

My ref:
Your ref:

Date: 22nd May 2014

Contact: Antony Proietti
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Economy, Transport and Environment
Executive Director, Graham Hughes

By Email

Katie Parry
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Dear Katie,

Ida Darwin Development Site – Primary Education Contributions

Thank you for liaising with Cambridgeshire County Council in regards to the primary education contributions required for the proposed development at the Ida Darwin site (planning reference S/1066/13).

The County Council is surprised and disappointed by the current position taken by South Cambridgeshire District Council (SCDC) to not support the proposed level of primary education contribution sought by the County Council. For simplicity I have set out the key points below:

- 1) Tables 1 and 2 below show catchment area forecasts for Fulbourn Primary School as an 'excluding Ida Darwin' and an 'including Ida Darwin' scenario. This clearly demonstrates that even without the Ida Darwin development the Fulbourn Primary School is at capacity, both in terms of total capacity of the school and, more importantly, in terms of the capacity in the reception class (year 4).

Table 1: Fulbourn Primary School – Catchment Forecasts (excluding Ida Darwin development)

School Year	4	5	6	7	8	9	10	Total
2011/12	34	28	32	33	25	38	25	215
2012/13	49	32	28	30	32	23	36	230
2013/14	41	48	34	27	30	31	23	234
2014/15	55	40	50	33	27	29	31	265
2015/16	52	54	42	49	33	26	29	285
2016/17	62	51	56	41	49	32	26	317
2017/18	57	61	53	55	41	48	32	347
2018/19	57	56	63	52	55	40	48	371
2019/20	57	56	58	62	52	54	40	379
2020/21	57	56	58	57	62	51	54	395



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Table 2: Fulbourn Primary School – Catchment Forecasts (including ida Darwin Development)

School Year	4	5	6	7	8	9	10	Total
2011/12	34	28	32	33	25	38	25	215
2012/13	49	32	28	30	32	23	36	230
2013/14	41	48	34	27	30	31	23	234
2014/15	55	42	50	35	27	31	32	272
2015/16	54	56	44	51	35	28	32	300
2016/17	65	55	58	45	51	36	29	339
2017/18	62	66	57	59	45	52	37	378
2018/19	62	63	68	58	59	46	53	409
2019/20	62	63	65	69	58	60	47	424
2020/21	62	61	63	65	68	59	61	439

- 2) As there is no capacity in Fulbourn Primary School (the catchment primary school for the Ida Darwin development) it is reasonable to secure a contribution towards primary education provision, in order to mitigate the impact arising from the proposed Ida Darwin development and make it acceptable in planning terms.
- 3) The Ida Darwin site is within the identified catchment area for Fulbourn Primary School. Therefore the primary education contributions which are being sought are directly related to the development. It would be unreasonable for the County Council to consider spare capacity of primary schools in other catchment areas when taking into account issues of school transport, quality of education provision, community cohesion and sustainable development.
- 4) The County Council has identified a scheme (expansion of Fulbourn Primary School) for accommodating the primary school aged children arising from both in-catchment demand and also new developments within the area (including the Ida Darwin scheme). Details have been provided to SCDC which justify why the specific expansion scheme was chosen.
- 5) Of the total cost of the expansion the Ida Darwin development is only being required to pay for a proportion of the costs based on the number of children arising from its scheme. This will be calculated on a per child basis on the element of the expansion which is providing for new development (therefore removing the in-catchment demand element). This approach is considered to be fair and reasonably related in scale to the size of the development.

For these reasons the County Council believe that the primary education contributions that we are seeking are robust, justifiable and adhere to the policy on planning obligations.

We note that you raise a number of specific questions in your email to Antony Proietti on 15th May 2014 (18.22). Please find answers to these questions in Appendix 1. In addition, please find in Appendix 2 answers to the questions raised by James Fisher on 19th May 2014 (15:06).



I trust that the information provided within this letter is sufficient to answer the outstanding questions and enable South Cambridgeshire District Council to support the proposed primary education contribution.

If you have any questions or require clarification please contact me.

Yours sincerely,

Colum Fitzsimons
Development and Policy Manager



Appendix 1: Answers to questions raised by Katie Parry (SCDC) to Antony Proietti on 15th May 2014 (18.22). Answers in blue italics:

1. The information provided demonstrates that there are currently 240 primary places at Fulbourn Primary but it does not detail the number of early year places.

There are currently 52 early years places and on completion of the scheme there will be capacity for 90.

2. I am aware that there is existing pressure on the primary school as a result of the redevelopment of The Swifts estate – No education contribution was sought for this development but Ida Darwin cannot be expected to contribute towards this existing shortfall in places.

