

Planning Appeal - Town and County Planning Act 1990

Reference: 22/02771/OUT

Proposal: A hybrid planning application for:

- a) An outline application (all matters reserved apart from access and landscaping) for the construction of: three new residential blocks providing for up to 425 residential units and providing flexible Class E and Class F uses on the ground floor (excluding Class E (g) (iii)); and two commercial buildings for Use Classes E(g) i(offices), ii (research and development) providing flexible Class E and Class F uses on the ground floor (excluding Class E (g) (iii)), together with the construction of basements for parking and building services, car and cycle parking and infrastructure works.
- b) A full application for the construction of three commercial buildings for Use Classes E(g) i (offices) ii (research and development), providing flexible Class E and Class F uses on the ground floor (excluding Class E (g) (iii)) with associated car and cycle parking, the construction of a multi storey car and cycle park building, together with the construction of basements for parking and building services, car and cycle parking and associated landscaping, infrastructure works and demolition of existing structures.

Site address: Land North of Cambridge North Station Milton Avenue Cambridge
Cambridgeshire

Appellant: Brookgate Land Ltd on behalf of The Chesterton Partnership

Inspectorate Ref: APP/W0530/W/23/3315611

Submission by: Cambridgeshire County Council on behalf of education, waste, library and adult/community support services

Officer: Stuart Clarke MRTPI (Principal Planner)

1 Background

- 1.1 This note provides an update and reconfirmation of the developer contributions being sought by Cambridgeshire County Council in respect of education, waste, library, adult/community support and monitoring fees insofar as they relate to planning application (Ref., 22/02771/OUT), known as Cambridge North Phase Two, which forms part of the North East Cambridge strategic development proposals. This note replaces any previous submission made to the local planning authority.
- 1.2 The site comes forward, under Policy SS/4: Cambridge Northern Fringe East and Cambridge North railway station, of the South Cambridgeshire Local Plan (2018), as well as an emerging Area Action Plan (North East Cambridge Area Action Plan).
- 1.3 In broad terms, there is an expectation that the wider North East Cambridge development area will support up to two new primary schools, with secondary school provision being provided outside of the development. Early Years and SEND provision would be provided either as part of the new primary schools or off-site, if appropriate, for SEND.
- 1.4 The planning application (section 9.0 of the Planning Statement) recognises that financial contributions may have to be made to off-site education provision.
- 1.5 Set out below are service requirements as they relate to education, library, strategic waste, and adult/community support services, to mitigate development impacts.

Development Proposals

- 1.6 This development comes forward as a hybrid planning application comprising: -
- Outline planning permission for up to 425 apartments; and
 - Full Planning permission for three commercial buildings.
- 1.7 This note mainly relates to the residential element, as it assesses the education impacts, although other requirements are listed at the end of the note too.

2.0 Education

- 2.1 Where a development mix is not agreed as part of any outline planning consent, the Council uses its' approved general multipliers¹ to determine child yield.
- 2.2 In this case, the expected child yield using the general multipliers is: -
- $425 \times 0.3 = 127.5$ early years aged children
 - $425 \times 0.4 = 170$ primary school aged children
 - $425 \times 0.25 = 106.25$ secondary school aged children
- 2.3 However, given this development is apartment-led, with mostly one and two bed units, it is reasonable to consider the indicative mix in this instance, which the planning application states as: -

¹ PUPIL FORECASTS- ADOPTION OF REVISED MULTIPLIERS FOR FORECASTING EDUCATION PROVISION FOR NEW DEVELOPMENTS, Children and Young People Committee, 8th September 2015; and ESTIMATING DEMAND FOR EDUCATION PROVISION ARISING FROM NEW HOUSING DEVELOPMENTS (REVISION OF METHODOLOGY), Children and Young People Committee, 5th December 2017 and see Appendix 2.

	MARKET	BUILD TO RENT	TOTAL	%
1 Bed	62	127	189	45%
2 Bed	79	134	213	50%
3 Bed	14	9	23	5%
TOTAL	155	270	425	100%

20% of the Build to Rent units will be affordable provision and 40% of the market units will be affordable provision.

