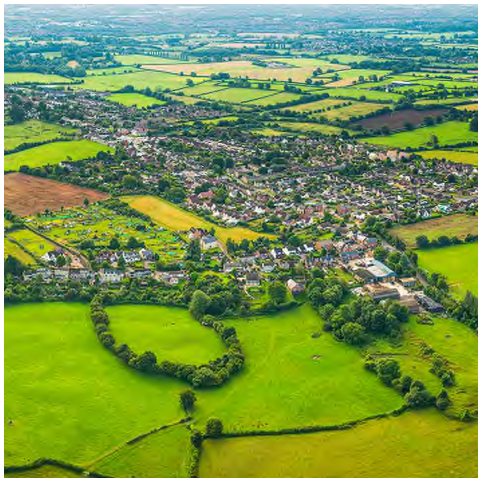

BARKER PARRY

ADDENDUM ON EDUCATION MATTERS

Site: Land at Oakley Farm
Priors Road
Cheltenham
GL52 6PW

For: Gloucestershire County Council

Appeal Ref: APP/B1605/W/21/3273053

Date: 22 October 2021

RTPI
Chartered Town Planners

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1.0 **INTRODUCTION**

1.1 This document has been produced by Mr Stephen Chandler and Ms Liz Fitzgerald jointly on behalf of Gloucestershire County Council.

1.2 This document should be read in association with the Statement of Case on behalf of Gloucestershire County Council and the Proofs of Evidence of their witnesses.

2.0 **GLOUCESTER CITY PLAN AND TEWKESBURY BOROUGH PLAN**

2.1 Both Gloucester City and Tewkesbury Borough Councils acknowledge the existence of the Cognisant work and that the up-to-date figures generated should be inserted into the recognised formula for ascertaining school place demand arising from new development.

2.2 Both Authorities have acknowledged and updated their viability work supporting their emerging Local Plans to reflect the County Council's updated position.

2.3 Neither Authority have considered this up-to-date work to be a new formula or a new approach and have undertaken a review to their respective viability work to support their emerging Local Plans, having regard to education s106 contributions.

2.4 As can be seen from the Tewkesbury Borough Plan Inspector's Post Hearing Main Modifications Letter of June 2021, he proposes modifications to the Plan to enable it to be made sound, but raises no issues with viability.

2.5 In respect of Gloucester City, the Local Planning Authority acknowledged the work undertaken by the LEA to update the Pupil Product Ratios and applied these to their viability assessments. In entering into a Statement of Common Ground, both the City Council and LEA have acknowledged the viability constraints on development within the City's administrative area and to work proactively together to obtain contributions where possible and support funding bids where appropriate to ensure development remains deliverable.

2.6 Without re-iterating evidence before the Inquiry, this is not a new formulaic approach, but an update to the earlier formula based on up-to-date evidence as endorsed by the Department for Education and the Coombe Hill Inspector.

2.7 As the Appellant seeks to stress on a number of occasions, they are not advancing a viability argument in respect of this Appeal proposal.

3.0 PPR COMPARISON DOCUMENT

3.1 The PPR Comparison document was prepared following the limited information provided by the Appellant within submitted evidence that lacked context and in part was factually incorrect or out of date.

3.2 The table provided shows a number of Local LEA's Pupil Product Ratios applied at planning application stage to ascertain pupil generation from a development. Authorities adopt a number of approaches. Some, as is the case in Gloucestershire, apply an average across a development, others break the contribution down by dwelling size or type.

3.3 It is also acknowledged that demographics in different areas vary, which can affect the output. In Authorities where the PPR is broken down by dwelling size, or a maximum/minimum, it is difficult to draw comparisons between their PPR and Gloucestershire's and other Authorities averages.

