



Glasgow City Council

Report by Executive Director of Education

Contact: David McClelland Ext:75460

**Early Learning & Childcare Expansion Capital Investment Programme –
Response to Consultation**

Proposal

To establish a number of new nursery establishments in locations across the city as part of the Scottish Government's commitment to increase the statutory entitlement to 1140 hours by August 2020.

Consultation was undertaken on proposals in the following neighbourhoods:

- Bellahouston, Craigton and Mosspark
- Broomhill and Partick West
- Govanhill
- Greater Govan
- Haghill and Carntyne
- North Cardonald and Penilee
- Tollcross and West Shettleston
- Yoker and Scotstoun

Ward No(s): 4, 5, 6, 8, 12, 13,19 Citywide:

Local member(s) advised: Yes No consulted: Yes x No

1. Background

- 1.1. In 2017, the Scottish Government published the '*Blueprint for 2020*', outlining proposals to deliver on the previously announced policy commitment to increase the statutory entitlement for early learning and childcare (ELC) from 600 to 1140 hours by August 2020. The *Blueprint* sets out requirements for local authorities to seek to deliver a service which prioritised quality, affordability, accessibility and flexibility.
- 1.2. In September 2017, Glasgow City Council submitted detailed plans to the Scottish Government, setting out proposals to deliver 1140 hours of statutory hours by August 2020. Our vision focusses on delivering the requirements set out in the *Blueprint*, with ELC settings moving to becoming all day, all year services, maximising choice and flexibility for parents and making better use of our resources and estate.
- 1.3. The Scottish Government confirmed on the 1st May 2018 that a capital award totalling £44.130m would be provided to undertake estate related projects in line with the expansion plans. The offer of £44.130m was predicated on being used for specific works associated with the expansion plans. It does not make financial provision for investment outwith the scope of funded eligibility i.e. 3 and 4 year olds and eligible two's.
- 1.4. Since the Scottish Government first announced the expansion programme, significant work has been undertaken to prepare information and develop Glasgow's response to the expansion plans across a wide range of workstreams, encompassing workforce, quality, communications, and partnership delivery. Property has been one of those key workstreams. Detailed analysis of ELC provision has been undertaken across the city, comparing demand (number of children and families) to supply (statutory places across all providers), to ensure that capital is allocated where most required. This exercise has identified specific communities across the city, requiring additional physical capacity to deliver the increase in statutory hours.

2. Consultation Process

- 2.1 Education Services carried out a non-statutory consultation during November. A brief summary of the proposals is given below:
 - Bellahouston, Craigton and Mossbank – a new nursery to be co-located with Hazelwood School
 - Broomhill and Partick West – a new nursery to be located on the site of the former Broomhill Primary Annex
 - Govanhill – a new nursery located in the grounds of Cuthbertson Primary School
 - Greater Govan – a new nursery in a re-purposed building and a new GME nursery in the grounds of the new Govan Annex GME primary school
 - Haghill and Carntyne – a new nursery to be located near Carntyne Health Centre (Hogarh Park)

- North Cardonald and Penilee – two options are offered: the first a new nursery located in the grounds of St George’s Primary School and the second the re-purpose of a former GHA building.
- Tollcross and West Shettleston – a new nursery in Tollcross Park
- Yoker and Scotstoun – a new nursery in the grounds of St Paul’s (Whiteinch) Primary School

2.2 The consultation ran for four weeks from Monday 5th November 2018 to Sunday 2nd December 2018. The consultation documents were issued to a wide range of stakeholders and interested parties. As per previous consultations, it was placed on the Council’s consultation hub on the web-site and advertised through the Council’s social media channels. Stakeholders were invited to respond through email, by letter or on the telephone.

