

### Gamlingay (Land at Green End Industrial Estate) S/2068/15/OL

#### Options for providing additional Early Years Places in Gamlingay

##### 1. BACKGROUND

- 1.1 An outline planning application for the demolition of existing industrial and office units and 5 dwellings, and the erection of up to 90 dwellings, together with associated garaging, parking, public open space, landscaping, access, highways drainage and infrastructure works was presented to planning committee on 22 April 2016.
- 1.2 Cambridgeshire County Council (CCC) originally responded to the planning consultation stating that there were sufficient early year's places in the village to accommodate the additional children from this development.
- 1.3 At a late stage Gamlingay Parish Council (GPC) advised South Cambridgeshire District Council (SCDC) that the Women's Institute Hall (providing space for 25 full time early years spaces to Gamlingay Sunshine pre-school) was likely to close in the future on the basis that the temporary building had surpassed its life expectancy.
- 1.4 This prompted a further assessment by CCC who then indicated that this factor (and others) justified the need for securing early year's mitigation measures.
- 1.5 When Planning Committee were asked to determine the application GPC expressed the view that they could deliver the necessary mitigation by extending the Old Methodist Chapel adjacent the development site and which would require a developer contribution of £350,000 and an area of land being transferred.
- 1.6 Planning committee granted delegated approval subject to
  1. The prior completion of a Legal Agreement under Section 106 of the Town and Country Planning Act 1990
    - a. based on the Heads of Terms set out in the update report from the Planning and New Communities Director;
    - b. preserving in perpetuity the Class B2 employment use of the 25% of the Industrial Estate not destined to be developed for housing;
    - c. securing the affordable housing in a manner consistent with that at Station Road, Gamlingay – for local people, with cascade outwards only once the housing waiting list in Gamlingay had been eliminated;
  2. **consultation with Cambridgeshire County Council, as Local Education Authority and in conjunction with the Chairman and Vice-Chairman of the Planning Committee and the local Councillors for Gamlingay, in connection with the provision, but not quantum, of additional early years accommodation for inclusion as a Planning Obligation;**
  3. **the application being reported back to Committee for determination should negotiations with Cambridgeshire County Council under Point 2 above be unsuccessful; and**
  4. the Conditions set out in the update report from the Planning and New Communities Director.

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- 1.7 Since then the District, County and Parish Council have been working together to identify how mitigation could be facilitated and this report identifies the 2 proposals.

### 2. CURRENT EARLY YEAR'S POSITION

- 2.1 CCC, as the Local Children's Services Authority (defined under the Children Act 2004), has responsibility for planning and commissioning services, including education provision for children and young people in Cambridgeshire. The statutory responsibility in respect of early years and childcare includes:
- To secure sufficient, accessible, flexible and affordable childcare to enable parents to work or to undertake education or training which could lead to employment;
  - To secure free early years education provision for all 3 and 4 year olds and those 2 year olds who meet nationally set eligibility criteria, for 15 hours a week, 38 weeks a year. This will increase to 30 hours per week following enactment of the Childcare Bill.
- 2.2 Gamlingay has four main providers. All are recognised as "Good" by Ofsted. There are also two registered childminders.
- 2.3 The Children's Montessori Nursery is based in a 1960s mobile building at Green End. It is a private nursery school that follows a distinct education philosophy and curriculum, hence, serves a much wider area. In summer 2015, 6 of the 17 funded children on roll lived in Gamlingay. The building is not in good condition and there is no potential for expansion, although the nursery was intending to run more out-of-school provision from the existing building. The provision is term-time only.
- 2.4 Gamlingay Day Nursery provides full day care for children aged 0-5 and operates from the village community centre, the Eco Hub. This is a relatively new building in good condition. There is no potential for expansion in the existing building. The provision is all the year around.
- 2.5 Gamlingay Rainbow Pre-school is based in a converted chapel owned by the Parish Council and adjacent to the first school site. The building has no separate room for kitchen or administrative facilities and the roof needs some attention. The pre-school operates term-time only.
- 2.6 Sunshine Pre-School operates from the Women's Institute Hall which is owned and operated by GPC. The building is at the end of its life and the Parish Council is looking to decommission the building within the next five years. The building is old, timber-framed and there is extensive use of asbestos in the walls and the roof. There is also no disabled access. The pre-school operates term-time only. The building is also used by other community groups.
- 2.7 A summary of existing provision is provided in the table below

Name of Provision	Type	Age Range	Registered Places	Funded Children on Roll Spring 2016
Children's Montessori	Private Nursery School	2-5	21	16
Day Nursery	Day Nursery	0-5	45	13
Rainbow Pre-School	Playgroup	2-5	25	23
Sunshine Pre-School	Playgroup	2-5	25	18
Total			116	70

- 2.8 The population aged 0-3 is currently around 150. There were 62 claimants of funded places in summer 2015 living in the area and 74 claimants on roll. If paid places are

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taken into account, there is a reasonably close match to the number of children who need places. Local settings report some capacity in autumn 2015 but expect to be full by the summer term.

