



Eastleigh Borough Local Plan 2016-2036



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## Statement of Common Ground between Eastleigh Borough Council and Hampshire County Council as Local Education Authority

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August 2019



## **Executive Summary**

- Hampshire County Council agree that the requirement for school places generated from development proposed in the Eastleigh Borough Local Plan is as set out in this document and summarised below.
- All figures quoted should be seen as indicative in order to establish at this early stage the approximate level of financial contribution required. All figures are based on BCIS All in TPI 4Q 2017 price base and include typical site abnormalities.
- The Strategic Growth Option (SGO) North of Bishopstoke and Fair Oak will generate a requirement for a financial contribution of £48,015,478 including a contribution towards Special Educational Needs and Disabilities (SEND), based on standard pupil yields (0.3 for primary school age pupils and 0.21 for secondary school age pupils) for a development of 5,058 dwellings. If the SGO increases to 5,258 dwellings, the financial contribution would increase to £49,857,339.
- This will fund places at one new 7fe secondary school and three new x 3fe primary schools and 70 places for children with SEND or 72 places for the larger SGO.
- The development of an SGO of 5,058 would generate a need for 440 early years places increasing to 458 for the larger SGO. Delivery of these early years places will be via an operator based on commercial terms agreed with the developer.
- The long-term viability of a new secondary school is best achieved when meeting the demand from new developments with circa 5,000 dwellings.
- Pupils generated from the development of the additional Local Plan sites can be accommodated in existing schools or in the proposed new and expanded schools subject to the payment of a financial contribution where necessary.

## **1. Introduction**

- 1.1 This Statement of Common Ground is a jointly agreed statement between Eastleigh Borough Council (EBC) and Hampshire County Council (HCC) as the Local Education Authority for the Borough. It sets out the agreed position between the parties as at April 2019 on the provision of school places arising from the development proposed in the Eastleigh Borough Local Plan 2016 - 2036. It also helps to demonstrate how EBC has complied with the duty to co-operate in preparing the submitted Eastleigh Borough Local Plan.

## **2. Background**

- 2.1 The Eastleigh Borough Local Plan will guide the location, scale and type of future development in Eastleigh Borough to 2036 as well as providing detailed development management policies.
- 2.2 As set out in EBC's Duty to Co-operate Statement (June 2018) the duty to co-operate extends to working with Hampshire County Council to identify and address strategic issues within the borough including education.

## **3. Pupil Yield**

- 3.1 This statement sets out how the requirement for school places was calculated in respect of the Strategic Growth Option (SGO) north of Bishopstoke and Fair Oak based on a capacity of 5,300 dwellings and 5,500 dwellings. As permission has already been granted for 242 dwellings at Pembers Hill Farm and a contribution

towards children's services facilities secured through a s106 agreement, the net additional dwellings to be provided on the SGO is based on a capacity of 5,058 and 5,258.

- 3.2 For the purposes of calculating the likely contribution towards children's services facilities, it has been assumed that 90% of the dwellings on the SGO will have two or more bedrooms (eligible dwellings). Using HCC's guidance entitled 'Developers' Contributions towards Children's Services Facilities' dated November 2018, the following pupil yields have been applied to all dwellings with two or more bedrooms:
- Primary Schools - 0.3 children per dwelling
  - Secondary Schools – 0.21 children per dwelling
  - Post-16 provision – 0.06 students per dwelling

SGO of 5,058 dwellings

- 3.3 Of the 5,058 dwellings proposed, it is assumed that 4,552 dwellings would have two or more bedrooms. Applying the above pupil yields to this figure, would generate a need for 956 secondary school places; 1,366 primary school places and 273 post-16 places.
- 3.4 The HCC guidance also includes a requirement for facilities for children with Special Educational Needs and Disabilities (SEND). Although the HCC document does not provide specific guidance on SEND pupil yield, discussions with the County Council suggested a reasonable working assumption of 3% of all pupils. On the assumption that a development of 5,058 dwellings would generate a need for 2,322 school places (primary and secondary), 70 of these would need to be provided for pupils with SEND. On advice from HCC, 65% or 46 of these SEND children will be of secondary school age and 35% or 25 will be of primary school age.
- 3.5 In order to avoid double-counting, the number of SEND pupils has been deducted from the total number of primary and secondary school pupils. This results in a residual requirement for 1,341 primary school places and 910 secondary school places.

