

EAST RENFREWSHIRE COUNCIL26 June 2019Report by Director of EnvironmentLOCAL DEVELOPMENT PLAN 1: EDUCATION DEVELOPMENT CONTRIBUTIONS:  
UPDATE TO BASE DATA AND COST INFORMATION**PURPOSE OF REPORT**

1. The purpose of this report is to ask Members to approve an update to the evidence base which informs the Education section of the Council's adopted Local Development Plan 1 (LDP1) Supplementary Planning Guidance (SPG) on Development Contributions.

**RECOMMENDATIONS**

2. It is recommended that the Council:
- (a) Approves the update of the evidence base supporting the Education section of the Council's adopted LDP1 Supplementary Planning Guidance on Development Contributions;
  - (b) Approves the resulting updated Education contribution requirements, for formal publication as an addendum to the adopted SPG (Appendix 1); and
  - (c) Delegates to the Director of Environment to approve any minor inconsequential changes to the document, in line with Council policy, prior to its publication.

**BACKGROUND**

3. The Council's current Local Development Plan (LDP1) was adopted in June 2015.
4. Alongside LDP1 the Council adopted Supplementary Planning Guidance (SPG) on Development Contributions, under Section 22 of the Planning etc. (Scotland) Act 2006. Since its adoption this SPG has formed a statutory part of the Local Development Plan.
5. The Council's LDP aims to strike a balance between facilitating new development whilst preserving and enhancing our high quality built and natural environment. The Council firmly believes that new development should not adversely impact upon existing levels of service provision, infrastructure, or the quality of our environment. Therefore through our Development Contributions Policy, new developments which individually or cumulatively generate a requirement for new or increased infrastructure or services will be required to deliver or contribute towards the provision of supporting services, facilities and enhancement of the environment. This ensures that the cost of this required mitigation is funded by the development and not the general public. To use education as an example of how this would work in practice:

- a) If a new residential development (that would generate children of school age) was proposed in an area where some or all of our catchment schools or early years establishments are close to (or above) their occupancy rates (based on their planning capacity), the Council would secure financial contributions from that development for the appropriate schools provision, in order to allow the proposed development to go ahead. The Council would then use the financial contributions to increase capacity within the catchment of the new development so that the additional children can be accommodated.

6. Development contributions are sought for specific purposes and are subject to legal tests to ensure that they are necessary, serve a planning purpose, directly relate to the development and are reasonable in scale, in relation to the development.

7. The Proposed Local Development Plan 2 (LDP2) is currently in preparation with the view to it being published for public consultation in late summer 2019 with a further report being submitted to the Council for the plan to then be progressed through the planning system and the Reporters Unit. This is dealt with in a separate report on this Council agenda.

8. In the meantime it is considered that a technical update of the evidence base supporting the Education section of the Council's adopted SPG on Development Contributions is required in order to adequately support the delivery of LDP1 for the remainder of its duration.

## REPORT

9. The purpose of SPG is to provide supporting detailed guidance on Local Development Plan Policies and Proposals.

8. The adopted Development Contributions SPG (June 2015) states that "the base data supporting this policy will be reviewed on an annual basis and where appropriate updated cost information will be published on the Council website. It is intended that this annual review will ensure that the application of the policy remains robust for the lifetime of the LDP with a full review of the policy in tandem with the LDP lifecycle (or sooner if required)".

9. Ongoing reviews on the base data supporting the policy have been carried out since adoption of the policy. To date it has not been considered necessary to publish updated data or cost information.

10. However, recently a significant and comprehensive piece of work reviewing all base data in the Education section of the SPG was carried out jointly by the Education and Environment Departments (as previously reported to Council in October 2018).

11. Given the significance of this review and its outcomes it is now felt appropriate to publish the updated base data and resulting cost information (the supporting information used in the education calculations and **the resulting development contribution required per house**). This will make clear to developers the Council's expectation regarding education development contributions.

12. The main updates to the supporting information used within the Education calculations include:

- a) Reference to the new schools and Early Years establishments which have opened since the publication of the SPG back in 2015 and adding these schools and their catchments into the calculations;
- b) Updated build costs per pupil, determined from the Council's most recent school construction projects;
- c) Updated Pupil Product Ratios (the anticipated propensity of residential units to generate children of school age) including the addition of Isobel Mair Additional Support Needs school; and
- d) Updated programming of future residential developments (using 2018 Housing Land Audit data).

