

School Places Strategy 2018-2023



Primary and Secondary Schools

Place Planning Strategy
2018 – 2023

November 2018

(Statutory School Age Only)

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Executive Summary

What is the Strategy about?

The School Place Strategy (SPS) is a document that sets out the pupil place needs in mainstream schools in Gloucestershire between 2018 and 2023. The detail is in section D with a short, medium and long-term summary in section E.

The SPS examines the duties placed upon the Council by the Department for Education (DfE) and is to help key stakeholders and partners understand how school places are planned and developed.

The County Council has a good record of actively planning school places through its annual planning cycle of forecasting, review and change to ensure that supply is in line with forecast demand and that parents are given the best possible chance of securing one of their preferences. The available data is analysed annually and the areas of greatest basic need are identified for options to expand schools or change Planned Admission Numbers (PAN's) either increasing or decreasing them to reflect the need locally.

The Universal Commissioning Team receive refreshed data in February each year, this is derived from arrival data for Health relating to GP registrations and is used to produce a new set of school forecasts. From April to mid-summer, officers engage with schools to discuss the findings and explore how additional capacity might be realised and to identify action that may be required to provide additional places to meet basic need for September of the following year.

Information about expected levels of new housing from the six District Councils is also taken into account in the planning of places linked to our annual forecasts.

To support the commissioning of pupil places the authority receives an annual capital allocation from the Department for Education (DfE) for basic need and maintenance.

Where new places are required as a result of new housing developments, it may be necessary to look to other funding, specifically developer contributions, where shortfall exists.

What is happening to overall numbers across the County?

Since 2011, the council has delivered a programme of expansion in our primary sector as a direct response to increasing demand for places.

Current primary school forecasts show an increase in total pupil numbers of 2777 between September 2018 forecast and September 2021 forecast for the county as a whole. There are pockets of localised pressure throughout the county but significant demand in particular in the large urban centres of Cheltenham and Gloucester.

For the September 2018 intake Gloucestershire County Council provided an additional 150 temporary places (bulge classes) and 38 permanent places. Some schools also increased their PAN.

The latest forecasts suggest that we will need to continue the process of expansion over coming years. Low cost options, using existing spare capacity in school buildings, are becoming exhausted, leading to increased costs in order to provide new school and accommodation for expansion.

We are currently responding to need arising from large urban housing extensions seeking developer funding extensions, requesting to provide new primary schools and secondary places. Furthermore, we have seen a notable increase in the number of applications for smaller housing developments, as the housing market has become more buoyant locally.

Increasing numbers of children moving into the area mid-year continue to prove difficult to address. In 2017/18 2296 in-year applications were received for 1265 places from children previously unknown to the LA, either out of county or from outside of the UK. This equates to approximately one-third of all in-year applications that year. Roughly 75% of all applications are for primary school places. The Council is exploring new models of expansion that would enable a better solution for the growing number of in-year applicants

Primary Pupil Numbers Overview by District

- Forest of Dean: In general supply is meeting demand for places in the Forest of Dean. In some areas of the Forest of Dean additional places may be required as a result of planned new housing developments. Where we have secured S106 funding, this will be used to increase provision to meet that demand.
- Tewkesbury: Planned housing development in Tewkesbury town and surrounding areas will impact on the supply of primary places locally. We have secured funding to expand local schools.
- Bishops Cleeve: Schools in Bishops Cleeve have expanded to meet the demand from new housing developments locally. Further developments now coming forward will require new schools to be provided.
- Winchcombe: Winchcombe Abbey School has expanded to meet the local need arising from housing development. Further developments now coming forward will require further places.
- Cotswolds: Strategic housing developments are impacting on demand in pockets around the Cotswolds, where S106 funding will enable suitable expansions and the provision of new schools. Planning Areas of notable growth are Bourton-on-the-Water, Moreton in the Marsh, Rissington, Fairford and Cirencester.
- Stroud: Whilst there has been development in the Stroud area demand is expected to fill surplus capacity in local schools. A large strategic development at Stonehouse will provide a new primary school as part of the S106 agreement.
- Cheltenham: Cheltenham continues to experience pressure on places. A number of schools have permanently expanded to meet demand. Further housing developments are expected to impact on demand but timing of the delivery of these plans can be fluid. The significant shortfall identified for 2019 will be addressed by the proposed expansions of two local primary schools in the Leckhampton planning area which is under most pressure. Large strategic housing to the West and North of Cheltenham will be addressed with new schools as part of the S106 agreements.
- Gloucester: New housing developments planned that sit close to the Gloucester city boundary at Churchdown, Innsworth, Twigworth and Brockworth will all be required to provide new schools as part of the S106 agreements. A further two local schools will permanently expand to meet the existing need for additional places in 2019. Pressure to the south of Gloucester in Quedgeley and Hardwicke will be met by the Clearwater and Hunts Grove schools as they fill from pupils arising from further housing. Any new housing planned will be required to provide new schools.

Secondary Pupil Numbers Overview by District

Secondary school projections show an increase in pupil numbers between Sept 2018 and Sept 2024 for the county as a whole. The rising numbers in primary schools began to impact on the future demand for Year 7 places from Sept 2014, with forecasts now indicating an increase of 612 pupils at Year 7 between Sept 2018 and Sept 2024. There will be pressure on places resulting from rising numbers in specific localities across the county and in some areas current supply levels will not be sufficient.

- Cheltenham: In Cheltenham, the demand for Year 7 places is forecast to increase significantly between now and 2021, then levelling out at this higher level. A new secondary school is planned for the south of Cheltenham to meet demand locally and will open in 2021. The large strategic site to the north at Uckington will provide a new secondary school as part of the S106 agreement. Prior to this a number of schools will increase on a temporary basis to meet demand.
- Gloucester: Year 7 numbers across Gloucester are expected to rise gradually, with demand exceeding supply in some areas by 2020 and across the whole district by 2024. Demand for places in the Gloucester Education Planning Area is expected to rise gradually up to 2023. By 2020, we anticipate an overall shortfall of Year 7 places. If all the proposed housing development is delivered to the expected timescales, then over the next three to four years, we will need an extra 6FE on a permanent basis across the planning area and this is likely to require a new secondary school site, ideally in the south.
- Tewkesbury: In Tewkesbury, forecasts suggest that intake numbers will increase and exceed available places in 2021 and in 2024 some permanent expansion will be required to ensure parental preferences and attendance at a local school can be met.
- Forest of Dean: In the Forest of Dean, the legacy of surplus places means that in most cases, the extra places that will be needed will be contained within existing schools.
- Bishops Cleeve & Winchcombe: Developer funding has been secured to expand schools in the Bishops Cleeve and Winchcombe areas. We would hope to secure funding from any development emerging from the Joint Core Strategy in the wider Tewkesbury area. New housing has resulted in increased demand in some localities.
- Cotswold: All secondary schools in the Cotswold area have and will continue to benefit from S106 funding arising from development to increase provision.
- Stroud: In the Stroud area there are sufficient places to accommodate the likely demand from housing in most cases, although there will be small pockets of additional need.

Post 16 Overview

Post 16 places are primarily within local academy 6th forms or local FE college provision. Post 16 places in local academies have reduced steadily from 6376 in 2014/15 to 5925 in 2018/19. FE college places show a similar trend. It is anticipated that this trend will reverse from 2019/20 onwards, reflecting the increasing school population pre 16.

Conclusion

For the foreseeable future there are increasing pupil numbers in the majority of areas of Gloucestershire, focused mainly in the urban centres. The Council will continue to review and monitor pupil forecasts each year and increase the availability of places at existing schools and through the commissioning of new schools in the appropriate areas to meet basic need as currently outlined in the Implementation Plan.

The Council will respond to planning applications that come through the local planning offices and the JCS, requesting school sites and funding from developers to increase local provision when the expected pupil yield cannot be accommodated in existing schools.

Context

A1 Statutory duties

Gloucestershire County Council has a statutory duty to plan the provision of school places and to ensure there are sufficient appropriately located places for all 4 to 16-year-old young people in the county. This includes the provision of suitable accommodation to support the promotion of high educational standards an admissions process to allocate school places and ensure vulnerable learners get fair access to educational opportunities. The council manages the impact of rising and declining pupil numbers and helps to create a diverse community of schools. This document has been prepared as a planning tool to respond to the continuing need to review the number and nature of school places alongside any new housing developments, any changes in the birth rate, migration and in line with any government policy change.

A core ambition of Gloucestershire County Council is that all children and young people living in Gloucestershire have a high quality of education so that they are able to fulfil their potential. The Council is evolving its role in education and reframing relationships with schools. The three key roles are

- Making sure the system works for families
- That high quality places are available in the right location
- That we meet the aspirations of families and reflect the needs of all Children.

Through the commissioning of school places, as outlined in the School Places Strategy, the aim is to produce an effective match between pupils and places by providing an infrastructure of high quality school buildings and facilities, where all schools, regardless of status, are of an appropriate size and standard to deliver the curriculum effectively.

It should be noted that use of the term 'school' throughout this document refers to schools of all status including Academies, UTC's, and Free Schools etc.

A2 What is the School Places Strategy?

Commissioning is the overall process by which services are planned and delivered. This Strategy pulls together the information required to form a strategic view of the need for mainstream school places across Gloucestershire and provides a revised and updated policy framework for considering statutory proposals (opening, closing and defining the size of schools); implementing new school competition arrangements and encouraging free school proposals where needed; facilitating the development of collaborative and federated arrangements and where appropriate and there is capacity to do so encouraging all through school models.

To be effective, the commissioning process requires the strategic planning of services based on an analysis of need, a set of policies and principles by which decisions will be made and well defined processes for the implementation of proposals. The Strategy therefore sets out demographic trends in Gloucestershire, including a summary of major new house building, details of current school and post-16 provision, an analysis of the latest pupil projections, emerging proposals and guiding policies and principles upon which decisions will be informed.

The Strategy does not include detailed information on SEN specialist commissioning, details on the overarching service can be found by following the link below

[Gloucestershire's Joint Strategy for Children and Young People with Additional Needs, including Special Educational Needs & Disabilities \(SEND\) \(PDF, 2.2 MB\)](#)

A3 Who is the Strategy for?