- 2.4 Based on these splits, the revised development mix for the market housing element would be: -

No. of bedrooms	market	affordable	Totals
1	37	25	62
2	47	32	79
3	8	6	14
Totals	92	63	155

- 2.5 Based on these splits, the revised development mix for Build to Rent housing would be: -

No. of bedrooms	Build to rent	affordable	Totals
1	102	25	127
2	107	27	134
3	7	2	9
Totals	216	54	270

- 2.6 If we split combined affordable mix to represent 75% social and affordable rent only, the revised development mix would be: -

No. of bedrooms	Total Market	Combined Total affordable	Affordable Rent	Intermediate
1	139	50	37	13
2	154	59	44	15
3	15	8	6	2
Totals	308	117	87	30

- 2.7 The development mix for education purposes would be: -

No. of bedrooms	Market/Intermediate	Affordable Rent	Totals
1	152	37	189
2	169	44	213
3	17	6	23
Totals	338	87	425

2.8 Based on this mix, the expected child yield is calculated as shown in Appendix 1 and summarised as: -

- Early Years: 41.5 children of whom 23.24 would be eligible for free entitlement equivalent to **14.94 FTE** (16.6 (15hrs) and 6.64 (30hrs))
- Primary School: 23.25 children
- Secondary School: 4.95 children

2.9 Whilst the Council would normally expect that all parcels of development on strategic sites contribute towards new infrastructure such as schools, to ensure any new school is viable, available when required, and helping to form part of emerging community, it is recognised that in the circumstances of this particular development, the likely date of any new on-site primary provision is uncertain, and therefore any children from this development will have to be accommodated within existing provision off-site.

Early Years Provision

2.10 The development is within the catchment area for Shirley Community Primary School. However, given its location within the city, and the close proximity to surrounding catchments, a wider review has been carried out.

2.11 Table 1 below shows the early years provision available within the surrounding area, including both full day care and sessional providers. Combined, these settings have a total capacity of 986 15-hour places.

Table 1: Early Years Provision in the surrounding catchment areas (including Shirley Primary School, Chesterton Primary school, The Grove Primary School, Kings Hedges Educational Federation Milton Road Primary School and Milton C of E Primary School

Catchment area	Name	Type	Age Range	Capacity (15hrs)
Shirley Community Primary School/Chesterton Primary School	Shirley Community Pre-School	Sessional	3-5	52
	Clarence House Cambridge	Full Day Care	0-5	38
	Playlanders Playgroup	Sessional	2-5	25
	Peek a Boo Nursery	Full Day Care	2-5	25
	Snap! 4 Kids Nursery	Full Day Care	0-5	106
	Chestnut Nursery @ Chesterton	Full Day Care	0-5	99
The Grove Primary School	Rainbow Playgroup	Sessional	2-5	41
	Colleges Nursery School Day Nursery	Ful Day Care	2-5	76
Kings Hedges Primary School	Kings Hedges Primary Nursery School	Sessional/ Maintained Nursery School	2-5	104
	Moonbeams Pre-School	Sessional	2-5	48

Milton Road Primary School	Cambridge Day Nursery	Full Day Care	0-5	84
	Butterfly Day Nursery	Full Day Care	0-5	52
Milton Primary School	The Cygnets Milton Pre-School	Sessional	2-5	88
	Bright Horizons Cambridge Science Park	Full Day Care	0-5	148
Total				986
<i>EY Dashboard (2020)</i>				

Table 2: 15-hour places required.

	Eligible children for 15 hours	Eligible children for 30 hours
Shirley Community Primary School/Chesterton Primary School	174	70
The Grove Primary School	91	37
Kings Hedges Primary School	106	43
Milton Road Primary School	112	45
Milton Primary School	86	35
Cambridge North Phase Two	16.6	6.64
Total	585.6	236.64
Total future demand for free 15-hour places		1,058.88
Current Capacity for 15-hour places		986
Total future requirement for 15-hour places		-72.88
<i>30 hour calculations (2017)</i>		

2.12 The development is expected to generate 41.5 early years children, of which 23.24 would be entitled to funded childcare, equivalent to 15 full time places. Table 2 shows that 1,058.88 places would be needed to accommodate children eligible for a funded early years place, Table 1 shows the current capacity for early years places across the same catchment areas is 986. This means that there is not sufficient capacity in the area to accommodate children from the development. The Council would therefore be in support of an on-site nursery, or expansion of off-site provision, to accommodate children from this development.