13. In line with the adopted SPG, it is proposed that this updated information is published on the Council's website. This will be published as an education addendum.

14. A full update of the SPG will be produced in due course to support the Proposed Local Development Plan 2. It is anticipated that this full Proposed SPG will be reported in late Autumn/Winter 2019.

## FINANCE AND EFFICIENCY

15. The implementation of the adopted SPG enables the Council to help meet the costs of, and progress the provision of, essential infrastructure, services and environmental improvements related to new development.

16. However the significant results from the recent education review (notably the change in our Pupil Product Ratios and construction costs per pupil), show that there is an urgent need to formally update the evidence base, **and the resulting education contribution requirements**, to ensure that the financial contributions the Council is securing towards education capacity enhancements are sufficient to fund the capacity enhancements required.

17. Costs associated with the preparation of this update to the base data and cost information supporting the Education section of the SPG will be met from within existing budgets.

## CONSULTATION

18. The adopted Development Contributions SPG states that the base data and cost information will be reviewed annually and where appropriate updated information will be published on the Council website. There is no requirement to consult.

## PARTNERSHIP WORKING

19. The background work reviewing all base data in the Education section of the SPG and informing the Education Addendum was carried out in partnership with officers in the Council's Education Department.

## IMPLICATIONS OF THE PROPOSALS

20. There are no new staffing, property, policy, IT, equalities or other implications at this point in time.

## CONCLUSIONS

21. The adopted SPG (June 2015) states that the base data supporting the policy will be reviewed on an annual basis and where appropriate updated cost information will be published on the Council website.

22. Following a significant review of the base data and cost information which supports the Education section of the SPG, it is now considered appropriate to publish updated cost information. It is proposed that this updated information be published on the Council's website as an Education Addendum to the adopted SPG. This will ensure that the SPG remains robust in order to adequately support the delivery of the adopted Local Development Plan (LDP1).

23. A full update of the SPG will be produced in due course to support the Proposed Local Development Plan 2. It is anticipated that this full Proposed SPG will be reported in late Autumn/Winter 2019.

## RECOMMENDATIONS

24. It is recommended that the Council:

- (a) Approves the update of the evidence base supporting the Education section of the Council's adopted LDP1 Supplementary Planning Guidance on Development Contributions;
- (b) Approves the resulting updated Education contribution requirements, for formal publication as an addendum to the adopted SPG (Appendix 1); and
- (c) Delegates to the Director of Environment to approve any minor inconsequential changes to the document, in line with Council policy, prior to its publication.

Director of Environment

Further information can be obtained from: Andrew Cahill Director of Environment on 0141 577 3036 or [Andrew.cahill@eastrenfrewshire.gov.uk](mailto:Andrew.cahill@eastrenfrewshire.gov.uk)

June 2019

# Local Development Plan 1: Supplementary Planning Guidance on Development Contributions

## Education Addendum 2019

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*The adopted Development Contributions SPG (June 2015) states that the base data supporting the policy will be reviewed on an annual basis and where appropriate updated cost information will be published on the Council website. It is intended that this annual review will ensure that the application of the policy remains robust for the lifetime of LDP1 with a full review of the policy in tandem with the LDP lifecycle.*

*Ongoing reviews on the base data supporting the policy have been carried out since adoption of the policy. To date it has not been considered necessary to publish updated data or cost information. However, recently a significant piece of work reviewing all base data in the Education section of the SPG was carried out jointly by the Education and Environment Departments. Given the significance of this review and its outcomes it is now felt appropriate to publish the updated base data and resulting cost information.*

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This Education Addendum should be read in conjunction with the Council's adopted SPG on development Contributions (June 2015) available on the Council's website <https://www.eastrenfrewshire.gov.uk/spg>.