SGO of 5,258 dwellings

- 3.6 On the assumption that the SGO accommodates 5,258 dwellings, the number of dwellings that have two or more bedrooms would increase to 4,732. Applying HCC's pupil yields to these figures would result in the need for 947 secondary school places, 47 SEND secondary school places, 1,395 primary school places, 25 SEND primary school places and 284 post-16 places, should full provision be required.

Table 1

	<b>5,058 dwellings (4,552 bed or more)</b>	<b>5,258 dwellings (4,732 2 bed or more)</b>
Secondary school pupils (0.21 pupils per dwelling less those with SEND)	910	947
Primary school pupils (0.3 pupils per dwelling less those with SEND)	1,341	1,395
SEND pupils (3% of all)	70	72

pupils)		
SEND secondary (65% of total SEND pupils)	46	47
SEND primary (35% of total SEND pupils)	25	25
Post 16 provision (0.06 pupils per dwelling)	273	284

#### 4. School Sites

- 4.1 The HCC guidance provides information on the capacity of a one, two and three form entry (fe) primary school (1fe equates to 30 children) as well as the size of site required as set out in the table below:

Table 2

<b>Primary School</b>	<b>No. of Places</b>	<b>Size of Site</b>
1 Form Entry	210	1.2 ha
2 Form Entry	420	2.0 ha
3 Form Entry	630	2.8 ha

- 4.2 Whilst this is not made clear in the guidance, the clear preference from officers at HCC is that the Council would prefer to avoid 1fe entry primary schools because of potential financial viability issues. HCC also made it clear that they would not consider 4fe primary schools because of the potential negative impact such a large number of young children accessing one site could have on their education experience. The minimum requirement for a new primary school would be based on a 1.5 Form Entry (fe).
- 4.3 In terms of phasing, HCC confirmed that a 3fe primary school would potentially be built as a 2fe school in the first instance to prevent it having an adverse impact on existing schools. The new school could then expand to a 3fe as the development progresses.
- 4.4 For secondary schools, the requirements are as follows:

Table 3

<b>Secondary School</b>	<b>No. of Places</b>	<b>Size of Site</b>
5 Form Entry	750	5.83 ha
6 Form Entry	900	6.77 ha
7 Form Entry	1,050	7.72 ha
8 Form Entry	1,200	8.66 ha
9 Form Entry	1,350	9.61 ha

- 4.5 The same phasing principles apply to secondary schools as they do to primary schools. A 7fe secondary school would potentially be opened as a 4fe school, expanding up to a 7fe as the development progresses and to a 9fe if required.
- 4.6 The cost per pupil for providing a special school place is estimated at approximately four times the build cost of mainstream provision. Based on discussions with HCC, it has been assumed that one SEND classroom can accommodate eight pupils.

#### **Cost of Provision**

- 4.7 The HCC guidance includes costings for both primary and secondary school provision. For secondary schools, the cost is £21,966 per pupil, irrespective of the size of the school (i.e. the cost per pupil is the same for a 5fe to 9fe secondary school).

Table 4

<b>Secondary School</b>	<b>Cost per school</b>	<b>Cost per pupil</b>
6 Form Entry	£19,769,085	£21,966
7 Form Entry	£23,063,932	£21,966

- 4.8 The position in respect of primary school costs is slightly different, with the cost per pupil decreasing as the size of the primary school increases. A 1.5fe primary school costs £22,470, a 2fe costs £20,645 and a 3fe costs £18,067.

Table 5

<b>Primary School</b>	<b>Cost per school</b>	<b>Cost per pupil</b>
1.5 Form Entry	£7,077,926	£22,470
2 Form Entry	£8,671,036	£20,645
3 Form Entry	£11,382,291	£18,067

- 4.9 The cost per SEND pupil is higher than for those in mainstream provision given that each SEND pupil requires in the region of four times the area of a pupil in mainstream provision. On the assumption that each SEND classroom can accommodate 8 pupils, the cost per pupil is therefore £53,501. Although not stated in the HCC guidance, it is assumed that the cost of SEND provision per pupil is the same for primary age pupils as it is for secondary age pupils.
- 4.10 The HCC guidance makes it clear that the Local Authority require the developer to make a capital and revenue contribution towards the development of additional post-16 education and skills provision in support of the Local Authority's statutory duty for sufficiency, post 16. Should this contribution be required, the cost per additional learner is £24,095.