2.13 **Any nursery would be commercially-led, and the Council can help advise on ways to deliver this infrastructure – the Council would not expect to own or run the nursery. If a nursery cannot be reasonable delivered on-site, or the applicant chooses not to deliver it on-site, a fall-back position to fund local places elsewhere is sought in a s106 agreement, equivalent to the number of places generated by the development. The cost per place would be £17,441 (1Q2020) which is derived from the DfE Scorecard costs (expansion of an existing facility).**

Primary Provision

- 2.14 The development is within the catchment area for Shirley Community Primary School. However, given its location within the city, there is expected to be some movement between surrounding catchment areas. For this reason, the review takes into consideration the catchment areas surrounding the development, north of the river, including The Grove Primary School, Kings Hedges Educational Federation, Milton Road Primary School and Milton C of E Primary School. Catchment forecasts for these schools can be found in Tables 3 – 7.
- 2.15 In January 2022, there were forecast to be 2,165 children living within these catchment areas, compared to 1,935 on the school roll.
- 2.16 The catchment population is forecast to decrease from 2,165 in 2021/22 to 1,979 by 2026/27 (Table 8).
- 2.17 There are forecast to be 23.25 primary-aged children generated by this development. This means that by 2026/27 the total primary-aged population will be 2002.25 (1,979 + 23.25) and there will be capacity within the surrounding schools.

Table 3: Catchment forecast for Shirley Community Primary School/Chesterton Primary School (Capacity: 630).

Year	R	Yr1	Yr2	Yr3	Yr4	Yr5	Yr6	Total	Places remaining
2021/22	89	92	82	83	91	79	81	597	33
2022/23	74	86	88	80	82	88	74	572	58
2023/24	87	71	82	86	79	79	83	567	63
2024/25	86	84	67	80	85	76	74	552	78
2025/26	78	83	80	65	79	82	71	538	92
2026/27	78	75	79	78	64	76	77	527	103

Base catchment forecast (2021)

Table 4: Catchment forecast for The Grove Primary School (Capacity: 420)

Year	R	Yr1	Yr 2	Yr3	Yr4	Yr5	Yr6	Total	Places remaining
2021/22	43	60	56	46	60	52	44	361	59
2022/23	56	45	55	56	45	58	53	368	52
2023/24	62	58	40	55	55	43	59	372	48
2024/25	62	64	53	40	54	53	44	370	50
2025/26	61	64	59	53	39	52	54	382	38
2026/27	61	63	59	59	52	37	53	384	36

Base catchment forecast (2021)

Table 5: Catchment forecast for Kings Hedges Primary Educational Federation (Capacity: 630).

Year	R	Yr1	Yr 2	Yr3	Yr4	Yr5	Yr6	Total	Places remaining
2021/22	61	52	61	68	60	57	68	427	203
2022/23	56	59	52	60	65	56	53	401	229
2023/24	60	54	59	51	57	61	52	394	236
2024/25	60	58	54	58	48	53	57	388	242
2025/26	57	58	58	53	55	44	49	374	256
2026/27	57	55	58	57	50	51	40	368	262
<i>Base catchment forecast (2021)</i>									

Table 6: Catchment forecast for Milton Road Primary School (Capacity: 450).

Year	R	Yr1	Yr 2	Yr3	Yr4	Yr5	Yr6	Total	Places remaining
2021/22	53	73	70	70	72	72	75	485	-35
2022/23	45	55	74	70	71	73	73	461	-11
2023/24	58	47	56	74	71	72	74	452	-2
2024/25	54	60	48	56	75	72	73	438	12
2025/26	44	56	61	48	57	76	73	415	35
2026/27	44	46	57	61	49	58	77	392	58
<i>Base catchment forecast (2021)</i>									

Table 7: Catchment forecast for Milton C of E Primary School (Capacity: 420).

Year	R	Yr1	Yr 2	Yr3	Yr4	Yr5	Yr6	Total	Places remaining
2021/22	34	55	41	50	44	44	27	295	125
2022/23	55	33	55	40	47	43	44	317	103
2023/24	48	54	33	54	37	46	43	315	105
2024/25	52	47	54	32	51	36	46	318	102
2025/26	42	51	47	53	29	50	36	308	112
2026/27	42	41	51	46	50	28	50	308	112
<i>Base catchment forecast (2021)</i>									

Table 8: Combined forecast ((includes Shirley Community Primary School, Chesterton Primary School, The Grove Primary School, Kings Hedges Educational Federation, Milton Road Primary School, Milton C of E Primary School) (Combined Capacity: 2,550)).

Year	R	Yr1	Yr2	Yr3	Yr4	Yr5	Yr6	Total	Places remaining
2021/22	280	332	310	317	327	304	295	2,165	385
2022/23	286	278	324	306	310	318	297	2,119	431
2023/24	315	284	270	320	299	301	311	2,100	450
2024/25	314	313	276	266	313	290	294	2,066	484

2025/26	282	312	305	272	259	304	283	2,017	533
2026/27	282	280	304	301	265	250	297	1,979	571
<i>Base catchment forecast (2021)</i>									

2.18 There is sufficient capacity in the local catchment to accommodate pupils from this development. No financial contribution towards additional capacity is necessary.

