

South Gloucestershire Council

SCHOOLS FORUM

28th SEPTEMBER 2023

CURRENT POSITION ON SCHOOL PLACES ACROSS THE SCHOOLS SYSTEM IN SOUTH GLOUCESTERSHIRE (All WARDS)

Purpose of Report

1. To provide a summary of the position on availability of school places currently and in future years to highlight action planned and/or required to ensure the local authority is meeting its statutory duty to ensure sufficient places are available to meet current and projected demand.

Recommendation

2. It is recommended that Schools Forum note that sufficient places are available in both the primary and secondary phase currently due to action taken and planned, although this will need to be monitored closely in the secondary phase in particular.

Policy

3. The local authority has a statutory duty to ensure that the provision of school places in the local area is sufficient to meet the demands of the local community.
4. Demand for places is influenced by a range of factors which are taken into consideration in determining whether the total supply of places across the local area is sufficient or needs to change to meet demand. The factors considered include:
 - Total school age population resident in South Gloucestershire
 - The percentage of population likely to take up places in the independent school sector based on trends in previous years
 - The percentage of population likely to take up places in schools in neighbouring (or other) local authorities based on trends in previous years
 - The numbers of children from outside the local authority area likely to be seeking places in South Gloucestershire schools
 - Changes in birth rate in the local area which will be impacting on school age population in future years.
 - The number of new homes planned for the local area which will impact on school age population in future years.
5. Each year local authorities have the opportunity to submit a School Capacity and Place Planning (SCAPP) return to the Department for Education (DfE) setting out the current position on capacity available within state maintained schools within the local area, current and projected demand for places including details of new housing developments and details of funding likely to be secured from housing developers to contribute (Section 106 contributions) to the cost of new education

infrastructure required to meet the additional school age population demand from the developments.

6. The DfE use the information provided via the SCAPP returns from all local authorities to determine the level of funding that will be allocated to each local authority as Basic Need grant in the following financial year, which can then be used to contribute to the cost of creating the additional supply of places required.
7. The DfE do not commit to meeting the cost of the supply of places and it is the case that the total cost of new infrastructure may often require more funding than is available overall from Section 106 contributions and Basic Need grant. For this reason, cost effective options for creating additional capacity and opportunity for alternative delivery arrangements may be beneficial and should be explored.
8. Options for creating additional capacity include expansion of existing sites and new schools and the option chosen will depend on the accessibility of existing sites for the community served, constraints of existing sites and availability of suitable land for a new school.
9. Analysis of potential new development sites is currently underway to determine the likely yield of school age population from the development site and the options available to create the new places required to meet the additional demand. In the meantime, a review of the position on sufficiency of places to 2028 has been completed and submitted to DfE for the SCAPP return this year.

Summary of the Current Position on Sufficiency of School Places

10. The current position on school places is set out in the position statements included as Appendix A (Primary Phase) and Appendix B (Secondary Phase) to this report.

Primary Phase

10.1 The key findings/conclusions for the primary phase are as follows:

- The reception intake has again reduced year on year reflecting the declining birth rates over recent years with 3244 offers made on offer day for which there were 3,703 places currently available. This figure has risen since offer day with 3318 places offered in Reception at the start of term in September 23.
- Globally there are between 152 and 385 surplus places in any given existing year group although there are year groups in planning areas where there are still localised pressures. There are significantly fewer surplus places in KS2 than KS1 which reflects the declining birth rates in recent years.
- Currently, there are localised pressures in
 - Thornbury/ Alveston – Reception and Years 1,2, 3 and 4 for the current academic year. There is a Reception breach class in Manorbrook this year
 - Bradley Stoke/Patchway/Stoke Gifford/Filton/Frenchay Years 2,3 and 5
 - There is a shortage of in year places in Downend/ Lyde Green this year: Barley Close will help manage this by taking what would be Lyde Green pupils.
- The provision of additional places will need to be aligned closely with the numbers of surplus places, available capital and what the existing estate can

offer. Against a backdrop of insufficient basic need funding, limited developer contributions and rising construction costs, the provision of new schools arising across South Gloucestershire for the foreseeable future may be hard to justify and it is recommended that expansion of existing schools should be considered in the first instance.