Table 6

	<b>Cost per classroom</b>	<b>Cost per pupil</b>
SEND	£428,011	£53,501
Post-16 provision		£24,095

- 4.11 Where a new school is required as a result of development, HCC would require the developer to provide a clean, unencumbered and fully serviced site free of charge, in addition to the normal level of contributions towards school buildings. The site should be level and of a regular shape to allow the laying out of the new school and appropriate playing pitch provision. Further reasonable requirements will form part of future legal agreements.
- 4.12 HCC would also require early access to each site, as appropriate, in order to construct each school in a timely manner. New schools would open at the beginning of an academic year and to meet the demand arising from families on the development who apply for a school place in the appropriate main admission round.
- 4.13 Whilst the developer is required to provide a site of sufficient size to accommodate the new school, HCC would only expect the developer to pay a contribution proportionate

to the number of pupils generated by the development. For example, if a development generates a pupil yield of 80% of the capacity of the school, it would only pay 80% of the build cost.

## 5. Education contributions for SGO

- 5.1 Based on the pupil yield for both a 5,058 dwelling development and a 5,258 dwelling development set out in Table 1, a 7FE secondary school (1,050 places) would be the minimum that would be required to accommodate the additional pupils.

Table 7

No dwellings 2+ bed	Pupil yield - secondary	Cost
4,552	910	£19,989,060
	46 x SEND	£2,461,046
<b>TOTAL</b>		<b>£22,450,106</b>
4,732	947	£20,801,802
	47 x SEND	£2,514,547
<b>TOTAL</b>		<b>£23,316,349</b>

- 5.2 In terms of primary school provision, the pupil yield would suggest at least three primary schools would be required. The final make-up of primary school provision will be determined in discussion with the developer and Local Authority on submission of a planning application, however, for the purposes of this assessment, the cost per pupil for a 3fe primary school has been used.

Table 8

No dwellings 2+ bed	Pupil yield – primary	Cost
4,552	1,341	£24,227,847
	25 x SEND	£1,337,525
<b>TOTAL</b>		<b>£25,565,372</b>
4,732	1,395	£25,203,465
	25 x SEND	£1,337,525
<b>TOTAL</b>		<b>£26,540,990</b>

- 5.3 At this stage, HCC would like to keep the option open for all through schools, i.e. from 4 to 16. This would require a 12.8 hectare site that is not severed by a road. HCC expect to be fully involved in future discussion regarding the location of the secondary school site and its proximity to the nearest primary school and spine road.
- 5.4 The two tertiary colleges in Eastleigh Town, Barton Peveril Sixth Form College and Eastleigh College have both undergone significant redevelopment in recent years. At the current time therefore, no additional post-16 provision will be required as a result of the development of the SGO. However, the requirement for post-16 places will need to be re-assessed as and when development comes forward.
- 5.5 The total cost of education provision arising from an SGO accommodating 5,058 dwellings, calculated on a pupil yield basis, amounts to **£48,015,478**.
- 5.6 An SGO of 5,258 dwellings calculated on the same basis, would generate a requirement for a financial contribution of **£49,857,339**.

## 6. Increase in Pupil Yield

- 6.1 The HCC guidance makes it clear that where it can be evidenced that the yield of pupils is higher than those quoted, the contribution sought from the developer will increase.
- 6.2 Should the primary school pupil yield increase to 0.4 pupils per dwelling (see Table 9) and the secondary school pupil yield increase to 0.28 pupils per dwelling, the contribution would increase from £48,015,478 to **£63,968,079** based on an SGO of 5,058 dwellings and from £49,857,339 to **£66,497,242** for a 5,258 dwelling SGO.
- 6.3 It is understood that HCC have incorporated a review mechanism into the s106 agreement on previous developments to allow actual pupil yield to be assessed against predicted pupil yield and any contributions adjusted accordingly.