The Strategy is intended to help key stakeholders and partners in Education, including the district councils, schools, governors, trustees, parents, the churches, local communities, business, and other providers of education, to understand what mainstream school places are needed in Gloucestershire, both now and in the future, and how they might be provided.

A4 Geographical and population context

The planning and organisation of school places in the Local Authority is a complex task, not least because of the size and diversity of the county.

Gloucestershire is a predominately a rural county, with two large urban areas in Gloucester and Cheltenham. It has a population of approximately 623,094ⁱ, with almost 40% living in these two urban towns; the remaining population is spread across a large rural area.

There are 13 areas of Gloucestershire in the most 10% deprived nationally for the overall Indices of Multiple Deprivation (IMD), an increase from 8 areas in 2010. These 13 areas account for 20,946 people (3.4% of the county populationⁱⁱ).

LSOA (lower layer super output area)	District	National Rank (1 most deprived)
Westgate 1	Gloucester	360
Podsmead 1	Gloucester	503
Matson&Robinswood 1	Gloucester	902
Kingsholm & Wotton 3	Gloucester	1,239
Westgate 5	Gloucester	1,618
Moreland 4	Gloucester	1,883
St Mark's 1	Cheltenham	2,101
Hesters Way 3	Cheltenham	2,222
St Paul's 2	Cheltenham	2,413
Barton and Tredworth 4	Gloucester	2,599
Matson&Robinswood 5	Gloucester	2,842
Barton and Tredworth 2	Gloucester	2,904
Westgate 4	Gloucester	3,065

The Armed Forces have some light presence, particularly in South Cerney, Fairford and Innsworth. Currently there are around 2330 serving military personnel, including 380 civilians, based in the county.¹

Gloucestershire County Council is a two tier Authority, comprising of six district councils. Gloucestershire borders seven counties, **Herefordshire** to the northwest, **Wiltshire** to the south, **Bristol** and **Somerset** to the south west, **Worcestershire** to the north, **Oxfordshire** to the east, **Warwickshire** to the northeast, and the Welsh county of **Monmouthshire** to the west. Gloucestershire encompasses many natural and historic features which make it distinctive, including Areas of Outstanding Natural beauty, the Royal Forest of Dean, the River Severn, over 1128 listed buildings, over 260 conservation areas. Including all of Cheltenham town, Gloucestershire also includes the Cotswold Way and significant green belt area. Deprivation is generally low and communities benefit from safe environments. Gloucestershire enjoys strong sub-regional links and is within commutable distance of

¹ Mid year population estimates 2016

ii Overall index of Multiple Deprivation 2015

London, Bristol, Swindon, South Wales and the south coast. Gloucestershire has a considerable variety of school buildings in terms of age and type. The Designation of Rural Primary Schools (England) 2014 Order came into force on 1 October 2014 which determines that 96 of Gloucestershire's primary schools are 'rural' with a presumption against their closure.

A5 Major contextual issues

Gloucestershire County Council faces two specific issues in managing school places:

- The demographic trend in the school population age range is largely driven by the birth rate – Since 2007 a upward trend in the birth rate in Gloucestershire averaged approximately 6692 births per calendar year between 2007 and 2017. This has put pressure on primary school places since 2012 which has been significant and will continue to be so as the peak 2007 to 2012 birth years feed through primary and secondary education. These figures do not account for the high number of children moving into the county due to migration, house moves, army relocations etc. All these issues are covered in more detail under the School organisation and planning issues section of the document.
- Significant housing development across the county – 42,730 new homes delivered across the county between 1992 and 2009/10. The six district councils have varying timescales for future delivery of additional housing up to 2031. The Joint Core Strategy (JCS) has outlined a further 35,446 homes, of these 14,360 for Gloucester, 10,917 for Cheltenham and 10,169 for Tewkesbury between 2011 and 2031. Stroud have published the need for 11,400 new homes between 2006 and 2031. Cotswolds have published the need for 9614 new homes between 2011 and 2031 and Forest of Dean have published the need for 6200 between 2006 and 2026. Many of these developments are predominately concentrated around the outskirts of the two urban areas; however, there are pockets of new development being approved in more rural towns and villages in particular in the Cotswolds resulting in the need for additional school places or the take up of remaining surplus places. The timing of some of these developments is uncertain but the extent of housing is detailed in the District plans for Stroud, Cotswold and Forest of Dean together with the Gloucestershire JCS which covers Cheltenham, Tewkesbury and Gloucester and can be found via the web addresses:

www.jointcorestrategy.org

www.stroud.gov.uk/environment/planning-and-building

www.cotswold.gov.uk/planning-policy/local-plan-2011-2031

www.fdean.gov.uk/residents/planning-buildings

Gloucestershire County Council, the Diocese of Gloucester and Clifton, the Education and Skills Funding Agency (ESFA) and the governing bodies/trusts of schools and academies are all key partners and have important roles in school place planning. With 297 schools and over 86,500 pupils to consider, finding workable strategies for planning sufficient school places is demanding and challenging for all concerned.

Planning for school places is based on a proven system and while pupil projections are derived from sound data and methodology they are often influenced by external factors such as sociological and economic changes, parental preference for certain schools, new Government policy and the need to raise standards. Planning must also respond to internal and external findings on the quality of schools as well as the need to ensure that limited resources are used efficiently.

Gloucestershire County Council will need to respond to changes in demand over time by:

- Negotiating the expansion of (or increasing the PAN of) existing schools and academies (where sites allow)
- Commissioning new schools as academies/free schools
- Improving facilities at existing schools (when resources are available)
- Reducing places at existing schools to ensure that provision matches demand
- Closing and amalgamating schools as well as facilitating federation when numbers fall.

The School Places Strategy provides comprehensive information on school place planning in the county and outlines how the local authority, in securing the provision of primary, secondary and special education, will support the promotion of:

- Raising standards
- Improved outcomes for all pupils
- Diversity of provision
- Increased collaboration between schools
- Greater community cohesion.

The Strategy provides the context for the future organisation and commissioning of school places in each secondary school pyramid - defined as the primary schools which feed into a specific secondary school or town - or Multi Academy Trust in Gloucestershire and sets out the principles needed when planning school places. It will help Gloucestershire County Council schools, academy trusts, promoters, parents and local communities to understand the rationale behind the provision of school places and establish future demands. The Strategy will be reviewed and updated biennially to ensure provision continues to be matched with demand.

The anticipated scale of expansion of population in Gloucestershire will require the review of school provision in a number of areas. The timescale and order of priority for such reviews is significantly influenced by the districts individual housing strategies, changes in the birth rate and migration etc.

B Policies and Principles Relevant to the Provision of School Places

B1 Corporate Aims

Gloucestershire County Council's vision is to

- Making sure the system works for families
- That high quality places are available in the right location
- That we met the aspirations of families and reflect the needs of all Children.

The care and maintenance of Gloucestershire County Council schools supports better learning environments for children this is achieved by careful management of the estate, of school place supply and of funding streams such as:

- Maintenance and Basic Need capital allocations
- Targeted Capital e.g. Priority School Building Programme (PSBP)
- School contributions and Devolved Formula Capital funding

- Developer contributions – Section 106, Community Infrastructure Levy (CiL) and other capital receipts.

B2 Principles of School Place Planning

Pupil Forecasting - How we project pupil numbers

The County Council has a good record of actively planning school places to ensure that supply is in line with forecast demand and that parents are given the best possible chance of securing a place at one of their local preferred schools. The planning cycle - the process of forecasting, review and change – is a continual one.

Gloucestershire County Council produces pupil projections for individual schools across both the primary and secondary school phases. Bespoke automated systems generate figures in the early stages of the process. To inform the process of forecasting primary school numbers, the County Council uses GP data to track the numbers of births and location of pre-school age children across the county.

Between 2013 and 2017, the Office for National Statistics (ONS) estimates that the number of 0-19 year olds increased by approximately 3,865, this compares to a 700 decline in the last period of 2010 to 2013 with the largest growth in the 5-10 age range currently in our primary schools. The greatest growth for this age range is seen in the Gloucester, Tewkesbury and Cheltenham areas.

Age Range	0-19	0-4	5-10	11-16	17-19
Cheltenham	25729	6605	7172	7526	4426
Cotswold	17677	4031	5182	5640	2824
Forest of Dean	18335	4107	5064	5665	3499
Gloucester	31206	8648	8999	8750	4809
Stroud	25928	6000	7737	8129	4062
Tewkesbury	18613	4880	5509	5610	2614
County total	137488	34271	39663	41320	22234

Source: ONS 2013 Mid-Year Population estimates

Age Range	0-19	0-4	5-10	11-16	17-19
Cheltenham	26351	6497	7873	7558	4423
Cotswold	17870	4029	5641	5478	2722
Forest of Dean	18444	4241	5544	5306	3353
Gloucester	32157	8729	10042	8727	4659
Stroud	26340	5916	8436	8102	3886
Tewkesbury	20191	5354	6483	5715	2639
County total	141353	34766	44019	40886	21682

Source: ONS 2017 Mid-Year Population estimates

Age Range	0-19	0-4	5-10	11-16	17-19
Cheltenham	622	-108	701	32	-3
Cotswold	193	-2	459	-162	-102
Forest of Dean	109	134	480	-359	-146

Gloucester	951	81	1043	-23	-150
Stroud	412	-84	699	-27	-176
Tewkesbury	1578	474	974	105	25
County total	3865	495	4356	-434	-552

Source: ONS 2013 & 2017 Mid-Year Population estimates - difference table

In Gloucestershire the school numbers on roll increased by almost 4000 pupils. The growth in primary schools is evident and this pressure is now moving into our secondary sector increasing year by year. The post 16 numbers correspondingly fell and this reflects a period of decline in numbers in secondary between 2010 and 2013.

Sector	Overall	Primary	Secondary	Post 16
County total 2013	82003	43555	31772	6676
County total 2017	85576	47311	31927	6338
Difference	3573	3756	155	-338

Source: October School Census Returns in 2013 and 2017

The pre-school age population is projected into primary school rolls according to trend-based intake patterns at each school.

