

Appendix 3

ORE VALLEY CHILDREN'S CENTRE

Recommendation

Agreement in principle is sought for:

- ◆ capital grant from the General Sure Start Grant of £459,000 towards the capital build and lease purchase costs of the Ore Valley Children's Centre. This would be supplemented by £334,000 Local Sure Start capital grant already approved in principle by the DfES and £230,385 from the Single Regeneration Budget (awaiting final approval but expected to be approved)
- ◆ a 30 year lease with 1066 Housing Association for the use of the Children' Centre building.

Delegated authority to take a final decision is sought; that decision would be informed by a detailed business case, including the sustainability of the Childcare and the delivery of the other components of the core offer, which is currently being prepared.

Background and summary

1. The attached report sets out in detail the background to proposals for a children's centre in the Ore Valley area of Hastings. The children's centre would be based on the current local Sure Start programme.
2. The revenue costs of the centre, and current funding projections are set out in appendix 1 to the main report.
3. The Ore Valley Sure Start programme is one of the two original trail blazer programmes in East Sussex. Its unit costs are currently relatively high and these will need to be reduced as it becomes a children's centre and services are extended to a larger group of children. The level of funding to be provided for the centre after 2006 through the General Sure Start grant is as yet unknown and will be a significant factor. At the same time, there are already existing services which wish to use the new centre as a base, for example the local health visiting team. In accordance with the risk management approach proposed in this report, the business plan will assume minimal General Sure Start grant, building in capacity for extension/expansion if resources allow.

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1. Introduction

About the Area

The proposed children's centre catchment area is primarily the Ore Valley. The Ore Valley is the generic name for the four estates that are divided by a natural valley. It comprises two wards within Hastings Unitary Authority – Baird Ward (formerly Broomgrove¹) and Tressell (formerly Mount Pleasant).

The Ore Valley has a population of 10,218 comprising Tressell Ward 4,975 and Baird Ward 5,243². The resident population of Hastings is 85,029.

The Ore Valley experiences high levels of social exclusion. Baird Ward is in the worst 10 percent nationally for child poverty, health deprivation, income levels, education and employment³. Tressell Ward is in the 20 percent most deprived wards nationally.

A large percentage of people in Baird (29.6 percent) and Tressell (22.9 percent) live in rented accommodation provided by 1066 Housing Association or a Registered Social Landlord compared to just 6 percent in England and Wales. This is an indication of the levels of low incomes in the areas. Hastings also has the 26th highest rate of teenage conception out of 354 local authority areas.

Thirty nine percent of the resident population aged 16-74 have no qualifications in Baird Ward and 35 percent in Tressell Ward, compared to the national average in England and Wales of 29 percent.

The catchment area is therefore one that suffers from significant multiple deprivation.

Current Provision

The Sure Start Programme has been running in the Ore Valley since December 1999. It now offers a broad range of services to young children and their parents and/ or carers, which include: family support, outreach services, child and family health services.

The Sure Start Centre is situated in the most populous area of the Valley and provides accommodation for a multi-disciplinary team of practitioners, play and drop-in facilities, a training and meeting room, clinic room and an OFSTED registered crèche.

¹ The Hastings UA ward boundaries were redefined in 2001

² Source 2001 Census. Crown copyright

³ The Department of the Environment, Transport and the Regions (now DEFRA), August 2000

Sure Start services and activities are also delivered from four other sites in the Ore Valley. Playlink holds three weekly Drop Ins at St Clements Hall on Priory Road. Keep Fit classes are held at the new Broomgrove Community Centre on Chiltern Drive and various activities like training courses, cookery classes, antenatal sessions and baby clinics are held at two Community Flats (Priory Road and Farley Bank). Each Community Flat has an OFSTED registered crèche, which enables parents to participate in Programme activities. The Health Visiting Team work closely with Programme staff and are based at Farley Bank.

The table below details the range of services delivered through the Sure Start Programme against the Children's Centre core offer.