Secondary Provision

2.19 The development is within the catchment area for North Cambridge Academy, however, given its location, we have also taken into consideration the capacity available at Chesterton Community College. Catchment forecasts for these schools can be found in Tables 9 and 10.

2.20 In January 2022, there were forecast to be 2,047 children living within these catchment areas, compared to 1,9 on the school roll.

2.21 The catchment population is forecast to increase from 2,047 in 2021/22 to 2,171 by 2026/27 (Table 11).

2.22 There are forecast to be 4.95 secondary-aged children generated by this development. This means that by 2026/27 the total secondary-aged population will be 2,175.95 (2,171 + 4.95) and there will not be capacity within the surrounding schools. **A financial contribution towards new places to mitigate this impact is sought, based on the DfE scorecard cost of £25,178 (1Q20) for new school places at a new school or £24,013 (1Q20) for new school places at an extension to an existing school.**

Table 9: Catchment forecast for Chesterton Community College Capacity: 900*

Year	Yr7	Yr8	Yr9	Yr10	Yr11	Total	Places remaining
2021/22	249	213	219	226	177	1,084	-184
2022/23	236	246	216	220	217	1,135	-235
2023/24	242	233	249	217	211	1,152	-252
2024/25	248	239	236	250	208	1,181	-281
2025/26	255	245	242	237	241	1,220	-320
2026/27	231	252	248	243	228	1,202	-302
<i>Base catchment forecast (2021)</i>							
<i>*The overall capacity of the school is 1,200 places. However, 1FE is currently used for post-16 provision with a planned expansion for this to become 2FE in the future. A reduced capacity, to reflect the school's Published Admission Number (PAN) of 180, has therefore been used to calculate places remaining.</i>							

Table 10: Catchment forecast for North Cambridge Academy Capacity: 750

Year	Yr7	Yr8	Yr9	Yr10	Yr11	Total	Places remaining
2021/22	198	222	215	168	160	963	-213
2022/23	218	200	221	211	168	1,018	-268
2023/24	189	220	199	217	211	1,036	-286
2024/25	201	191	219	195	217	1,023	-273

2025/26	186	203	190	215	195	989	-239
2026/27	178	188	202	186	215	969	-219
<i>Base catchment forecast (2021)</i>							

Table 11: Combined forecast (includes Chesterton Community College and North Cambridge Academy Combined (Capacity: 1,670)).

Year	Yr7	Yr8	Yr9	Yr10	Yr11	Total	Places remaining
2021/22	447	435	434	394	337	2,047	-397
2022/23	454	446	437	431	385	2,153	-503
2023/24	431	453	448	434	422	2,188	-538
2024/25	449	430	455	445	425	2,204	-554
2025/26	441	448	432	452	436	2,209	-559
2026/27	409	440	450	429	443	2,171	-521
<i>Base catchment forecast (2021)</i>							

SEND

- 2.23 Typically, 0.9% of Cambridgeshire child have SEND needs. In this case, it would be expected that there be 0.9% of 73.3 children = 0.6597 children with SEND needs. It is therefore requested that a contribution is sought towards The Martin Bacon Academy, the Area Special School at Northstowe. **The cost of the contribution would be £145,418 per place (total project cost £15,996,000 (2Q19) for 110 places) which would equate to 0.6597 x £145,418 = £95,932.**

Children's and Family Provision

- 2.24 The ability to access or hire a hall or large room with associated facilities (e.g., office, toilet, kitchen and/or store) is required in a community hub building that is to be requested as part of the larger strategic development. However, due to circumstances of how this development comes forward, and as the impact as a result of this specific development is small, no contribution towards this infrastructure is considered reasonable.

3.0 S106 Requirements

Education

- 3.1 Early Years: the applicant has stipulated they wish to fund off-site places for which **the cost per place would be £17,441 (1Q2020) which is derived from the DfE Scorecard costs (expansion of an existing facility).**
- 3.2 Primary school: As there is sufficient capacity to accommodate children from this development, it is not necessary to seek a contribution.
- 3.3 Secondary School: **A financial contribution towards new places to mitigate this impact would be sought, based on the DfE scorecard cost of £25,178 (1Q20) for new school places at a new school or £24,013 (1Q20) for new school places at an extension to an existing school.**

3.4 SEND: a contribution towards The Martin Bacon Academy, the Area Special School at Northstowe, is sought. **The cost of the contribution would be £145,418 per place (total project cost £15,996,000 for 110 places, (2Q19) which would equate to 0.6597 x £145,418 = £95,932.**

3.5 Children's and Family Provision – The ability to access or hire a hall or large room with associated facilities (e.g., office, toilet, kitchen and/or store) may be required in the community hub building that is to be provided as part of the larger strategic development. However, as this is likely outside the control of the applicant, and the impact as a result of this development small, no contribution is required.