Secondary school forecasts are calculated by projecting forward the Year 6 cohort, also according to trend-based intake patterns. If the size of the Year 6 cohort is forecast to rise, the projected Year 7 cohort size at Secondary schools will also be forecast to rise.

Pupil forecasts are compared with school capacities to give the projected surplus or deficit places. It is important to note that where a deficit is identified within the next few years, work will already be underway to address the situation.

The forecasting process is trend-based, which means that relative popularity and intake patterns from the previous five years are assumed to continue throughout the forecasting period. The annual refresh offers an opportunity to take account of recent changes in these trends and any local intelligence.

The County Council receives information from the six district councils about expected levels of new housing through the yearly Housing Audits and local Core Strategies. This is the most accurate reflection of short, medium and long term building projects at the local level. Where a large development is expected, compared with little or no previous housing-building in the area, a manual adjustment to the forecasts may be required to reflect the likely growth in pupil numbers more accurately.

Pupil yield rates (the expected number of pupils from new house-building) are informed by commissioned research. Our current 2018 rates per 100 dwellings are:-

2018	<90 dwellings	>90 dwellings	Flats
Pre-school	7.3	8.1	2.2
Primary	26.7	28.0	2.7
Secondary *(11-16)	12.4	15.2	0.3

16-18*	1.6	1.9	0.2
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However, in light of increasing demand from new housing, we have recently commissioned an independent review of our pupil yields and this has evidenced that the number of children arising from new developments has increased substantially.

We are therefore amending our pupil ratios and will be applying the new pupil yields from January 2019. There will now be two pupil yields one will apply to larger strategic developments of over 400 dwellings

In this instance the ratios for each 100 dwellings will be:-

- 26 Pre-school children
- 42 primary school children
- 21 secondary school children (11-15)
- 1 post 16 children (16-18)

The alternative pupil yield will apply to smaller housing developments

In this instance the ratios for each 100 dwellings will be:-

- 23 Pre-school children
- 37 primary school children
- 19 secondary school children (11-15)
- 1 post 16 children (16-18)

Where additional school places are required as a direct result of new housing the Council looks to secure S106 and Community Infrastructure Levy (CIL) contributions on an individual basis in accordance with the necessity tests. In general, contributions relate to the number of children likely to come from new development multiplied by building cost per place factors. If there is likely to be sufficient capacity at the nearest school to accommodate all the children anticipated from a development, then this would mean that a request for a contribution could not be justified.

The Council's approved Developers Guide provides more detail on establishing the need for and calculating the places and contributions required from new housing development.

Forecasting future demand for school places is an art not a science and is based on the broad assumptions which have to be made about movements in and out of any given locality, the pace of individual developments, patterns of occupation and not least the parental preference for places at individual schools. This will be a function of geography (distance a pupil lives from the school) school reputation, past and present achievement levels and the availability of alternative provision, changing patterns of birth rates hence the need to review on an annual basis.

In areas where pupil numbers are increasing the County Council will identify where additional places may be required, either by expanding existing schools or by commissioning new schools on new sites within the community.

As a Local Authority (LA) Gloucestershire County Council is responsible for planning and providing sufficient school places in appropriate locations. To do so the LA must monitor the supply of school places against forecasts of future demand. The size of the revenue budget for distribution to all schools is determined by pupil numbers. This means that where pupil numbers reduce, schools may have insufficient budget to maintain organisational structures, standards and retain and recruit teachers, particularly head teachers. By taking out surplus

places and facilitating the closure or amalgamation of schools that are unviable, the LA can ensure effective overall provision within an area and within the school system.

School place planning and ensuring schools are of the right size for the future enables (where appropriate) surplus space to be considered for alternative uses, including community purposes, although surplus space in our urban areas is almost non-existent. Accommodation released can be re-allocated to a wide variety of purposes including additional early years and childcare places, health care, libraries, adult and children's services bases and community facilities.

Falling rolls in some rural areas have already necessitated the closure or amalgamation of some village primary schools. The LA would consider the concept of 4 to 19 all through schools to serve some rural areas, particularly where numbers of secondary pupils are low and a local school could serve the whole community. Where possible the use of extensive transport to alternative schools will be avoided so that our limited funds can be devoted to other educational purposes.

The LA will, in all cases, consult with the head teacher, staff, governors, Academy trustees, the relevant Diocesan Authority (where appropriate) and the local community where any major re-organisation or closure of provision is proposed. Such factors as the number of available and required places, school performance, the condition and suitability of the school buildings as well as parental choice, community issues and resources available will be considered in respect of both general and specific place planning.

All county councils must inform the Department for Education of the net capacity of each school in its area. To this end, schools must inform the Council of any physical change to the buildings that might alter the area or capacity measurements. This information is then reported through an annual mid-summer statutory data collection which captures school capacities, pupil forecasts and details of capital spend (SCAP - Schools Capacity Data Return)

The County Council must follow a statutory process if

1. a proposed enlargement to the premises of the school is permanent (longer than three years) and would increase the capacity of the school by: more than 30 pupils; **and** 25% or 200 pupils (whichever is the lesser)²;
2. a proposal involves the making permanent of any temporary enlargement (that meets the above threshold).

There are four stages for a statutory proposal:

Publication, Representation (formal consultation), Decision, Implementation

B3 School Performance

Raising achievement for all learners is one of the key priorities for the LA and all school planning decisions should support and promote the improvement of educational standards. This means that the performance of an existing school, or group of schools, is an important factor to be taken into consideration when proposals to add or remove capacity or make other structural changes are being formulated. Any proposals for reviewing school organisation will take account of OFSTED inspection reports and other relevant performance data on the school(s) involved. Although in some more rural areas there may only be one school to serve the community.

² As an example: if the proposal is to increase a five-form of entry school with a net capacity of 750 to a six-form of entry school with a capacity of 900 pupils then no formal proposal is required as although the increase is by more than 30 pupils, it is less than 25% of the current capacity

The LA works with head teachers and governors to ensure that schools and settings are supported in the development and planning of facilities in the form of information, advice and guidance to improve outcomes for young people and support high quality learning.

B4 Place Planning

School Planning Areas

The planning of school places in Gloucestershire is based on the geographical areas defined by the secondary school catchments and feeder schools aligned to them. These are the same demographic planning areas that the council is required to report on annually to the Department for Education (DfE) to inform future capital basic need allocations.

Place planning can be influenced by parental preference in terms of selecting a school. Applications for school places are considered in line with the relevant Admission Authority Admission Policy and over-subscription criteria.

B5 Access and Diversity

Categories of schools

Gloucestershire has a wide diversity of mainstream school provision with:

- Community schools (infant, junior, primary, secondary and special)
- Voluntary Aided schools (primary and secondary)
- Voluntary Controlled schools (infant, junior and primary)
- Foundation schools (infant, junior, primary and secondary)
- Academies/Free Schools (primary, secondary, special, UTC and Post 16).

As at November 2018 there are 204 maintained schools and 93 academies/free schools in Gloucestershire giving a total of 297 schools overall. The table below gives a breakdown of schools in Gloucestershire by category.

Category	Primary	Secondary	Special	Total
Community	85	1	8	94
Foundation	16	4		20
Academy	53	34	3	90
Voluntary Aided	39			39
Voluntary Controlled	51			51
Free School	2	1		3
Total	246	40	11	297

Encouraging Diversity

Gloucestershire County Council is committed to providing children and young people with equal access to high quality education provision. It recognises that local communities are diverse and supports the local management of schools to help reflect this diversity. Schools need to serve their local community so if the needs of the community are best served by some specialisation or federated/trust type governance then Gloucestershire County Council will support it. Gloucestershire County Council is committed to maintaining the current diversity of provision and extending it where possible.

The development of new schools, including the academy conversion programme, is co-ordinated by members of the Council's Universal Commissioning Team. Gloucestershire County Council is supportive of schools as self-governing institutions and is committed to raising standards. The LA believes if schools can work collaboratively with other schools to improve the life chances of all children and young people within the local area then this will support the raising of standards.

The current pattern of school provision includes several schools with a religious foundation and/or background. The Diocesan authorities work closely with Gloucestershire County Council in the planning of school places to provide opportunities for parents to express a preference for denominational education.

B6 Re-organisation of Schools

Primary Schools

The preferred size for new primary schools is within the range of 420 places to 840 places (2FE to 4FE) and Gloucestershire County Council will only seek to open new primary schools of full or half forms of entry.

Where a new primary phase school is required this will be built as an all through primary school, rather than separate infant or junior schools. Gloucestershire County Council will continue to seek opportunities to amalgamate separate infant and junior schools where the combined numbers are less than 420 and the sites lend themselves to a single institution.

Gloucestershire County Council recognises the government's presumption against the closure of rural schools and will only bring forward proposals to close a village school where it can be demonstrated that any one of the criteria given may be sufficient to trigger a review of provision in an area that might lead to the closure of a village school:

- There is only very limited demand for places at the school from children living within the designated area.
- Surplus places at the school exceed 25%.
- Standards are low and there is little confidence in the likelihood of improvement.
- Recruitment of a head teacher has not proved possible.
- The necessary improvements to the school accommodation are either not possible or not cost effective.
- The school has a deficit budget without realistic prospects of recovery.

For all schools with fewer than 90 pupils on roll Gloucestershire County Council will actively encourage the governors of the school to consider further collaboration and ultimately federation or amalgamation with one or more neighbouring schools or by joining a Multi Academy Trust.

Secondary Schools

The optimum size for an 11 to 16 secondary school is 900 (6FE) and above Gloucestershire County Council however recognises that provision in some communities may fall outside the ideal size of secondary school and demand for additional places could be met either by expanding existing schools, if there is sufficient capacity on the site, or by new provision located within a new housing community.

Gloucestershire secondary school provision includes grammar or selective and one faith school as an option for students transferring to Y7. In the autumn term, Y6 pupils are invited to sit an entry test for grammar schools. There are five selective single sex grammar schools

and two selective co-ed grammar schools in Gloucestershire places are open to all students both in county and across county borders, subject to meeting the admission criteria.

