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GLASGOW CITY COUNCIL

EDUCATION SERVICES

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CONSULTATIVE
DOCUMENT**

Response to the consultation to relocate Cuthbertson Nursery Class into the new nursery in the grounds of Cuthbertson Primary School along with Govanhill Nursery which will be open all year and provide early learning and childcare for children from age two to five years.

School(s)	Ward(s)	Strategic Planning Area	Learning Communities
Govanhill Nursery	8	S	Holyrood
Cuthbertson Nursery Class	8	S	Shawlands
New nursery Cuthbertson	8	S	Shawlands

REPORT BY EXECUTIVE DIRECTOR OF EDUCATION

This document has been issued by Glasgow City Council for consultation in terms of the Schools (Consultation) (Scotland) Act 2010.

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1 Background and Context

- 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.
- 1.5 A paper on capital plans was taken to the City Administration Committee on 30th August 2018. In line with the recommendations from the paper. A non-statutory consultation took place during November to seek the views of stakeholders on a range of proposals to extend early learning and childcare across the city. The response to the consultation is available on <https://glasgow.gov.uk/index.aspx?articleid=17886>
- 1.6 The above consultation advised of the proposal to locate a new nursery in the grounds of Cuthbertson Primary School.

2 Current buildings

- 2.1 Cuthbertson Nursery Class is located within Cuthbertson Primary School and is open term-time from 8.30am to 4.30pm. It provides high quality early learning and childcare and in session 2021/22 it has 30 full-time equivalent places for 3 to 5 year olds.

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- 2.2 Govanhill Nursery is open all year from 8.00 am to 6.00 pm. It provides high quality early learning and childcare for 80 full-time equivalent places for 3 to 5 year olds.

3 Consultation

- 3.1 The statutory consultation ran from 30 August 2021 to 20 October 2021. The council's proposal paper was made available in the press and a dedicated page was set up on the council website for both information and to enable interested parties to respond to the proposal. Settings and schools were asked to support families to respond where appropriate to ensure the views of everyone were gathered. Two stakeholders responded to the consultation, one in favour and one against the proposal. No reasons were stated either in support or against the proposal. A public meeting was held on 8 September 2021 where no stakeholders attended.
- 3.2 Prior to the statutory consultation the council carried out an initial consultation between December 2020 and February 2021 to seek views of stakeholders on the proposal to relocate Govanhill Nursery and Cuthbertson Primary School nursery class into a new nursery building. There were 32 responses to this consultation. Of the respondents 25 were in favour of the proposal and seven against.
- 3.3 In addition to the two consultation exercises and the public meeting, the Head of Early Learning & Childcare and another senior officer from the ELC Team, met with the staff teams at Cuthbertson Nursery Class and Govanhill Nursery to hear and discuss staff views. The Head of ELC also offered to meet with the Parent Council at Cuthbertson Primary School, however, they chose instead to submit a written response to the statutory consultation.

4 Responses to the consultation

- 4.1 A total of 34 responses were received across both consultation exercises. Almost all, 79%, were in favour of the proposals as set out in the consultation document.
- 4.2 Of those who opposed the proposal, the main reason for opposing was concern about the loss of playground space for Cuthbertson Primary School. Those in favour of the proposal also stated their wish for improvements to be made to the outdoor space at Cuthbertson Primary School.

5 Education Scotland report

- 5.1 The full response from Education Scotland has been attached as an appendix to this report. Overall, HM Inspectors felt that the proposal is of clear educational benefit for children aged 2-5 years. HM Inspectors agree there is potential for significantly greater choice and flexibility of ELC provision in the immediate area if the proposal is taken forward and the existing nursery building remains as a nursery facility through flexible rental.

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5.2 Education Scotland view

A major concern of families at Govanhill Nursery is the distance (c.0.6 of a mile) between their home and/or the school attended by siblings and the new nursery building.