Library Services

3.6 To accommodate the growing population created by the Cambridge North development a project to enhance library capacity is required.

3.7 Specifically, there will be a need to fund a project to enhance library capacity and to increase access to drop in 'work from home' facilities to improve access to Wi-Fi and print facilities by creating spaces that can be used for online meetings, access to larger screens for devices as well as access to scanning or other office-based facilities.

3.8 Contributions towards funding an enhanced static fitout of Arbury Court library, using the standard contribution levels derived from the Museums, Libraries and Archives (MLA) guidance in will be requested and adjusted for inflation from 1Q2019.

3.9 This amounts to £59 per head of new population.

3.10 If we assume an average of 1.5 persons per dwelling then we would expect the development to accommodate around 638 residents, so the **contribution would be 638 x 59 = £37,642.**

Strategic Waste

3.11 A waste management plan should cover the construction phase and the management of any fly tipped waste already on site, as well as how the waste that residents generate would be managed once the development is occupied.

3.12 The Greater Cambridge Shared Waste Service as the Waste Collection Authority should also be consulted so that the design takes account of current and future needs for storing waste and recycling bins/containers and to ensure they are accessible for the type of vehicles used to collect the waste and ensure the developer has followed the RECAP design guide.

3.13 The Council seeks a developer contribution towards providing additional Household Recycling Centre (HRC) capacity at Milton HRC, which will serve the waste needs of this development. A project to redevelopment Milton HRC to provide additional capacity for planned growth secured planning consent in late in 2022. The contribution is sought on the following basis: -

- Estimated capital cost of project £4,120,000 (4Q2022)
- Household catchment to project 2036 (to capture growth) 127,820 dwellings.
- Cost per dwelling: £4,120,000/127,820 = £32.23 per dwelling.
- **Contribution = 425 units x £32.23 = £13,698.**

Community workers

- 3.14 As this development is part of the wider Cambridge North strategic development area, contributions towards the Adult Support/Community Worker programme and/or space within the community hub building have been considered, as there would undoubtedly be an impact of such a larger development on these services. However, given the circumstances in which this development comes forward – well in advance of the wider development and which is predicated on the ability to secure permission and funding for the relocation of the water works – it is recognised that the impacts of this development (Brookgate scheme) would be small and that the Council is unlikely to fund any specific measures as a direct result of this development. Therefore, no contribution is necessary or required.

Triggers

- 3.15 The applicant has proposed the following triggers: -
- Education - 50% of contributions payable on first occupation of any residential unit within the Green Phase; and the remaining 50% payable no later than occupation of 50% of the residential units within the Green Phase
 - Library - Contribution payable on first occupation of 1st residential unit.
 - HWRC - Contribution payable on first occupation of 1st residential unit.
- 3.16 These triggers are acceptable to the Council.

Indexation

- 3.17 Costs should be indexed against the BCIS Index and dated to the specified project cost date.

Monitoring

- 3.18 A £150 fee towards the monitoring of these specific measures in the legal agreement is sought.

ENDS

22.03.23

Appendix 1 -

Version Dated -27
January 2021

FOR EDUCATION PLANNING AND S106 PURPOSES				
	No. of Market Housing	Early Years No. of 0-3 year olds	Primary No. of 4-10 year olds	Secondary No. of 11-15 year olds
1 bed	152	0.00	0.00	0.00
2 bed	169	16.90	8.45	0.00
3 bed	17	3.40	3.40	2.55
4 bed +		0.00	0.00	0.00
Total (Market)	338	20.30	11.85	2.55
	No. of Social Housing			
1 bed	37	0.00	0.00	0.00
2 bed	44	17.60	6.60	0.00
3 bed	6	3.60	4.80	2.40
4 bed +		0.00	0.00	0.00
Total (Social)	87	21.20	11.40	2.40
GRAND TOTAL	425	41.50	23.25	4.95

See below

Number of Early Years aged children entitled to free provision and for which S106 contributions need to be sought:

General Multipliers:

Early Years Aged

Children = 20-30

Primary Aged

Children = 30-40

Secondary Aged

Children = 18-25

(per 100 dwellings)

A

6.64

-
Children eligible for 30 hour places (16% of children aged 0-3)

B	16.60	Children eligible for 15 hour places (40% of children aged 0-3)
C	<u>29.88</u>	Total demand for 15 hour equivalent places ((2 x A) + B)
D	<u>14.94</u>	Total 30-hour places to be created (A + (B / 2))

Primary Multiplier amended following December 2017 CYP Committee

PUPIL FORECASTS- ADOPTION OF REVISED MULTIPLIERS FOR FORECASTING EDUCATION PROVISION FOR NEW DEVELOPMENTS

To: **Children and Young People Committee**

Meeting Date: **8 September 2015**

From: **Adrian Loades, Executive Director: Children, Families and Adults Services**

Electoral division(s): **All**

Forward Plan ref: **N/a** *Key decision:* **No**

Purpose: **To:**

- (a) advise Members of the outcome of a review undertaken by the Council's Research & Performance Team Group of the multipliers used as the basis for pupil forecasts and 0-19 education place planning;**
- (b) set out the impact of applying new multipliers to new developments;**
- (c) seek approval for the adoption of the revised general multipliers for children in the 0-3 age range with immediate effect; and**
- (d) seek approval for the adoption of the changes to the detailed multipliers for social rented and market housing as detailed in paragraph 2.19.**

Recommendation: **Members are asked to:**

- a) Comment on the matters raised in the report and note the changes to the identified requirements for early years places likely to result from applying the new multipliers; and**
- b) Approve the adoption of:**
 - (i) the revised general multipliers for children in the 0-3 age range with immediate effect in order to better inform the planning of early years education places; and**
 - (ii) the changes to the detailed multipliers for social rented and market housing with immediate effect.**

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1.0 BACKGROUND

1.1 In order to plan appropriately for new housing developments, the County Council provides forecasts of pupil numbers to inform planning for early education and school places. The multipliers which underpin the forecasts, were last revised, and approved by Cabinet, in 2009. The forecasts form the basis for either negotiation with developers as part of a S106 Agreement or to support the Council's case for its infrastructure requirements to be funded via the Community Infrastructure Levy (CIL). In larger developments the number of school places required may necessitate provision of new schools and sufficient land to accommodate buildings and outdoor space. These requirements feed into the planning process. Given the importance of the multipliers in the planning of the provision of new communities, it is important that they are considered by elected members and this, in turn, lends weight to the Council's case whenever it is challenged by developers.

1.2 Forecasting the number of children that will live in a new development is a complex and inexact process. The Council's Research Group has developed a methodology over many years, based on:

- analyses of census data
- local surveys of new developments such as Cambourne, and Love's Farm, St Neots; and
- local experience.

Together, these sources indicate the average number of children that might be expected in individual properties, depending on the number of bedrooms and tenure. While some key variables e.g. dwelling size and tenure mix can be factored into forecasts, there remain many intangibles to do with location and design that affect the types of people and households attracted to an individual development. As new developments settle and mature, so do their populations, meaning that infrastructure needs to evolve over time.

- 1.3 The multipliers used to forecast the numbers of children for a given number of new homes were last revised in 2009 resulting in the general multipliers for primary aged children being increased, from 20-30 to 25-35 per 100 dwellings and for secondary aged children from 15-20 to 18-25, with the subsequent effects on school place requirements. The 2011 Census, the monitoring of recent new developments and surveys of new estates in Cambridgeshire and the experience of the last six years suggested that these general multipliers needed to be reviewed again. This paper sets out the reasons for, and outcome of this latest revision.
- 1.4 Given the current and projected level of growth in the County as part of the Service Level Agreement between Children, Families and Adults and the Research Group, a review of the multipliers will take place every 5 years.