All of the grammar schools have recently increased in capacity. In total 198 additional grammar school places have been provided since 2016.

The schools are:

- Pates Grammar School (Co-educational) – Cheltenham
- Marling School (Boys) – Stroud
- Stroud High School (Girls) – Stroud
- High School for Girls (Girls) – Gloucester
- Ribston Hall High School (Girls) – Gloucester
- Sir Thomas Rich's School (Boys) – Gloucester
- The Crypt Grammar School (Co-educational from 2018) – Gloucester

Gloucestershire secondary provision also includes a Catholic secondary school located in Gloucester which attracts pupils from across the county, subject to meeting the admission criteria. The mix of secondary provision on offer to Gloucestershire pupils and also pupils from out of the county adds to the complex process of forecasting and planning for school places at Y7 intake.

Special Schools

Special schools need to be of sufficient size to provide appropriate facilities and opportunities to meet the needs of the range of pupils they admit and to act as resource and outreach centres for other schools and pupils. Their size will depend on the age range of pupils and the type/nature of special educational needs that they cater for. Work is currently ongoing to review special needs provision across the county to ensure future demand can be met moving forward. Information on place planning specialist provision and the commissioning of specialist services is currently being finalised and will be available by the on the Council website.

School Size

Whilst Gloucestershire County Council does define optimum sizes for schools it recognises that there will be many schools falling outside this range which provide excellent education. Factors that can affect the size of a school include local population, site constraints, availability of funding and deployment of revenue resources.

Gloucestershire County Council will plan to provide school places in schools of sizes which promote:

- Sufficient curriculum coverage and, where appropriate, adequate curriculum choice
- Viable and sustainable schools which do not require disproportionate financial support
- Viable class organisation structures
- Adequate non-contact time for staff
- Meet the needs of the local community

B7 Academy Free Schools

Academy free schools are publicly funded schools which operate outside of council control. A key difference is that they are funded directly by central government, instead of receiving their funds via the council.

Some academy free schools are sponsored, while some schools simply converted to academy/free status without a sponsor. However, all academies and free schools form part of our overall school provision and in that sense, they are no different from the maintained schools. The county council coordinates the admissions system and allocation of places for all schools, including academies.

Academy free schools will be eligible to receive S106 developer contributions in the same way as LA maintained schools subject to signed agreement.

Where the county council considers there is a need for a new school in its area it must seek proposals to [establish a free school](#). This is called the presumption route. The county council is responsible for providing the site for the new school and meeting all associated capital and pre-/post-opening costs.

The alternative way to establish a free school is by an application directly to the government by way of a central Mainstream Free Schools Programme. This route will require the government to provide the site, capital and pre/post opening costs. This route is by invitation to bid to the Government.

All new free school proposals require the Secretary of State's approval and it is the Secretary of State who will enter into a funding agreement with the sponsor.

The Secretary of State will consider the assessments and preferences of the LA carefully before determining and approving the preferred sponsor for the new school. However, the minister reserves the right to put in place a sponsor of his own choice.

The role of the Regional Schools Commissioner

The Regional Schools Commissioner (RSC) for South-West England is responsible for making decisions about the academies and free schools in the Gloucestershire.

RSCs are responsible for approving and monitoring academies and free schools in their area on behalf of the Secretary of State for Education.

Their main responsibilities are to:

- monitor the performance of the academies in their area
- take action when an academy is underperforming
- decide on the development of new academies
- address underperformance in local-authority-maintained schools through sponsored academy arrangements
- make recommendations to ministers about free school applications
- encourage organisations to become academy sponsors
- approve changes to open academies, including:
 - changes to age ranges
 - mergers between academies
 - changes to multi-academy trust arrangements

When the council is seeking to establish a new school in their area, they must seek expressions of interest from parties who would like to be the sponsor of that school. The council can make recommendations to the RSC of their preferred sponsor from those who have expressed an interest, but the decision is ultimately his/hers on behalf of the Secretary of State.

An academy is independent school; (not maintained by a LA) accountable to the Department for Education (DfE) and funded directly by the Education and Skills Funding Agency (ESFA). Academies directly employ staff and have freedoms to set their own pay and conditions of service, are free to deliver the curriculum as they see fit and can vary the length of school terms and the length of the school day. Academies must follow the same admissions guidance, exclusion processes and meet the statutory processes for pupils with Special

Educational Needs (SEN) however they may set their own admissions criteria. Academies are inspected by OFSTED using the same framework as other state funded schools.

The council works closely with the Regional Schools Commissioner to ensure all new school proposals including bids for new Free Schools are supported by approved academy trusts that understand the needs and aspirations of the community.

B8 Location of New Schools

The fundamental aim in planning school places is to provide places near to where children live, to meet parental preferences as far as possible; to locate schools at the heart of their communities and to minimise travel to school distances. Gloucestershire County Council believes that where additional school places are needed because of new housing development, as far as possible the costs should fall on the landowners and/or developers, by way of contributions falling within the concept of planning obligations. Gloucestershire has an agreed methodology for calculating the infrastructure needs arising from new development. A policy for requesting contributions from developers and for the use of such funding is in place. This can be found at:

www.gloucestershire.gov.uk/media/5851/adopted_gcc_local_developer_guide-59555.pdf

It is Gloucestershire County Council policy that new primary schools should be provided, wherever possible, within major new housing developments. The site should ideally be within walking distance of most of the development and Gloucestershire County Council will seek, through the planning processes, to provide for safe routes to school for pedestrians and cyclists. Sites of a suitable size for future expansion if required will be sought. This may require the LA to purchase additional safeguarded land in addition to the land supplied by the developer to ensure that the school can be expanded in the future to maintain the location where the school can provide a natural focus for the local community, possibly in association with other local facilities such as shops or other community buildings.

Where a new secondary school is planned, a site will be sought that provides safe pedestrian and cycling routes and, because of the longer distances travelled, good access for those pupils arriving by public and school transport. To discourage the use of private cars, schools are expected to prepare and maintain a Travel Plan. Again additional land may be sought to futureproof any expansion needs.

Gloucestershire County Council recognises the importance of considering distance of travel from home to school when planning new developments to reduce dependence on subsidised bus travel and encourage safe walking and cycling to school.

Home to School Travel

Gloucestershire County Council has a statutory requirement to ensure that children aged 4-16 are able to access compulsory school age education. Transport assistance for most students aged over 16 is a discretionary provision.

To meet this requirement Gloucestershire County Council will encourage the use of walking and cycling. Where this is not an option Gloucestershire County Council's 4-16 Home to School transport policy will provide bus passes to entitled children who are able to travel to a maintained school or academy by public transport. Students aged over the age of 16 years are not entitled to receive free transport to their school/college. However, Gloucestershire County Council will continue to meet best practice expectations set out within Home to School Travel and Transport Guidance.

More information on the Home to School Transport Policies can be found at <http://www.gloucestershire.gov.uk/schooltransport>.

The key challenges that Gloucestershire County Council has in terms of providing access to compulsory education are summarised as follows:

- Providing truly flexible choices for young people is a challenge for the Council
- Managing down the costs of school transport within the context of a growing population and increasing fuel costs
- Ensuring new housing growth areas are well connected by walking and cycling routes (where appropriate) to minimise demand on school services provided under statutory regulation
- Encouraging young people to take up active modes where convenient as a substitute for car use through means such as Safer Routes to School, Bike It and cycle training. This will help form positive lifetime travel habits amongst the future generation

Policy LP PD 1.10 – Home to School Travel

LTP PD 1.10 – Home to school travel

Gloucestershire County Council will continue to help with the cost of school / college transport in line with the latest home to school transport policy and will work with its partners to improve personal safety perceptions of using the transport network services and promote the use of transport to contribute to enjoyment and psychological wellbeing.

Gloucestershire County Council will do this by implementing the following transport principles:

- Gloucestershire County Council will only help with the cost of transport in certain situations to children aged 4 to 16 who live in Gloucestershire and attend a maintained school or academy. Some subsidised support is also provided for students aged 16-19 years who are going to their nearest school or college.
- For the latest information on school and college transport including the latest home to school transport policy and details on applying for a bus pass refer to the county council website:
<http://www.gloucestershire.gov.uk/schooltransport>
- To work with bus operators to ensure a high quality bus fleet is available to all customers. This will include a reduction in the age of the fleet and a commitment from operators to comply with the latest European emission standards by setting quality standards within contract renewals. As part of the tendering process, bus operators will be required to demonstrate that their vehicles comply with Government (VOSA) safety regulations, drivers have been subject to Disclosure and Barring Service (DBS) checks and vehicles used for school transport have CCTV

Expected Policy Outcomes

The implementation of this policy will ensure that all children in Gloucestershire are able to access compulsory school age education, which will result in a reduced reliance on the private car for school drop offs and increased use of more active and sustainable forms of travel which will develop into positive travel habits that will continue on with the next generation of transport users in Gloucestershire.

Detailed information can be found at the following links

The overarching strategy can be accessed

here: <https://www.gloucestershire.gov.uk/transport/gloucestershires-local-transport-plan-2015-2031/overarching-strategy/>

The bus policy document here:

<https://www.gloucestershire.gov.uk/transport/gloucestershires-local-transport-plan-2015-2031/bus/>

B9 Capital Investment

It is recognised that pupils benefit from high quality learning environments and equipment. Capital investment priorities are based on requirements to:

- Provide sufficient places to meet the needs of local communities
- Provide healthy and safe environments
- Meet curricular and organisational needs
- Enhance physical access to buildings
- Replace temporary accommodation with permanent where possible
- Implement key strategic initiatives.

Gloucestershire County Council uses condition surveys alongside net capacity assessments to determine investment priorities. Government grant, council resources and developer contributions are used to fund the necessary capital investment alongside any centrally acquired monies through a national bidding process. Capital resources are however becoming increasingly stretched.

