



**Executive  
23rd June 2010**

**Report from the Director of  
Children and Families**

Wards Affected:  
Queensbury, Fryent

**Kingsbury Intergenerational  
Children's Centre and co-located  
services – principles and site**

**1.0 Summary**

- 1.1 This report outlines the services for children and families that would be offered from the proposed Kingsbury Intergenerational Children's Centre. It explains the background to the Centre proposal which now includes a Phase 3 Sure Start Children's Centre, facilities for Extended Services for children and young people and accommodation for the Kingsbury Early Intervention Locality Team.
- 1.2 This report also shows that the siting of this proposed centre at Kingsbury High School, on land off Stag Lane (shown in Appendix 1) is in the proximity of Roe Green conservation area. The report therefore sets out the context against which the planning application for this centre, if agreed by this Executive, would be taken forward.
- 1.3 This report also provides an update on this proposal and the current status of the project.

**2.0 Recommendations**

- 2.1 The Executive is recommended to approve in principle the development of the Kingsbury Intergenerational Children's Centre (as it is described in the report) on the site of Kingsbury High School.
- 2.2 The Executive is recommended to approve the submission of a revised planning application for that scheme.

### **3.0 Background**

- 3.1 The Executive approved the development of a new build Intergenerational Children's Centre at Kingsbury High School in January 2009 as part of the Phase 3 Children's Centre capital programme. In March 2010, the Executive gave authority for officers to continue with the procurement process and to invite tenders for construction of the new centre. This report now provides this Executive with an opportunity to review the detailed proposal of the co-located services that are central to the offer from the Intergenerational Children's Centre. It also seeks to set out the context of Town Planning Framework in order to enable the Executive to agree to proceed with this scheme.
- 3.2 This project initially included a Phase 3 Sure Start Children's Centre and facilities for Extended Services for children and young people. The accommodation would have offered opportunities for wider community use as the proposed site is adjacent to a newly refurbished day centre for older people; therefore the centre became known as an Intergenerational Children's Centre. This would have been Brent's first purpose built Intergenerational Children's Centre and would represent a new way of working including various council departments working together to ensure best use of assets to meet the needs of the whole community including older people alongside younger people and families. This was approved by the Executive in January 2009 as part of the phase 3 Children's Centres capital programme. In May 2009, officers in the Children and Families Department successfully bid for capital funding of £1.4m from the Department for Education (formerly the Department for Children, Schools and Families) for co-location projects. The successful bid was made for capital funding to provide accommodation for Early Intervention Locality Teams to be co-located with children's centres and other services in three locations, including Kingsbury. It is a condition of the grant funding that the service provided is co-located with another complementary service in order to join up provision for families, particularly those most in need. An allocation of capital was made to the Kingsbury Intergenerational Children's Centre project and the design brief for the centre was adapted to include the new accommodation to allow for the co-location of the Early Intervention Locality Team alongside the Children's Centre. It is on this basis that the project has progressed. The Council is therefore joining up three funding streams in order to provide better and more cost effective infrastructural assets and enhanced services that can be delivered to local people cost effectively.
- 3.3 The proposed site for this centre is situated on Stag Lane and is part of Kingsbury High School's Bacon Lane annexe. The site is currently school playing fields and is situated immediately adjacent to the Stag Lane Pupil Referral Unit (PRU) and the Kingsbury Resource Centre (day centre for older people).
- 3.4 A planning application for the new building was submitted in March 2010 and subsequently withdrawn in May 2010 pending further detailed work. Planning approval will be required for this project and the Executive is asked to agree to officers making a new planning submission subject to approval in principle to the development.