2.0 GENERAL AND DETAILED MULTIPLIERS

- 2.1 The multipliers are broken into two categories. Where the housing mix is unknown a general multiplier is applied. Where a detailed mix is known a detailed multiplier is used.
- 2.2 **General multipliers**
- When discussions with a developer begin, the intended housing mix may be unknown, unfixed or known in broad terms only. In these situations it is necessary to apply a “general multiplier” range that indicates the lowest and highest number of children that might reasonably be expected to live in the development.
- 2.3 The Council’s general multiplier ranges per 100 dwellings are currently:
- 18-25 pre-school aged children (0 - 3 years)
 - 25-35 primary age children (4-10 years)
 - 18-25 secondary age pupils (11-16 years)
- 2.4 One percent of children from new larger developments i.e. upwards of 500 dwellings are forecast to require special school placement.
- 2.5 For planning purposes, the Research Group advises against the use of a single mid-point figure. Instead greater use of the full range is advised, particularly during early discussions. At all points it is important to be clear that any particular child forecast is based on a set of assumptions regarding the nature of the proposed development. If these assumptions change so too will the

child forecasts. Whilst a multiplier range is proposed for calculating child yield, for the purpose of calculating developer contributions where a detailed housing mix is not yet known, the top end of the range must always be used to guarantee that the Council can cover its statutory obligations with regard to the provision of early years and school places.

2.6 The review of multipliers used four developments:

- Cambourne- started in the late 1990s and still underway
- Hinchingsbrooke Park, Huntingdon- started in the late 1990s and recently completed.
- Love's Farm, St Neots - started in 2009 and still underway
- Orchard Park, Cambridge fringe - started in 2006 and close to completion

2.7 In addition, the Research Group undertook further validation which included surveys about the tenure and household structure and age of people living in new housing in a variety of sites across Cambridgeshire and Suffolk.

2.8 The four developments outlined in Section 2.6, were chosen due to the availability of data that enabled accurate identification either because they were parishes or were distinct areas that could be built up from census output area data. These developments are the most substantial within Cambridgeshire within this review period 2009-2015 and offered the greatest learning opportunities.

2.9 The data indicates a higher range, of 23-33 children aged 0-3 per 100 dwellings, than the 18-25 currently used. This new range equates to around 6-8 per year group per 100 dwellings.

2.10 For children aged 4-10, the data indicates the current range of 25-35 children aged 4-10 per 100 dwellings remains appropriate. For children of secondary age, the data for two developments, Love's Farm and Orchard Farm developments, is below the general multiplier range of 8-15 pupils per 100 dwellings. These are the two newest developments so the number of secondary-aged pupils is still increasing as the larger, younger cohorts age through. Officers have concluded, therefore, that the current multiplier of 18-25 children aged 11-16 per 100 dwellings remains appropriate.

2.11 The 2011 Census results suggest that the guidelines of 25-35 primary aged pupils and 17-25 secondary aged per 100 dwellings are still reasonable.

2.12 **Outcome**

In light of the evidence and validation process, it is proposed to:

- increase the general multiplier for the pre-school population to 20-30 children aged 0-3 per 100 dwellings
- leave the general multipliers for the primary and secondary population unchanged

2.13 Detailed multipliers

The general multipliers above are applied where details of housing mix are not known, or at the early stages of a development and likely to change. Where a detailed intended housing mix of a new development is known in full, it is possible to forecast the number of children that might be expected in individual properties based on the number of bedrooms and whether they are market or social rented properties. For example, 100 three-bedroom market properties would be expected to house around 30 primary aged children compared to around 80 primary-aged children from 100 three bedroom social rented properties. The full set of child yield multipliers agreed by Cabinet in 2009 is set out in the table below. These were based on a specially commissioned table from the 2001 Census which gave the age of ‘wholly moving household’² residents according to tenure and property size. This provided more information than was previously available from the standard Census outputs.

2.13 **Table 1: 2009 detailed child yield multipliers for Cambridgeshire**
(number of children per 100 dwellings of a given size)

	Number of bedrooms					
	<i>Market & intermediate housing</i>			<i>Social rent</i>		
Age group	2	3	4+	2	3	4+
0-3	0	20	30	30	60	60
4-10	0	30	50	0	80	140
11-15	0	20	35	0	40	120

2.14 Market & intermediate Housing

Two tables were commissioned from the 2011 Census for ‘wholly moving households’ and additional validation work carried out. This indicated lower figures overall for 3-4+ market housing than were found in the 2001 Census, suggesting that the multipliers for such properties be revised downward. However, 2011 Census data indicates a higher number of children in 1-2 bedroom dwellings than in the previous multipliers, so these should be increased.

2.15 Social Rented Housing

² A ‘wholly moving household’ is one where all members of the household have moved from the same address in the last year

The 2011 Census data and CORE³ indicated less consistent changes across the age-ranges for social rented properties. While they indicate no change should be made to the multipliers for 3 bedroom dwellings, they suggest that current multipliers for 1-2 bedroom properties need to be revised upwards. Data suggests that multipliers for 4+ bedroom social rented dwellings should be increased for 0-3 year olds, but revised downwards for 4-10 and 11-15 year olds.

