

WARDS AFFECTED

FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:

CYP Scrutiny Committee Cabinet

7th July 2009 3rd August 2009

Children and Young Peoples Capital Programme 2009-10 to 2010-11 Sure Start Children's Centres – Phase 3 Site Options Appraisal

Report of the Strategic Director, Children

1. Purpose of Report

1.1 The Children and Young Peoples Services Capital Programme 2009/10 to 2011/12 was approved by Council on 26th March 2009. The Phase 3 Children's Centres Programme was included in "Block C", meaning that a further Cabinet approval of the detailed proposals is required before the funding is released. This approval was given by Cabinet on 11th May when it considered a report on the Sure Start Capital Strategy 2008-11; Cabinet also resolved to receive a further report on the location of the sites for the centres. This report informs Cabinet of the work undertaken on the Options appraisal and makes recommendations for the location of the five centres.

2. Summary

- 2.1 The Sure Start Capital Grant 2008-2011 is provided to the Local Authority from the Department for Children, Schools and Families and is ring-fenced for 2 purposes:
 - To deliver 5 Phase 3 Main Children's Centres
 - To improve the early years quality and access for all young children
- 2.2 A total of £1.87m is available for the Phase 3 capital development this is considerably less than for previous phases and, if split equally, amounts to approximately £360,000 for each of the five centres. Government expectations are that, wherever possible, local authorities will extend or refurbish suitable existing premises, rather than build new centres. In addition, there is now no requirement to site Phase 3 children's centres on school sites, though the consultation process still ranked school sites as amongst the most acceptable in the views of stakeholders.
- 2.3 The outcome of consultations, and the areas identified as a priority are detailed in the Children and Young People's Capital Programme Report to Cabinet on 9th March 2009. The areas identified were:
 - South Neighbourhood
- Aylestone and Knighton Fields

- North West Neighbourhood Abbey Lane/Anstey Lane
- Central Neighbourhood Charnwood/Green Lane Road
 - Stoneygate /Evington Road
- North East Neighbourhood Hamilton
- 2.4 Design Brief for Phase 3 Children's Centres:

To meet government targets for service delivery the **minimum** requirements for Phase 3 children's centres are as follows:

- Reception/ office to house a minimum of 6 staff including 1 manager and 1 reception/ administrative worker
- Cafe/ foyer/ waiting area including a kitchenette/training kitchen
- Flexible multi-purpose room large enough to hold stay and play sessions
- Confidential interview/ contact room with sink to double as health room
- Toilets
- Storage

3. Recommendations

- 3.1 Having completed a detailed options appraisal and in view of the time constraints placed upon the Local Authority by DCSF to complete the Phase 3 centres by March 2010, Cabinet is asked to approve the following options for the location of the Phase 3 Children's Centres:
 - a) South Neighbourhood

(Aylestone and Knighton Fields) - Lansdowne Neighbourhood Centre

b) North West Neighbourhood

(Abbey Lane/Anstey Lane) - Alderman Richard Hallam School

c) Central Neighbourhood x 2

(Charnwood/Green Lane Road) - Highfields Sure Start, St Saviours Link site

- d) (Stoneygate /Evington Road) Mayfield Family Centre
- e) North East Neighbourhood

(Hamilton) Kestrels' Field School

- 3.2 If the former Mayfield Children and Family Centre site is approved for future use as a Children's Centre, then Cabinet is asked to:
 - a) Approve the application of CYPS revenue funding towards the on-going capital programme scheme at Barnes Heath House (estimated at £455,000, pending completion of works), to offset the planned contribution from capital receipts arising from the originally proposed sale of the former Mayfield Centre.

- b) Approve a proposal to transfer £100,000 from the CYPS Capital Programme to the Corporate Programme, to compensate for the potential loss of capital receipts to the Corporate Programme from the retention of the Mayfield site.
- c) Formally agree to retain the Mayfield site, rather than to continue to offer it for sale.

4. Report

4.1. Site Options Appraisal

This option appraisal should be seen in the context of the long-term capital strategy for children and young people, particularly the primary school element. Some proposals are made in the short term whilst awaiting the conclusion of the phased primary capital strategy. This is particularly the case for the Hamilton option.