Response from Education

Govanhill Nursery staff are working with families to view this as an opportunity, for example, through increased exercise to support wellbeing. A series of family walks will be offered in preparation for the move to demonstrate that the distance is not excessive and that the walk itself can be an enjoyable learning experience for children as they walk through their community.

Staff are also explaining to families, the increased flexibility and opportunity which will be available at the new nursery as an incentive for making the move. The new nursery is purpose designed for modern ELC and will provide improved learning environments, including quality outdoor space with free flow access. It will also offer places for children aged 2-3 years which is an additional service not currently available in the local area.

The existing nursery class space in Cuthbertson Primary School will become vacant for use by the school for learning and teaching for primary aged children offering increased flexibility for the delivery of quality learning and teaching. The proposal therefore has the potential to provide children from nursery to primary aged with a wide range of quality learning building on the existing experiences at Cuthbertson Primary School, Cuthbertson Nursery Class and Govanhill Nursery.

5.3 Education Scotland view

A key consideration will be the timing of transition to the new building, balancing the needs of children and families and the need to provide continuity of provision. To support children and families it will be important that the timing of transition to the new building is as sensitive as possible. This includes children not having an additional transition to a new nursery immediately before they move onto primary school.

Response from Education

The new nursery building is expected to be finished in May / June of 2022. The decision has already been made to keep Cuthbertson Nursery Class operating as normal until the end of term in June, meaning that the new August intake will be the first children from the Cuthbertson setting to attend in the new building. Any Cuthbertson children who are returning to nursery in August will be supported in their transition by regular visits to see the progress of the new build, discussion with them about what the new nursery may be like and the opportunity to meet some of the wider staff team who will be caring for them. Some of the existing Cuthbertson team may also transition to the new building once the staff model is set.

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The children attending Govanhill Nursery attend in a mixture of patterns with some attending term-time and some all year. It is expected that the majority of the transition will take place over the summer months when the term-time children will not be attending nursery. The staff team are already supporting children and families to ensure a successful transition. Floor books have been created with the children to record progress of the build which they visit regularly and ongoing discussions taken place imagining and planning for their new nursery. The nursery also makes good use of social media to keep families up to date and have developed their own “transition mascot” with the children.

5.4 Education Scotland view

The main reason for those opposing the proposal was the concern about the loss of playground space for Cuthbertson Primary School. Those in favour of the proposal also stated their wish for improvements to be made to the outdoor space at Cuthbertson Primary School.

Response from Education

A programme of improvements has been agreed with the school and Parent Council and is already underway to develop and enhance the playground space, including a multi-use games area. Although the size of the outdoor area is reduced, these improvements will impact positively on the outdoor experiences of children at Cuthbertson Primary School. Staff at Cuthbertson Primary School also welcome the opportunity to work with a standalone nursery within the grounds of their school.

6 Summary

- 6.1 Having taken into consideration the views of respondents and the Education Scotland report it is proposed that Cuthbertson Nursery Class and Govanhill Nursery are relocated into the new nursery being built within the grounds of Cuthbertson Primary School. The new nursery will be open all year and will provide 87 early learning and childcare places for children from age two to five years old.
- 6.2 It is further proposed that the building at Govanhill Nursery will be made available to other providers of early learning and childcare through the Council’s flexible rental policy. This will allow for a significant increase in overall ELC capacity for the Govanhill area, offering increased flexibility and choice and retaining an ELC facility at the existing Govanhill Nursery site, which was a desired outcome expressed by some parents.

7. Date of implementation

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- 7.1 It is proposed that the relocation of Govanhill Nursery to the new build nursery takes place on completion of the building in early summer 2022. Cuthbertson Nursery Class will follow in August 2022.
- 7.2 The existing Govanhill Nursery building will be made available for flexible rental with a timescale for entry of the new provider linked to the relocation of Govanhill Nursery. This will allow for as early an increase in places as possible.