Secondary Phase

10.2 The key findings/conclusions for the secondary phase are as follows:

- In 2016 there was an upturn in the demand for secondary school places which has continued over the last 7 years.
- The increased demand for secondary places could have been higher. In 2015 the “stay on rate” (total young people transitioning from a South Glos primary to a South Glos secondary) was 91% but this has declined to 85% by 2019.
- The staying on rate in 2022 increased for the first time in more than 7 years to 86.4%. This has again increased in 2023 to 87.3%.
- There has been additional demand for secondary places because of families moving in from overseas and this has created additional pressure in the Bradley Stoke area
- Projected demand overall for Year 7 places reduces from 3058 to 2942 in 2028. However, if the staying on rate were to return to the 2015 level, then the demand would increase to 3066 in 2028.
- Based on existing permanent forms of entry the base Year 7 capacity is currently 2920 but for September 2023, the total number of year 7 places available will be 3150. The increased capacity for this academic year is a result of several breach classes that have been put in place to meet planning area specific need arising from the delays in the delivery of Lyde Green Secondary school and additional place demand arising from the North Yate New Neighbourhood development.
- The permanent expansion of 2 forms of entry (60 place) at Abbeywood and the opening of the new 6 forms of entry (180 place) school at Lyde Green will result in an increase in capacity and supply of places to 3160.
- The demand for places at schools across all planning areas is closely matched by the places available except for schools in the Thornbury area which have a high level of surplus places.
- Therefore, whilst the total supply of places available overall is sufficient to meet need, the global position is skewed by the number of surplus places in Thornbury and the situation in each planning area will need to be monitored closely.

Departmental Contact

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Position Statement on Sufficiency of School Places – Primary Phase

1. Primary Projections to 2028

1.1 Global Overview and Methodology

Following the significant birth rate increases in the early 2000's and the subsequent increase in the number of primary school places provided through the capital programme, the birth rate has slowed over the last 10 years. The Reception cohort has reduced for the fourth year in a row with 459 surplus reception places (12.4% surplus places) across the county at offer day for the 23/24 reception intake. This has though reduced with additional offers being made between offer day and the start of the academic year. Total offers as at September 2023 are 3318 (10.4% surplus). Projections indicate that the Reception cohort will continue to decline in the period to 2028. However, it should be noted that as cohorts are moving through KS1 and KS2 the pupil population is increasing year on year due to increased significant residential development and inward migration.

Unlike when predicting secondary intakes, the key factor in projecting a reception cohort is the birth rate some 4/5 years previous and whilst there are also a number of other factors involved, the birth to reception cohort figure is key to projecting demand. It should be noted that birth rate data during and since Covid is not as solid a data source as it was, and this has resulted in changes to the primary projections in the last two years. However, this volatility is manageable against a wider picture where the overall pressure on places is less concerning than the secondary picture: we have a borough wide capacity of 3703 reception places with only 3318 starting in Reception this September. Whilst we would expect this number to increase as the cohort moves through the school due to a net increase of in year pupil numbers there will still be a considerable number of primary surplus places at a global level across the local authority.

1.2 High Level Reception Projection to 2028

The global projection to 2028 (as shown in the table below) anticipates that whilst there is some upward and downward fluctuation in the period, the overall reception intake by summer 2028 will be down by just over 6% in the period compared to the 2023 intake. Furthermore, the 24 and 26 intakes are down by as much as 11%. Overall the picture indicates that there will be about 12.8% surplus places by 2028 although this could rise to as high as 16.6% in the 24/25 intake.

