

Technical Appendix 3: Education (Mainstream Schools)



1.0 Service Overview

1.1 The county council has statutory responsibility for education. Education in this context includes nursery, primary, secondary and post-16 provision. In some areas¹, primary and secondary education is divided into first, middle and upper schools.

1.2 The county council is subject to a number of statutory duties and responsibilities including:

- Promoting high standards of education
- Planning and commissioning school places in its local authority area
- Extending diversity and choice
- Co-ordinating admissions in the normal admissions round for all maintained and academy schools
- Resourcing the shared maintenance, improvement to, and provision of, the built school environment, and securing value for money.

1.3 The county council has a duty to secure sufficient school places in its area, ensuring that every child has access to a school place. The county council fulfils its planning responsibilities by:

- forecasting and analysing the demand for school places in order to identify an appropriate balance between short-term supply and demand
- negotiating and commissioning the right number of places, within a diverse and varied education landscape including

academies as well as other own admitting authority (OAA)² schools which are outside the county council's control

- securing appropriate mitigation for new development, through planning obligations which may include both land and financial contributions
- undertaking longer term strategic planning to ensure sufficient education infrastructure is identified within the local plan process to meet the long-term needs arising from proposed housing growth.

1.4 As the county council has the statutory responsibility to ensure that there are sufficient school places available across the county, it remains the appropriate authority to assess the requirements for school place provision for any new housing developments, be a signatory to any S106 agreement and receive the appropriate contributions. The county council has a duty to set out the requirements for any new school needed to serve a new or growing community in order that potential providers may express interest in running that school. Where a Section 106 agreement provides the land and funding for a new school, the county council will usually procure the school building and then arrange any necessary leasehold transfer to the provider. In some instances, it may be appropriate for the developer to build a school in advance of transferring it to the county council.

1.5 Further information on school place planning is available at www.hertfordshire.gov.uk/schoolplaces

¹ Buntingford and Royston have a 3-tier education model including: first, middle and upper schools. These cover the same age range as primary and secondary schools in 2-tier areas.

² Own admitting authority (OAA) schools include academies (including free schools), voluntary aided and foundation schools. OAA schools are responsible for determining admissions policies and over-subscription criteria individually, including admission numbers.

2.0 Assessing need and calculating contributions

2.1 Where there is insufficient capacity in existing local schools, or where demand is projected to exceed supply as a result of growth from new housing, the county council will seek planning obligations to mitigate the impact of development. Developer contributions towards new school places should provide both funding for construction³ and land where applicable.

2.2 Upon receipt of a relevant⁴ planning application, the county council's demographic model, known as the Hertfordshire Demographic Model or HDM, is used to project the pupil yield which may be generated over time based on the dwelling mix by type, tenure, and bed-size of the proposed development. Yield projections from the HDM are calibrated using observed yields from developments studied across Hertfordshire as part of the county council's Pupil Yield Study (PYS)⁵.

2.3 New housing tends to attract a greater proportion of young families, yielding higher pupil numbers particularly in the pre-school and primary age groups. The Hertfordshire Model allows the pupil yield projection to change with time, as children grow older and age into different school phases and, in the longer term, the development starts to conform to an age structure in line with mature housing stock in the wider community. The result is a peak in demand in the medium term as, for example, pre-

school children age into the primary phase. The county council seeks contributions which reflect the need to meet peaks in demand which are sustained for a number of years.

2.4 Department for Education (DfE) guidance⁶ confirms that authorities can seek higher pupil yields, and therefore contributions, to meet projected peaks in demand where provision is expected to be needed for a longer period; allowing new cohorts to be admitted year-on-year.

2.5 Where additional places are needed across a sustained period and for several year groups, it is inappropriate and impractical to attempt to provide them through temporary provision (which is usually made for a single year group per school). Providing additional capacity for several years at a single school would be expected to trigger a formal 'prescribed alteration' (or 'significant change' in academy schools) process⁷, to permanently change the school's physical capacity. Such a process is invariably linked to providing high-quality permanent accommodation rather than short-term temporary buildings, with the associated higher capital cost.

2.6 Contributions will therefore be sought for projected 'whole phase' demand; the total projected peak places across the relevant phase⁸. It should be noted that demand within single year of age groups, particularly for the normal year of admission in each phase, would be expected to exceed⁹ the average phase yield for

³. Construction means the full project cost, including design work and preconstruction feasibility work, potential demolition work, fit out, furniture and equipment and ICT, all fees associated with the scheme as well as any offsite costs which are necessary to deliver the project (e.g. highway works).