3.4 As is known, when Gloucestershire assesses an application, it only excludes 1-Bed dwellings, all other dwellings regardless of mix, have the average PPR per 100 dwellings applied. By applying an average housing mix to those areas where the PPR is separated, an easy comparison can be drawn between the PPRs for each Authority. The LEA endeavoured to agree an average housing mix with the Appellant, however, the Appellant wished to apply a different Housing Mix for each Authority based on the local SHMA. An updated schedule with an average housing mix applied is attached at Appendix 1.

3.5 Aside from the fact that a County's administrative area could be comprised of many SHMA's depending on the number of District or Borough Council's within its area, this would not facilitate a uniform comparison based on an average housing mix.

3.6 Further, in applying an average housing mix, the demographics of each area are already factored in, as their PPRs reflect the local character.

3.7 It is noted that, whilst the Appellant refused to agree an average housing mix with the LEA, they have sought to submit a document with averages included. They have omitted to identify what the housing mix being applied is.

3.8 The table at Appendix 1 shows us that most Authorities with the highest PPRs have all undertaken a review of their PPRs in recent years, whilst older PPRs are generally lower.

4.0 **PPR – ACTUAL NOR**

4.1 The LEA originally provided information pertaining to sites used as part of the original 2018 Cognisant report. Additional sites were provided upon request from the Appellant, to reflect all sites used within the 2019 Cognisant Report.

4.2 The documents show the 2021 Pupil Census information relating to those sites surveyed as part of the Cognisant work. The information demonstrates that the forecast PPR findings of the Cognisant work are realised on sites, as well as demonstrating that as a site matures, the demand for places increases.

4.3 The LEA have a consistent position that the number of pupils within a development increases over time, with the peak generation from new developments occurring between 5–15 years after completion (Mr Chandler Proof para 6.27). The base forecasts consider the number of pupils in 3 years' time as this is the extent of the available forecast window from GP registration of children born at the time the forecasts are produced. The 3-year period provides a forecast that is more reflective of when the development is likely to impact on schools, than the current academic year, whilst also being the furthest reliable forecast data available.

4.4 The Appellant asserts that the PPRs are anomalous with the ONS position, but fails to acknowledge that the ONS position represents a snapshot in time. Developments built in the last 10 years may well be experiencing increased pupil numbers within them and would in turn have a greater impact on school places than that identified in 2011.

4.5 The NOR data shows actual live information pertaining to pupil numbers arising from the developments surveyed as part of the Cognisant work.

4.6 The NOR information is not designed nor promoted as work designed to generate new PPR's, as asserted by the Appellant, but is a useful tool to cross check the Cognisant work.

4.7 The Appellant has tried to assert that the Pupil Census NOR information is more akin to the IDP figures as opposed to the GCC Interim Position Statement. For ease the figures are provided as follows:

Pupil Product Ratios (PPRs)	JCS 2014 IDP	GCC Interim Position Statement	Pupil Census NOR all study sites (2018 and 2019)	Pupil Census NOR 2019 study sites (avg)	Pupil Census NOR 2018 study sites (avg)
Primary	28	38.5	35	33	36
Secondary	14	17	19	15	22
Post-16	5	6	2	2	3

4.8 It is important to highlight that different sites have different housing mixes. This will occur in all areas, hence the need to select a range of sites to inform PPRs. This is then qualified by applying an average across the County, to accommodate flexibility in mix. Whilst some Education Authorities look at PPRs for each District/Borough withing their administration boundaries, most do not, therefore averages across a County are common and PPRs devised by looking at a variety of sites.

4.9 The age profiles within the NOR show that, on average there are a higher number of younger children than older children at this stage. These children will age up over coming years so that the number of older children will increase. It is not reasonable to conclude that this also demonstrates that there will be fewer younger children in future; instead, it is reasonable to conclude that new families will arrive at the development, new children will be born to households that do not currently have children, and younger

siblings will be born in existing families. This increase is likely to continue for 5-15 years after completion of housing developments.