At present, there are two main funding streams allocated by Department for Education for school building projects - one which is solely for maintenance (Condition funding) and the other is for the provision of additional pupil places (Basic Need). The Priority School Building Programme (PSBP) is a separate Education and Skills Funding Agency (ESFA) funding stream which invited bids for the replacement or substantial refurbishment of schools in the worst condition. Gloucestershire does not have any funded projects supported by the PSBP Phases I and II. It is not known whether there will be any further rounds of PSBP.

B10 Accessibility of School Buildings

Improving access to education and securing educational achievement for pupils with a disability is essential to ensure equality of opportunity, full participation in society, access to employment opportunities and inclusion within mainstream schools. Gloucestershire's inclusion vision is that every disabled child and young person in the county should achieve their potential educationally, socially and in their personal life.

The Accessibility Strategy is a core component in realising this vision. Gloucestershire County Council is committed to increasing the accessibility of schools, wherever possible and where reasonable adaptations can be made, to wheelchair users and pupils with sensory impairment. This does not mean however that every school will be fully accessible as older buildings may not be able to be adapted for full access.

B11 Special Schools

It is acknowledged that there has been increasing numbers of children and young people in Gloucestershire who have an Education Health and Care Plan (EHCP^[1]) and this number is expected to continue to rise due to a combination of population growth, improving medical care for children with complex health issues and increasing numbers of children being diagnosed with additional needs or on the autistic spectrum.

The aim of Gloucestershire County Council is to provide the required level of support for as many of young people as possible within mainstream settings and within the child's local community. Where this is not possible, suitable special school provision will be made available.

Information on place planning specialist provision is currently being finalised and will be available by the following link

https://www.gloucestershire.gov.uk/media/2902/gloucestershire_accessibility_strategy_2015-2018_-_final-66092.pdf

B12 Provision for Permanently Excluded Students

Gloucestershire County Council has a duty to ensure that any child permanently excluded from school has access to full-time education through alternative provision.

In Gloucestershire we have 3 Alternative Provision Schools (APS) to meet this duty: Gloucester & Forest APS (GFAPS), Cheltenham & Tewkesbury APS (CTAPS) and Stroud & Cotswolds APS (SCAPS). Places are commissioned to meet the needs of excluded children and, in exceptional circumstances, those for whom no other maintained school provision can be secured. In the 2017/18 academic year we commissioned 216 places at the APS and 142 pupils were permanently excluded from school.

The High Needs Strategy will be determining the future of the APS structure in the county. The guiding principles for this will include a lower level of provision for primary aged pupils (following a new approach to meeting the needs of children on the verge of exclusion within primary school clusters/hubs), a more focused APS offer assisting children to return to mainstream school in a planned way, and a more longer-term alternative provision option for those excluded children who require a different pathway to mainstream KS4 education.

B13 Expansion of Schools

DfE guidance gives a strong emphasis towards the expansion of successful and popular schools where possible. Gloucestershire County Council is committed to examining ways of increasing parental choice in school admissions and ensuring places are located where parents want them, ideally serving the local community. However, as populations continue to grow, the council will meet the increasing demand wherever school places can be expanded in local communities.

B14 Schools in the Wider Community

Gloucestershire County Council recognises that schools should act as a focus for the local community in a way that extends beyond the education of children who attend the school. The council recognises the importance of schools engaging with their local communities to promote social inclusion and community cohesion as an integral part of ensuring success for

^[1] Formerly called a Statement of SEN

all children. This is particularly important for communities with a high proportion of vulnerable families.

In co-operation with agencies and other organisations, many schools have facilities which are made available to the wider community including sports and leisure complexes, ICT facilities, playgroups, childcare facilities, adult education and youth provision. School facilities are increasingly being made available for evening, weekend and holiday use making more effective use of the resources available.

B15 Admissions Policy - Access to Education

The Coordinated Admissions Team administers Gloucestershire's admissions scheme when children start Reception class, move from Infant to Junior and move from Primary/Junior to Secondary School.

All applications to move school at any other time are called 'In Year' admissions, and these applications are managed by schools directly - with the Access to Education In- Year team at Shire Hall offering advice and guidance to parents and schools. The In-Year team also works in conjunction with schools and Alternative Provision School providers with the admission of hard to place pupils under the Fair Access Protocol, which is used to ensure these pupils are placed in a school quickly and with the appropriate support.

There is a wide range of admissions authorities as each academy, free, foundation or voluntary aided schools determine their own Admission Policy. The Admissions Team co-ordinates all applications to place more than 17,000 children in schools each year, including those moving into the county. The knowledge, understanding and data that the team holds contributes to successful school organisation and place planning. Admissions statistics, produced annually, are used to support the school place planning process, ensuring that sufficient places are provided to meet parental preference where possible.

Admissions authorities, including the LA, must have regard to the Admissions Code (link below) in determining their admission arrangements, which includes expansions and contractions of school capacities. Up to date details of the Gloucestershire schools' admissions processes can be found on the Gloucestershire County Council website via the following link:

<https://www.gov.uk/government/publications/school-admissions-code--2>

<https://www.gloucestershire.gov.uk/education-and-learning/school-admissions/>

B16 Early years and childcare

Eligibility for free early education for two-, three- and four-year-olds

All three-year-olds and four year olds are entitled to 15 hours of free early years provision from the start of the term beginning on or following the date set out below:

- Children born in the period 1st January to 31st March: 1st April following the child's third birthday, or second birthday, as applicable
- Children born in the period 1st April to 31st August: 1st September following the child's third birthday, or second birthday, as applicable
- Children born in the period 1st September to 31st December: 1st January following the child's third birthday, or second birthday, as applicable

These dates are consistent with those used for determining the start of compulsory education.

They are entitled until the child reaches compulsory school age (the beginning of the term following their fifth birthday).

Eligibility for 30 hours free childcare for three and four year olds of working parents

A child is entitled to free early years provision if the child has attained the age of three, is under compulsory school age and the child's parent(s) meets the eligibility criteria set out below.

- the parent of the child (and their partner where applicable) should be seeking the free childcare to enable them to work;
- the parent of the child (and their partner where applicable) should also be in qualifying paid work. The definition of qualifying paid work is set out at regulation 5. Each parent or the single parent in a lone parent household will need to expect to earn the equivalent of 16 hours at the national living wage or their national minimum wage rate over the forthcoming quarter;
- where one or both parents are in receipt of benefits in connection with sickness or parenting, they are treated as though they are in paid work;
- where one parent (in a couple household) is in receipt or could be entitled to be in receipt of specific benefits related to caring, incapacity for work or limited capability for work that they are treated as though they are in paid work;
- where a parent is in a 'start-up period' (i.e. they are newly self-employed) they do not need to demonstrate that they meet the income criteria for 12 months in order to qualify for the extended entitlement.
- if either or both parents' income exceeds £100,000 they will not be eligible for the extended entitlement.

The relevant dates in relation to the age criterion are the same as for the three-year-olds eligible for 15 hours of free provision.

Two-year-olds are eligible for 15 hours of free early years provision if:

The parent(s) claim one of the following benefits:

- Income Support
- income-based Jobseeker's Allowance (JSA)
- income-related Employment and Support Allowance (ESA)
- Universal Credit –if a parent is entitled to Universal Credit and they have an annual net earned income equivalent to and not exceeding £15,400, assessed on up to three of the parent's most recent Universal Credit assessment periods.
- tax credits and they have an annual income of under £16,190 before tax
- the guaranteed element of State Pension Credit
- support through part 6 of the Immigration and Asylum Act
- the Working Tax Credit 4-week run on (the payment you get when you stop qualifying for Working Tax Credit)
- the child has a statement of special educational needs made under section 324 of the Education Act 1996;
- the child has an Education, Health and Care plan prepared under section 37 of the Children and Families Act 2014;

- the child is in receipt of Disability Living Allowance under section 71 of the Social Security and Contributions and Benefits Act 1992;
- they are looked after by a local authority (under section 22(1) of the Children Act 1989) or by a local authority in Wales within the meaning given by section 74(1) of the Social Services and Well-being (Wales) Act 2014
- they are no longer looked after by a local authority as a result of an adoption order, a special guardianship order or a child arrangement order (within the meaning of section 8(1) of the Children Act 1989 or section 74(1) of the Social Services and Well-being (Wales) Act 2014) which relates to either or both of the following
 - with whom the child is to live;
 - when the child is to live with any person.

Funded places are available in a range of settings such as pre-schools, full day-care nurseries, independent schools, private nursery schools and with childminders. Access to funding early education by providers is dependent on the setting's OFSTED judgment. Settings can be school located or privately run and many preschools in Gloucestershire are run by the voluntary sector. They are often situated on school sites and use is also made of local facilities such as community and church halls and through private accommodation. The most disadvantaged two year olds in the county for the spring 2018 term saw a take up of 74.6% of Gloucestershire's eligible 2 year olds claiming 15 hours' early education per week

There have been a number of changes to Children and Family Centres in Gloucestershire. There are now 16 council run Children and Families Centres located in Gloucestershire. Following a consultation between January and April 2016, Gloucestershire County Council reshaped these services to meet the needs outlined in the outcomes of the consultation. Families can also get support in their communities and homes without having to travel to these centres.

B17 Post 16 Provision

Gloucestershire County Council has a statutory duty to commission sufficient and suitable education and training provision to meet the reasonable needs of all young people in their area, by influencing and shaping provision through local partnerships and by identifying gaps, enabling new provision and developing the market. The young people covered by this statutory duty are those aged 16-19 and those aged 19-25 who have a learning difficulty and/or disability and are the subject of an EHCP.

There are a number of Post 16 settings situated within Gloucestershire:

- Four FE colleges including one sixth form college (16-25)
- Twenty Five Mainstream School Sixth Forms (16-19)
- Four Maintained Special School Sixth Forms (16-19)
- One University Technology College (14-19)
- Four Special Post 16 Institutions (16-25)
- Three Private Partnership Post 16 Training Providers (16-25)

In addition, Gloucestershire County Council commissions a small number of places at independent special schools to meet the needs of young people with profound learning needs.

Gloucestershire County Council is committed to working in partnership with all providers to review and develop education provision in the county. Collaborative projects between schools, academies, college and work-based learning providers will continue to underpin this approach in Gloucestershire.

