

Education needs arising from the Daws Hill development

Introduction

The purpose of this report is to clarify the requirement for additional school places as a result of development at RAF Daws Hill – in advance of any decision on the number of dwellings on the site a forecast estimate of 550 dwellings is used to correspond with Wycombe DCs SHLAA estimate. These requirements will therefore need to be reviewed when the actual proposed housing numbers are known.

Legal Policy Considerations

Buckinghamshire County Council (BCC) has a statutory duty to ensure that there are sufficient school places in its area and is the education authority for the application site. Section 14 of the Education Act 1996 describes this responsibility as follows:

“To ensure that schools in its area are sufficient in number, character and equipment to provide education suitable for the different ages, abilities and aptitudes and special educational needs of pupils of school age ...”

The increase in housing planned across Buckinghamshire is projected to put increased pressure on school places. In June 2010 BCC adopted a policy to ensure a coherent and consistent methodology for assessing the additional education infrastructure requirements generated by new housing developments. Policy CS21 of Wycombe District Council’s Core Strategy states: ‘Where implementation of a development would create a need to provide additional or improved infrastructure/facilities or would exacerbate an existing deficiency in their provision, the developer would be expected to make such provision.’ The CIL Regulations, which came into effect on the 6th April 2010, make it unlawful for a planning obligation to be considered if it does not meet all of the following tests:

- necessary to make the development acceptable in planning terms
- directly related to the proposed development – for example, there should be functional or geographical link between the development and the planning obligation;
- fairly and reasonably related in scale and kind to the proposed development;

The following sections of this report will demonstrate that the proposal gives rise to the need for additional education infrastructure to enable BCC to meet its statutory duty in line with BCC adopted guidance on planning obligations and compliant with CIL regulations and local and national policy.

Buckinghamshire County Council is currently in the process of preparing area based plans on primary and secondary schools in Buckinghamshire. These plans will identify the requirements for additional school places resulting from housing growth planned in the District for the period to 2026.

Current and Projected Capacity

Projections of supply/demand for school places are based on Audit Commission recommendations. They are calculated for a five year period for primary schools and a 10 year period for secondary schools and are derived from the current number on roll, demographic information about births, data on planned housing and pupil number trends. Pupil demand is assessed against a school's net capacity calculation as assessed by the Department for Education (DfE).

The number of children generated from new housing is calculated by multiplying the number of homes for each dwelling type by the respective pupil yield rates. As the proposal is an outline application, no details have been provided on the mix of homes. It is therefore assumed that the mix will be the same as that on previous large scale development in Wycombe (i.e. 5% 1-bed flats, 15% 2-bed flats, 25% 2-bed houses, 35% 3-bed houses and 20% 4+ bed houses). BCC's pupil yield rates from new housing below are based on an analysis of 2001 Census data which excludes dwellings owned outright which contain a high proportion of households made up of elderly persons (i.e. 50% of occupants in these households are aged 60+) as these are not representative of modern housing development.

Provision Type	Pupil yield rates by dwelling type per 100 dwellings				
	Flats		Houses		
	1 Bed	2 Bed	2 Bed	3 Bed	4+ Bed
Nursery	0.4	1.4	3.3	5.8	6.7
Primary	2.8	9.6	23.1	40.3	47.3
Upper	1.0	3.4	9.7	22.0	28.3
Grammar	0.6	1.9	5.6	12.6	16.3

The pupil yield rates used by BCC are in line with yield rates experienced on developments within Buckinghamshire and those used by neighbouring authorities.

Primary

The proposed development site falls in the primary catchment area of Chepping View Primary School. Chepping View has a current number on roll of 419 pupils (September 2011) when compared against its capacity of 420 – a surplus of 1 place. Over the next five years, the school is projected to have a deficit of 21 places (-5%) which excludes any future housing growth. Across the High Wycombe planning area there is projected to be a deficit of places (-5%) and additional primary places are already being provided at Marsh School and Oakridge School to meet this demand.

Secondary

The application site falls within the secondary school catchment areas of Highcrest School, Cressex School, St Bernard's RC School, Royal Grammar School, John Hampden Grammar School and Wycombe High School. As parental choice is exercised to a greater degree at secondary level, it is appropriate to consider all secondary

provision in the district. The table below shows the predicted need for school places within Wycombe district based on current trends and current housing permission.