## 4.0 Detail

### Services to be offered from Kingsbury Intergenerational Children's Centre

- 4.1 There will be three core council services offered from the Intergenerational Children's Centre; a phase 3 Sure Start Children's Centre, facilities for Extended Services and accommodation for the Kingsbury Early Intervention Locality Team.
- 4.2 The Sure Start Children's Centre element will offer drop-in and scheduled activities for children aged 0-5 years old and their families in line with the national core offer set out by the Department for Education. The children's centre will provide universal and targeted support for families and act as a base for outreach work, provide health advice, nutrition activities, parenting support, training and employment services, access to Citizens Advice Bureaux and Job Centre Plus, family support and counselling, sessional childcare/creche and drop in play sessions for families (supported by a qualified Early Years teacher). The most popular sessions in Brent children's centres are the drop-in activity session (Stay and Play) for parents and childminders. These offer excellent learning opportunities for children and their carers which contribute to giving children the best start in life and best preparation for starting school. There will be no full day care nursery provision at Kingsbury Intergenerational Children's Centre, however there will be formal links to existing childcare providers to ensure families have information about the choices available to them.
- 4.3 The second element of the core services covers children and young people aged 5-19 years old and is described as Extended Services. These activities will be developed to meet local need in line with the governments core offer for Extended Services in and around schools. The last needs gap analysis undertaken by the Kingsbury Locality Partnership Board identified that leisure activities for young people that also provide childcare or a safe place for young people are particularly in need in this locality. Similarly there is a need for more recreational activities for young people and more support to parents of children and young people from 0 – 19 years across the locality. This centre will have facilities that can be used to address some of these needs with for example family learning, after school clubs and holiday activities.
- 4.4 The third core element of services and activities is for children, young people and families with additional needs who live in the Kingsbury locality. This is the work of the Early Intervention Locality Team (EILT) and is part of a new project which will be family focussed with an emphasis on prevention and early intervention for children with additional needs. This is explained in more detail in the following paragraphs.
- 4.5 The Children Act 2004 promoted prevention and early intervention as a way of improving outcomes for children and young people. This was further reinforced by updated guidance for Children's Trusts, published in November 2008, which required agencies working with children to 'promote a sea change in early intervention' for children and young people. The integrated services agenda and the promotion of the Common Assessment Framework (CAF) has evolved in

Brent over the last four years and a range of different funding streams have been brought together to take this and the Every Child Matters agenda forward.

- 4.6 Five Early Intervention Locality Teams were established in April 2010 and work within the five Brent localities of Wembley, Kingsbury, Harlesden, Willesden and Kilburn. They are co-located with the Locality Children's Social Care teams which were established in January 2009. This will ensure that a continuum of support is provided, from early intervention to safeguarding children in need of protection.
- 4.7 Each EILT will be made up of Early Intervention Practitioners who will work across the 0-19 age range and be responsible for working with other agencies to identify, assess and support children and young people with additional needs. Each team will have practitioners with the following specialist skills: early years, schools and targeted youth support. One third of the support families will receive from the EILT includes direct delivery of interventions and front-line-support. This is alongside the direct work of the staff making up the Locality Children's Social Care teams.
- 4.8 The EILTs support the delivery of a seamless approach to meeting the additional needs of children and young people of all ages and their families, within the local area. Co-location with social care locality teams will enable a prompt and co-ordinated response to families, particularly when their levels of need change. The EILT work closely with all children's centres, schools, housing, voluntary agencies and health practitioners in the locality. The long term aim is that the work of the pre-exclusions officers and specialist Connexions PA's will be aligned with the EILTs.
- 4.9 The benefits of co-location for children and families with additional needs include:
- Additional needs of children and young people will be identified and addressed at the earliest stage;
  - Services will be locally accessible for families one centre can provide support from a range of professionals;
  - Families can visit one centre to access support from a range of professionals
  - Early intervention services for children and young people (0-19) and families will be delivered in a more integrated and well co-ordinated way;
  - Speedy access to specialist services to those who need it;
  - Locating the EIL teams within a range of services providing integrated universal support for all children and young people (Early Years & Extended Services) will enable a consistent integrated approach, and add impact to the range of provision for children with additional needs.
  - The teams will contribute to the local ambition to improve outcomes and to better safeguard and actively promote the wellbeing of Brent's children and young people.
- 4.10 In addition to the three core elements, the Centre will operate as an intergenerational centre and as a community resource. The intergenerational aspect reflects a way of working that encompasses joint working with the nearby Kingsbury Resource Centre - a day centre for older people. Alongside this, there will be more strategic work with the Adult Social Care Service to identify

opportunities for older people to use the centre and undertake intergenerational activities with children and young people; for example cooking sessions where older people can pass on recipes from their culture to younger people, oral history projects or help with children's reading. These types of activities are recognised as supporting the different needs of families, single parents and older people, some of whom suffer social isolation.