Outreach & home visiting	Support for parents and families	Play, learning & childcare	Community health care	Support for families with additional needs
Playlink	NCH	HCDUFA	Midwifery	Early Years Service
Homestart	FSN	Toy library	Speech & Language Therapy	Inclusion Worker
	Relate	Bursary scheme	Paediatric Occupational Therapy	Communication Workers
	CAB	Tumble Tots	Health Promotion	
	Mini-bus	Childminding Network	Community Support	
	Horizons		Nurse Practitioner	
	Community Development		NCT	
	Counselling		Health Visiting	

The Programme has excellent 'reach rates', an average of 38 percent of children under four each month (2003/2004), and an established reputation. Management and staff are justifiably proud of the findings of the external evaluation, which showed that 99% of parents living in the Ore Valley are aware of the Programme and almost 80% have a clear understanding of its aims (Evaluation Report April 2003). The report concluded that satisfaction with Sure Start services tends to be higher than for other services in the area.

Gaps in Current Provision

Initially, the Sure Start Programme concentrated its resources on enhancing existing childcare provision by supporting local playgroups and nurseries through a Bursary Scheme and by funding the Childminder Network to increase the number of qualified childminders in the area.

Recent developments including SEEDA's 'Millenium Communities' and 1066 Housing Associations 'Building Communities' initiatives will have an effect on the demography of the population over the next few years. It is considered that the provision of easily accessible full day care will meet the needs of a population, which will have greater access to employment opportunities in Hastings and surrounding areas.

Though there are two nursery classes attached to local schools only one (Sandown) provides full day care provision for children aged 2 to 5 years. There is currently no day care provision for babies 0 to 2 years.

There are no schools situated in the current Sure Start area. The table below details the main feeder schools, their site and pre-school provision:

	Address	In current Sure Start catchment	Within proposed children's centre catchment	Nursery class	Full day care provision	Other childcare developments
Elphinstone	Linley Drive	x	v	v	x	x
Sandown	The Ridge	x	x	x	v ⁴	v ⁵
Castledown	Priory Road	x	v	v	x	x
Dudley	Harold Road	x	x	x	x	x

Source: EYDCP April 2004

⁴ 26 registered places for 2-5 year olds, 8am–6pm weekdays, 51 weeks per year

⁵ After school club

2. Site Options for a children's centre

The ideal children's centre is described as 'a single building on or close to a primary school site, within pram pushing distance of the families it serves. Within the centre there should be a high quality environment for babies and children up to school age to receive full day, all year round care, integrated with early learning. The provision should be flexible to meet the needs of parents and children and should support the provision of other services within the centre. There should also be a range of multi-purpose rooms to enable parent and child and childminder drop-ins, group activities, health and ante-natal care and classes, 'surgeries' for Job Centre Plus/ training providers, welfare rights etc and access to the centre's day care provision to support these activities. Children's centres should ensure that outreach is provided to those reluctant to use services. There should be facilities for all staff engaged in these activities to work alongside each other in an integrated management structure. Outreach, health and family support are essential elements of the children's centre model'.⁶

In developing the Ore Valley's plan for a children's centre the Sure Start Programme considered the government's description of the ideal centre. Thought has been given to the possibility of developing the children's centre on one of the two school sites (Elphinstone and Castledown), which will fall within the extended children's centre catchment area and on the Sandown site, which remains on the periphery.

Unlike many 'estates' the Ore Valley does not have one school, which all or most children attend. The walking distance between each school is estimated to be forty to fifty minutes. In considering 'pram pushing distance' each school site was deemed unsuitable in that parents whose children attend a different school would be disadvantaged.

Though Sandown currently provides full day care year round, it does not provide for babies aged 0-2 years. In addition the available provision (based in portacabins) does not meet the Government's criteria of 'a high quality environment for babies and children'. Though Sandown does deliver the Foundation Stage Curriculum this is planned and delivered through early years staff rather than by a qualified teacher. Both Elphinstone and Castledown have fully qualified teachers who deliver the Foundation Stage Curriculum during two 2.5 sessions on each school day. Neither provides full day care.

Only the Sure Start Centre on Chiltern Drive meets the other 'ideal children's centre' criteria. The table below summarises the options appraisal.