School Name	No Schools	Current Planned Capacity	Sep-11 Surplus/Deficit			Sep-21 Surplus/Deficit incl permissions Sep-21		
			Sep-11 Actual Pupils	Actual	%	Sep-21 Projected Pupils	Actual	%
Wycombe Upper Schools	7	6681	5987	694	10%	7138	-457	-7%
Wycombe Grammar Schools	4	4756	4804	-48	-1%	5376	-620	-13%

There has been a significant rise in the secondary population in Wycombe. While the current overall surplus capacity in Wycombe upper schools is at 10% - the majority of the surplus places exist within the higher year groups. The current surplus capacity in Year 7 is 3%. A number of schools have recently been expanded to accommodate the increased demand in the Wycombe area including Cressex School (rebuild and expansion), Sir William Borlase Grammar School (sixth form classrooms, food technology and media rooms), Highcrest Academy (classrooms and library), Great Marlow (Sports Hall) and Princes Risborough School (drama rooms). In addition options to provide additional capacity to meet the growth in population will be explored (i.e. subject to planning and the availability of funding) at John Hampden Grammar School (additional three classrooms and learning resource areas), Wye Valley School (four classroom extension) and at Princes Risborough School (Sports Hall including classroom extension). The projections for 2021/22 including estimated yield from current housing permissions (2000+ homes) forecast a deficit of places and the need for further additional capacity irrespective of whether the Daws Hill scheme is permitted.

Requirement for additional education infrastructure

Primary

Based on current pupil yield rates and on the mix of homes seen on similar schemes in the past¹, Buckinghamshire County Council (BCC) would estimate an additional demand for 21 early years and 150 primary school places - excludes pupil yield from the 67 homes (assuming a similar mix to that of the development) which are to be demolished as part of the scheme.

There are no places available in the schools in the town to accommodate the primary aged children from the application site – and they have little scope to expand. As such a major housing development such as on Daws Hill will trigger the need for a new primary school to be provided on-site. This is also in line with our policy that new primary schools are provided in the heart of any new communities to support social cohesion and minimise the distance they need to travel/encourage walking to school. In order to guarantee a place at the new school to all pupils living on the development, BCC would require a one form of entry school (210 place) with attached 26 place pre-school. The size of school is also consistent with our policy to plan new provision on the basis of whole forms of entry (i.e. cohort of 30 pupils) to reduce the need for mixed aged teaching which is unpopular with both parents and teachers. The size of the school

¹ 24 x 1-bed flats (5%); 72 x 2-bed flats (15%); 121 x 2-bed houses (25%); 169 x 3-bed houses (35%); 97 x 4-bed houses (20%).

would also allow for year on year fluctuations in population cohort sizes which is particularly volatile on new developments. With the potential phasing of the development, admissions into the new school would need to be managed carefully so that places were made available as the pupil numbers materialised.

The cost to construct a fully fitted and functioning primary school of this size is £3,965,280 - based on the DfE cost multiplier for new schools equivalent to £2,640 per gross sqm. BCC's current policy is to open new schools at the point in which admissions into reception from within the development reach 15 pupils per year group (which we estimate to be on completion of 350 homes or four years after commencement whichever is the earlier) – sufficient to justify the opening of a new school balanced against the environmental and financial cost of making provision and transporting pupils to neighbouring schools.

The size of the primary school site and accommodation may need to be future proofed to accommodate two forms on entry² in the future (in accordance with size guidance within DfE Building Bulletin 99 Guidance) should there be a need as a result of future development in the area (i.e. Abbey Barn development). The approved design of the school will show how enlargement could be accommodated. The site will need to be in accordance with the specifications set out in Appendix 1.

Secondary

BCC estimates based on the mix of homes on large scale development in the past that the scheme would generate demand for 79 upper and 45 grammar school places. Based on current projections, there is a need to provide additional capacity within secondary schools. The buildings at Cressex have been future proofed to allow for further expansion. There is also potential to expand other existing secondary schools in Wycombe (subject to consultation, planning permission and funding) including John Hampden Grammar School, Wycombe High School, Princes Risborough School and Wye Valley School.

The following table provides a breakdown of the education infrastructure build costs per pupil for upper and grammar schools based on DfE published build cost estimates:

Type	Building Costs	Site Works	Fees	Furniture & Equipment	Abnormals	ICT Infrastructure	ICT Hardware	Total Cost Multiplier
Upper	£12,905	£1,291	£2,129	£1,853	£903	£225	£1,450	£20,756
Grammar	£13,025	£1,302	£2,149	£1,853	£912	£225	£1,450	£20,916

The DfE derived build cost multiplier includes external site works, professional fees and furniture and equipment but excludes site abnormals and ICT. ICT and abnormal costs are based on the DfE funding allocation model for their Building Schools for the Future initiative. Abnormals are any extra costs that are a consequence of particular site factors or constraints and are based on an average for all building projects. Abnormals are common and include items such as poor ground requiring complex foundations or

² A form of entry is equivalent to a cohort of 30 pupils

additional costs arising from local planning requirements. An average location factor of 7% across Buckinghamshire, as published by Building Cost Information Service (BCIS), has been applied to all costs apart from ICT costs.