⁴. The county council identifies residential applications for ACS facilities and retirement housing as contributing no demand on mainstream or SEND education and seeks no education contributions for these services accordingly. Where applicable, large-scale strategic sites as identified by the county council, may also be subject to bespoke demand and contribution assessments beyond the HDM alone.

⁵. More information regarding the PYS is available on the county council's website.

⁶. DfE 'Securing developer contributions for education' and 'Estimating pupil yield from housing development', August 2023.

⁷. DfE statutory guidance 'Making significant changes ('prescribed alterations') to maintained schools', and DfE 'Making significant changes to an open academy'.

⁸. Primary or Secondary in 2-tier areas. First, Middle, or Upper in 3-tier areas.

⁹. When normalised in forms of entry.

several years. Both whole-phase and single-year of entry peak yields are evidenced to be significantly higher than long-term average yields, for an extended period.

Nursery and Post-16 Demand

2.7 Contributions towards nursery provision will be sought to projected peak demand. Contributions will only be sought where additional nursery provision is being provided as part of the mitigation project. The county council currently expects that all new primary schools will include nursery classes and site allocations are sought on that basis, while expansions of existing schools will, in most but not all cases, also involve an increase in the number of nursery places.

2.8 Similarly, in Hertfordshire the majority of secondary schools offer post-16 (sixth form) provision. It is expected that new secondary schools will also offer post-16 education. Contributions towards post-16 provision will be sought in the same way as for the secondary phase i.e. to projected peak whole-phase demand. Contributions will only be sought where additional post-16 provision is expected to be provided as part of the mitigation project.

Per-Place Cost Calculations

2.9 Per-place costs are, for most projects, the national average costs published by the DfE in its local authority school place scorecards¹⁰. These per-place rates are adjusted to reflect the cost associated with achieving the sustainability and design standards set out in the updated DfE School Output Specification, but which are not yet reflected in the scorecard values¹¹. This uplift¹² will be reviewed and updated as appropriate following the DfE's annual

data release and/or any updates to its suite of school specification documents.

2.10 However, where it can be evidenced that the cost to deliver the project is greater than the average scorecard-based cost, such as projects with significant abnormal costs due to planning, highways and/or construction constraints, the county council will use modified per-place costs based on the actual estimated cost of the scheme.

2.11 These per-place costs (modified and adjusted as necessary) are combined with development-specific pupil projections from the model, to ensure that obligations sought are fair and reasonable, based on the number and type of dwellings on an individual site.

2.12 In some instances, likely large scale strategic sites, where development mixes and phasing are not known, contributions may be sought which are based on the requirement generated by the county council's Strategic Planning Ratios. The ratios are more commonly used to project education requirements to mitigate proposed growth scenarios in Local Plans and are described in the Local and Strategic Plans Engagement Document.

2.13 Alternatively, where the cost to deliver a project based on standard class sizes is expected to be in excess of the funds which would otherwise be achieved through the application of standard scorecard-based per-place charges, and the development would be unacceptable without mitigation, then the full estimated cost¹³ of delivering the identified project, including purchasing additional land required to do so, may be sought from the developer.

¹⁰ DfE school place scorecards are available at: www.gov.uk/government/collections/school-places-scorecards.

¹¹ The DfE's scorecard costs are currently based on reported projects between 2015/16 and 2017/18.

¹² The adjustment currently follows the current DfE approach to its basic need funding allocations to Local Authorities; the rate per place has been uplifted by 10%.

¹³ The estimated cost in this scenario could be either scorecard-based or bespoke.

2.14 The S106 contributions which are sought by the county council do not include the cost of any provision at a school site which is not required for education use. For example, the provision of artificial sport pitches and/or increased size of halls to provide for a wider community need are not accounted for in the DfE Scorecard Costs. The cost for this additional, non-education, provision will need to be secured through alternative funding sources (e.g. LPAs S106 contributions) and passed to the county council.

2.15 The county council will specify the date to which costs have been based (e.g. 1st quarter 2024) to allow future indexation against the Building Cost Information Service (BCIS) All-In Tender Price of Index (TPI) and BCIS Regional TPI.

Securing Additional Land for Projects

2.16 In some instances, an individual development may not be required to provide a whole new school to make it acceptable in planning terms, but land may be required to deliver a new school project. Funding for the remaining school site (proportionate land and construction costs) would be expected to be met by other developments coming forward in the local area. The county council would expect such additional land to be designated specifically for education use within the local plan and would usually have no prospect of achieving planning permission for any other uses. The county council would therefore expect the land to be at a cost which reflected its intended use for education.