In all cases the aim of the Gloucestershire County Council will be to develop plans which ensure adequate, high quality facilities are available to support learners aged 14 to 19 (25).

C School Organisation and Planning Issues

C1 Influencing Factors

The key factors likely to have the greatest influence on managing school places across the county over the next 5 years include the birth rate, housing development, [internal and overseas migration and the presence of the Armed Services in Gloucestershire](#).

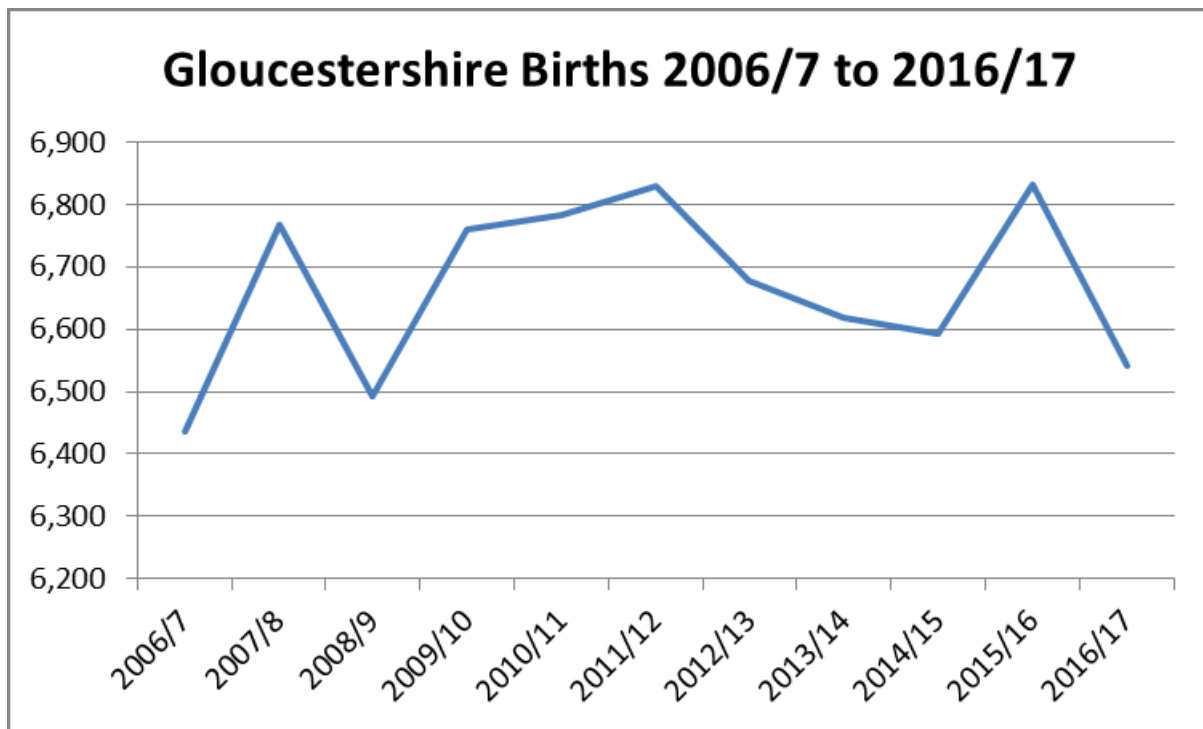
Birth Rate

[The demographic trend in the school population age range is largely driven by the birth rate, and similarly to national figures the number of births has generally increased since 2007.](#)

Births in Gloucestershire averaged 6,692 births per year between academic years 2006/7 and 2015/16, with high numbers in 2011/12 and 2015/16. There was a significant decline for one year in 2008/09. [The pressure on primary school places since 2011 has been significant and will continue to be so for foreseeable future as the high continuing high birth figures feed through to primary schools. In addition, the oldest children from these peak years began to feed into secondary education from September 2016.](#)

Year of birth	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
Number	6,435	6,767	6,492	6,761	6,784	6,829	6,678	6,618	6,594	6,833	6,542

Source: ONS Live Births



Comparison - Births to NOR

Year of birth	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17
Number	6,435	6,767	6,492	6,761	6,784	6,829	6,678	6,618	6,594	6,833	6,542
Year of birth	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	Fcast 18/19	Fcast 19/20	Fcast 20/21	Fcast 21/22
Reception entry	6,220	6,561	6,469	6,684	6,786	6,924	6,785	6,740	6,901	7,281	7,185
Reception numbers as % of births	96.7	97.0	99.6	98.9	100.0	101.4	101.6	101.8	104.7	106.6	109.8

It is interesting to note that in the last two years, Reception entry figures have been higher than the corresponding birth figures. Prior to that there were fewer which was assumed to be as a result of parents choosing home schooling and independent schools. There is now a net gain taking into account all migration and other school choices.

Housing Development

The Joint Core Strategy supporting Cheltenham, Gloucester and Tewkesbury districts along with the individual local plans of the three other districts of Stroud, Cotswolds and Forest of Dean sets out the housing totals and phasing for each community area. The density of housing development varies considerably across the county as outlined in the table below:

Locality	Number of Houses Allocated in Local Plans and JCS
Lydney	1900
Coleford	650
Rest of Forest of Dean across 6 sites	827
Cinderford / Ruspidge Northern Quarter	1050
Innsworth/ Twigworth	2295

South Churchdown	1100
North Brockworth (Perry Brook)	1500
North West Cheltenham (Elms Park)	4285
West Cheltenham	1100
Winneycroft, (Matson, Gloucester)	620
Leckhampton (Farm Lane)	377
Stroud Gloucester Fringe (Hunts Grove)	2500
West of Stonehouse	1350
Berkeley	300
North East Cam	450
Stroud Valleys across 7 sites	450
Chesterton, Cirencester	2350
Moreton in Marsh	400
Bourton on the Water	300
Fairford across 5 sites	400
Mickleton across 3 sites	200
Rissington	368
TOTAL	24,772

The scale of the programme of work required to provide additional school places for the houses identified above should not be underestimated. 24,772 dwellings across the county (approx. 21,000 yet to be built) represents approx. between 9,165 and 10,404 primary pupils depending on which pupil ratio applies and approx. 3,716 secondary places across Gloucestershire in the period from 2006 to 2031.

In addition, the council is aware of other large developments that could come forward which are not in the current local plans. Whilst these may or may not come to fruition, the information we have should they happen will enable us to take strategic decisions around securing land, ensuring Gloucestershire County Council owned land is kept available and looking at future proofing new schools by ensuring the site size is sufficient for the school to expand in the future. We are also in early discussions with Gloucester City Council regarding the impact of two potential and significant regeneration projects in the city at Matson and Podsmead. All four local plans are at various stages, the JCS has recently been adopted which covers three county districts, Stroud's Local Plan has just been updated, as has the Cotswolds Plan with the Forest of Dean plan adopted in 2012.

It is important that we work with local planning districts on their housing allocations as this is required for annual national statistical returns on school places (SCAP). In producing the pupil forecasts for each area, account is taken of known housing allocations and planning permissions. It must be recognised, however, that the actual rate at which new housing is built depends on a mixture of economic and social factors. In forecasting the likely additional pupil product from such new housing, account will therefore need to be taken of changes in the age and household composition of the population and varying build out rates.

C2 Population Overview

Gloucestershire is predominantly a rural county, but has the two significant urban areas of Cheltenham and Gloucester. The approach of the LA to school place planning must therefore be designed to support dispersed populations in rural areas, those resident in small towns and the larger populations concentrated in the urban areas. The tables below show there has been a significant increase in both Gloucestershire's overall demographic population and that of school populations since 2011 with further increases projected. The effect of the upturn in the economy following the most recent recession and its impact on the housing market, and thus population mobility, will continue to be monitored throughout the

period of this plan. The growth has been more significant in the primary phase for the past few years however that growth is now moving into the secondary phase and we will now need to expand secondary school places.

Gloucestershire total population overview

Year	2011	2012	2013	2014	2015	2016	Difference 2011-2016	% Difference 2011-2016
Totals	596,984	602,216	605,959	611,739	617,527	623,094	26,110	4.4%

Source: ONS Mid-year estimates.

Gloucestershire school population data 2011 to 2017 (includes Post 16)

Year	2011	2012	2013	2014	2015	2016	2017	Difference 2011-2017	% Difference 2011-2017
Primary	41,946	42,688	43,555	44,470	45,429	46,625	47,311	5,365	12.8%
Secondary	39,449	39,010	38,448	38,109	37,897	38,002	38,265	-1,184	-3.0%
Special	1,035	1,035	1,048	1,090	1,058	1,050	1,091	56	5.4%
Overall	82,430	82,733	83,051	83,669	84,384	85,677	86,667	4,237	5.1%

Source: School Census, Gloucestershire Schools - October

School population comparison to PAN

Year	2011	2012	2013	2014	2015	2016	2017	% Average overall surplus places
Primary NOR	41,946	42,688	43,555	44,470	45,429	46,625	47,311	
Total Primary Net Capacity	46,760	47,610	48,807	49,099	49,901	50,623	51,220	9.3%
Secondary NOR	39,449	39,010	38,448	38,109	37,897	38,002	38,265	
Total Secondary Net Capacity	41,602	41,427	41,395	41,657	41,781	42,054	43,663	8.2%

Primary school numbers by year group as at October 2017

Year Group	R	Y1	Y2	Y3	Y4	Y5	Y6	Total
Number	6,785	6,969	6,903	6,885	6,631	6,756	6,382	47,311

Source: School Census, Gloucestershire Schools - October 2017

A larger 'bulge' in births from 2007 onwards, led to pressures on primary places. Increases in primary pupil numbers have been managed since 2011. The overall increase in numbers will continue until at least 2028.

These pupils are now starting to transfer to secondary schools which are now presenting pressures to secondary admissions.

Overall numbers in primary schools have been increasing since 2011; by 2025 they are forecast to be close to 49,000 an increase of 14.3% since 2011.

Gloucestershire County Council recognises the changes in birth rate and the need to plan for the extra places where there is no capacity, but will keep places under constant

review as the full impact of a changing birth rate, migration and future housing becomes clearer.