#### Site Options Appraisal and Site Selection

4.11 Sites were identified in the Kingsbury area as part of a workshop on Phase 3 Children's Centres with a range of Council and external partners. Sites were required to be situated within a catchment area for the Sure Start Children's Centre. Children's centre catchments areas had been drawn up in line with government guidance on average numbers of children per centre, that centres should be within walking distance of local families' homes and that the whole of the borough should be covered by a catchment area from one of twenty children's centres. 940 children under 5 years old live in the Kingsbury Children's Centre catchment area (based on July 2009 data used for planning purposes). It should be noted that at the time of the workshop and site selection, no properties within Kingsbury town centre were identified by corporate Property and Asset Management and the requirement to provide an Early Intervention Locality Team was not known. The Early Intervention Locality Team has a larger catchment area than the children's centre covering the whole of the Kingsbury locality which includes the Queensbury, Kenton, Fryent and Barnhill wards. The capital funding for providing accommodation for this team is provided on the basis of co-location with another relevant service. Potential properties and land were identified for development and/or partnership working within the children's centre catchment area. These are shown on the map at Appendix 2 and included:

- Eton Grove (site of former nursery on Eton Grove Open Space)
- Grove Park Kindergarten
- Grove Park and Hay Lane Special Schools
- Roe Green Infant School
- Roe Green Junior School
- 3 options within Kingsbury High School building and grounds

The two most feasible sites (Eton Grove and Kingsbury High) were visited and assessed for feasibility by a consultant team as well as officers from Property and Asset Management and the Children and Families Department. These two options were presented to the Executive in January 2009 with Kingsbury High School as the recommended site option (this was approved). The first of the two sites identified by Kingsbury High School as available was situated on Bacon Lane and the second, currently the proposed site, on Stag Lane. The location of this preferred site (Stag Lane) was made in consultation with all stakeholders in the project, including those responsible for the co-location and EILT project. The choice of site and nature of proposal was discussed with the Planning Service in June 2009.

4.12 Following the inclusion of the co-location funding, stakeholder workshops were set up to include all stakeholders in the briefing and design process. These workshops were externally facilitated and included representatives from Kingsbury High School, Stag Lane PRU, Social Care, Older Peoples Services, Children's Centres, Extended Services, Property and Asset Management and the

new Early Intervention Locality Team. The stakeholder workshops were productive sessions where all colleagues were able to discuss the ways in which these three core services as well as the opportunities for working with older people and the wider community would work.

- 4.13 The workshops informed both the choice of site and the design and layout of the proposed building. Stakeholders were keen to ensure that the centre was visible and accessible for centre users and staff. Issues of personal safety and access including modes of transport were discussed at length. The site on Stag Lane offered a highly visible centre for the local community which would be more accessible from public transport routes and safer to walk to, than the alternative site considered; this would serve to discourage the use of cars. A process of re-consultation with stakeholders has already begun.
- 4.14 In addition to practical considerations this site offers a unique opportunity to develop a campus of facilities for families and the wider community. Situated alongside the newly refurbished Kingsbury Resource Centre (used as a day centre for older people) it means that the services can work closely together and make best use of the available assets as well as strengthening the cohesion of the intergenerational way of working. This would include, for example, opportunities for young people to volunteer in the centre, family learning and older people supporting younger families with skills such as cooking and gardening. These types of activities are identified as important ways in which each council service area can meet its duties to its own client group and serve their needs well in creative ways. Situating the centre on the grounds of Kingsbury High School also represents a good opportunity for the school to be involved both with the extended services for young people which will be provided on site but also the children's centre, links with older people and the direct access to early intervention practitioners where young people have additional needs. There may be volunteering and work experience opportunities for young people and both the school and adjacent PRU will use some of the centre facilities, particularly the hall. The PRU does not currently have an indoor hall space and the Intergenerational Children's Centre next door will be able to provide timetabled use of those facilities to support the educational and extra-curricular experience for those students, in addition to the improved outdoor play facilities.
- 4.15 The proposed site is also close to the Stag Lane Medical Centre and easily accessible for those attending Grove Park and Hay Lane Special Schools. This enables partnership working.
- 4.16 Prior to the planning application being submitted in March a public consultation event was held. Approximately 700 local residents, including the local resident's association were invited to attend. Approximately 12 people attended that event.