2.17 The table below sets out the proposed new child yield multipliers. Numbers in bold indicate a change to the current multipliers in use since 2009.

2.18 **Table 2: Proposed detailed child yield multipliers for Cambridgeshire (number of children per 100 dwellings of given size)**

	Number of bedrooms					
	<i>Market & intermediate housing</i>			<i>Social rent</i>		
Age group	2	3	4+	2	3	4+
0-3	10	20	35	40	60	70
4-10	5	20	40	15	80	120
11-15	0	15	30	0	40	90

2.19 **Outcome**

In light of the evidence and validation process, it is proposed to make the following changes for market and intermediate housing⁴:

- increase in expected numbers in 1-2 bedroom dwellings for 0-3 and 4-10 year olds
 - decrease in expected numbers in 3-4+ bedroom dwellings for 4-10 and 11-15 year olds
- and the following changes for social rented housing:
- increase in expected numbers of both 0-3 year olds and 4-10 year olds in 1-2 bedroom dwellings
 - increase in expected numbers of 0-3 year olds in 4+ bedroom dwellings but decrease in 4-10 year olds and 11-15 year olds

3 IMPLICATIONS FOR DEVELOPMENT SITES

3.1 Where planning consent has been granted e.g. Phases 1 and 2 of Northstowe, Alconbury Weald, Southern Fringe, North West Cambridge (the University) it is too late for the proposed multipliers to feed into the plans for these developments. However, the use of the proposed multipliers will enable the Council to anticipate ongoing implications that will need to be managed in terms of place planning.

3.2 For example for the second phase of Northstowe, the proposed detailed multipliers forecast a further 150 0-3 year olds. Similarly for the Southern Fringe an increase of approximately 200 0-3 year olds is forecast. Both of these will have implications for the amount of early years education and childcare which will be required. The Council’s statutory duty is to facilitate the

³ CORE, Continuous Recording, is a national information source, funded by the Tenant Services Authority and the Department for Communities & Local Government (DCLG)

⁴ Intermediate housing means homes for sale and rent at a cost above social rent but below market levels. It includes shared equity (including shared ownership and equity loans) and low cost homes for sale and intermediate rent. <https://www.gov.uk/definitions-of-general-housing-terms>

market to secure sufficient childcare places including ensuring free early years provision for all 3 and 4 yr olds (and the 40% most vulnerable 2 year olds) of 15 hours per week, 38 weeks per year. The 3 and 4 year old entitlement will increase to 30 hours beginning in some pilot areas in September 2016 and nationally in 2017.

- 3.3 Where negotiations are at an early stage, or yet to begin, on the significant developments identified through the local plan process such as Darwin Green 2 (Cambridge City northwest fringe) Wing (Cambridge City east), Cambourne West, Ermine Street (Huntingdon) and Wyton, the revised multipliers, will be used.

4.0 ALIGNMENT WITH CORPORATE PRIORITIES

4.1 Developing the local economy for the benefit of all

The new school supports growth.

4.2 Helping people live healthy and independent lives

There are no significant implications for this priority.

4.3 Supporting and protecting vulnerable people

There are no significant implications for this priority.

5.0 SIGNIFICANT IMPLICATIONS

5.1 Resource Implications

Opening a new school is expensive. In addition to the capital investment, the Council is responsible for all pre-opening start-up costs in respect of new basic need schools, including diseconomy of scale costs, funding for which may be needed over a number of years. Given this burden of revenue expenditure, the Council will only consider commissioning new schools where there is no possible alternative. It is, therefore, essential that where new educational infrastructure is to be funded externally, that officers can evidence robustly to developers and district councils, the Council's education infrastructure requirements. Up-to-date and credible forecasting tools, such as child yield multipliers are essential to avoid exposing the Council to the risk of a funding shortfall.

5.2 Statutory, Risk and Legal Implications

Developers are only required to fund the level of new places required to mitigate the impact of their developments. If the Council's child yield multipliers do not reflect accurately the situation in the County there is a risk that education capital projects will be under-resourced.

5.3 Equality and Diversity Implications

There are no significant implications for this priority.

5.4 Engagement and Consultation Implications

There are no significant implications for this priority.

5.5 Public Health Implications

There are no significant implications for this priority.

5.6 Localism and Local Member Involvement

There are no significant implications for this priority.

Source Documents	Location
Revisions to Child Yield Multipliers for New Developments – Research & Performance Team Cambridgeshire County Council – March 2015	015/016A Shire Hall