3. Response to the Consultation

3.1 The Council received 37 responses to the consultation across the various proposals. Only the Haghill and Carntyne proposal did not receive any responses. An analysis of the responses is included below. Education Services has provided responses to some of the detailed points. More general points are responded to in section 4.

| Table 3.1.1 – Analysis of Consultation Responses |
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| <p><u>Of the 37 responses:</u></p> <p>1 was for Bellahouston/Craigton/Mosspark 7 were for Broomhill/Partick West 9 were for Govanhill 7 were for Govan 5 were for North Cardonald/Penilee 4 were for Tollcross/West Shettleston 2 were for Yoker/Scotstoun 2 were Glasgow-wide responses Zero responses were received for Haghill/Carntyne</p> |
| <p>The one response for Bellahouston/Craigton/Mosspark</p> <p>Raised concerns about the loss of a potential valuable resource for Hazelwood School and highlighted issues about increased traffic in and around the school itself.</p> |
| <p>Response from Education Services</p> <p>The current area is not being used and requires significant investment. This development offers an opportunity for improved nursery facilities to be developed for the pre-school children who currently attend Hazelwood School. This would free up additional space in Hazelwood School which could be re-purposed for the benefit of Hazelwood School school-age pupils. Should this proposal go ahead an analysis of traffic would be undertaken and</p> |

solutions sought to minimize the impact.

Of the seven responses received for Broomhill/Partick West

Four responses raised concerns about the impact on partner providers as a reason to be against the proposal, indicating that partner providers had the ability to accommodate more children.

One response raised concerns about the consultation process and the analysis of the availability of space in other local nursery settings.

Three responses supported the proposal, highlighting the lack of alternate provision across the wider community and the benefits a new setting would have.

N.B. Total number of responses above is greater than the total as some respondents highlighted more than one reason.

Response from Education Services

We recognise that there is some additional capacity in partner providers. However, given the increase in hours which will be needed across the area, our assessment remains that a new nursery would support families in the area, particularly working families.

As already stated, the consultation process is non-statutory but has been widely communicated across the city. In order to maintain consistency across the city, the figures were based on 2017 data.

Of the nine responses received for Govanhill

Five responses stated that the loss of the outdoor pitch as the proposed site would impact on the opportunities for children attending Cuthbertson Primary School given the lack of suitable alternative outdoor space.

Four responses questioned the need for the continuing operation of Cuthbertson Nursery Class if the proposal was developed, with the proposal allowing space to be returned to the primary school.

One response raised concerns about the impact on partner providers, suggesting that the additional demand could be accommodated in alternate partner providers without the need for additional capital investment.

N.B. Total number of responses above is greater than the total as some respondents highlighted more than one reason.

Response from Education Services

The available data on demand shows that there is a need for increased capacity in the Govanhill area. There is a lack of alternative sites in the locality and families in the area do not tend to want to travel outwith the locality to access early learning and childcare.

We recognise that the school will have concerns about the reduction in the

outdoor space for the school. Further discussions will take place with the school and the Parent Council on how we can mitigate against this reduction. Should this proposal go ahead, there would be no need for a nursery class in the primary school and this space would be available for the school.

Of the seven responses received for Govan

Six responses supported the proposed development of a GME setting alongside the new primary school. It was noted that this would help alleviate pressure on the existing GME provision at Sgoil Araich Lyoncross. One response raised concerns about the consultation process and the analysis of the availability of space in other local nursery settings.

N.B. Total number of responses above is greater than the total as some respondents highlighted more than one reason.

Response from Education Services

As noted above, in order to maintain consistency across the city, the figures were based on 2017 data.

Of the five responses received for North Cardonald/Penilee

Four responses supported Option B as outlined in the consultation. The responses noted that the development of a second site would maintain the outdoor space at the adjoining primary school and reduce disruption. One response of the four also supported Option B as providing an alternative site for families to use in the local area.

One response did not express an opinion but instead suggested a public meeting in relation to the school grounds being used before any final proposals were made.

N.B. Total number of responses above is greater than the total as some respondents highlighted more than one reason.

Response from Education Services

As noted in the consultation document, the building in option B is in private ownership. We will now engage further with City Property to explore options which would enable a nursery to be established in a re-purposed building. This option would offer Education Services best value as the potential costs are less for a re-purposed building than a new build.