#### Work Undertaken to Date and the Current Status of the Project

- 4.17 The project has progressed to planning alongside the procurement process for the construction of the new centre in line with Executive decisions. A planning application was registered on 26<sup>th</sup> March 2010 but subsequently withdrawn on 19<sup>th</sup> May following comments received from the Planning Service in respect of the proposal. Comments in respect of planning considerations are set out in

paragraphs 4.19. It was considered necessary to review the proposal, re-confirm the council's commitment to it, re-work the proposal and following a new planning application to re-consult with local people.

- 4.18 Alongside the planning process, officers have continued the construction procurement process as directed by members following Executive authority to proceed to tender given in March 2010. Tenders were received and evaluated and a report recommending a preferred contractor for appointment will be presented to the Executive at a later meeting.

#### Implications from Planning Policies

- 4.19 The proposed development is on playing fields that are owned by Kingsbury High School and used by Stag Lane Pupil Referral Unit. In planning terms the proposed development is considered a mixed use comprising a community use (Use Class D1) in the Sure Start Children's Centre and Extended Services and an office use (Use Class B1) in the Kingsbury Early Intervention Locality Team. The proposed development does not comply with the development plan on two in-principle issues relating to (a) development of open space and playing fields and (b) location of uses which are subject to the sequential test, which directs such uses to town or district centres.
- 4.20 The borough's development plan in this instance consists of the Unitary Development Plan (adopted 2004) and the emerging Core Strategy of the Local Development Framework (not yet adopted).
- 4.21 In terms of point (a), the impact of the loss of open space is contrary to the development plan in terms of the visual impact while the loss of the playing fields would contribute to the general deficiency in such space across the borough and be contrary to central government guidance. See related paragraph 6.10 in legal implications).
- 4.22 In terms of point (b), the impact of locating small-scale community facilities and office uses, both of which are considered better suited to town centre locations, in a more marginal location is contrary to the development plan which encourages non-car modes of transportation; thus such uses should be located where they are more easily accessible by public transport. There are also matters concerning sustainable development and climate change mitigation related to this.
- 4.23 It will be necessary to demonstrate that the proposed development can accommodate the requirements of the development plan. A pre-application meeting was held between officers of the relevant departments on 2 June and planning officers provided guidance on what they will need to consider when assessing any future application. To compensate for the loss of open space and playing fields, the proposed development would need to provide (a) a better quality play space; (b) a high quality building; (c) high quality landscaping; and (d) contributions to open space improvement in the locality. With regards to the principle of locating town centre uses in this location, it will be necessary to demonstrate an overwhelming merit of co-locating these services on this location both in terms of the synergies derived and proximity to the client-base.

- 4.24 Officers will then submit a revised planning application reflecting this. Planning officers will also give weight to the response of the Executive on the basis that this report sets out the planning implications of the proposed development and also the aims and objectives the proposal and the history of the site selection. The council's Planning Committee will of course be required to consider the application strictly on the planning merits, and taking into account any representations received, regardless of the Executive's approval of the development.

#### Programme Implications and Risk

- 4.25 The risks attached to this project are largely driven by funding and time pressures. The capital project is funded entirely from external grant funding. The deadline for the centre to be operational is the end of March 2011 to meet the first funding deadline and the associated deadline for the Department for Education that all children's centres should be completed by that date. The works will take 29 weeks from award of contract to completion. The current major risk is if planning permission cannot be granted for this project on this site. This puts at significant risk the council's ability to provide an Early Intervention Locality Team in permanent premises in the Kingsbury locality (the team has to vacate the current temporary accommodation by the end of March 2011) as well as the council's statutory duty to provide a children's centre serving children under 5 living in the Kingsbury area. Alongside this, £1,500,000 of external capital grant funding is allocated to this project and will be lost if a relevant project cannot be completed within the funding period. Whilst it might be more possible in planning terms to provide a standalone children's centre from this site and use that element of funding, the circa £1million allocated from extended services and co-location grants would not be spent and there are currently no other projects identified where this funding could be used before the funding deadlines at the end of August 2011. In this case, the council would lose that opportunity to maximise grant funding to provide community assets.
- 4.26 There are specific risks now attributed to this project in respect of grant funding. The first instalment (£354k) of the Co-location Fund grant is due to be paid over to the Council on 2<sup>nd</sup> June 2010, with the remaining allocation of £1.062m due to be paid over in the following three quarterly instalments of the year. This total funding is to be allocated to this scheme at Kingsbury and also the scheme at Challenge House on an approximately 50:50 basis. There is no current contractual commitment to either of these schemes. Recent communication from Partnership for Schools (for DfE) has indicated that in the light of the announcement from the Chancellor of Exchequer about an emergency budget (scheduled for 22<sup>nd</sup> June 2010) and the need to reduce public expenditure there is a risk that indicative allocations, including the Co-location Fund, for the year may be revised and subsequent quarterly payments adjusted to reflect this. If the Council enters into contractual commitments on this and the Challenge House scheme before the funding situation is finalised there will be an element of risk that the Council will have to meet any shortfall in the grant received for which there is no budget provision. If the balance of £1.062m was required to be met from additional unsupported borrowing this would require borrowing costs of approximately £75k per annum over 25 years to be met from revenue.