8. **Equality Impact Assessment**

- 8.1 The quality improvement officer with responsibility for Equalities carried out an Equality Impact Assessment screening for this response. The screening process did not identify issues which would require a full Equality Impact Assessment being carried out. The full screening is available as an Appendix.

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EQUALITY IMPACT ASSESSMENT (EQIA): SCREENING FORM

Introduction to the EQIA screening process

A successful EQIA screening will look at 5 key areas:

- 1. Identify the Policy, Project, Service Reform or Budget Option to be assessed**
A clear definition of what is being screened and its aims
- 2. Gathering Evidence & Stakeholder Engagement**
Collect data to evidence the type of barriers people face to accessing services (research, consultations, complaints and/or consult with equality groups)
- 3. Assessment & Differential Impacts**
Reaching an informed decision on whether or not there is a differential impact on equality groups, and at what level
- 4. Outcomes, Action & Public Reporting**
Develop an action plan to make changes where a negative impact has been assessed. Ensure that both the assessment outcomes and the actions taken to address negative impacts are publically reported
- 5. Monitoring, Evaluation & Review**
Stating how you will monitor and evaluate the **Policy, Project, Service Reform or Budget Option** to ensure that you are continuing to achieve the expected outcomes for all groups.

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1. IDENTIFY THE POLICY, PROJECT, SERVICE REFORM OR BUDGET OPTION:

a) Name of the Policy, Project, Service Reform or Budget Option to be screened

Relocation of Cuthbertson Nursery Class to new establishment within Cuthbertson Primary School along with Govanhill Nursery

b) Reason for Change in Policy or Policy Development

To provide a central establishment which will be open all year and provide early learning and childcare from age two to five years.

c) List main outcome focus and supporting activities of the Policy, Project, Service Reform or Budget Option

Relocation to Cuthbertson Primary School location and merging of both Govanhill Nursery and Cuthbertson Nursery Class into one establishment

d) Name of officer completing assessment (signed and date)

Heather Douglas 10/11/21

e) Assessment Verified by (signed and date)

Samir Sharma 12/11/21

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2. GATHERING EVIDENCE & STAKEHOLDER ENGAGEMENT

The best approach to find out if a policy, etc is likely to impact positively or negatively on equality groups is to look at existing research, previous consultation recommendations, studies or consult with representatives of those groups. You should list below any data, consultations (previous relevant or future planned), or any relevant research or analysis that supports the Policy, Project, Service Reform or Budget Option being undertaken.

Please name any research, data, consultation or studies referred to for this assessment:	Please state if this reference refers to one or more of the protected characteristics: <ul style="list-style-type: none"> ➤ age ➤ disability, ➤ race and/or ethnicity, ➤ religion or belief (including lack of belief), ➤ gender, ➤ gender reassignment, ➤ sexual orientation ➤ marriage and civil partnership, ➤ pregnancy and maternity, 	Do you intend to set up your own consultation? If so, please list the main issues that you wish to address if the consultation is planned; or if consultation has been completed, please note the outcome(s) of consultation.
Statutory consultation undertaken from August 2021 to October 2021	Na	Na
Preliminary localised consultation undertaken from December 2020 to February 2021	Na	Na
Full staff consultation in both establishments, written response received.	Na	Na

3. ASSESSMENT & DIFFERENTIAL IMPACTS

Use the table below to provide some **narrative** where you think the **Policy, Project, Service Reform or Budget Option** has either a positive impact (contributes to promoting equality or improving relations within an equality group) or a negative impact (could disadvantage them) and note the reason for the change in policy or the reason for policy development, based on the evidence you have collated.