⁶ Sure Start Children's Centre Implementation Update 1 issued 26 January 2004

	Elphinstone	Castledown	Sandown	Sure Start
Pram pushing distance	x	x	x	v
High quality environment	x	x	x	x
Full day care integrated with early learning	x	x	v ⁷⁸	x
Delivery of the Foundation Stage Curriculum by a fully qualified teacher	v	v	x	x
Range of multi-purpose rooms	x	x	x	v
Facilities for staff to work alongside one another	x	x	x	v
Established services including family support and outreach, child and family health services	x	x	x	v

In order to meet the children's centre core offer each potential site would need considerable capital investment. The Sure Start Centre on Chiltern Drive is deemed the most appropriate site for developing the children's centre as it already meets four of the seven criteria with an established multi-disciplinary team of practitioners who are delivering on family support and outreach, child and family health services. In addition, the Sure Start Programme has a sound reputation, is well located and has a strong partnership, which will prove valuable when services are mainstreamed.

3. The Proposed Facility

There are two elements to the proposed development of a children's centre for the Ore Valley: the extension and refurbishment of the building (capital) and the delivery of integrated services to support children and families (revenue). The capital project is described in this paper.

A brief detailing the Programme's aspirations for the children's centre, its design, function and use was prepared in September 2003. In essence, the Programme intends to create the following new facilities:

- A new nursery providing full day care provision for 35 children
- A bespoke training facility with crèche
- A community information hub with employment café
- A health suite including designated office accommodation

⁷ Sandown delivers the Foundation Stage Curriculum but does not have a qualified teacher

⁸ Sandown does not provide full day care for babies aged 0-2 years

In order to accommodate all the activities required to meet the children's centre 'core offer' a 1430 sq ft extension is needed. This represents a 20 per cent increase in the building's physical capacity and is necessary to ensure that there are facilities for all staff engaged in *children's centre* activities to work alongside each other in an integrated management structure'.⁹

The extended and refurbished building will, therefore, continue to accommodate a multi-disciplinary team of practitioners to support children and their families plus the West Hastings Health Visiting Team (which is currently in temporary accommodation on Farley Bank).

Easy access to services and activities is seen as a priority due to the hilly nature of the Ore Valley. For this reason it is felt that a one-site children's centre model is essential.

⁹ Sure Start Children's Centre Implementation Update 1 issued 26 January 2004

4. Cost of the Build

Projected Capital Spend Chiltern Drive Children's Centre

Acquisition and Build	
Purchase of lease	£275,000
Cost of building tender	£487,399
Planning	£880
Building control	£2,996
Professional fees	£67,918
Building cost inflation rate of 5%	£27,959
Project Management fee (3% of inflated construction cost)	£15,500
Sub total	£877,652
VAT	£153,589
Total	£1,031,241

Other Costs	
Nursery fit out	£45,000
Chiltern Drive furniture and fittings	£30,000
Telephone system & cabling	£12,000
Building security	£10,000
Sub total	£97,000
VAT	£16,975
Total	£113,975
Totals	
Total build + other costs	£1,145,216
Clients contingency of 5%	£57,260
Grand Total	£1,202,476

Cost of Build and Other Costs without VAT	£974,652
Clients contingency of 5%	£48,733
Total without VAT	£1,023,385

The project depends on three sources of capital funding: Sure Start Ore Valley, Children's Centre and Single Regeneration Budget (SRB). The bid submitted to SRB has received favourable feedback with approval expected in June 2004. The Sure Start sum has been approved in principle though a formal approval process is yet to be completed. The Children's Centre sum is the grant to which Cabinet agreement is being sought through this paper.

Funding Source	£
Children's Centre (approved in principle)	£459,000
Remaining Sure Start capital (F25 required. Deadline for submission July 2004)	£334,000
Single Regeneration Budget (Submitted April 2004, awaiting approval. An approximate figure)	£230,385
Total funding required (excluding VAT element)	£1,023,385

5. Ownership Options

In order to meet the criteria set by funders of large capital projects like this, the Programme needs to ensure that the refurbished and extended building will continue to be used to deliver children's services for at least 25 years.

Currently, the Sure Start Building is owned by 1066 Housing Association and leased to ESCC under a full repairing lease: moreover ESCC (as lessees) are obliged upon termination of the lease to restore the building to its condition prior to conversion. The lease provides for ESCC to assign occupation of the premises to Sure Start Ore Valley.

The Programme has investigated the possibility of purchasing the building from the owners. It transpires that this is not an option as 1066 Housing Association are not only disinclined to dispose of their capital assets but also constrained from doing so by their status as an Industrial & Provident Society.