4.27 The Executive will have the opportunity to review this proposal again before the council becomes contractually committed. Officers intend to seek authority to award the construction contract for this project at the July 2010 Executive meeting by which time it is hoped that communication from central government regarding the funding position will have been received. Authority to award the contract will be sought subject to planning approval but by the July meeting a planning application will have been made by the Children and Families Department in consultation with the Planning Service and this will be reported to Members.

4.28 The key risks are summarised in table 1 below (in no particular order):

No.	Risk	Impact	Mitigating Measures
1	Planning approval is not granted	<ul style="list-style-type: none"> <li>• Project cannot go ahead on proposed site</li> <li>• Capital grant funding may be lost</li> </ul>	<ul style="list-style-type: none"> <li>• Obtain Executive approval to principle of co-located service on this site and authority to re-submit a revised planning application</li> <li>• Consult with planning service in detail on requirements for re-submission</li> </ul>
2	Some or all capital grant funding is withdrawn (see financial implications) or lost due to project circumstances (see above risk)	<ul style="list-style-type: none"> <li>• Depending on point at which funding is withdrawn; impact could be medium or high. If all of funding is withdrawn project cannot go ahead, if some funding is withdrawn some elements of project could potentially go ahead.</li> </ul>	<ul style="list-style-type: none"> <li>• Consider fall-back positions to enable services for children and families to be provided in another way</li> <li>• Ensure that council responds quickly to budget announcements</li> </ul>
3	Project programme cannot be completed by end of March 2011	<ul style="list-style-type: none"> <li>• EILT team have no accommodation past March 2011</li> <li>• Funding may be lost if not spent in financial year</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure suitable alternative accommodation arrangements are made as fall-back position</li> <li>• Ensure that financial processes are followed to ensure capital grants are spent in accordance with conditions and funding deadlines</li> <li>• Ensure key decisions and critical path of</li> </ul>

			project is well managed and accelerated where possible
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Table 1

- 4.29 Currently the programme indicates that it is just possible to complete this project on time providing that a planning application can be made in early July and that application is supported and successful when considered by planning committee in August/September. The key dates are summarised in table 2 below:

Action	Key Dates
Planning application submitted	12/7/10
Executive authority to award construction contract granted subject to planning approval	26/7/10
Planning application approval received	15/9/10
Contractor appointment	16/9/10
Construction works complete	25/3/11

Table 2

### Governance and Management of Intergenerational Children's Centre

- 4.30 The Governing Body of Kingsbury High School have agreed in principle to governing the children's centre service in line with DfE and Council requirements (in meeting of 4<sup>th</sup> February 2010). In the same meeting the Governing Body also agreed formally to the use of the school site for the Early Intervention Locality Team alongside the Children's Centre and Extended Services, making the centre an Intergenerational Children's Centre. The school recognises the obvious benefits of having such a facility on the school site and fully support the development of the intergenerational children's centre on their site. This is likely to be supported by a service level agreement between the school and council as well as a lease governing the building and land use.