- 1.1 Our Education department now provides an education service for the local area through 7 secondary schools, 23 primary schools, 19 early learning and childcare establishments (10 of which reside within our primary schools) and 1 school for children with complex additional support needs (for both primary and secondary aged children). Maidenhill Primary School, a new non-denominational establishment, will be introduced for the 2019/20 school year.
- 1.2 The base data for the cumulative impact assessment, upon which likely education contributions are based, has been updated and now takes account of the anticipated phasing of housing delivery up to 2025 as set out and agreed with Homes for Scotland within the Housing Land Audit (2018) and LDP1.
- 1.3 The Council's notional maximum occupancy, over which development contributions will be sought, is now 90% for pre-school and primary and 85% for secondary schools. Above these levels, efficient operation of the school is significantly compromised and facilities are pushed beyond optimum utilisation. A list of schools where it is likely that this level of occupancy will be breached due to cumulative impact, and therefore development contributions are likely to be sought, is provided further below.
- 1.4 The new threshold in planning capacity of 85% for our secondary schools is required to support our refreshed vision for 'Advancing Excellence and Equity in Education in East Renfrewshire' and respond to priorities set out in the National Improvement Framework.

### **Pupil Product Ratio**

- 1.5 An new audit of more than 800 properties across 15 established estates covering both the Eastwood and Lavern Valley areas (and including areas of mixed house types, sizes and tenures) was carried out by the Council's Education Department in 2018 to determine the Pupil Product Ratios (PPRs) for Eastwood and the Lavern Valley. The values below replace those published in the 2015 SPG and have been assigned to each locale, ensuring an up to date valid, fair and transparent approach. A new PPR has also been included in this update for Additional Support Needs.

<b>School</b>	<b>Eastwood</b>	<b>Lavern Valley</b>
Non-Denominational Primary	0.34	0.2
Denominational Primary	0.24	0.12

Non-Denominational Secondary	0.16	0.07
Denominational Secondary	0.06	0.05
Additional Support Needs (ASN)	0.0036*	

\* This new ASN PPR figure represents East Renfrewshire Council as a whole; however this has been weighted towards Eastwood due to the greater number of houses in this region. The same sample population discussed above was also utilised here.

- 1.6 The PPR values will be reviewed every 2 years and published online to ensure accurate forecasting of occupancy levels throughout the school estate.
- 1.7 The cumulative calculation methodology has been updated to reflect the refreshed baseline data:

### Education Cumulative Calculation – Up to 2025

#### Stage 1

The appropriate Pupil Product Ratio (PPR) is applied to the number of un-built units with planning permission (consented) within the catchment of each school. The consented pupil numbers are added to the existing 2018 School Roll to provide **base numbers** and a new percentage occupancy for each school.

#### Stage 2

Within each catchment area the notional number of units without planning permission, that are planned to be delivered up to 2025, is calculated. This is based on the estimated per hectare capacity as agreed in the Housing Land Audit and reflected in LDP1. The appropriate PPR is applied to these units within each catchment giving **notional additional** pupils for each school. This is added to the base numbers and an overall percentage capacity for each school is calculated. If the percentage occupancy is over 90% in primaries and 85% in secondaries then a contribution will be required. If below 90% in primaries and 85% in secondaries then a contribution is unlikely.

#### Stage 3

The number of pupils above the 90% trigger point for each primary school and 85% for each secondary is calculated. In some cases the 90% trigger for primaries and 85% for secondaries will already have been reached with the base numbers, therefore contributions will be required for all notional additional pupils in these schools. In other cases the number of pupils that can be accommodated in the school, without reaching the trigger point, will be calculated. Then the **number of pupils per school over the trigger point**, from which contributions will be required, will be calculated.

#### Stage 4

For each school, the number of pupils for which contributions are required will be multiplied by the cost per pupil for adding additional occupancy. This gives the total cost for additional accommodation per school.

#### Stage 5

The total cost for each school is divided by the notional number of properties (programmed up to 2025) to be built in the catchment, giving a cost per residential unit. Each site will therefore have (if required and if there are LDP sites within the catchment) **a cost per house for each of the 4 school types** (denominational and non-denominational primary and denominational and non-denominational secondary) **additional support needs unit and early years establishment**. The cost per residential unit is then applied to the number of units within a development proposal to determine the level of contribution required.

### Costs per pupil

1.8 The cost per pupil to be used in the cumulative calculations have been updated to the following:

Total Build Cost per Pupil - As at 2018		
	Capacity Improvement	New Build
Primary	£14,567	£27,100
Secondary	£14,567	£25,056
Additional Support Needs	£14,567	Assessed on a case by case basis

1.9 The build costs per pupil have been based upon recently completed or currently budgeted developments within the Council education estate as listed below. These costs include build, fit out and professional fees, but **exclude land costs**.