However, the Association remains sympathetic to the Programme's aims and is willing to offer a long-term lease on the premises. The Association is currently preparing a valuation for a 30-year lease.

Risk Management

The Ore Valley Programme is able to plan with certainty the revenue budget until end March 2006 (end Year 7) when funding is expected to taper to an end in Year 10 (2008/09). The direct premises/ operational costs are estimated at approximately £26k per annum (£54k including cleaner & caretaker salaries). The Programme intends to cover these costs through	At present the Sure Start Centre provides office accommodation for 21 ESCC staff (both full and part-time) who are employed directly by the Social Services Department, Education Department and Early Years Service. In addition there is accommodation for six health service professionals (employed by the three local Trusts) and an additional four staff employed
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<p>rental income, with all excess income used to offset additional funding source requirements.</p>	<p>through voluntary sector organizations. Once extended the facility will accommodate the West Hastings Health Visiting Team (an additional six staff) and hopefully two Employment & Training Outreach staff (SRB funded). No formal agreement has been reached for partner organizations to contribute to the running costs of the building, however this is being explored at a local and strategic level</p>
<p>The Business Case for the Day Care facility is currently being prepared. A number of factors will inform the Plan including the fact that there is currently no full day care provision available locally for children aged 0-2 years and that demand for local places currently outstrips supply and is expected to increase. The Programme expects to 'subsidise' the Day Care Provision by providing a bespoke, fully equipped facility, rent free for a period of upto three years. From year 11 (2009/10) the Programme expects to receive income from the facility equivalent to the local market rate. Whilst the Programme recognizes the fact that affordable day care will be difficult to sustain, the business case will show that it is possible to operate without subsidy within a three year time frame.</p>	
<p>The capital development is dependent on a number of funding sources . The time scales for the different funding sources are varied and any delay in gaining approval may put the capital development in jeopardy and mean that East Sussex fails to meet the agreed targets by March 2006.</p> <p>East Sussex County Council may wish to consider taking the 'risk' to cover the capital costs whilst the DfES formal procedures are completed and</p>	<p>The programme has been given an extension on its Sure Start capital funding until the end of March 2004.</p> <p>SRB feedback is due at the end of July.</p>

notification of SRB funding is awaited.	
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6. Consultation Undertaken

Consultation to date	Stakeholders
<ul style="list-style-type: none"> • May 2003 <i>Developing Integrated Services for Young Children and their Families</i> – SSOV position paper 	Partnership Board Parents Forum
<ul style="list-style-type: none"> • 06/03 – to date Monthly Progress Report 	Partnership Board Hastings Borough Council Planning Dept
<ul style="list-style-type: none"> • 03/03 – 03/04 feasibility discussions 	Millennium Communities 1066 Housing Association AJK Architects ESCC Capital Team
<ul style="list-style-type: none"> • 09/03 – to date service development discussions (employment outreach) 	HBC SRB team Tomorrow's People CYPSP, Education Dept, PCT Children's Leads, Social Services, EYDCP, SSLPs, Full Service Schools
<ul style="list-style-type: none"> • 07/03 – 10/03 membership of the Children's Centre Project Board 	Job Centre Plus
<ul style="list-style-type: none"> • November 2003 service development discussion 	Hastings & St Leonards PCT Sure Start staff
<ul style="list-style-type: none"> • December 2003 children's centre development meeting 	Members of Partnership Board Members of Parents Forum
<ul style="list-style-type: none"> • December 2003 Sure Start Away Day – discussion regarding architects brief/ programme objectives 	Children's Centre Leads, ESCC Planning and Commissioning Unit, PCT's Hastings & St Leonards PCT
<ul style="list-style-type: none"> • 02/04 to date – 	Members of Hastings County &

<p>Children's Centre Planning Group</p> <ul style="list-style-type: none"> • March 2004 – children's health services meeting • March 2004 Presentation to HCDUFA AGM • April 2004 – Health Centre/ Children's Centre meeting • April 2004 – Team meeting • April 2004 – informal telephone contact 	<p>District under Fives Association i.e. all pre-school providers</p> <p>Hastings & St Leonards PCT, Social Services Dept, Playlink, H&L Sure Start</p> <p>Priory Playlink</p> <p>Local Head Teachers (contacted by Janet Wyatt, Head Teacher Dudley Infant School, and Member of the Partnership Board)</p>
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