Protected Characteristic	Specific Characteristics	Positive Impact (it could benefit an equality group)	Negative Impact – (it could disadvantage an equality group)	Socio Economic / Human Rights Impacts
SEX/ GENDER	Women	NA	NA	NA
	Men	NA	NA	NA
	Transgender	NA	NA	NA
RACE*	White	NA	NA	NA
<i>Further information on the breakdown below each of these headings, as per census, is available here. For example Asian includes Chinese, Pakistani and Indian etc</i>	Mixed or Multiple Ethnic Groups	NA	NA	NA
	Asian	NA	NA	NA
	African	NA	NA	NA
	Caribbean or Black	NA	NA	NA
	Other Ethnic Group	NA	NA	NA
DISABILITY	Physical disability	NA	NA	NA
<i>A definition of disability under the Equality Act 2010 is available here.</i>	Sensory Impairment (sight, hearing,)	NA	NA	NA
	Mental Health	NA	NA	NA

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	Learning Disability	NA	NA	NA
LGBT	Lesbians	NA	NA	NA
	Gay Men	NA	NA	NA
	Bisexual	NA	NA	NA
AGE				
	Older People (60 +)	NA	NA	NA
	Younger People (16-25)	NA	NA	NA
	Children (0-16)	NA	NA	NA
MARRIAGE & CIVIL PARTNERSHIP				
	Women	NA	NA	NA
	Men	NA	NA	NA
	Lesbians	NA	NA	NA
	Gay Men	NA	NA	NA
PREGNANCY & MATERNITY				
	Women	NA	NA	NA
RELIGION & BELIEF**				
	See note A list of religions used in the census is available here .	NA	NA	NA

reasons of brevity race is not an exhaustive list, and therefore please feel free to augment the list above where appropriate; to reflect the complexity of other racial identities.

*
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** There are too many faith groups to provide a list, therefore, please input the faith group e.g. Muslims, Buddhists, Jews, Christians, Hindus, etc. Consider the different faith groups individually when considering positive or negative impacts. A list of religions used in the census is available [here](#).

Summary of Protected Characteristics Most Impacted

None

Summary of Socio Economic Impacts

None

Summary of Human Rights Impacts

The proposal is of clear educational benefit for children aged 2-5 years. There is potential for significantly greater choice and flexibility of ELC provision in the immediate area if the proposal is taken forward.

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4. OUTCOMES, ACTION & PUBLIC REPORTING

Screening Outcome	Yes /No Or / Not At This Stage
Was a significant level of negative impact arising from the project, policy or strategy identified?	No
Does the project, policy or strategy require to be amended to have a positive impact?	No
Does a Full Impact Assessment need to be undertaken?	No

Actions: Next Steps

(i.e. is there a strategic group that can monitor any future actions)

Further Action Required/ Action To Be Undertaken	Lead Officer and/or Lead Strategic Group	Timescale for Resolution of Negative Impact (s) / Delivery of Positive Impact (s)
None		

Public Reporting

All completed EQIA Screenings are required to be publically available on the [Council EQIA Webpage](#) once they have been signed off by the relevant manager, and/or Strategic, Policy, or Operational Group. (See [EQIA Guidance](#): Pgs. 11-12)

5. MONITORING OUTCOMES, EVALUATION & REVIEW

The Equalities Impact Assessment (EQIA) screening is not an end in itself but the start of a continuous monitoring and review process. The relevant Strategic, Policy, or Operational Group responsible for the delivery of the Policy, Project, Service Reform or Budget Option, is also responsible for monitoring and reviewing the EQIA Screening and any actions that may have been take to mitigate impacts.

Individual services are responsible for conducting the impact assessment for their area, staff from **Corporate Strategic Policy and Planning** will be available to provide support and guidance.

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Legislation

Equality Act (2010) - the Equality Act 2010 (Specific Duties) Scotland Regulations 2012

The 2010 Act consolidated previous equalities legislation to protect people from discrimination on grounds of:

- race
- sex
- being a transsexual person (transsexuality is where someone has changed, is changing or has proposed changing their sex – called 'gender reassignment' in law)
- sexual orientation (whether being lesbian, gay, bisexual or heterosexual)
- disability (or because of something connected with their disability)
- religion or belief
- having just had a baby or being pregnant
- being married or in a civil partnership, and
- age.