Ida Darwin is not being expected to contribute to the whole scheme. In response to a previous question posed by SCDC (see appendix 3) we have provided a set of forecasts for the growth in pupil numbers at the school. One forecast includes the Ida Darwin site and one forecast does not. In this response we have said that this forecast could be used to calculate the proportion of the scheme to which the Ida Darwin site should contribute. We also covered this point in the briefing on 20th March 2014.

3. The level of contribution being sought appears excessively high.

This was covered in the 20th March meeting on the feasibility report and subsequent note (see appendix 5).

Although the contribution sought has reduced slightly (£5.8 million as per Antony's email of 17th February 2014 to £5.2 million on the recent email May 2014. No explanation has been provided as to why the figure has changed), this is significantly higher than both the standard multiplier figure and the average education contributions sought over the last 5 years in SCDC.

The nature of capital building projects is that costs are refined and schemes develop as the design phase progresses. It is not a static picture

Referring to The Primary School Extension and Alteration Fulbourn Primary School Milestone 2 Report published December 2013, the summary to the above report states "The estimated cost of the scheme within the existing sites ranges from 3,063,000 to £ 5,230,000 with Option 4 (£3,710,000) being both, less expensive and disruptive for the school operation for a duration of the construction works" this implies that a different option to that recommended by the report has been taken forward by CCC?

This was covered in the briefing on 20th March and related to subsequent planning/highways advice which did not support the construction access for this option and impact on the PVAA and playing field. This made the option 4 undeliverable.



4. I have reviewed the cost plan for the different options and am concerned about some of the items included and although we accept that for the County these are the costs not all of these cost can be apportioned to the Ida Darwin developer. For example:

- The full cost of a MUGA is being sought and as this serves the whole school the Ida Darwin development should be expected to contribute 23% of half of the cost rather than 23% of the full cost – as the development should not fund infrastructure serving the existing school capacity.

See answer earlier about proportionate cost of the overall scheme being sought.

- The cost breakdown also includes internal client cost at 1% which we believe should not be included.

These are professional fees and are a legitimate cost in any project and are funded through the capital programme.

- The cost breakdown includes items for refurbished areas (which is assumed not to provide additional capacity and therefore should not be included on the cost for the Ida Darwin development.

The refurbished areas arise from the need to use the buildings differently and redesignate rooms for different uses to enable the expanded school to function effectively. We would not be undertaking this work if we were not expanding the school.

5. I have also reviewed the Capital Programme for Budget period: 2013-14 to 2017-18 published Feb 2013 and Capital Programme Budget Period 2014-15 to 2023-24 published February 2014. Can you clarify a few points on that too please:

In Feb 2013 the Capital Programme showed an additional 70 places were required at Fulbourn Primary at a cost of £670,000. In Feb 2014 the Capital Programme stated that an additional 60 places with 52 Early Years places are required at a cost of £1.75m.

The previous scheme included in the capital programme related to meeting the current in catchment need. The capital programme is reviewed annually and in the next round we will be including a project that reflects the current scope of the scheme and the need for a more significant expansion of the school arising from the Ida Darwin. The feasibility study will provide the basis for the costs to be included in the programme, including the level of section 106 funding required. Referral to the current entry in the programme is not necessary for establishing the level of section 106 funding required.

It is unclear whether these figures are inclusive of the demand arising from Ida Darwin development and how these figures relate to the previous figures provided by CCC on the additional space required which was 180 primary places and 52 early places. Even if the Ida Darwin scheme has not been included in the capital



programme there are still in the region of about 80 places which are unaccounted for.

Please see answer provided earlier this week and the forecast for future numbers with and without the Ida Darwin development.



Appendix 2: Answers to the questions raised by James Fisher (SCDC) on 19th May 2014 (15:06). Answers in blue italics:

Further to Katie's e-mail Please also see attached 3 spreadsheets which may be of some use when responding.

The First one called 'Fulbourn housing completions from 2002 to 2013' demonstrates that in the last 5 years (to 2013) there has been a gain of 81 dwellings in the village (which I would assume as needing no more than 20 primary school places?). This therefore does not appear to correlate to other information that the County Council research team is using in terms of primary school places for Fulbourn, where a far higher number of children are projected.

House-building rates are only one factor of many in population changes in an area. New housing developments tend to attract families with young children so they add to the child population of an area, but this is not the only reason why the child population may increase in an area. The numbers of children in the existing population may also increase (or decrease) due to demographic changes, for example families with children may move into housing vacated by middle-aged or older households.

The table below shows the number of births in the catchment of Fulbourn Primary School (= the village of Fulbourn not including Cherry Hinton fringe west of Yarrow Road) and compares this to the same cohort when they are aged 4 and the intake at the school. There are two points of note. First, the number of annual births in the last two years has been relatively high compared to recent years. Second, in recent years there has been an increase in pre-school cohorts as they age forward. In the past, the number of four year olds was similar to the number of births in the same cohort, however in recent years, the number of four year olds has been much higher. Some of these changes will be due to the impact of new housing developments in the village, but some will be due to changes in the existing population.