4.2 **South Neighbourhood**:

The South Neighbourhood combines some of our most disadvantaged SOAs with some of our least. This Neighbourhood has the greatest number of children under 5 and covers a significant geographical area. It is proposed to place a Phase 3 Centre in the Aylestone area that will also service families living in Knighton Fields. There will also need to be linked site service provision in the Clarendon Park area of the city.

Aylestone/ Knighton Fields

Option	Viability	Delivery Issues
Granby Primary	Not viable	 Explored as a first option No potential to refurbish or extend due to constraints on space
Montrose Primary	Not viable	May be possible to build-in a children's centre space when school is rebuilt under Primary Capital Programme, but this would not meet current government timescales
Aylestone Library	Not viable	Insufficient space
Children's Resource Centre/ PLA	Not viable	Insufficient space
Aylestone Leisure Centre	Limited Potential	 Site not ideal Difficult to establish identity as a Children's Centre – limited space available that is scattered throughout the building Creating separate Children's Centre access would be costly and poorly located at the back of the building
Aylestone Hall Outbuildings	Not viable	Not suitable for conversion
Lansdowne	Preferred	Strengths:

Neighbourhood Centre	Option	 Ideal location to serve children and families in this part of the south neighbourhood Excellent potential for refurbishment as a Children's Centre with existing outdoor space and car parking Existing building has a significant history over the years as a community resource for local families and children This site would enable the children's centre to be located alongside the city-wide Pre-School Learning Alliance (PLA) base and LCC's own Children's Resource Centre This site would be deliverable within the existing capital resource envelope Liaison has taken place with Community Services regarding change of use whilst still providing for community use of the building in the evenings and weekends when not in use by the Children's Centre. Premises costs for such use would be supported by funding from Community Services.
		 Negotiations had been taking place for some time with the Church of the Nativity with a view to transferring to community ownership. Discussions took place between Local Authority Officers and Church representatives about the potential for a partnership approach. Members of the Church felt impelled to withdraw as the space available to them in a joint project would not meet their original requirements and they could not meet the required timescales. They are aware that the centre could be made available for their use in the evenings and weekends but feel they have had no choice but to withdraw and remain unhappy with this decision. The external stonework to the building is in need of repair. The costs of these repairs were identified in future work planning from the Corporate Maintenance Fund. Funding for this will

4.3 Central Neighbourhood

The Central Neighbourhood is a relatively small geographical area with high numbers of children and the highest neighbourhood level of disadvantage. The neighbourhood currently only has 1 Children's Centre and a linked site. Due to the numbers of children and levels of deprivation DCSF expects that an additional 2 Children's Centres will be delivered in this neighbourhood. The numbers of children can be equally split between 3 centres as they would be likely to be within walking distance of each other. However,

continue to be pursued.

some services which are provided in additional community venues will remain, so as to be as accessible as possible to all communities.

Charnwood/Green Lane Road

Option	Viability	Delivery Issues
Merlyn Vaz Health Centre	Not viable	Shared clinical areas, seminar rooms and health promotion area bookable but unable to dedicate any space to a Children's Centre
Charnwood Walk Shop Front	Not viable	Insufficient space
Humberstone Health Centre	Not viable	Group room only available for booking
Shenton Primary	Limited potential	 Insufficient space to house all services Some potential for outreach delivery space
Spence Street Sports Centre	Not viable	 Initially considered viable, although not ideal Some areas subject to long-term lease Right of access for lorries untenable with children's centre access Difficult to establish identity as a Children's Centre Creating separate Children's Centre access would be costly
Spinney Hill Primary	Potentially viable	 This site had been considered for a Phase 2 Centre in the Community Wing. Despite plans being approved and efforts made to resolve issues on the joint use of space, this option had to be abandoned due to Government timescales and another site developed instead. The same issues remain in relation to a Phase 3 Centre and have been compounded by the recent loss of a mobile unit which has reduced any available space even further
St Barnabas Primary	Not viable	 No space in school Adjoining church Grade 2 listed – costs to redesign/ refurbish prohibitive

West Humberstone Community Education Centre	Potentially viable	 Viable in terms of space Wrong location for Central Neighbourhood
St Saviours Sure Start Link Site (Sacred Heart Primary)	Preferred Option	Ideal location to serve Charnwood and Green Lane Road communities High standard of existing building - minimal internal refurbishment needed, which is within the capital programme cost envelope Approval in principle given by DCSF consultants for building to be remodelled and designated as a centre in it's own right Capacity to develop existing good working relationships with Sacred Heart Primary Building already used to deliver children's centre services in the locality Building leased to LCC by RC Diocese of Nottingham - permission in principle granted for alterations to take place Potential to improve signage and pathway for existing building Challenges: Time delays are already impacting upon legal agreements with the diocese to carry out the works. The time periods are currently being renegotiated by legal services at a cost to the capital programme.