Further information: [Equality Act Guidance](#)

As noted the Equality Act 2010 simplifies the current laws and puts them all together in one piece of legislation. In addition the **Specific Duties (Scotland Regulations 2012)** require local authorities to do the following to enable better performance of the general equality duty:

- report progress on mainstreaming the general equality duty
- publish equality outcomes and report progress in meeting those
- impact assess new or revised policies and practices as well as making arrangements to review existing policies and practices
gather, use and publish employee information
- publish gender pay gap information and an equal pay statement
- consider adding equality award criteria and contract conditions in public procurement exercises.

Further information: [Understanding Scottish Specific Public Sector Equality Duties](#)

Fairer Scotland Duty

Authorities should also consider Socio-Economic Impacts where appropriate. Further information: [Fairer Scotland Duty Interim Guidance](#)

Enforcement

Judicial review of an authority can be taken by any person, including the Equality and Human Rights Commission (EHRC) or a group of people, with an interest, in respect of alleged failure to comply with the general equality duty. Only the EHRC can enforce the specific duties. A failure to comply with the specific duties may however be used as evidence of a failure to comply with the general duty.

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1. Introduction

- 1.1 This report from Education Scotland has been prepared by Her Majesty's Inspectors of Education (HM Inspectors) in accordance with the terms of the Schools (Consultation) (Scotland) Act 2010 ("the 2010 Act"). The purpose of the report is to provide an independent and impartial consideration of Glasgow City Council's proposal to relocate Cuthbertson Nursery Class into the new nursery in the grounds of Cuthbertson Primary School along with Govanhill Nursery. The new nursery will be open all year and provide early learning and childcare (ELC) for children from age two to five years. Section 2 of the report sets out brief details of the consultation process.

Section 3 of the report sets out HM Inspectors' consideration of the educational aspects of the proposal, including significant views expressed by consultees. Section 4 summarises.

HM Inspectors' overall view of the proposal. Upon receipt of this report, the Act requires the council to consider it and then prepare its final consultation report. The council's final consultation report should include this report and must contain an explanation of how, in finalising the proposal, it has reviewed the initial proposal, including a summary of points raised during the consultation process and the council's response to them. The council has to publish its final consultation report three weeks before it takes its final decision.

Where a council is proposing to close a school, it needs to follow all statutory obligations set out in the 2010 Act, including notifying Ministers within six working days of making its final decision and explaining to consultees the opportunity they have to make representations to Ministers.

- 1.2 HM Inspectors considered:

- the likely effects of the proposal for children of the settings; any other users; children likely to become pupils within two years of the date of publication of the proposal paper; and other children in the council area;
- any other likely effects of the proposal;
- how the council intends to minimise or avoid any adverse effects that may arise from the proposal; and
- the educational benefits the council believes will result from implementation of the proposal, and the council's reasons for coming to these beliefs.

- 1.3 In preparing this report, HM Inspectors undertook the following activities:

- consideration of all relevant documentation provided by the council in relation to the proposal, specifically the educational benefits statement and related consultation documents, written and oral submissions from parents and others;
- visit to the site of Govanhill Nursery, virtual meeting with four members of staff and telephone conversations with five parents; and
- discussions with the headteacher of Cuthbertson Primary School and the head of Govanhill Nursery.

2. Consultation process

- 2.1 Glasgow City Council undertook the consultation on its proposal(s) with reference to the Schools(Consultation) (Scotland) Act 2010.

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- 2.2 The consultation ran from 30 August to 20 October 2021. The council's proposal paper was made available in the press and a dedicated page was set up on the council website for both information and to enable interested parties to respond to the proposal. Settings and schools were asked to support families to respond where appropriate to ensure the views of everyone were gathered. Two stakeholders responded to the consultation, one in favour and one against the proposal. No reasons were stated either in support or against the proposal. A public meeting was held on 8 September 2021 where no stakeholders attended.
- 2.3 Prior to the statutory consultation the council carried out an initial consultation between December 2020 and February 2021, to seek views of stakeholders on the proposal to relocate Govanhill Nursery and Cuthbertson Primary School nursery class into a new nursery building. There were 32 responses to this consultation. Of the respondents, 25 were in favour of the proposal and seven against. The main reason for opposing the proposal was the concern about the loss of playground space for Cuthbertson Primary School. Those in favour of the proposal also stated their wish for improvements to be made to the outdoor space at Cuthbertson Primary School.