Places	Surplus Places Yr R	Year	R	1	2	3	4	5	6	FT TOTAL
3749	-511	2022/23	3238	3353	3381	3452	3362	3426	3631	23843
3703	-316	2023/24	3387	3330	3419	3432	3509	3413	3532	24022
3643	-607	2024/25	3036	3368	3357	3438	3458	3553	3450	23660
3643	-456	2025/26	3187	3103	3406	3379	3473	3494	3582	23624
3643	-568	2026/27	3075	3249	3130	3429	3422	3507	3521	23333
3643	-467	2027/28	3176	3137	3287	3153	3461	3452	3532	23198

2. Capacity and Surplus Places

2.1 Changes in primary population 2018-2023

This table details the changes in Primary numbers between 2018 and 2023. As the increased primary numbers arising from the birth rate increase have moved through the primary phase there are increases overall in the junior phase across this period. However, as the birth rate increase has levelled off the numbers in the infant phase have declined. Overall, there has been an increase in overall primary numbers of 256, down from 595 across this corresponding period last year (please see appendix 1). As the larger cohorts move through to secondary it is expected that this overall figure will continue to reduce in the coming years.

Global Primary Census Data 2018 to 2023								
Census	R	1	2	3	4	5	6	Total
Summer 2018	3426	3500	3438	3419	3351	3347	3135	23616
Summer 2019	3371	3420	3494	3428	3370	3325	3320	23358
Spring 2020	3408	3382	3419	3467	3422	3358	3319	23775
Summer 2021	3343	3412	3344	3415	3478	3397	3358	23747
Summer 2022	3372	3375	3468	3359	3457	3523	3399	23953
Summer 2023	3309	3381	3389	3481	3368	3442	3502	23872
Diff 2018-23	-117	-119	-49	62	17	95	367	256

2.2 Current position on availability of places

The table below illustrates current primary school numbers by planning area, capacity by planning area and the current offers for the September 2023 intake. Last year's

data can be found at appendix 2. Globally there are between 152 and 385 surplus places in any given existing year group although as highlighted in red, there are year groups in planning areas where there are still localised pressures. Within each of these planning areas there are several sub- areas (up to seven in some planning areas) which are smaller clusters of primary schools and again within these areas there may be localised pressured in certain year groups even within planning areas that on the face of it have surplus capacity.

NOR Primary from the Autumn 22 Census by Planning Area and Offers for Sept 23									
Offers 2223	PAN	PA	R	1	2	3	4	5	6
396	440	PA 1	361	373	384	374	350	357	343
510	543	PA 2	515	499	494	527	521	509	576
221	255	PA 3	237	218	222	235	254	248	247
744	845	PA 4	795	836	836	833	818	863	866
508	525	PA 5	540	531	544	538	500	529	507
554	705	PA 6	520	549	543	577	574	558	604
311	395	PA 7	311	356	345	364	341	357	347
3244	3708		3279	3362	3368	3448	3358	3421	3490

NB PAN Figure does not take account of existing breaches in infant and junior range. Offers figure is taken from offer day.

3. Conclusions

The global position regarding sufficiency of primary places to 2028 shows significant levels of surplus places will remain unless there are any permanent reductions in primary numbers in this period. However, there are and will continue to be localised pressures at planning area and sub planning area level.

At planning area level there is a current and future anticipated shortfall of places in Planning Area 5 whilst there will be limited capacity in Planning Area 3. This demand for places in planning area five will be eased once Lyde Green Primary is built out but until then there will be continued need for breach classes in this area. Barley Close is taking a breach class for the 2023/24 academic year to manage demand in advance of Lyde Green being built out.

There are also several pockets of increased demand in certain year groups in certain areas currently and these situations should be managed by either breach classes or asking schools in the junior phase to go over number (where demand is a few pupils rather than thirty where a breach would be required).

Currently, there are pressures in

- Thornbury/ Alveston – Reception and Years 1,2, 3 and 4 for the current academic year. There is a Reception breach class in Manorbrook this year
- Bradley Stoke/Patchway/Stoke Gifford/Filton/Frenchay Years 2,3 and 5

- There is a shortage of in year places in Downend/ Lyde Green this year: Barley Close will help manage this by taking what would be Lyde Green pupils.

To manage these pressure points it is essential to work closely with the admissions team and schools to ensure demand can be met and whilst these pressure points do not generally require additional permanent expansions to be put in place, significant housing developments coming on stream traditionally require the need for either expansions or new schools.