4.10 The numbers of pupils within a development do not peak and then immediately start to decline. Instead, the pattern of pupil generation is a 'peak and plateau' at the new higher level rather than a sharp peak that declines. The Appellant's conclusion that PPRs will have peaked and will have started to reduce significantly back to the levels of established dwelling stock after 6 years is incorrect, it assumes that houses sales do not occur, that new families do not move in, that people do not have more children, or existing occupiers do not start families.

Oakwood Primary School

4.11 The Appellant correctly identifies that the expansion of Oakwood Primary School is as a result of S106 funding from the GCHQ site and forward funding from the County Council, the contributions were circa £1.1m and £700K respectively. This funding enabled the school to be expanded by 1FE.

4.12 The forward funding provided by GCC equated to circa 39% of the funding. Providing school places for approximately 12 pupils per year group, 0.39FE. The 85 school places referenced in the Appellant's paragraph 6.27 equates to 12 places per year group, therefore a total of 85 places across all 7-year groups in the Primary School.

4.13 This residual 85 places reflects the spaces that were forward funded by the County Council from a Basic Needs Fund.

4.14 Paragraph 6 of the DfE Securing Developer Contributions for Education document (CD G2) advises that "*Where you have a reasonable expectation of developer funding being received for certain school places, and you have*

declared this in your SCAP return (or plan to do so), then basic need funding should not be considered available for those school places other than as forward funding to be reimbursed by developer contributions later."

4.15 Basic Needs Funding was obtained to facilitate cost effective expansion of the school (i.e. expanding by a full 1FE rather than 0.5FE now and a further 0.5FE later) based on anticipated growth set out in the JCS.

4.16 As set out in Paragraph: 008 Reference ID: 23b-008-20190315 of the NPPG (Planning Obligations): "*when local authorities forward-fund school places in advance of a developer contribution being received, those contributions remain necessary as mitigation for the development."*

4.17 The residual 85 spaces are not therefore free to use but have been forward-funded and is expected to be used by other committed development within the area, for which s106 Contributions will be sought to reimburse the forward funding.

4.18 Without straying into the housing delivery evidence, should this proposal be approved in advance of other sites within the JCS or Cheltenham Plan, that does not mean that this Appellant should not fund them, alternatively, they should reimburse the forward funding for the place demand arising from this development and the County Council in future SCAP returns, will need to consider how to accommodate the later committed sites.

4.19 Neither the Appellant's *Argument (i)* or *Argument (ii)* are factually correct.

4.20 The Appellant's argument (i) is based upon a misrepresentation of the Interim Position Statement. The fifth bullet point of the IPS does not assume that all of the pupils generated by developments will arise within 3 years. It states:

"Forecast data 3 years from the current academic year will be used to ascertain capacity, i.e., in 2020/2021, forecast year 2023/2024 will be used, thus being more reflective of when the development is likely to impact on capacity within schools."

4.21 The intended meaning of the bullet point is that of the years available in the forecast window 2020/21-2023/24 the most appropriate choice is 2023/24. There is no point considering any surplus or shortfall of places in the earlier years because houses on the appeal site will not have been built by then and would be unable to make use of any places in those years.

4.22 To forecast beyond 2023/24 would similarly be open to criticism, as the children would not actually be born. The additional demand from the development is likely to impact capacity at local schools later as continually stated by the LEA.

4.23 The Appellant's argument (ii) is based upon a continuing misunderstanding of our base forecasts. The base forecasts do not include pupils that will be generated by new housing, which will increase over time following completion of the developments. These children will only appear in the base forecasts when the have been registered with their GP practice. The Appellant continues to conflate the base forecasts, which exclude additional places generated by new housing, with our school capacity return information which includes both sets of information.

4.24 The base forecasts are not too conservative for the purpose for which they are compiled and used; and the SCAP data submission about pupils from new housing does not over-estimate the forecast number of pupils because we do not feed the pupils generated by future housing into the base forecast. The appropriate set of data needs to be considered for the appropriate uses.