Of the four responses received for Tollcross/West Shettleston

Two responses supported the proposal, noting the opportunity to integrate services in to the park.

Two responses highlighted concerns about the limited range of provision for 0-2 year olds across the extended community.

One response raised concerns about the lack of provision in neighbouring communities, noting the lack of local authority provision across the Mount Vernon, Garrowhill and Baillieston local areas.

N.B. Total number of responses above is greater than the total as some respondents highlighted more than one reason.

Response from Education Services

As noted in another response, the capital funding is to support the expansion of 1140 hours for 3 and 4 year olds and eligible 2s. Section 4.6 provides more detail on the points raised.

Of the two responses received for Yoker/Scotstoun

Two responses raised concerns about the proposed site for the nursery, highlighting that alternative areas should be considered. One response specifically raised concerns about the impact of the proposal on neighbouring properties and limited access routes.

N.B. Total number of responses above is greater than the total as some respondents highlighted more than one reason.

Response from Education Services

Concerns about the site were also raised by members of the local Area Partnership at their meeting. Education Services acknowledges these concerns and further work is being carried out exploring alternative sites.

Of the two responses received Glasgow-wide

One response raised concerns about the lack of sites proposed for the North East of the city. One response was broadly supportive of the expansion of nursery provision in areas across the city but raised concerns about the impact on partner providers who haven't been able to access capital grants from the Council. One response questioned whether further capital work was intended, particularly whether investment would be made in existing settings.

N.B. Total number of responses above is greater than the total as some respondents highlighted more than one reason.

4. Response to the Issues Raised in the Consultation Responses

- 4.1 Issue: New developments will have a significant impact on partner providers within local communities.

Response: During the data analysis exercise, the areas included within the consultation were identified as requiring additional nursery capacity to ensure the delivery of the statutory 1140 hours of entitlement by August 2020. This data analysis included the existing partner provider capacity and, where provided, the potential future capacity. Whilst the Council will make the capital investment, where the proposals are being taken forward, no decisions have yet been taken on whether the nursery will be run by the Council or by partners. We already have examples, such as Indigo Childcare in Castlemilk, where a social enterprise provider uses the Council building to run the service. Education Services' plans to make opportunities available for partner providers to seek to run certain services where possible. Further information on this process is outlined in section 5.

- 4.2 Issue: Lack of information in the consultation about capital investment in existing nursery settings across the city.

Response: Given the scale of the Council's nursery provision (110 individual settings), there is a wide range of refurbishment and repurposing projects being undertaken across the city. These vary from small scale renovation works to existing spaces to larger, refurbishment and repurposing works to increase the registerable space in settings. Given the large number of projects planned and being taken forward, the consultation only focused on new builds and larger repurposing projects.

- 4.3 Issue: The proposed development would replace outdoor space at the school (Govanhill).

Response: A study of available space within the Govanhill area was undertaken to find a suitable site in the local area. Given the pressures on available space, the plot next to Cuthbertson Primary was considered. It is recognised that this space continues to be used by the school and, should this proposal be taken forward, further discussions will take place with the school as to how the available play area could be enhanced for the school pupils.

- 4.4 Issue: The relocation of Cuthbertson Primary Nursery Class in to the proposed new setting.

Response: Should the proposed development go ahead, there would be no need for a nursery class in Cuthbertson Primary School. The current space used by the nursery would become available for the school.

- 4.5 Issue: Lack of suitable 0-2 provision within the local area (Tollcross/West Shettleston)

Response: As with the current 600 hours of entitlement, the increased 1140 hours will only be available to 3 and 4 year olds, along with eligible 2 year olds. The capital investment which has been made available from the Scottish Government is designed to meet the above commitment, not to provide increased places for under 2s.

- 4.6 Issue: Lack of local authority provision within Mount Vernon, Garrowhill and Baillieston.