Further ongoing review of the major housing development sites due to come forward in this period will be undertaken over the coming months as part of updating and finalising the commissioning of places strategy. Whilst ideally, Section 106/CIL contributions will be sufficient to underwrite the requisite capital expenditure needed to meet education infrastructure requirements arising from the development, often the sums received are insufficient. Moving forward the provision of additional places will need to be aligned closely with the numbers of surplus places, available capital and what the existing estate can offer. Against a backdrop of insufficient basic need funding, limited developer contributions and rising construction costs, the provision of new schools arising in the local authority may be hard to justify and it is recommended that expansion of existing schools should be considered in the first instance.

Appendix 1 2017-22 data

Global Primary Census Data 2017 to 2022								
Census	R	1	2	3	4	5	6	Total
Summer 2017	3525	3441	3424	3346	3359	3173	3090	23358
Summer 2018	3426	3500	3438	3419	3351	3347	3135	23616
Summer 2019	3371	3420	3494	3428	3370	3325	3320	23358
Spring 2020	3408	3382	3419	3467	3422	3358	3319	23775
Summer 2021	3343	3412	3344	3415	3478	3397	3358	23747
Summer 2022	3372	3375	3468	3359	3457	3523	3399	23953
Diff 2017-22	-153	-66	44	13	98	350	309	595

Appendix 2

NOR Primary from the Summer 22 Census by Planning Area and Offers for Sept 22

Offers	PAN	PA	R	1	2	3	4	5	6
2222									
340	410	PA 1	354	373	367	344	355	337	376
519	548	PA 2	505	479	516	518	499	564	508
240	245	PA 3	241	243	255	270	279	268	284
809	855	PA 4	787	805	784	766	828	812	777
569	555	PA 5	536	544	553	507	534	514	525
534	705	PA 6	542	542	582	567	557	598	564
313	395	PA 7	356	350	357	346	350	343	333
3324	3713		3321	3337	3414	3321	3402	3441	3367

Position Statement on Sufficiency of Places – Secondary Phase

1. Secondary Projections to Sept 2028

1.1 Overview and Methodology

An increase in the birth rate since 2002 began to feed through from 2016 onwards marking the start of an upturn in demand for secondary school places. The Year 7 cohort has increased by 447 pupils (15 Forms of Entry) over the past 7 six years with 3058 offers made for the September 2022 intake against a figure of 2611 on roll in summer 2016.

This number could have been significantly higher but for a sharp decline in our Year 6 to 7 stay on rate between 2015 and 2021. In 2015 more than 91% of pupils in South Gloucestershire Primary schools moved through to our Secondary schools but by 2019 this figure had dropped to just over 85%. Following a period of 3 years where the stay on rate has been static at circa 85.5% this increased for the first time in more than seven years with the September 22 intake rising to 86.4% and is up slightly again at 87.3% for the September 23 intake. *(Please note that this figure won't be finalised until the end of the 22/23 academic year)*

The importance of fluctuations in the stay on rate is key to our pupil place planning because a 6% upward swing back up to where the rate was 7 years ago would mean a difference of 190-200 more pupils entering our schools in year 7. With the vast improvement in performance of our Secondary schools over the past 3 years it is reasonable to expect that the stay on rate will increase moving forward as more parents choose our schools once again.

When producing the projected Secondary figures in this report taking us through to 2028, we have used the most recent stay on rate for (87.3%) and subsequently these figures present a best case (low pupil number) scenario. We have also applied a 3% uplift on this figure in the various tables to allow for in year pupil movement, the recent influx of Hong Kong families/pupils, and Ukrainian families/ pupils and also because it is best practice to allow some head room in a pupil place strategy to manage some of the many variables i.e. changes to stay on rate; changes to inward/ outward migration, changes to housing development proposals, parental preference etc.

The reason that these projections run to 2028 is because they have been based on existing numbers in our Primary School censuses and therefore the Sept 2028 cohort are pupils who were in the 2021/22 Reception age group.

1.2 High Level Secondary Projection to 2028

Local authority wide Year 7 projections to 2028.