4.4 Stoneygate / Evington Road

This area has presented the greatest difficulty in locating a suitable site, as there are virtually no viable buildings that meet the ranked criteria particularly in relation to serving the most disadvantaged and more affluent areas of the city.

Option	Viability	Delivery Issues
Medway Primary School	Very limited potential	Placing modular build, or mobile unit on school grounds was ruled out as valuable outdoor space would be lost on what is a very tight site. Potential for a very small extension but this would not meet the minimum requirements for service delivery space. There would also be issues of

		safeguarding to address in terms of the Children's Centre requirements for open access given the particular location of the proposed extension within the school building. No parking – a small number of spaces are essential, particularly for health staff with equipment to carry in order to meet PCT Health and Safety requirements.
Former Medway Centre, St Stephen's Road	Very limited potential	 Far from ideal, as rooms/ spaces all very small No capacity for large multi-purpose area No parking – some spaces needed for eg health staff with equipment to carry Costs of installing lift prohibitive
MKA Community Centre 1 Connaught Street	Good potential for outreach services	Strengths Good location to serve Spinney Hill Community Well used community facility Energy efficient building Large upstairs room accessible by lift Tenants and Residents Association based in the building. Police Surgeries held there regularly Good opportunities for partnership working. Weaknesses: Whole building is potentially on offer but rental costs would be prohibitive. The MKA would prefer to make space available on a room hire basis rather than give up the whole building. Building is heavily used by a number of community groups including daycare for the elderly and education. If the Children's Centre were to have the whole building this would impact on these community groups who would be relocated to other venues. No parking available Lack of outdoor space
Raza Centre 28a Eggington Street	Not viable	Strengths: • Reasonable location

		Weaknesses:
		 Building would not lend itself to the design brief of a children's centre and would require rebuilding which would be prohibitive due to cost.
		No parking
Mayfield Family Centre	Option 1	Strengths:
	Preferred Option	 Ideal location to serve families in the Spinney Hill and Evington Road communities Added potential to serve families in the Stoneygate and Clarendon Park areas, who would otherwise not benefit from Phase 3 Capital building due to higher levels of affluence Excellent, secure outdoor play provision. Added potential to function as a children's centre training and development resource by hosting city-wide events, given the size of the building, central location and inbuilt car parking Added potential to host greater numbers of partner agency staff than predicted such as health visitors and midwives including the 13-19 integrated services team. Would complete provision for the city centre along with the MyPlace development. As a former Family Centre, this site has the potential to deliver a flagship Children's Centre which meets the needs of a number of different communities with limited capital investment
		Challenges:
		 The centre was closed as a family centre in 2007. The rationale was that the centre had a low usage rate for children in need of safeguarding services. This was due to the location. The remaining services for disabled children relocated to Barnes Heath House so that both day and residential care could be provided together. A children's centre aims to serve all local families rather than just those in need of safeguarding and so will not encounter the same challenges. At the start of Phase 3 Programme,

		 Mayfield Family Centre was unavailable as it had been sold subject to contract. This sale did not go ahead. Capital receipts from the intended sale are earmarked for the refurbishment of Barnes Heath House Children's Home and work commenced in advance of the sale, as approved by Cabinet on 18th February 2008. The Phase 3 Team was very recently advised that the sale had not progressed, with a possibility that it may not complete, and therefore visited the site to assess potential. Refurbishment is within the scope of the Phase 3 Capital Funding, but there would be no surplus to offset the loss of capital receipts from the intended sale that would have to be found by Children's Services.
Uplands Primary School	Option 2	 Possibility of joining up with Classroom Replacement Programme. The school and governors are keen to have a children's centre on the school site. Challenges: The classroom replacement is due to commence over the summer, which would not meet the Children's Centre timescales as we would be unable to go on site at the same time. Children's Centre services would have to go upstairs – access for parents with pushchairs and disabled people restricted Costs of installing lift prohibitive without contribution from Primary Capital Funds Costs of strengthening foundations to support upper floor prohibitive without contribution from Primary Capital Funds There could be potential for further negotiations to take place with regards to the Children's Centre being located on the ground floor, however, this would require a delay in the planned build over the summer period. No parking – some essential spaces needed for health staff with equipment to