Secondary school numbers by year group as at October 2017

Year Group	Y7	Y8	Y9	Y10	Y11	Y12	Y13	Total
Number	6,670	6,439	6,392	6,444	5,982	3,324	3,014	38,265

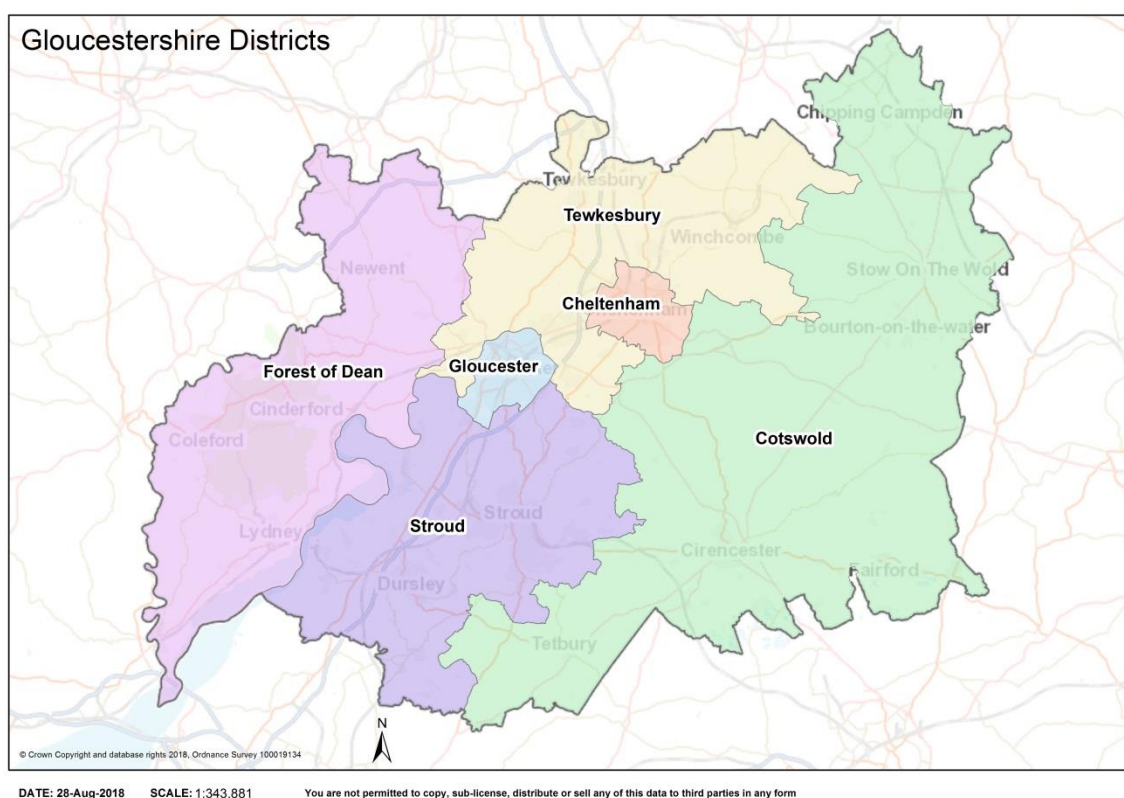
Source: School Census, Gloucestershire Schools - October 2017

There was a decline in secondary school numbers prior to 2018 when the increase in pupils in the primary sector began to transfer to secondary schools. Numbers have steadily increased and will reach another peak when the present National Curriculum Year groups 1, 2 and 3 children reach secondary age – in approximately four years' time (2021/2022). These calculations and predictions do not take account of housing developments and local factors such as Armed Forces movements.

The bulge in births a few years ago is now starting to transfer to secondary schools and increasing pressure on secondary places. Demand for places have increased from 38,000 in 2015 and are forecast to reach 44,400 in 2025.

Although these tables give the overall picture in the county there will be significant variations between each district of the county, the list below summarises this.

County District Map



- **Forest of Dean:** In general we have surplus places across the Forest of Dean schools; however due to local housing developments there will be a need to expand a school in the Sedbury area by a permanent half form of entry (0.5FE) to manage the increase in demand for places. A large strategic development Cinderford North Quarter will impact primary provision locally and the LA is monitoring its

development. Large strategic housing planned in Lydney will impact primary provision and will require the local school to expand by at least 1FE.

- **Tewkesbury:** In response to further housing at Walton Cardiff, The John Moore Primary School will permanently expand by 0.5FE in 2019. New housing to be located at Twigworth and Innsworth will require additional school places for both primary and secondary and due to the size of the development will require new primary schools. The large settlement at Bishops Cleeve has given rise to significant demand for primary school places and despite all local schools having permanently expanded, further places will be required. The Universal Commissioning Team is currently looking at options to achieve this. Housing developments in Winchcombe have put pressure on primary and secondary schools which will both need to expand in the very near future, again discussions are underway with local schools as to how this demand for places will be met. Smaller developments around Alderton are now impacting on the local schools; Isbourne Valley will increase its Planned Admission Number (PAN) in order to meet this demand.
- **Cotswold:** There have been significant housing developments throughout the Cotswolds. We are in conversation with developer's agents regarding the Chesterton strategic site which is progressing well; this will provide a new 3FE primary school and expand local secondary provision. Other developments at Mickleton, Rissington, Fairford, Moreton, and Bourton are all requiring expansions to the local schools which are underway for both primary and secondary.
- **Stroud:** In general we have a small surplus of places; however a large strategic development at Stonehouse will require a new 2FE primary school and we are currently in discussion with developers. An increase in capacity at Slimbridge Primary where the school is oversubscribed due to new housing is underway. A large housing development at North West Cam will also require additional school places and we are in discussion with developers as to how this will be accommodated.
- **Cheltenham:** Demand for secondary places in the south of Cheltenham around the Leckhampton/Charlton Kings area continues and the LA is planning for a new 6FE Secondary school for 2021 with the potential for some temporary expansions locally from 2019. A further 2FE of permanent primary places will be needed in the same area. We are consulting to expand a local primary school permanently by 1FE for September 2019 and a further permanent expansion of a second local primary in 2020. A more detailed strategic review has been carried out for Cheltenham and can be viewed on the Council's website.
- **Gloucester:** A strategic review has now been completed highlighting the demand for primary and secondary places in Gloucester which remains a hotspot. Two local primary schools will both expand permanently by 1FE each for 2019. Having opened a new 2FE free school in Quedgeley, a second school at Hunts Grove, currently on a temporary host site, will move to new premises and expand to 2FE in line with the new housing development. Further new large housing developments planned for Hardwicke and Hunts Grove will require new primary schools.
- It is interesting to note that on the border of Gloucester district but in the Tewkesbury planning area we are in discussions with developer's agents in connection with developments in Twigworth and Innsworth (we assume Churchdown will follow) which are large strategic developments that will require a new school and expansions of existing schools of up to 3.5FE to meet demand for places. Norton Primary School is set to expand as soon as additional land can be secured from a S106 development local to the school. A more detailed strategic review has been carried out for Gloucester and can be viewed on the Council's website.

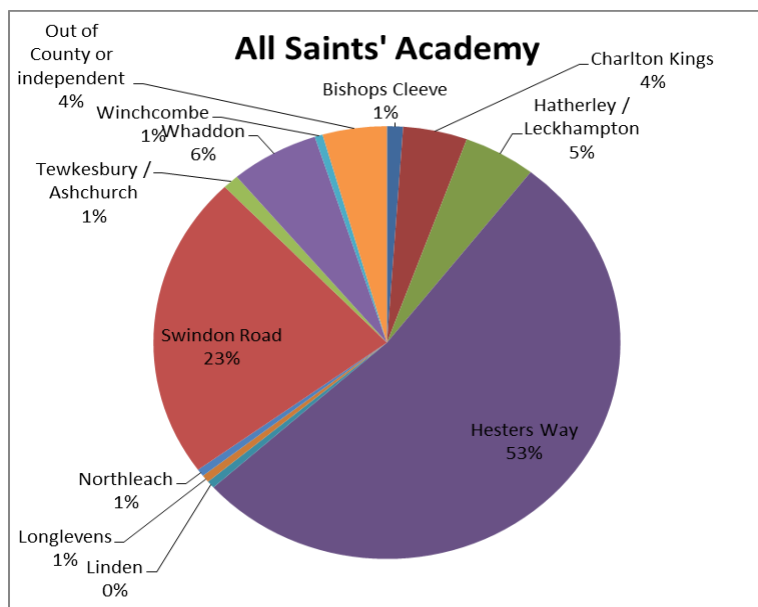
Recent government figures reveal that, nationally, the primary school population has been rising since 2009 and reached around 4.4m in 2015. However, the rate of increase is slowing down with a recent reduction in births and the population is projected to be broadly stable by 2024. In contrast, the secondary school population is projected to continue rising, reaching approximately 3.3m by 2024, an increase of 20% on the 2015 population.

A summary analysis of the projections and issues in key areas is provided at section D. Please refer to each of the individual areas appended to this document for more detailed information.