### 3. CALCULATION OF EARLY YEARS SPACES FOR NEW DEVELOPMENT

- 3.1 When no development mix has been provided the County Council calculates the number of early years children (i.e. 0-3 year olds) that would be generated on the basis of 30 children per 100 dwellings. The table below shows the detailed multipliers for calculating early year's places

	Market or Intermediate			Social or Affordable Rent		
	2	3	4+	2	3	4+
Early years places	0.1	0.2	0.35	0.4	0.6	0.7

- 3.2 S106 contributions towards early year's provision will be required for a proportion of the children in the 0-4 years age range due to the qualifying rules for free early years sessions. This is based on the following rates.

Age	Rate Applied	Comment
2	40%	2 year olds from disadvantaged families eligible for free child care sessions
3	100%	All 3 years olds entitled to free early years sessions
4	67%	67% of 4 year old not in full time school, i.e. reception class

- 3.3 The Green End Industrial Estate proposal is expected to generate 26 early year's spaces, for which S106 contributions would be sought for 13.
- 3.4 In addition, an outline application for 29 dwellings on land south of West Road was submitted in 2015. The application was refused but the applicant has lodged an appeal which will be determined by public inquiry in early 2017. This development would expect to generate 8 early year's spaces for which S106 contributions would be sought for 4.

### 4 MITIGATION PROPOSALS

There are two options to provide additional early years places:

#### 1) An extension of Gamlingay Old Methodist Chapel.

GPC has proposed a scheme that would provide a new room, entrance and kitchen. These works would provide accommodation for 26 full time early year's places in addition to the 25 already located in the building. The estimated cost is £350,000 with the developer also being required to provide an area of the application site. GPC have provided a plan showing the area of land required to deliver this solution but no firm details have been provided as to layout or detailed cost.

GPC advises that, on the basis that it is not the statutory provider of preschool facilities, it would be unable to access external grant funding for this single purpose. Further GPC considers that it would be inappropriate to obtain a Public Works Loan to cover any cost associated with this project (i.e. where the Gamlingay parishioners in effect have to finance early year's provision). On this basis in order to deliver the extension GPC would require 100% developer funding. The cost per early year's pupil is £13,461.53 (£350,000 / 26).

#### **S106 contribution = £350,000 plus land**

#### 2) An early year's classroom at Gamlingay First School.

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It is proposed that Gamlingay First School will become an all-through primary school and expand to provide 420 places across seven year groups. The statutory process to do this was delayed by a legal challenge, but it is likely to restart shortly. If this is approved, there will need to be a scheme in the capital programme to increase the size of the school to 420 places.

The estimated cost of a standard two classroom nursery is £960,000 based on a recent example in Godmanchester (i.e. £480,000 for each classroom). If built as a whole CCC advises that one classroom would cater for the additional numbers from the new developments; the second would be to replace the provision at the Women's Institute Hall. The cost per early year's pupil is £18,462 (£480,000 / 26).

CCC consider that (in order to meet the CIL tests) that they can only justify securing a proportionate contribution and therefore base their section 106 request on the impact of the 13 early years children arising from the development. When multiplied by the cost per pupil the contribution would be £240,006.

In terms of securing the remainder of the monies to facilitate this new early year's classroom CCC advise that the following process would be undertaken in order to get the infrastructure item into the County Council capital programme (of which stages 1-4 have already been completed):

1. Need for additional places identified
2. Justification of Need (JON) document setting out the case for additional places produced
3. JON considered by Education Capital Strategy Manager and Head of Service 0-19 Place Planning and Organisation
4. If approved, the scheme is included in draft capital programme
5. Draft capital programme considered by CFA Management Team in September
6. Then by Education Spokes and the Children & Young People Committee
7. Then by the General Purposes Committee and full council approval as part of the council's budget is in February

The County Council would expect to dedicate money towards a project once it has been granted planning permission. This could result in the County Council forward funding a project the impact of which is not expected to be realised for several years.

This approach is nothing new to SCDC planning committee where it is often the case that a single development (quite often the 'first' development) contributes a proportion of the total project cost and where that approval is not withheld on the basis that the remaining monies are yet to be identified.

### **S106 contribution = £240,006**

No other option has emerged in the review.

## **5. CONCLUSION**

The planning committee resolution required CCC to conduct an early year's assessment of Gamlingay and consult with the Chairman and Vice-Chairman of the Planning Committee and the local Councillors for Gamlingay, in connection with the proposed mitigation. The application was to be reported back to Committee for determination should negotiations be unsuccessful (i.e. in the event agreement could not be reached by all parties).

Both the Parish Council and County Council have provided solutions to mitigate the impact of the development.

The informal views of the applicant has been sought to assist the decision and their view is that they are prepared to pay the contribution as sought by Cambridgeshire County Council being £240,006.

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District Council officers consider that there is no planning reason as to why this option does not mitigate the impact of the development and why planning permission could not be issued on this basis.