	 carry The site is not ideally located as it is too close to the existing Highfields Children's Centre at Barnard Close and is not in the
	heart of the community to be served.

4.5 North West Neighbourhood

The North West Neighborhood has current geographical gaps in provision in both the north and south of its region. It is proposed to resolve this by placing a third Children's Centre in the south of the neighborhood where the greatest number of children not currently served reside, and provide a link site for the north of the neighborhood at Heatherbrook Primary through Beaumont Leys Children's Centre.

It is also intended that this Children's Centre will provide outreach services to smaller numbers of children and families living in the Woodgate/Sanvey Gate area. Options for a centre in the Woodgate/Sanvey Gate area were explored, but there were no sites identified which could provide more than a room for outreach purposes.

Abbey Lane/Anstey Lane

Option	Viability	Delivery Issues
Fosse Primary	Not Viable	 Constraints on space No room to extend or refurbish No parking – some spaces needed for eg health staff with equipment to carry
Slater Primary	Not viable	 Constraints on space Minimal space could be made available for occasional outreach services/ staff meetings
Abbey Park Lodge	Not viable	Insufficient spaceUnsuitable for conversion
All Nations Centre	Very limited potential	Difficult to establish an identity as a children's centre as space available is limited, would need to be booked, and is spread throughout the building
St Margaret's Church	Potentially viable	 Not big enough to house all services Potential for some outreach services Wrong location to serve numbers of children No parking – some spaces needed for eg health staff with equipment to carry
Woodgate Resource Centre	Very limited potential	 Not big enough to house all services Bookable space available
Newfoundpool	Limited	Wrong location to serve numbers of children

Neighborhood Centre. Woodgate Adventure Playground	potential Not viable	 Limited space available but upstairs - access for parents with pushchairs and disabled people severely restricted Costs of installing lift prohibitive No space available
Alderman Richard Hallam Primary	Preferred Option	Strengths: This site is in a good location to serve families in Abbey Lane/ Anstey Lane as well as Sanvey Gate/ Woodgate areas Land on the school site identified as the only potential site for the development of a Children's Centre which would meet the need of both areas Existing childcare and after-school provision located on site Outline agreement secured with the Governing Body, who are committed to joint working and positive about the potential development
		 Challenges: No space available in the school for refurbishment and no capacity to extend It is therefore proposed to put a small new build centre on the site, which is achievable within the capital envelope Outreach services will need to be delivered to children and families in the Sanvey Gate Woodgate area through a number of smaller venues.

4.6 North East Neighbourhood

The North East Neighbourhood provides the greatest challenge in terms of geographical area. Two out of the three existing centres in this neighbourhood serve outer city estates, which makes travel between centres more difficult. The overall level of deprivation is high and the full service offer is required.

The Hamilton area was identified as a priority due to the geography of the neighbourhood, the increase in social housing, hidden deprivation identified by health services and schools, and plans for extensive future housing in the area. The existing Children's Centres are not easily accessible to Hamilton families, particularly to those families in greatest need.

Hamilton

Option	Viability	Delivery Issues
Hamilton Library	Potentially viable if building was extended	 Construction of building would make extension awkward Extension would be unlikely to be big enough to house all services without taking up most of garden space This could not be achieved within Government defined timescales
Hill Top Surgery	Not viable	No space available
Hope Hamilton CofE Primary	Not viable	 Constraints on space and location not ideally situated
Tesco Site	Not viable	Options for children's centre build using Section 106 monies considered, but ruled out by Together for Children (Government Consultants) due to timescales
New Gateway College (opens Sept 2009)	Potentially viable	Could not be achieved within the required timescales, although may be possible to negotiate shared use of space in future
Humberstone Infant and Humberstone Junior Schools	Not viable	 Constraints on space Location Not ideally situated to serve numbers of children
Kestrels' Field Primary	Preferred Option	 Good location for numbers of children Kestrels' Field is due to be rebuilt as part of the Primary Capital Programme in 2-3 years time to cater for increasing numbers of children in the area Proposed option involves the relocation of a modular building, which would be fully refurbished to meet the design brief and would be located next to the main school. Outline agreement secured with the Governing Body, who are committed to joint working and positive about the potential development Challenges: A modular building would not be the first preference but is achievable with the capital available When main school is rebuilt, the children's

centre could expand into parts of the
existing building eg current hall and
foundation stage areas