Year of Birth	Number of Births	Year of Intake	Number of 4 year olds living in the catchment	Intake at age 4 at the school
2003/04	38	2008/09	37	25
2004/05	35	2009/10	35	34
2005/06	29	2010/11	32	29
2006/07	28	2011/12	34	36
2007/08	35	2012/13	49	46
2008/09	21	2013/14	41	41
2009/10	37	2014/15		
2010/11	33	2015/16		
2011/12	43	2016/17		
2012/13	43	2017/18		



The Second spreadsheet is called ' Fulbourn primary school places' and shows the difference between information provided by the County Council in December 2013 and May 2014. I trust that this is self-explanatory and further demonstrates why we remain confused as to the consistency of the information.

A number of forecasts are produced for schools to assist with planning school places. In the first forecast, supplied by Paul van de Bulk, the school's annual intake is controlled to its published admission number (PAN) of 40. Each school has a PAN. This is the statutory limit on the number of pupils the school may admit each year into a cohort based on the physical capacity of the school. For standard forecasts that are shared with the school, reception numbers are held to this PAN. Whether the school is able to admit more pupils in a year group is determined between the county council (= the local admissions authority for the school) and the school on an annual basis. This will depend on a number of factors, such as class organisation and accommodation at the school. As numbers are limited to 40 per year group the forecast shows the numbers settling at 280 (= 40 x seven year groups) by 2018/19.

The forecast supplied by Ian Trafford shows the forecast of the primary-aged population living in the Fulbourn catchment and attending a maintained school. This is not limited by the school's PAN and therefore shows higher numbers in the catchment by 2018/19 reflecting the recent trend in annual births and increase in the size of cohorts as they age forward which was mentioned above.

The third spreadsheet called 'Fulbourn The Swifts' provided by my housing colleagues shows the impact of The Swifts development showing only 67 dwellings left to be built across the development (which itself only resulted in a net increase of circa 80 dwellings). I am also advised that priority was giving to residents of the estate to be rehoused in the first couple of phases of redevelopment. Though I do not know how many were rehoused it does raise the question as to how many 'new' children resulted from the development.

Children living in housing already completed will be included in the data we have provided. We do not make any explicit additions to the catchment forecasts to account for the impact of the remaining dwellings from the Swift. The forecasts are run on a trend basis so that trend will include recent years where there were more demolitions than completions in Fulbourn.

One general point, school and catchment forecasts are updated at least once a year to reflect the latest school roll, health authority and housing data.



Appendix 3: Cambridgeshire County Council response to South Cambridgeshire District Council (sent 13/05/2014 15:56):

The Ida Darwin development makes the following contribution to the need for places at Fulbourn Primary School. As numbers build up over the forecast period I feel we should use the last forecast year to properly reflect the impact of the Ida Darwin development even though the actual peak is about 4-5 places more a few years later. I have established this in conversation with Alan Fitz. Therefore, I think our approach is reasonable.

In the coming September (2014) we forecast, without the Ida Darwin development, the school roll to be 265 and rising to 395 in 2020/21 an increase of 130 places. Over the same timeframe, and including the Ida Darwin development the school roll rise to 439 and increase of 174 places. Contribution should be around 25% of the capital scheme which stands at £5.2m at present

FULBOURN PRIMARY SCHOOL - CATCHMENT FORECASTS

excluding Ida Darwin development

School Year	4	5	6	7	8	9	10	Total
2011/12	34	28	32	33	25	38	25	215
2012/13	49	32	28	30	32	23	36	230
2013/14	41	48	34	27	30	31	23	234
2014/15	55	40	50	33	27	29	31	265
2015/16	52	54	42	49	33	26	29	285
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2017/18	57	61	53	55	41	48	32	347
2018/19	57	56	63	52	55	40	48	371
2019/20	57	56	58	62	52	54	40	379
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including Ida Darwin development

School Year	4	5	6	7	8	9	10	Total
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2017/18	62	66	57	59	45	52	37	378
2018/19	62	63	68	58	59	46	53	409
2019/20	62	63	65	69	58	60	47	424
2020/21	62	61	63	65	68	59	61	439



Appendix 4: Cambridgeshire County Council response to South Cambridgeshire District Council (sent 13/05/2014 20:28):

Katie

In response to your request for further information on the scheme that was chosen for the Fulbourn Primary School expansion and details on the rejected options please find attached the full MS2 report (this formed the basis of the presentation to SCDC planners on 20th March). The report covers the cost planning, option appraisal, site restrictions and the reasons for the preferred building solution. This needs to be read in conjunction with the note previous supplied by Dean Clark (Mouchel) leading to the selection of the preferred option.