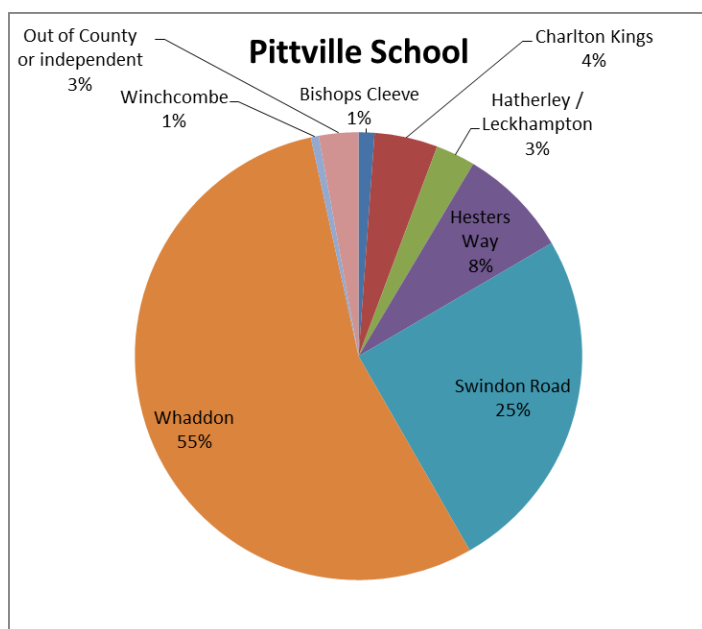
Cheltenham

D53 Cheltenham

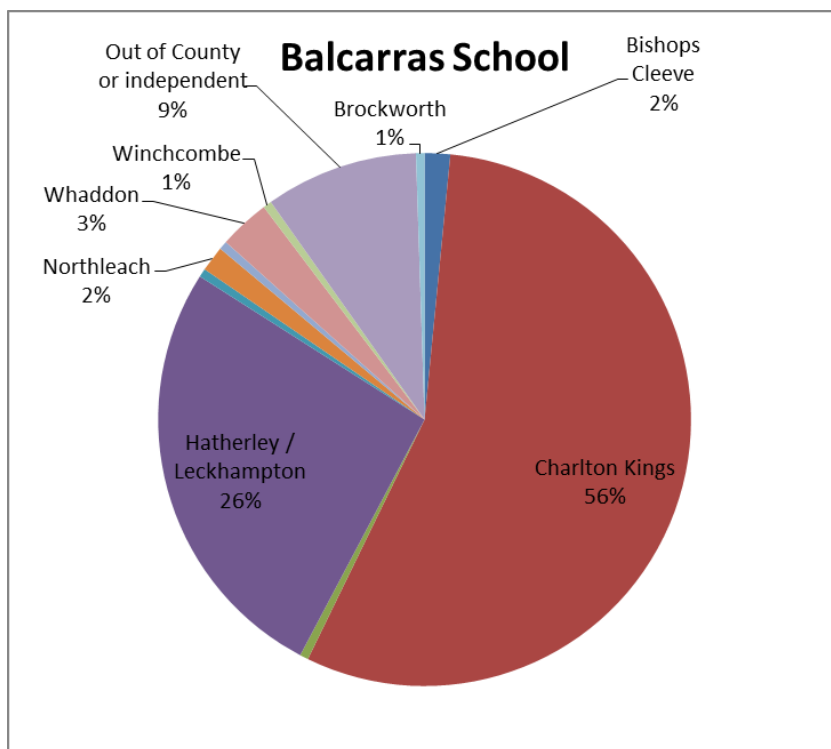
Cheltenham is served by All Saint's Academy, Balcarras, Cheltenham Bournside & Sixth Form Centre, Pates Grammar School and Pittville Schools. The graphs below show the feeder schools and capacity of the secondary schools



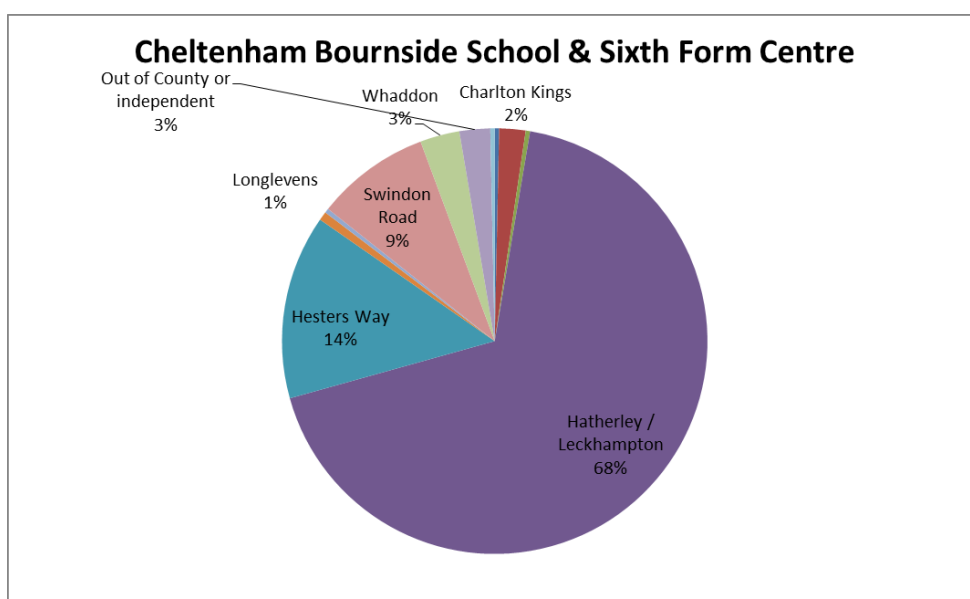
Pie chart shows by primary schools planning areas, the pupils allocated to All Saint's Academy in the 2018 allocation round.



Pie chart shows, by primary schools planning areas, the pupils allocated to Pittville School in the 2018 allocation round.



The pie chart shows, by primary schools planning areas, the pupils allocated to Balcarras School



The pie chart above shows, by primary schools planning areas, the pupils allocated to Cheltenham Bournside School

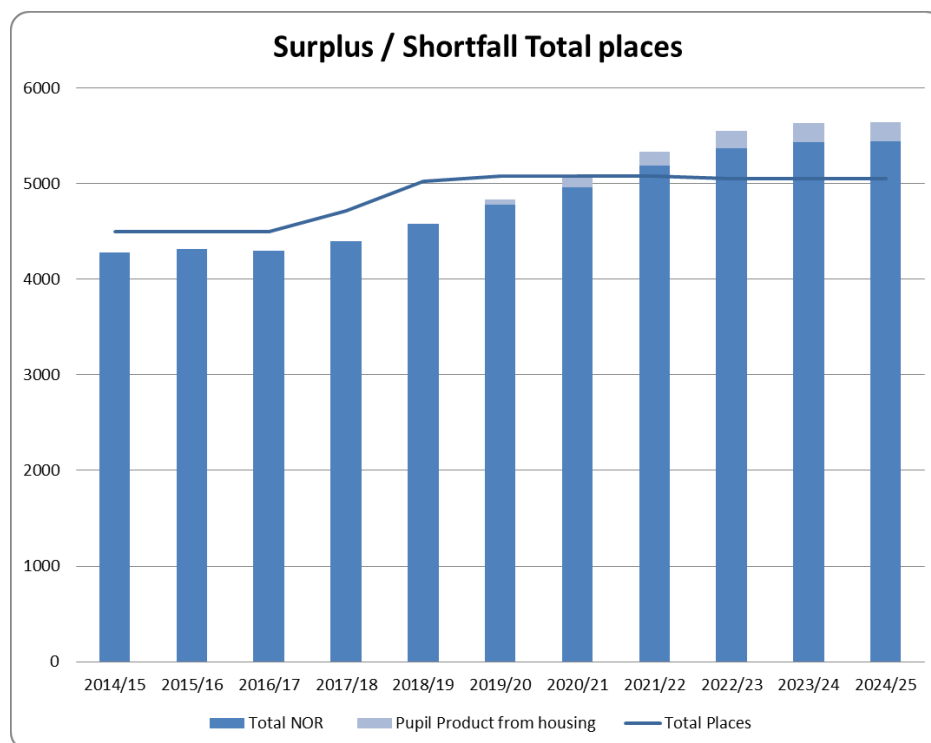
Implications for Secondary School provision from 2018

The table below shows pupils at the Secondary school within the Cheltenham area with the percentage of surplus/shortfall places by age cohort both retrospectively and forecast including anticipated pupil product.

Secondary pupil place demand in:		Cheltenham		Planning Area		9162500				
	Year 7					Total School				
Year	PAN	Total NOR in Year 7 (including those from housing)	Of which Y7 Pupil Product from housing	Surplus - Shortfall Places	% Spare Year 7	Total Places	Total NOR (including those from housing)	Of which Pupil Product from housing	Surplus - Shortfall Places	% Surplus - Shortfall Places
2014/15	899	908		-9	-1%	4495	4284		211	5%
2015/16	899	889		10	1%	4495	4314		181	4%
2016/17	929	882		47	5%	4495	4299		196	4%
2017/18	997	924		73	7%	4713	4394		319	7%
2018/19	999	1020	0	-21	-2%	5023	4578	0	445	9%
2019/20	1059	1092	10	-33	-2%	5083	4832	50	251	5%
2020/21	999	1071	21	-72	-5%	5083	5063	105	20	0%
2021/22	999	1145	29	-146	-12%	5083	5337	145	-254	-5%
2022/23	999	1139	36	-140	-10%	5055	5550	179	-495	-10%
2023/24	999	1123	42	-124	-8%	5055	5638	206	-583	-12%
2024/25	999	1133	42	-134	-9%	5055	5647	206	-592	-12%

The majority of secondary schools are academies and the capacity of these schools is recorded in the academy funding agreement. This should be updated where a PAN is changed. The 11 – 16 capacity identified in these tables for expanding schools has been shown as the total capacity at the date of a permanent PAN increase. In most cases the working capacity of the school will be lower while a PAN increase works its way through over subsequent academic years.

For example a secondary school expanding from 5 to 6 forms of entry would originally have a capacity of 750 places (5 x 150) if the PAN increase takes effect from Sept 2019 the tables will reflect the capacity increase to 900 places (5 x 180) from Sept 2019. However, in most cases, the school will only increase its intake (PAN) from 150 to 180 for the Year 7 intake and operationally the school may use a capacity of 780 places. The balance 120 places will not be in use until the higher intake works its way through the school



Overall, there are 1725 houses identified in the Cheltenham Local Plan to be built in the Cheltenham planning area, should all of this housing come forward it is predicted to generate approximately 206 11-16 aged pupils in the forecast period.

Two large strategic sites in North West Cheltenham and West Cheltenham of up to 4500 and 1200 new homes respectively is identified in the Joint Core Strategy plan. These are significant housing developments and will provide three new primary schools.

It may also require some additional primary places at existing schools, if site capacity allows depending on the final number of dwellings built.

Post 16

A number of local secondary schools offer post 16 education.