4.7 Ward Councillor Consultation

4.8 28 councillors from wards affected by proposals for Phase 3 Children's Centres were invited to small consultation sessions to give their views on options for sites in their area. Attempts were made to ensure each session met the requirements of councillors in terms of timings and their ability to attend. A total of 6 councillors attended 6 sessions and discussion took place with a further 2 councillors. Each of the areas was represented by at least one member.

4.9 Abbey Lane/Anstey Lane

The preferred site option at Alderman Richard Hallam Primary School was fully endorsed.

4.10 Charnwood/Green Lane Road

The preferred site option at the St Saviours Sure Start link site (Sacred Heart Primary School) was fully endorsed. This was considered by Councillors to be a sound and realistic option but that attention be given to signage and the entrance/pathway.

4.11 Hamilton:

The preferred site option at Kestrels' Field Primary School was fully endorsed in terms of being the best location, this factor is the primary rational for choosing this site over and above that of the other schools in the area. The Councillors expressed strong reservations about the proposal to temporarily house the Children's Centre in a fully refurbished modular building for approximately 2 – 3 years. It is important to note that this is within the context of a longer-term outline agreement with the primary capital programme that would allow the designated Children's Centre at Kestrels' Field to move into the existing school building once the Primary Strategy Programme has been instigated. Outline plans for the modular build, which would provide a floor area that meets the minimum requirements of the design brief for Phase 3 Children's Centres, were shared with councillors at the session.

- 4.12 Councillors proposed that an approach be made to use an existing faith/community building on Waterside Road that had not previously been flagged up to the development team. Whilst this is not ideally located it may have potential to be an outreach site linked to the main Children's Centre and will be explored for such future use.
- 4.13 A query was also raised about the potential for the use of Section 106 funding from the sale of land in the area to support a new build on the Kestrels' Field site. This has subsequently been re-explored and ruled out as the timescales remain prohibitive.

4.14 Aylestone/Knighton Fields

The preferred location was fully endorsed as the only option for the Children's Centre site. Concern was expressed by the Councillor who attended, that the Children's Centre on the Lansdowne site, wherever practicable, must be made available to wider community use to serve the needs of the Aylestone area. Such use by the wider community fits in with the Children's Centre ethos and is also a feature of existing Children's Centres already operating across the city. Agreement has been reached with Community Services to underwrite any revenue implications that arise from such wider community use.

4.15 Stoneygate/Evington Road:

Both options were considered by councillors who unanimously regarded the retention of the Mayfield Family Centre site and its development as a Phase 3 Children's Centre, as an excellent proposal. The potential of the site to function as a city-wide resource for the children's centre network was particularly highlighted by councillors.

4.16 In addition, concern was expressed about the need to find sites for the delivery of outreach services in the Stoneygate ward. This has been noted by the project team and the opportunities for working in partnership with voluntary sector, faith communities and local primary schools will be explored.

4.16 **Conclusion:**

Development of the Phase 3 Children's Centre Programme presents the Local Authority with a significant challenge. However, once complete, the programme will create a viable infrastructure for the delivery of universal services to all parents of young children in the city. Legislation is currently progressing through the parliamentary system to ensure the future of Children's Centres as a statutory service, which will protect service delivery from these centres for the minimum period of 25 years required by government.

