous discussions and consultations have included Seesaw in the new community hub building
6) Makes good use of vacant classroom space and assists the financial viability of The Fields Nursery School.	6) Exploratory discussions are on-going regarding alternative, complementary uses of the vacant accommodation.

APPENDIX 4: THE FIELDS NURSERY SCHOOL AND GALFRID SCHOOL WHOLE SITE AREA



The area shaded orange (top) = the mobile classroom currently occupied by Seesaw

The area shaded green (bottom) = the area identified as surplus in The Fields Nursery School

APPENDIX 5: A) SITE PROPOSAL FOR THE EAST BARNWELL COMMUNITY HUB



HEALTH, SAFETY & ENVIRONMENTAL INFORMATION	
1. Health and Safety File	2. Environmental Impact Assessment
3. Construction Phase Health and Safety Plan	4. Construction Phase Environmental Statement
5. Construction Phase Noise Assessment	6. Construction Phase Air Quality Assessment
7. Construction Phase Flood Risk Assessment	8. Construction Phase Groundwater Assessment
9. Construction Phase Contaminated Land Assessment	10. Construction Phase Heritage Assessment
11. Construction Phase Biodiversity Assessment	12. Construction Phase Archaeology Assessment
13. Construction Phase Cultural Heritage Assessment	14. Construction Phase Landscape Assessment
15. Construction Phase Visual Impact Assessment	16. Construction Phase Cumulative Impact Assessment
17. Construction Phase Socio-Economic Assessment	18. Construction Phase Equality Assessment
19. Construction Phase Carbon Footprint Assessment	20. Construction Phase Sustainability Assessment

Site Plan Proposed
1:200

<p>Saunders Boston Architects 1803 VAH 05/12/20</p>	<p>Cambridge County Council East Barnwell Site Plan Proposed</p>
	<p>1:200 @A1 B</p>
<p>1803 VAH 05/12/20</p>	<p>1803 -SBA-XX-00-DR-A-503</p>

B) Internal Layout for EY provision at re-developed East Barnwell Hub