Intake Year	Yr. 7 Intake	Y7+3%	Yr. 7 @ 91.2% SOR
Sep-23	3058	3145	3183
Sep-24	2993	3083	3120
Sep-25	2938	3026	3062
Sep-26	3017	3108	3145
Sep-27	2947	3035	3072
Sep-28	2942	3030	3066

NB Sep 23 Year 7 Intake figure is based on actual admissions data. The final column shows the number that would be coming through if we return to the 2015 stay on rate (SOR) of 91.2%.

2. Capacity and Availability of Places

2.1 Existing capacity and Planned Changes

Based on existing permanent forms of entry our base Year 7 capacity is currently 2920. For September 2023, the total number of year 7 places available will be 3150. The increased capacity for this academic year is a result of several breach classes (totalling more than 7FE) that have been put in place to meet planning area specific need arising from the delays in the delivery of Lyde Green Secondary school.

A permanent 2FE (60 place) expansion at Abbeywood and the provision of a new 6FE (180 place) school at Lyde Green will be delivered in this planning period meaning that the total capacity will increase to 3160.

2.2 Position on Places in Secondary Schools by Planning Area

There are 5 Secondary School planning areas across the local authority and demand for places varies across the planning areas:

Planning Area 1: Thornbury and Alveston

This planning area consists of two schools: The Castle and Marlwood and is the only area with significant levels of surplus places. The Year 7 capacity across this area was

480 but this figure has been reduced to 420 from September 2022 as Marlwood's planned admission number has been taken down from 210 to 150. The number of offers made at offer day for this planning area for Sept 2023 was 328 meaning that there are 92 surplus Year 7 places for the 22/23 Academic year. Across the period to 2028 numbers in this planning area are expected to rise slightly but it is still expected that there will be high levels of surplus places in the area.

Planning Area 2: Yate and Chipping Sodbury

This planning area consists of three schools, Brimsham Green, Chipping Sodbury and Yate with an overall Year 7 capacity of 510. Brimsham Green increased its PAN to 210 for Sept 22 and has taken a further breach class in September 23 increasing its intake this year to 240. The year 7 intake in this area has risen considerably in this planning area in recent years with no places available at offer day in spite of the breach class at Brimsham Green. Proposals are being progressed to make the increase to 240 places (8FE) at Brimsham a permanent arrangement to manage demand arising from the Ladden Garden Village development which is now more than 50% built out and occupied.

Planning Area 3: Filton, Patchway, Bradley Stoke and Stoke Gifford

This planning area consists of three schools- Bradley Stoke, Abbeywood and Patchway with an overall capacity of 540. It is proposed that a 2FE (60 place) permanent expansion will be built out in this planning period bringing the number of places up to 600. Abbeywood is taking a further 60 pupils for September 2023 as it begins to take the additional numbers via breach classes in advance of the permanent facilities being delivered. Both Bradley Stoke and Abbeywood have filled to their full planned admission numbers for the last 5 years and Patchway has also filled by offer day 2023 meaning that there were no surplus places in the area. Work is currently being undertaken to assess the timescales for the significant levels of residential development in this planning area, and in the longer term – outside of this planning period – there will be a need for additional secondary school provision in this area. As part of the airfield/ Brabazon development there is a proposal for a new 7FE Secondary school although the timescales for this are not currently finalised.

Planning Area 4: Winterbourne, Downend, Mangotsfield and Emersons Green.

This planning area currently consists of 4 schools: Downend, King's Oak, Mangotsfield and Winterbourne with a further new school – Lyde Green – in design development currently. The overall capacity of this planning area is currently 900 and will rise to 1080 once Lyde Green is completed. Originally planned for completion in September 2022 it is not expected to be delivered at the earliest by September 2026. Subsequently there has been a need to put in place several breach classes to manage demand in existing schools both in PA 4 and the adjacent PA 5.