5.0 EFFECTS OF THE LPA'S REVISED HOUSING LAND SUPPLY FIGURES

5.1 It is disappointing to see this evidence introduced at this late stage, especially as the Appellant raised the original propositions within Proofs of Evidence, however, there is no objection to its inclusion by the LEA.

5.2 Mr Tiley suggests that the base forecasts used by the LEA for Development Management purposes would be affected by the reduction in housing delivery across the Borough.

5.3 As the base forecasts do not include future housing growth, this is factually incorrect. The base forecasts include existing pupil and completed development only.

5.4 It is correct to state that the SCAP returns to the Department for Education and potentially any future School Places Strategy will need to take account of delayed delivery, but neither document informs the base forecasts.

APPENDIX 1

Updated Schedule with an Average Housing Mix Applied

Comparison of pupil product ratios applied by identified LEAs

		Published ppr per 100 dwellings				Applied ppr per 100 dwellings where adjusted to take account of migration and SEND				Year of PPR Survey
	Number of beds	Primary school	Secondary school	Sixth form	**Total**	Primary school	Secondary school	Sixth form	**Total**	
Gloucestershire	Average	38.5	17.0	6.0	**61.5**	38.5	17.0	6.0	**61.5**	**2019**
Neighbouring LEAs										
Herefordshire	2+ bed flat	9.3	5.9	0.5	**15.7**	9.3	5.9	0.5	**15.7**	**2008**
	2/3 bed house	16.3	11.1	0.5	**27.9**	16.3	11.1	0.5	**27.9**	
	4+ bed house	26.7	22.8	0.5	**50.0**	26.7	22.8	0.5	**50.0**	
Estimated Average	Average	19.7	15.0	0.5	**35.2**	19.7	15.0	0.5	**35.2**	
Worcestershire	Average	35.0	20.0	4.0	**59.0**	32.9	18.8	3.8	**55.5 reducing to 35.4 with AH reduction**	**2020**
North Warwickshire	Average	19.3	13.8	2.8	**35.8**	19.3	13.8	2.8	**35.8**	**2020**
Nuneaton & Bedworth	Average	20.8	14.9	3.0	**38.6**	20.8	14.9	3.0	**38.6**	**2019**
Rugby	Average	33.8	24.2	4.8	**62.8**	33.8	24.2	4.8	**62.8**	**2019**
Stratford on Avon	Average	24.9	17.8	3.6	**46.3**	24.9	17.8	3.6	**46.3**	**2019**
Warwick	Average	31.8	22.7	4.5	**59.0**	31.8	22.7	4.5	**59.0**	**2019**
Wiltshire	Average	31.0	22.0		**53.0**	27.8	19.7		**47.5**	**2016**
South Gloucestershire	Average	36.0	18.0	5.0	**59.0**	36.0	18.0	5.0	**59.0**	**2010**
Cherwell	2 bed	17.0	9.0	1.0	**27.0**	17.0	9.0	1.0	**27.0**	**2019**
	3 bed	39.0	23.0	3.0	**65.0**	39.0	23.0	3.0	**65.0**	
	4+ bed	51.0	35.0	7.0	**93.0**	51.0	35.0	7.0	**93.0**	
Estimated Average	Average	35.5	22.2	3.6	**61.3**	35.5	22.2	3.6	**61.3**	
South Oxfordshire	2 bed	2.0	11.0	1.0	**14.0**	2.0	11.0	1.0	**14.0**	**2019**
	3 bed	39.0	24.0	3.0	**66.0**	39.0	24.0	3.0	**66.0**	
	4+ bed	51.0	39.0	7.0	**97.0**	51.0	39.0	7.0	**97.0**	
Estimated Average	Average	30.4	24.5	3.6	**58.6**	30.4	24.5	3.6	**58.6**	
Vale of White Horse	2 bed	23.0	13.0	1.0	**37.0**	23.0	13.0	1.0	**37.0**	**2019**
	3 bed	33.0	21.0	3.0	**57.0**	33.0	21.0	3.0	**57.0**	
	4+ bed	41.0	41.0	8.0	**90.0**	41.0	41.0	8.0	**90.0**	
Estimated Average	Average	32.2	24.9	4.0	**61.1**	32.2	24.9	4.0	**61.1**	
West Oxfordshire	2 bed	20.0	10.0	1.0	**31.0**	20.0	10.0	1.0	**31.0**	**2019**
	3 bed	38.0	24.0	3.0	**65.0**	38.0	24.0	3.0	**65.0**	
	4+ bed	55.0	44.0	8.0	**107.0**	55.0	44.0	8.0	**107.0**	
Estimated Average	Average	37.5	25.8	4.0	**67.3**	37.5	25.8	4.0	**67.3**	
Swindon (sixth form ppr not in public domain but taken from GCC)	Average	37.0	14.0	6.0	**57.0**	37.0	14.0	6.0	**57.0**	**2020**
Other LEAs identified in documents provided by the LEA on 08/09/21										
Cambridgeshire	Minimum	30.0	18.0		**48.0**	30.0	18.0		**48.0**	**2017**
	Maximum	40.0	25.0		**65.0**	40.0	25.0		**65.0**	
Derbyshire	Average	24.0	20.0	8.0	**52.0**	24.0	20.0	8.0	**52.0**	**2021**
Essex	Flats	15.0	10.0	2.0	**27.0**	15.0	10.0	2.0	**27.0**	**2012**
	Houses	30.0	20.0	4.0	**54.0**	30.0	20.0	4.0	**54.0**	
Hertfordshire (not in public domain)	3 bed house	28.0	27.0	-	**55.0**	28.0	27.0	-	**55.0**	**2011**
Kent	Average	28.0	20.0	-	**48.0**	28.0	20.0	-	**48.0**	**2005/6**