2.17 Where land is required to deliver a scheme to provide additional places, the land costs will be added to the per-place construction contribution as calculated above. A representative proportion of land costs will be added where multiple developments are being mitigated by a single additional place scheme.

Indicative Education Contributions

2.18 The following tables show indicative contributions for a new build project, by dwelling type, bed-size and tenure, which might be sought from typical sites within each of the broad development types identified at the local plan¹⁴ stage.

2.19 Costs are weighted according to the relative pupil yield from the different types and sizes of dwelling¹⁵; a 3-bed house will, for example, produce more children on average than a 1-bed flat and therefore require a greater level of mitigation. Similarly, most socially rented properties are expected to produce on average more children than the equivalent sized market value¹⁶ dwelling. The contributions sought from each type and size of dwelling is therefore in line with the projected average pupil yield from it, which in turn dictates the number of additional school places which will be needed to mitigate a particular development.

¹⁴ Further information regarding the county council's forward planning framework and approach to strategic planning can be found in the Strategic and Local Plans Engagement document.

¹⁵ This weighting is currently based on the underlying HDM, with overall yields calibrated against observed yields from the emerging PYS. Average single-dwelling yield values (and therefore costs) will continue to be reviewed and updated as part of the ongoing PYS.

¹⁶ Market value housing and shared ownership is taken to include other categories of dwelling which act in substantially the same way with regard to pupil yield, with tenure characteristics similar to open market dwellings and dwellings provided for sale that offer a route to ownership for those who could not achieve home ownership through the market. Similarly, affordable rent and social rent housing is taken to include any future categories of affordable dwelling which might display the tenure characteristics of 100% rented, reflecting needs assessed dwellings for which the rent is set below local market rents.

Indicative Cost Tables by Phase of Education

Education: Primary (including Nursery)

TIER	HOUSES				FLATS			
	1 bed	2 bed	3 bed	4+ bed	1 bed	2 bed	3 bed	4+ bed
Market value housing and shared ownership ¹⁶								
Tier 1	£3,611	£7,129	£11,472	£14,056	£3,796	£8,570	£8,078	£9,314
Tier 2	£3,170	£6,256	£10,059	£12,338	£2,022	£4,559	£4,298	£4,958
Tier 3	£2,299	£4,543	£7,324	£8,952	£2,011	£4,534	£4,274	£4,931
Affordable rent and social rent housing ¹⁶								
Tier 1	£1,160	£16,087	£22,404	£26,655	£3,600	£23,052	£21,720	£24,068
Tier 2	£1,017	£14,068	£19,647	£23,190	£1,919	£12,283	£11,577	£12,835
Tier 3	£740	£10,328	£14,297	£17,300	£1,909	£12,218	£11,516	£12,769

Education: Secondary (including Post-16)

TIER	HOUSES				FLATS			
	1 bed	2 bed	3 bed	4+ bed	1 bed	2 bed	3 bed	4+ bed
Market value housing and shared ownership ¹⁶								
Tier 1	£2,583	£4,936	£7,961	£9,711	£2,681	£5,872	£5,422	£6,539
Tier 2	£2,303	£4,400	£7,095	£8,657	£1,399	£3,066	£2,831	£3,413
Tier 3	£1,367	£2,609	£4,206	£5,135	£1,228	£2,697	£2,489	£2,999
Affordable rent and social rent housing ¹⁶								
Tier 1	£879	£11,431	£15,571	£17,323	£2,511	£16,371	£14,775	£16,364
Tier 2	£784	£10,184	£13,877	£15,426	£1,309	£8,544	£7,713	£8,537
Tier 3	£466	£6,033	£8,227	£9,130	£1,148	£7,505	£6,781	£7,494

2.20 All costs shown are as at 1Q2024¹⁷.

2.21 The illustrative tables are included as a guide to help inform viability assessments and financial planning; the actual contribution for each development site will be calculated individually once a planning application has been made. This ensures the amount sought is fair, proportional and aligned with the impact of the specific development and therefore meet the necessary CIL regulations. Sites with differing housing mixes and trajectories will have different pupil yield projections and therefore contribution amounts.

2.22 The tables shown relate only to construction costs and do not make any allowances for land requirements. Where additional land is required to allow the delivery of an education project, the cost (or the relevant proportion of the cost) of the land will be added to the pupil place-led costs illustrated in the tables above.

2.23 The tables are based on the cost of providing a new school. Contributions sought towards expansion of existing schools may be lower. Conversely, where abnormal site features or design requirements for a particular project mean that the cost of mitigating development is higher than standard, the amount charged may increase proportionally.

¹⁷ BCIS All-In TPI, value 390.