## **5.0 Financial Implications**

- 5.1 The capital cost of this project will be funded entirely from external capital grant funding received from Department for Education: Sure Start, Extended Services and Co-location. Sure Start grant must be spent by March 2011 and Extended Services and Co-location by August 2011. The Extended Services funding is carried forward from 2008/09.
- 5.2 A budget allocation of £1,500,000 was made available for this project from the overall children's centre capital programme. Whilst there are communal spaces, the proportion of costs attributable to each funding stream is based on the floor areas directly attributable to each service area.
- 5.3 Members should note that if the grant deadlines detailed in paragraph 5.1 above are not met any unspent funds will become repayable to the allocating body.

Further, if unspent funds are repaid, then the Council will be required to bear the risk on any remaining contract costs to complete the project, for which there is no budget provision. Members should also note the risks in relation to grant funding highlighted in paragraph 4.26 and 4.27.

- 5.4 The revenue budget for the children's centre element of this centre is provisionally set as £150,592. This is based on current funding levels and is given with the caveat that budgets are likely to change in light of governments spending review later in the year. The total budget for the Early Intervention Locality Team for the Kingsbury locality is approximately £705,000 (this includes the Locality Children's Social Care team).

## **6.0 Legal Implications**

- 6.1 In 2009 the Childcare Act 2006 was amended to require that arrangements made by local authorities for early childhood services had to include provision of sufficient children's centres to meet local need. Accordingly the Council is under a duty to provide children's centres, subject only to being satisfied that there is a need to be met. Under Schedule 2 of the Children Act 1989, the Council is also under a duty to provide family centres for all children within its area, for the purpose of social and recreational activities, and for advice. Schedule 2 also contains a duty on the Council to provide services for children in need, to prevent them from suffering ill-treatment or neglect.

- 6.2 In addition, section 11 of the Children Act 2004 places the Council as children's services authority under a duty to ensure that its functions are discharged in a way which promotes and safeguards the welfare of children. Under section 10 of the same Act, the Council is also under a duty to co-operate with other agencies with a view to improving the well-being of children in its area, as relating to:

- a. Physical and mental health and emotional well-being
- b. Protection from harm and neglect
- c. Education, training and recreation
- d. The contribution made by them to society
- e. Social and economic well-being

Accordingly there are wide powers to provide services such as Early Intervention Services and Extended Services, especially in co-operation with other agencies."

- 6.3 The school site is in the freehold ownership of the Governors of Kingsbury High School given the School's Foundation School status. There will therefore need to be development agreement with the school to enable the scheme to be undertaken by the Council
- 6.4 The School has agreed in principle with the heads of terms for the Scheme. The final terms will be subject to the approval of the Head of Property and Asset Management of the Council
- 6.5 To enable the Council to comply with the Department of Education (DfE) conditions for Sure Start capital project comprised in the Children's Centre the School will grant the Council a 25 year lease of the Intergenerational Children's Centre site.

- 6.6 The 25 year lease will be granted by the School on completion of the development works by the Council as part of a conditional agreement for lease with the School.
- 6.7 The site for the Intergenerational Children's Centre forms part of school playing fields for which the Secretary of State's Consent is required under the School Standards and Framework Act .1998 ("the 1998 Act ")
- 6.8 It will be a condition of the development agreement that the scheme falls within a playing field Consent issued under the 1998 Act.
- 6.9 A General Consent was issued in 2004 by which consent is deemed to be granted under the 1998 Act in respect of the disposal/change of use of playing fields for particular purposes in accordance with specified criteria.
- 6.10 As the owner of the land under the 1998 Act the School make the relevant submission to the DfE. The school have made this determination and submitted the relevant application to the DfE. The determination is that the proposed change of use falls within the criteria for general consent.

## **7.0 Diversity Implications**

- 7.1 The proposals in this report have been subject to screening and Officers believe that there are no diversity implications for the immediate purposes of this report. An Impact Needs/Requirement Assessment is being drafted on the Intergenerational Children's Centre to ensure it adequately reflects the current service proposal.

## **8.0 Staffing/Accommodation Implications**

- 8.1 Suitable or alternative accommodation for the Kingsbury Early Intervention, Locality team will need to be found (from end of March 2011) if this proposal is not implemented.

### **Background Papers**

- i) Executive Report – 19<sup>th</sup> January 2009 - Review of Phase 2 Children's Centres and Development of Phase 3 Children's Centres
- ii) Executive Report – 15<sup>th</sup> March 2010 – Authority to tender works contract for a new build Intergenerational Children's Centre at Kingsbury High School

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