Leicestershire	Flats	4.3	2.7	0.5	**7.5**	4.3	2.7	0.5	**7.5**	
	Houses	30.0	16.7	3.3	**50.0**	30.0	16.7	3.3	**50.0**	**2018**
Lincolnshire (sixth form ppr not in public domain but taken from G	Average	20.0	19.0	3.8	**42.8**	20.0	19.0	3.8	**42.8**	**2015**
Medway	Flats	9.0	6.0	2.0	**17.0**	9.0	6.0	2.0	**17.0**	**2005/6**
	Houses	27.0	19.0	5.0	**51.0**	27.0	19.0	5.0	**51.0**	
Norfolk	Flats	14.1	7.3	0.8	**22.1**	14.1	7.3	0.8	**22.1**	**2019**
	Houses	28.1	14.5	1.5	**44.1**	28.1	14.5	1.5	**44.1**	
Northamptonshire	Average	29.0	15.0	7.0	**51.0**	29.0	15.0	7.0	**51.0**	**2018/19**
Nottinghamshire	Average	21.0	16.0	-	**37.0**	21.0	16.0	-	**37.0**	**2018**
Peterborough	Minimum	35.0	23.0	-	**58.0**	35.0	23.0	-	**58.0**	**2020**
	Maximum	45.0	33.0	-	**78.0**	45.0	33.0	-	**78.0**	
Suffolk	Average	25.0	18.0	4.0	**47.0**	25.0	18.0	4.0	**47.0**	**2011**
Surrey	Average	25.0	18.0		**43.0**	25.0	18.0		**43.0**	**2015**
West Sussex	Average	25.0	18.0	4.0	**47.0**	25.0	18.0	4.0	**47.0**	**2012**
Other LEAs identified in representations of Stroud District Council (CDE12)										
Bolton	Average	23.2	18.7	-	**41.9**	23.2	18.7	-	**41.9**	**2016**
Nottingham	Average	21.0	15.0	-	**36.0**	22.6	16.1	-	**38.7**	**2020**

Average based on 34% 2-Bed, 33% 3-Bed, 33% 4-Bed