The table below shows the estimated cost to provide the additional infrastructure required for secondary provision - based on the indicative mix of homes, BCC pupil yield rates and build costs per pupil:

<i>Daws Hill</i>						
	Flats		Houses			Total
	1 Bed	2 Bed	2 Bed	3 Bed	4+ Bed	
Number of dwellings	24	72	121	169	97	483

School Phase	Pupil yield rates per 100 dwellings						Pupils estimated from development						Jan-09 Build Cost per pupil	Secondary Infrastructure Costs
	Flats		Houses			Average	Flats		Houses			Total		
	1 Bed	2 Bed	2 Bed	3 Bed	4+ Bed			1 Bed	2 Bed	2 Bed	3 Bed		4+ Bed	
Upper (11-18) Places	1.0	3.4	9.7	22.0	28.4	15.9	0.2	2.4	11.7	37.2	27.5	79	£22,693	£1,796,219
Grammar (11-18) Places	0.6	1.9	5.6	12.6	16.3	9.2	0.1	1.4	6.8	21.3	15.8	45	£22,903	£1,039,636
Total Secondary														£2,835,855

Summary

If the Daws Hill scheme were approved, to meet legal and policy requirements BCC would require the following education infrastructure (based on the mix of homes similar to that on previous large scale development in Wycombe):

- £3,965,280 and fully serviced site for the provision of one fully-fitted and functioning 210-place primary school with a 26 place pre-school. BCC would intend to open the new school on completion of 350 homes or 4 years after commencement whichever is the earlier;
- £2,835,855 for the provision of additional secondary education provision.

Any financial contributions would be compliant with CIL regulations and local and national policy.

Appendix 1: School Site Specifications

1. The site should be located in the heart of the community on a single site encouraging walking or other environmentally friendly means of pupils going to and from school (e.g. providing access to public transport and safe routes to school – i.e. pupils do not have to cross a major road). Proximity to other local community facilities (which pupils can visit as part of their learning and development) and associated parking areas (separate from staff car parking) are vital. The local authority is keen to encourage the co-location of other services (e.g. children centres, libraries, community centres, health centres, childcare facilities, adult learning, learning support units, places of worship, leisure facilities etc.). However, community use facilities on the school site (where use is intended during the school day) need to have a separate access and adult and pupil facilities should not be shared.
2. School security is important. For example, a school in a remote area is more vulnerable because it is not overlooked by neighbours.
3. Ensure the size of the overall site is dependent on number/age range of pupils given for each individual school (in line with the latest size guidance from the DfE) and any additional specially resourced or community facilities required. The site should also be capable of temporary expansion to accommodate any peaks in pupil numbers³.
4. Boundaries to be of regular shape, particularly around playing field areas otherwise a larger site will need to be provided.
5. Satisfactory road frontage to be provided compatible with the requirement for good “sight lines” to road access. Careful consideration should be given when designing the main entrances to the school and the likely congestion at peak times - in particular the safe pick up and drop off of pupils. Any set down-pick up parking area, which may be required as part of the brief, is not included in the school site area. There should be separate access points for (i) pedestrians, (ii) vehicular movements and (iii) grounds maintenance vehicles which do not pass over playgrounds or the building footprint.
6. Contours and undulations on the site will vary according to the topography of the area. A level site is recommended in order to minimise any requirement for earth shaping in order to accommodate buildings and playing fields. The fall of the playing field should be between 1:70 and 1:100.
7. Services and an unobstructed access road for construction purposes are to be available to the site boundary for the building start date.
8. sub-soil to be suitable for the design of the building (usually single storey for primary schools).

³ A survey carried out in Milton Keynes showed that in the short to medium term, with any major housing development, pupil numbers initially are slow to build up but then accelerate before falling to a settled number.

9. The developer to be responsible for removing any encumbrances such as buildings, soil stockpiles, hedges and overhead lines prior to the building start on site date. Sites should be largely free from building constraints such as pipelines, brooks, pylons, sewers, trees with preservation orders, landfill sites or rights of way. Developers shall be responsible for securing any surveys, such as archaeological and site contamination investigations, as necessary.
10. Sites should not be liable to flooding. A storm water outlet is required.
11. Sites should not be adversely affected by noise (e.g. traffic from major roads).