- 4.18 Proposals for the final five centres have been difficult to develop but need to be seen within the wider context of a longer-term capital programme for the Children and Young People's Service that will ensure services are provided across a range of neighbourhood venues. Work to ensure that universal services are available to children and families in those areas of the city that are not close to a main children's centre building is already ongoing across all neighbourhoods.
- 4.19 Cabinet are asked to note that the recent proposed sale of the Mayfield Family Centre did not complete and it is now about to be placed back on the market. If Cabinet is minded to agree Option 1 (Mayfield) for the Stoneygate/Evington Road area, it is particularly asked to note that a decision was made at Cabinet on 23rd July 2007 to agree the sale of Mayfield Family Centre. A further report on 18th February 2008 agreed the following:

RESOLVED:

- (1) that the addition of the Barnes Heath House scheme to the Capital Programme, to be funded by the amount recommended in the report, be approved.
- (2) that the use of Prudential Borrowing, should expenditure on the scheme be financed from the sale of the Mayfield site occur before the capital receipt is received, be approved.

- (3) that the Corporate Director of Children and Young People's Service be authorised to commence the scheme at Barnes Heath House.
- (4) that funding for the proposed scheme be increased by up to £175,000 in the event that the receipts from Mayfield Children and Family Centre exceed £400,000.

5. Financial Implications

The Phase 3 Children's Centre Programme will be funded by Sure Start grant from the Government of £1.87m. This is sufficient to fund the works proposed in this report.

However, if the former Mayfield Children and Family Centre were to be used for the Stoneygate/Evington road centre, then a capital receipt would be foregone as the site would not be sold as had been planned. The latest valuation is between £600,000 and £800,000, although market values are currently difficult to assess. The costs of retaining the site pending sale are in the order of £25,000 p.a. for security, essential maintenance, rates, etc. Cabinet has previously approved the earmarking of between £400,000 and £575,000 from the capital receipt towards funding the cost of works at Barnes Heath House, to improve services for disabled children and their families. These works are underway, and the actual forecast costs require a contribution from capital receipts (or replacement funding) of £455,000.

If Members are minded to use the Mayfield Site as a Children's Centre, then the contribution from the Mayfield capital receipt to the Barnes Heath House works could be offset by revenue funding not fully committed in 2009/10 pending the completion of the Children's Centre construction programme, together with monies set aside in previous years for potential clawbacks and matched contributions against external grant funding. There would be no direct implications for current service provision. It should be noted that a loss of capital receipts to the Corporate Programme would occur; hence it is proposed to transfer £100,000 from the CYPS Capital Programme to the Corporate Programme, to compensate for the potential loss of capital receipts to the Corporate Programme from the retention of the Mayfield site.

Colin Sharpe, Head of Finance and Efficiency, CYPS, ext. 29 7750

7. Legal Implications

This report is about the in principle siting of future phases Children's Centres. Comments are therefore limited to this and do not extend to construction, operational and service lease issues.

Before proceeding in detail with delivery a title check should be undertaken with legal services to check boundaries, third party interests, etc. As stated in the report, one of the sites is leased to the Council. There are also current providers with leasehold interests and these will have to be terminated.

The feasibility exercise will no doubt have looked at the requirement for school premises and buildings and the protection of playing fields.

Joanna Bunting Head of Commercial & Property Law x 29 6450

8. Other Implications

OTHER IMPLICATIONS	YES/NO	Paragraph References within this report
Raising Standards	yes	The centres will enhance childrens learning outcomes
Equal Opportunities	yes	Access to services
Policy	yes	Invest in our children
Sustainable and Environmental	yes	Capital programme
Crime and Disorder	no	
Human Rights Act	no	
Older People on Low Income	no	

9. Background papers

Report of Corporate Director CYPS 18th February 2008 Report of Corporate Director CYPS 23rd July 2007 Children and Young Peoples Capital Programme Report 9th March 2009

10. Consultation

Consultee	Date Consulted
Stakeholder Events x 2, 56 attendees Head of Finance and Efficiency, CYPS (Colin Sharpe)	11 th November 2008 24 th April 2009
Rob Thomas, Interim Head of School Organisation and Strategic Information, CYPS	24 th April 2009
Steve Goddard, Head of Community Services Adults and Housing	Nov-April 2008/9
Local Councillors in Phase 3 areas	5 th /6 th /7 th May 2009

11. Report Author/Officer to contact

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Key Decision	Yes
Reason	Is significant in terms of its effect on communities living or working in an area comprising more than one ward
Appeared in Forward Plan	Yes
Executive or Council Decision	Executive (Cabinet)