Table 9

	<b>5,058 dwellings</b> (4,552 2 bed or more)	<b>5,258 dwellings</b> (4,732 2 bed or more)
Primary school pupils (0.4 pupils per dwelling less those with SEND)	1,788	1,859
SEND pupils (primary)	33	34
Secondary school pupils (0.28 pupils per dwelling less those with SEND)	1,215	1,262
SEND pupils (secondary)	60	63
<b>Total contribution (excluding post-16)</b>	<b>£63,968,079</b>	<b>£66,497,242</b>

## 7. Benchmarking Study

- 7.1 HCC in partnership with East Riding of Yorkshire, undertook a national cost benchmarking exercise on new build, extended and refurbished primary, secondary and SEN schools. The latest published document dated February 2018 included an average cost per primary pupil place of £19,883 with a 20<sup>th</sup>/80<sup>th</sup> percentile range from £15,548 and £24,172. The HCC range of £18,067 for a 3fe primary to £25,280 for a 1fe primary, is based on this study, taking account of the location factor for Hampshire. The Benchmarking Report is published every Spring and is endorsed by the Department for Education.

## 8. Likely Funding Sources

- 8.1 HCC has a statutory duty to ensure a sufficiency of school places for Hampshire children. The School Places Plan 2019-2023 sets out the identified need for additional mainstream school places in the primary and secondary sectors across Hampshire.
- 8.2 Based on the document 'School revenue funding – current funding arrangements' published by the Department for Education in March 2016, core revenue schools funding is distributed through the dedicated schools grant (DSG). Local authorities also receive funding through the education services grant. Additional revenue funding may also be allocated outside the DSG and protected budget.

- 8.3 The Hampshire School Places Plan 2019 – 2023 forecasts a deficit of primary (Year R) places in Fair Oak (shortfall of 15%) and secondary places (Year 7) in Eastleigh Town (shortfall of 6%) by October 2023
- 8.4 As construction of the first dwellings on the SGO are due to commence in 2024/25, the full implications of the development on school places are not considered in the current Hampshire School Places Plan.
- 8.5 HCC have a programme for new schools and expansions for the period up to 2023 including the provision of an additional five and a half forms of entry of primary school places across the borough and expansions to three other primary schools. A new 7fe secondary school is also proposed for which planning permission has now been granted and which will open in September 2021. The new schools are forecast to fill with children as a result of demographic change and from relevant new housing developments with planning consent.
- 8.6 All new primary and secondary schools within Hampshire are subject to free school status, i.e. outside local authority control, however the Local Authority retains the statutory responsibility for the planning and commissioning of school places

## **9. Phasing of development and schools**

- 9.1 The SGO Emerging Masterplan (May 2018) Final Report, acknowledges the need for a new 7FE secondary school and three new primary schools each with the capacity for 3FE. For the purposes of the initial masterplanning exercise, indicative locations have been identified.
- 9.2 The secondary school has been located in a central position close to the proposed District Centre. The location takes advantage of the anticipated public transport routes which are likely to form a loop between the link road, Winchester Road and the District Centre. The key east-west public footpaths and bridleways which will form the basis of the pedestrian and cycle connections across the area, will also benefit the secondary school in this position in terms of safe routes to school. HCC is currently finalising a guidance note for developers when considering travel and access to schools. Future discussion with HCC would be welcomed in order to refine infrastructure detail around proposed school sites.
- 9.3 The secondary school can be designed to facilitate the community use of its sporting facilities and playing fields by recognised sporting and community groups outside of school hours. HCC would support community use of school facilities subject to the future agreement of the appointed sponsors and governors. Schools must be able to fulfil their statutory function at all times.
- 9.4 Where additional facilities for community use are proposed on a school site, for example a Synthetic Turf Pitch (STP) additional developer contributions would be required.
- 9.5 An area of circa 10 ha has been included in the masterplan for a secondary school, including a sports hall. This exceeds the 7.72 ha minimum area for a 7fe secondary school set out in the HCC guidance and would be sufficient to accommodate future expansion to a 9fe school should it be required.
- 9.6 The three primary schools correspond with the three new centres, the District Centre at Fair Oak, the village centre at Stoke Park North and local parade at Mortimers Lane



being. An allowance of approximately 3.5 ha has been allowed in the masterplan for each primary school, which exceeds the minimum area of 2.8 ha for a 3FE primary school set out in the HCC guidance. This would allow some flexibility in the final design of the school, however, should the final site exceed the minimum 2.8ha, HCC would be under no obligation to pay for any over provision of land.