- Primary and secondary capacity improvement - extension to Crookfur Primary School and Nursery, completed August 2017;
- Primary New Build – Maidenhill Primary School and Nursery, to be completed Aug 2019; and
- Secondary new build - Barrhead High School, completed August 2017.

### List of Schools where a contribution is likely

1.10 The following list shows whether it is likely that development contributions will be sought, due to the cumulative impact of allocated residential sites within LDP1 resulting in the 90% threshold in primary schools being breached.

Primary Schools - Development contribution required (based on cumulative assessment of housing allocations to 2025)	
<b>Barrhead High Catchment Area</b>	
Carlibar Primary	Likely
Cross Arthurlie Primary	Unlikely
Hillview Primary	Unlikely
<b>Eastwood High Catchment Area</b>	
Crookfur Primary	Likely
Mearns Primary	Likely
Neilston Primary	Unlikely
Uplawmoor Primary	Unlikely
<b>Mearns Castle High School Catchment Area</b>	
Eaglesham Primary	Likely
Kirkhill Primary	Likely
Maidenhill Primary	Unlikely
Mearns Primary	Likely
<b>St Luke's High Catchment Area</b>	
St John's Primary	Likely
St Mark's Primary	Likely
St Thomas's Primary	Unlikely
<b>St Ninian's High Catchment Area</b>	
Our Lady of the Missions Primary	Likely
St Cadoc's Primary	Likely
St Joseph's Primary	Likely
<b>Williamwood High Catchment Area</b>	
Netherlee Primary	Unlikely
Busby Primary	Likely
Carolside Primary	Likely

Woodfarm High Catchment Area	
Braidbar Primary	Unlikely
Giffnock Primary	Likely
Thornliebank Primary	Unlikely

- 1.11 The following list shows whether it is likely that development contributions will be sought, due to the cumulative impact of allocated residential sites within the LDP resulting in the 85% threshold in secondary or ASN Schools being breached.

Secondary and ASN Schools - Development Contribution Required (based on cumulative assessment of housing allocations to 2025)	
Barrhead High School	Unlikely
Eastwood High School	Likely
Isobel Mair School (ASN)*	Likely
Mearns Castle High School	Likely
St Luke's High School	Unlikely
St Ninian's High School	Likely
Williamwood High School	Likely
Woodfarm High School	Likely

\*Isobel Mair School caters for both primary and secondary school children

- 1.12 The following list details the level of development contribution sought for those schools where a contribution is likely.

Primary & Secondary Schools Development Contribution Requirement Per Housing Unit (based on cumulative assessment of housing allocations to 2025)	
Carlibar Primary	£2,638.55
Crookfur Primary	Individual calculations for windfall
Mearns Primary	Individual calculations for windfall
Eaglesham Primary	Individual calculations for windfall
Kirkhill Primary	£4,952.78
St John's Primary	£172.86
St Mark's Primary	£1,748.04
Our Lady of the Missions Primary	£3,496.08
St Cadoc's Primary	Individual calculations for windfall
St Joseph's Primary	£3,496.08
Busby Primary	£4,952.78
Carolside Primary	Individual calculations for windfall
Giffnock Primary	£4,952.78
Eastwood High School	Individual calculations for windfall
Isobel Mair School (ASN)	£52.44
Mearns Castle High School	£2,330.72
St Ninian's High School	£874.02
Williamwood High School	£2,330.72
Woodfarm High School	£1,893.71

- 1.13 Not all schools 'Likely' to require contributions have 'per housing unit' sums listed in the table above. In most cases this is because there are no allocated LDP1 sites within the catchment area of the school which don't already benefit from planning permission; otherwise contributions are being dealt with separately under the SDO SPG master plans. Any windfall sites within these catchments will be required to make contributions towards these schools. Individual calculations will be carried out at the point of application.

- 1.14 Although the above tables only lists schools where a contribution is likely, other schools listed may require contributions if they are impacted by windfall development (sites that come forward for planning permission outwith LDP1). These sites will be assessed on a case by case basis.