Planning Area 5: South Kingswood, Hanham, Longwell Green, Oldland Common and Warmley

This planning area consists of 3 schools – Hanham Woods, John Cabot and Sir Bernard Lovell and whilst numbers have been consistently near full capacity over the last 4 years, this year there was a need for the equivalent of 2 breach classes in this area to meet the demand at offer today. Demand for places in area 5 should be viewed in conjunction with Planning Area 4 as there is crossover in the pattern of admissions and the additional capacity here is again assisting with demand not met due to the delays with Lyde Green. Whilst there are currently no further plans in place to put in additional permanent forms of entry in planning area, similar to the situation in planning area 2, this should be kept under review over this planning period and may well be impacted by the delays to the delivery of the school at Lyde Green.

Census/ Admissions data 19/20 to 23/24 by Planning Area (PA)					
PA 1	23/24	22/23	21/22	20/21	19/20
The Castle (PAN 270)	208	211	244	239	269
Marlwood (PAN 150 from Sept 22)	120	113	117	111	95
Total	328	324	361	350	364
PA 2					
Brimsham Green Secondary School (PAN 210)	238	208	153	160	164
Chipping Sodbury Secondary School (PAN 150)	150	137	141	119	114
Yate Academy (PAN 150)	150	150	149	149	153
Total	538	495	443	428	431
PA 3					
Abbeywood (PAN 240 from Sept 22)	240	238	209	185	183

Bradley Stoke (PAN 180)	150	180	181	180	180
Patchway (PAN 180)	184	127	159	163	143
Total	574	545	549	528	506
PA 4					
Downend School (PAN 210)	270	270	238	236	241
King's Oak Academy (PAN 150)	165	143	148	146	147
Lyde Green		0	0	0	0
Mangotsfield School (PAN 240)	240	234	199	225	217
Winterbourne Academy (PAN 300)	300	359	298	300	300
Total	975	1006	883	907	905
PA 5					
Hanham Woods Academy (PAN 180)	180	177	181	159	174
John Cabot Academy (PAN 160)	193	180	157	179	171
Sir Bernard Lovell School (PAN 210)	240	221	234	223	214
Total	613	578	572	561	559

Year 7 Capacity

Based on known permanent expansions

Planning Area	School	Existing	Proposed
1	Castle	270	
1	Marlwood	210	150
	PA 1 Capacity	480	420
2	Brimsham	210	240
2	Chipping Sodbury	150	
2	Yate	150	
	PA 2 Capacity	510	540
3	Bradley Stoke	180	180
3	Abbeywood	180	240
3	Patchway	180	180
	PA 3 Capacity	540	600
4	Kings Oak	150	150
4	Mangotsfield	240	240
4	Downend	210	210
4	Winterbourne	300	300
4	Lyde Green		180
	PA 4 Capacity	900	1080
	Sir Bernard Lovell	210	
	Hanham Woods	180	
	John Cabot	160	
	PA 5 Capacity	550	550
	Existing Total	2980	
	Proposed Total		3190

NB Brimsham Green Expansion to 8FE is still tbc

3. Conclusions

Whilst the low point global projection figure for the next few years sits around 2945 in the 27 and 28 intakes, we would expect these numbers to increase during the period principally due to the improvement in performance in our secondary schools in recent years.

The 6 to 7 stay on rate for the September 2022 and 2023 intakes has increased for the first time since 2015 compounding the issues caused by the delay to Lyde Green, and resulting in the need for an additional 210 places to be put in prior to offer day to meet the demand for places.

In the short and medium term, until Lyde Green is open there will be a shortage of Year 7 places across all but Planning area 1. Where there were also places at this time last year in Planning Area 3 all schools in this area have now filled for 23/24. The global figure is somewhat skewed by the fact that most surplus places are in Planning Area 1 and unfortunately due to the geography of the planning areas, the surplus places in this area cannot reasonably be accessed from the other planning areas where there is increased demand for places.

Abbeywood uplifted its Planning Admission Number by 2FE to 240 last September and has again taken 240 as part of the proposed permanent expansion. Last year this coincided with a reduction in the number of pupils at Patchway school but the larger cohort coming through for September 2023 has meant that all schools in this planning area were filled at offer day.