- 9.7 In terms of SEND provision on the SGO, HCC cannot rule out the requirement for land upon which to build a dedicated SEND school, at this stage, in addition to any financial contribution. However, it is possible that this could be located on the same site as the proposed secondary school but with potential for a separate access to allow for the SEND school to be operated by a separate governing body to the secondary school. The provision of a new SEND school, if required, depends on the secondary school site being of a suitable size to accommodate both schools.
- 9.8 An indicative location of the primary and secondary provision is shown on the following extract from the SGO Masterplan Addendum (October 2018).
- 9.9 Where applicable a contribution towards short term costs of Home to School Transport for children living on the development will be required.



## 10. Early Years Provision

- 10.1 HCC has a duty to ensure that there is sufficient provision for pre-school education and childcare (although not normally as a provider itself). With the increasing demand for early years places and the number of hours that have to be offered, there is a strong movement towards pre-school providers looking for exclusive use of space.
- 10.2 HCC does not seek contributions for early years provision but would expect to be involved in future discussions which established appropriate and phased Early Years

places. Market operators could build the necessary facilities, or the developer could build them and lease the building to an operator. Due consideration should be given to the proximity of the Early Years setting to the primary school in order to avoid additional congestion.

- 10.3 The provision of pre-school facilities should be programmed to be available at an early stage of the development to ensure a sufficiency of places. The land must be accessible, and the statutory utilities provided to ensure that these places can be provided. HCC does not require the land to be provided at nil cost to the operator, rather it is for the operator to negotiate terms with the landowner.
- 10.4 For a development of 5,058 dwellings, approximately 440 early years spaces would need to be provided, increasing to approximately 458 spaces for a development of 5,258 dwellings.
- 10.5 Developers should plan for approximately 87 places per 1,000 new dwellings and these places should be offered through a mix of facilities where possible e.g. one full day provision of 50+ places, together with an additional 30 places from shared community premises.
- 10.6 Early years and childcare provisions of 50+ places are considered more economically viable and may attract the best investment opportunity from the sector.
- 10.7 Childcare facilities should either be associated with / alongside community facilities or in a dedicated space identified and available for development. In either case, it is suggested that there are advantages with locating adjacent to, or combined with, primary school sites. Provision of childcare facilities should be considered for development and occupation at the same time as that for primary schools.
- 10.8 HCC guidance set out in the document entitled 'early years requirements in major new developments' suggests a site of 0.25 hectares is required for a 50-space dedicated nursery / childcare facility, reducing to 0.2 hectares if schools and pre-schools sites are planned together.
- 10.9 All of the sites for the proposed primary schools on the SGO exceed the minimum required by HCC and would potentially be sufficient to accommodate a pre-school. This depends on the primary school site being of a suitable size to accommodate both settings and with potential for a separate access to allow for the preschool to be operated by a separate governing body to each primary school.

## **11. Local Plan Policy S5**

- 11.1 Draft Strategic Policy S5 relates to the proposed new communities on land north of Bishopstoke and land north and east of Fair Oak. It requires the developer to provide serviced land for all the schools and associated playing fields at nil costs and for the secondary school to be available for the community use of its buildings and open spaces by recognised sporting and community groups outside of school hours.
- 11.2 Supporting text at paragraph 4.31 makes it clear that an appropriate financial contribution towards the provision of the new schools, will be required from the developer. The paragraph as currently drafted suggests that schools should provide a combined capacity for 12 forms of entry. EBC acknowledges that this level of provision may not be sufficient to cater for the pupil yield arising from the development of the SGO and therefore it is proposed to modify the plan as follows:

*'The developer will provide the land at nil cost for and make an appropriate financial contribution towards the provision of the new primary and secondary schools. ~~The secondary school, and the primary schools combined, will provide capacity for 12 forms of entry.'~~*