In terms of why the extra capacity at Cherry Hinton Schools cannot be used for this development please find the following response:

For the purposes of school places planning in the primary sector there are two planning areas that operate in Cambridge City; Cambridge North of the River and Cambridge South of the River.

The Cherry Hinton Schools are in the Cambridge South of the River planning area

In the area South of the River the number of 4 year olds identified by the birth data is greater than the total number of places available in the first year of school (Reception) The combined PAN of all the schools is 757 and total 4 year olds range from approx 900 - 950 for the data period (2011-2018). Although intake numbers are lower than the PAN they have risen from 662 in 2011/12 to a forecast high of 767 (above combined PAN) in 2016/17 before dropping back in 2017/18.

It is also important to recognise that these figures represent births or 0-4 registered with the NHS in this geographical area. Further housing growth or inward migration will add to these numbers and the City schools cannot, therefore, be seen as providing available capacity for children living in Fulbourn.

CAMBRIDGE CITY PRIMARY SCHOOLS SOUTH OF THE RIVER

excluding St Alban's

Total PAN =

757

Year of birth	Births	Year of Intake	Intake age 4+
2006/07	933	2011/12	662
2007/08	954	2012/13	676
2008/09	919	2013/14	684
2009/10	934	2014/15	736
2010/11	897	2015/16	718
2011/12	959	2016/17	767
2012/13	896	2017/18	717

The issues of capacity are in addition to the points we made earlier (see email of 17th April) about school transport, quality of education provision, community cohesion and sustainable development, which all still remain relevant.

I trust that this information is sufficient and will enable you to seek the primary education costs as discussed.



Appendix 5 – Briefing Note from Cambridgeshire County Council on options to expand Fulbourn Primary School:

Fulbourn Primary School Expansion

A feasibility study was prepared by Mouchel on behalf of Cambridgeshire County Council on 9th December 2013 to look at the options to expand Fulbourn Primary School from a school offering 270 places to 2 Forms of Entry (420 places).

A meeting was held at CCC with representatives from SCDC on 20 March 2014 to review the context of the school expansion and to confirm the difficulties that will be encountered to deliver a solution.

Background

The school has been developed organically and access is restricted as well as acknowledging the status of areas of the site which are designated as being within the conservation area and a further area which is a Protected Village Amenity Area.

Site and Project Constraints

Access to the site is provided from School Lane and St Vigor's Road.

A previous access from the north which is currently blocked has been re-considered, however, it has been deemed as being unviable by the highways officer at CCC even for construction purposes.

The school must remain fully operational at all times with sufficient teaching space and school facilities.

The frontage to St Vigor's Road is designated as a Protected Village Amenity Area.

The area of the school site which fronts onto School Lane is within the Conservation Area.

Feasibility Study

4no. Options were developed and considered to respond to the demand for pupil places and expand the school, however, there is a clear preferred option in terms of access and buildability. The unfavoured options failed as a result of having inadequate access for construction or had undue impact on the operation of the school in use. A new site was also considered for the school however nothing suitable could be identified within the context of Fulbourn village.

Delivery Sequence

The sequence of delivery of the solution involves the following works:

- Provision of temporary classrooms to increase capacity in the short term.



- Conversion and adaption of the former library building within the school as an 'advance works' contract. Site to provide a pre-school and after school facility.
- Re-use of the temporary classrooms and short term re-allocation of a space within the school to accommodate 90 pupils.
- Provision of temporary classrooms, kitchen and boiler house.
- Construction of the new teaching accommodation.
- Removal of the temporary accommodation.

Abnormal Costs

The works are phased and must follow a pre-determined sequence to deliver the scheme whilst keeping the school operational.

Temporary accommodation is required to allow demolition of an area of the school to allow the building footprint to be used on a two storey basis and avoid further loss of external play areas. These facilities are being re-provided within the proposed scheme.

Access is restricted and this will add to the cost of constructing the scheme.

Parking provision is to be increased proportionally to suit the expansion of the school from 1FE to 2FE.

Advance works are required to facilitate the provision of school places meeting demand from Sept. 2014.

Summary

The provision of a 420 place or 2FE primary school can be met within the existing Fulbourn PS site, however, it will involve some demolition to create a suitable footprint that allows for a two storey addition to be constructed. This proposal allows the density of the school to be increased whilst keeping a tight footprint and a reasonable amount of hard play area for the children to use. The scheme can be constructed as proposed giving access for deliveries, however, there will need to be restrictions as the school will be in full use. The scheme involves a phased delivery to keep the school operational at the required capacity.