## Early Years

- 1.15 There is currently a need to closely monitor Early Years places both to meet current demand and to plan for future capacity as a result of housing developments in East Renfrewshire. In addition we also need to take account of the significantly increased entitlement of 1140 hours of free early learning and childcare for all 3 and 4 year old children, and eligible two year olds, which needs to be provided for by 2020. The Council must plan for this increased provision and meet the needs of resident families with mix of delivery models including new facilities, extensions and other arrangements such as securing additional Early Years places in partnership with the private, voluntary and independent sectors and childminders. This new legislative requirement effectively doubles the number of early learning and childcare places that the Council will require for the same number of children and a major programme of investment has commenced to support delivery for 2020. Beyond establishing expanded Early Years provision for August 2020, the availability of and demand for Early Years places throughout the authority will continue to be subject of regular monitoring and review.
- 1.16 The Council is seeking to secure contributions for necessary improvements in Early Years infrastructure arising from the cumulative impact of all the emerging housing sites within LDP1. The same cumulative impact methodology as described above, has been carried out to ensure that this is achieved in a fair and equitable manner. These calculations will be subject to change once the switch to 1140 hours has been implemented (by August 2020).
- 1.17 Early Years establishments are now organised into four community areas (Barrhead, Neilston & Uplawmoor; Busby, Clarkston & Eaglesham; Giffnock & Thornliebank; and Newton Mearns). Development contributions will be sought from development within these community regions towards the children generated above the collective 90% threshold for the community area. The cost of these children is shared across the residential units (programmed up to 2025) within the catchment area generating a **cost per residential property**.
- 1.18 The baseline data used is as follows:
- Updated Early Years PPR of **0.17** - the PPR has been based on 3 & 4 year olds (as 2 year olds make up only a small portion of the Early Years population);
  - This has been calculated with the same pool of over 800 properties, however in this instance a PPR for the whole of East Renfrewshire Council has been created (with a weighting given towards Eastwood due to the larger population and house numbers in this sector of the authority).
- 1.19 The Cost per pupil to be used in the cumulative calculations has been updated as follows:

Total Build Cost Per Early Years Pupil - As at June 2018	
Capacity improvements to existing Early Years facilities	£14,567
New build Early Years within new build Primary School	£27,100
New standalone Early Years establishment	£16,400

- 1.20 The build costs per pupil have been based upon recently completed or currently budgeted developments within the Council education estate as listed below. These costs include build, fit out and professional fees, but **exclude land costs**.
- Extension to Crookfur Primary School and Nursery, completed August 2017.
  - Maidenhill Primary School and Nursery, to be completed Aug 2019.
  - Cartmill Family Centre, completed November 2016.
- 1.21 The following list shows whether it is likely that development contributions will be sought due to the cumulative impact of allocated residential sites within LDP1 resulting in the collective 90% threshold of the community area being breached.

<b>Early Years Community Areas - Development Contribution Required</b> (based on cumulative assessment of housing allocations to 2025)	
Barrhead, Neilston & Uplawmoor Community	Likely
Busby, Clarkston & Eaglesham Community	Unlikely (possible change with 1140 hours)
Giffnock & Thornliebank Community	Unlikely (possible change with 1140 hours)
Newton Mearns Community	Likely

- 1.22 The following list details the level of development contribution sought for those Early Years Community Areas where a contribution is likely.

<b>Early Years Community Areas</b> <b>Development Contribution Requirement Per Housing Unit</b> (based on cumulative assessment of housing allocations to 2025)	
Barrhead, Neilston & Uplawmoor Community	£2,482.27
Busby, Clarkston & Eaglesham Community	Individual calculations if changes due to 1140hrs
Giffnock & Thornliebank Community	Individual calculations if changes due to 1140hrs
Newton Mearns Community	£3,641.75

- 1.23 Not all Early Years community areas 'Likely' to require contributions have 'per housing unit' sums listed in the table above. In most cases this is because there are no allocated LDP1 sites within the community area that do not already benefit from planning permission; otherwise contributions are being dealt with separately under the SDO SPG master plans. Any windfall sites within these catchments will be required to make contributions towards these Early Years areas. Individual calculations will be carried out at the point of application.
- 1.24 Although other Early Years community areas are listed as contributions being unlikely, they may require contributions if they are impacted by windfall development. These sites will be assessed on a case by case basis.
- 1.25 All education tables above reflect only the existing programming up to 2025 (as per the agreed 2018 Housing Land Audit) and are likely to change when post 2025 programming is assessed.

For full details on the Council's approach to Education and all other Development Contributions, please refer to the Council's SPG on Development Contributions (adopted June 2015).