## **12. Assumptions in Infrastructure Delivery Plan and viability study**

- 12.1 The Infrastructure Delivery Plan (IDP) published in October 2018 includes an allowance for education costs arising out of development of the SGO. The figures were calculated based on an SGO of 5,200 dwellings and ranged from £42.2 million to £51 million.
- 12.2 The £42.2 million assumed in the IDP was based on the cost of schools with capacity for 12 forms of entry (1 x 6FE secondary school and 3 x 2FE primary school). Based on the pupil yields included in the HCC guidance, this would not be sufficient to cater for all of the pupils generated by the SGO.
- 12.3 The £51million included the cost of all pupils generated by the SGO and over £1.4 million towards post 16 education, should it be required. If full provision was made for post 16 education, the cost would increase to £56.1million. HCC has confirmed that at the current time, there is no requirement for a contribution towards post-16 education but that a future review would be necessary as the buildout for the SGO is confirmed
- 12.4 The viability study included an allowance of 19.95ha of serviced land for education provision at £250,000/ha. This is above the minimum area required as set out in the HCC document of 16.12ha based on 2.8ha for each of the three 3FE primary schools and 7.72 ha for the secondary school. An additional land cost of £957,500 has therefore been allowed in the viability study, which may not be required if the area for education provision can be reduced to the size suggested in the HCC document. This should not be interpreted as suggesting that HCC would be expected to pay for an oversized school site should it be offered.
- 12.5 Whilst the initial viability test (May 2018) was based on the £42.2 million, the higher figure of £51 million was included in the October 2018 sensitivity test.
- 12.6 The viability study is currently being updated to reflect the costs for the provision of additional school places set out in the statement.

## **13. Borough Wide Provision**

- 13.1 Aside from the major development proposed at the SGO, the Local Plan also allocates a number of other sites for residential development. A number of these have already been granted planning permission and therefore it is reasonable to assume that the need for additional school places has been addressed. Planning permission has yet to be granted for the following allocated sites:

<b>Policy</b>	<b>Site</b>	<b>Capacity</b>
FO1	West of Durley Road, Fair Oak	73 dwellings
FO4	Lechlade, Burnetts Lane, Fair Oak	13 dwellings
FO6	Foxholes	45 dwellings
BU2	Heath House Farm	38 dwellings
BU3	Land south east of Windmill Lane	50 dwellings – resolution

		for up to 91 dwellings
CF1	Central Precinct, Chandler's Ford	85 dwellings
AL1	Land east of Allbrook Way	95 dwellings
AL2	Land west of Allbrook Way	45 dwellings
HE1	Land west of Woodhouse Lane, Hedge End	650 dwellings including 7FE secondary school
HE3	Land at Home Farm, St John's Road, Hedge End	16 dwellings
BO1	Land south of Maddoxford Lane and south east of Crows Nest Lane	30 dwellings
BO2	Land west of Uplands Farm, Botley	300 - 375 dwellings
BO3	Land east of Kings Copse Avenue and east of Tanhouse Lane	70 dwellings
BO4	Land north of Myrtle Cottage, Winchester Road	22 dwellings

13.2 The Hampshire School Places Plan 2019-2023 includes the County Council's program for new and expanded schools. Within Eastleigh Borough, additional school capacity will be provided as follows:

- 2019: Kings Copse Primary (expansion to 1.5FE)
- 2019: Boorley Park 2FE New Primary Academy
- 2020: Stoneham Park Academy 1.5FE New Primary Academy
- 2021: Deer Park 7FE New Secondary Academy
- 2023: Horton Heath 2FE New Primary Academy
- 2023: Hamble Primary School (expansion to 2FE)
- 2023: Botley Primary School (expansion to 2FE)

13.3 It is likely that pupils generated from the development of the additional Local Plan sites can be accommodated in existing schools or in the new and expanded schools referred to above, subject to the payment of a financial contribution where necessary.

#### **14. Alternative SGO Options**

14.1 The Hampshire School Places Plan 2019-2023 makes it clear at paragraph 6.2, that in planning for new mainstream provision in the secondary sector, the County Council will seek to have Published Admission Numbers (PANs) of no less than 150 in the secondary sector (the PAN is the maximum number of pupils that the admission authority will admit to each year group). This equates to a 5FE secondary school.

14.2 A 5FE secondary school would accommodate 750 pupils. Based on a pupil yield of 0.21 pupils per dwelling and on the assumption that 90% of the SGO would be 2-bed or more, an SGO of at least 4,000 dwellings would be required to justify the provision of a 5FE secondary school. However, in its 'regulation 19' representation the County Council make it clear that the long-term viability of a secondary school is best achieved when meeting the demand from new developments with circa 5,000 dwellings.

[www.eastleigh.gov.uk/localplan2016-2036](http://www.eastleigh.gov.uk/localplan2016-2036)