3. Educational aspects of proposal

- 3.1 Glasgow City Council has set out a clear case in support of the proposal to relocate Cuthbertson Nursery Class and Govanhill Nursery into a new nursery building in the grounds of Cuthbertson Primary School. The council has set out a range of educational benefits to be gained if the proposal is taken forward.
- 3.2 HM Inspectors agree the new, purpose-built building will offer a high quality learning environment for ELC. Additions, such as a dedicated family room, will enhance existing partnership working with parents and families. This room will also provide appropriate quiet and dedicated space to work with children and families.
- 3.3 Plans are in place for outdoor spaces to be developed to reflect current thinking about outdoor play and will offer enhanced opportunities for learning outdoors.
- 3.4 It is proposed that the new nursery will be open throughout the year and for extended day provision. This will support families, particularly those who are working or studying.
- 3.5 The proposal will increase the number of places available for children aged 2-3 years. This is an identified need in the local area and will offer earlier intervention and continuity of experience for young children. Staff from Govanhill Nursery welcome the opportunity to work with younger children and identify opportunities this provides for their own professional learning.
- 3.6 There is currently significant demand for ELC places in the immediate area. Should the proposal be taken forward it is anticipated that the building currently accommodating Govanhill Nursery will be made available to other providers of ELC through the council's flexible renting policy. If this was successful there is potential to significantly increase the number of places available in the area. This would offer increased flexibility and choice for families. Parents who spoke with HM Inspectors expressed their wish that the building remains as a nursery facility and welcome an increase in availability of places.
- 3.7 Should the proposal be taken forward, space at Cuthbertson Primary School currently used for the nursery class will be available for use by children in the primary school. This will offer increased flexibility for the delivery of quality learning and teaching for the primary stages. A programme of improvements is already underway to develop and enhance the playground space, including a multi-use games area. Although the size of the outdoor area is reduced these improvements will significantly improve the outdoor experiences of children at

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Cuthbertson Primary School. Staff at Cuthbertson Primary School welcome the opportunity to work with a standalone nursery within the grounds of their school.

- 3.8 The move to a new nursery building in a new area will be a significant transition for children and families, particularly from Govanhill Nursery. Staff shared how they are already supporting children and families very well to ensure this is as successful as possible. Examples include the use of a transition mascot, using social media to keep families well informed and floor books recording progress of the build and ongoing discussions with children. To support children and families it will be important that the timing of transition to the new building is as sensitive as possible. This includes children not having an additional transition to a new nursery immediately before they move onto primary school.
- 3.9 A major concern of families at Govanhill Nursery is the distance between their home and/or the school attended by siblings and the new nursery building. Staff are working hard to support families to view this as an opportunity, for example, increased exercise to support wellbeing. In preparation for the transition they plan to offer 'family walks' to demonstrate the distance is not excessive and the learning opportunities provided by walking in the community.

4. Summary

The proposal is of clear educational benefit for children aged 2-5 years. HM Inspectors agree there is potential for significantly greater choice and flexibility of ELC provision in the immediate area if the proposal is taken forward and the existing nursery building remains as a nursery facility through flexible rental. A key consideration will be the timing of transition to the new building, balancing the needs of children and families and the need to provide continuity of provision. The purpose built building will provide improved learning environments, including outdoor space and free up space in Cuthbertson Primary School for learning and teaching for primary children. The proposal has the potential to provide children with a wide range of quality learning that builds on the existing experiences at Cuthbertson Nursery Class and Govanhill Nursery.

HM
Inspectors
November
2021

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