Response: The Council recognises the ongoing demand for nursery places within the above areas and will continue to monitor this through subsequent data analysis exercises. There are a number of partner providers operating throughout the above neighbourhoods offering funded places for children who are entitled to free early learning and childcare.

- 4.7 Issue: Inappropriate site for the Yoker/Scotstoun nursery development.

Response: The proposal for a nursery next to St Paul's (Whiteinch) Primary School is not recommended to go ahead. Further work is being done to consider other potential sites, for example, near Yoker Sports Centre. Another proposal will be developed with further local consultation.

5. Future Operating Model – Partner Providers

- 5.1 As part of the expansion programme, the Council is seeking to explore innovative delivery models, whereby a capital investment will be made by the Council, with the operation of the building and site undertaken by a partner provider. The Council has carried out a pilot of this model at the recently completed Southbrae Centre and Garrowhill, where a third sector provider is currently letting the space to operate a partnership nursery and out of school care service.
- 5.2 We have now established a model, which would enable partner providers to expand into high quality space, working in partnership with the Council. It is anticipated that this would alleviate concerns raised about new build nursery settings impacting on existing partnership nurseries.
- 5.3 The national guidance on capital funding for ELC expansion permits investment in partner settings where this demonstrates best value in meeting the increased statutory provision.
- 5.4 Council investment in community assets and affording partners an opportunity to operate offers a meaningful response to concerns related to risk, sustainability of partner provision, exposure to State Aid limitations and enhancing choice and flexibility for parents and carers.

6. Summary Response

- Bellahouston, Craigton and Mosspark – a new nursery to be co-located with Hazelwood School

Further work will be done on the suitability of the available space to ensure that Education Services maximises the opportunity offered here.

- Broomhill and Partick West – a new nursery to be located on the site of the former Broomhill Primary Annexe

This proposal will be taken forward.

- Govanhill – a new nursery located in the grounds of Cuthbertson Primary School

This proposal will go ahead with further discussions to take place with the Parent Council and headteacher of Cuthbertson Primary School on steps to be taken to mitigate against the potential loss of outdoor space.

- Greater Govan – a new nursery in a re-purposed building and a new GME nursery in the grounds of the new Govan Annexe GME primary school

Both these proposals will be taken forward.

- Haghill and Carntyne – a new nursery to be located near Carntyne Health Centre (Hogarh Park)

This proposal will be taken forward.

- North Cardonald and Penilee – two options are offered: the first a new nursery located in the grounds of St George's Primary School and the second the re-purpose of a former GHA building.

Option B will be taken forward, i.e. the repurposing of the vacant building.

- Tollcross and West Shettleston – a new nursery in Tollcross Park

This proposal will be taken forward.

- Yoker and Scotstoun – a new nursery in the grounds of St Paul's (Whiteinch) Primary School

This proposal will not go ahead. Further work will be done to consider other potential sites, for example, near Yoker Sports Centre. Another proposal will be developed with further local consultation.

7 Governance

- 7.1 The existing Council Capital Programme Governance arrangements will apply to the ELC expansion investment programme. The individual projects will pass to Property & Land Services (PALS), under the leadership of David McEwan, to deliver as “Business as Usual” capital projects via the experienced team currently delivering the Education Capital Programme (4Rs; SFT; etc).
- 7.2 Progress reports will be provided to Councillors Cunningham and Bell, as well as the Education, Skills and Early Years City Policy Development Committee, and a range of operational groups, such as PALS senior leadership team, Education Directorate, Education Estate Strategy Board, Capital Programme Board and Early Years Steering Group.
- 7.3 The Council concessionary rental policy is under review in support of partner provider use of community assets. A framework for the identification and commissioning of partner occupation and associated conditions of tenure will be developed in conjunction with Property and Land Services and Legal Services.
- 7.4 Successful delivery of multi-million pound capital programmes along with very positive internal audit reports provides the assurance that the various mechanisms for monitoring the finance of the programme and delivering the projects are appropriate for the delivery and governance of the early years expansion programme.