

**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
- Hinchbrook 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'¹ 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)

Age group	Number of bedrooms					
	<i>Market & intermediate housing</i>			<i>Social rent</i>		
	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.

¹ A 'wholly moving household' is one where all members of the household have moved from the same address in the last year

2.15 Social Rented Housing

The 2011 Census data and CORE² 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)**

Age group	Number of bedrooms					
	<i>Market & intermediate housing</i>			<i>Social rent</i>		
	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 housing³:

- 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 market to secure

² CORE, Continuous Recording, is a national information source, funded by the Tenant Services Authority and the Department for Communities & Local Government (DCLG)

³ 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>

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