



Education and Learning

Education Sufficiency Strategy 2018 – 2023

DRAFT

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1. Introduction and Warwickshire's Education Vision

Warwickshire's Education Strategy 2018 - 2023 outlines the County Council's strategic vision for Education and Learning over the next five years.

The key elements of the Education Strategy are:

'Working in partnership, celebrating success, aiming for excellence'

WE1: Our challenge is to foster children's love of learning from birth through early childhood and into Year 1 so that all young children achieve their potential.

WE2: Our challenge is to promote a broad, empowering and creative curriculum, focusing on times of transition, and prioritising vulnerable groups.

WE3: Our challenge is for all learners to enjoy a high quality learning experience.

WE4: Our challenge is to champion employability by promoting the best opportunities for all learners.

In this context, the Sufficiency Strategy will help schools, parents, council officers, local partners and stakeholders understand how Warwickshire County Council plans for and anticipates the growth in demand for places and looks to maximise the use of funding in local area, ensuring that all children and young people thrive in sustainably good or outstanding schools and settings throughout their education, wherever they live in Warwickshire.

It sets out the principles underpinning school place planning; the ways in which places will be delivered, the information which will be used and the way we work with Warwickshire's family of schools, and partner agencies to deliver high quality, accessible school and early years places for all learners.

Warwickshire is entering a period of significant growth, with large scale housing development proposed across the county over the next 15 years and beyond. It is expected this will require education provision for over 30,000 additional Warwickshire children. As development progresses across the county there will be the need for the delivery of new provision during the next 5 years and effective planning for further new provision beyond that period.

From publication in July 2018 this Sufficiency Strategy will cover the academic years 2018 to 2023 and makes provision to ensure ongoing sufficiency for both in year pressures and those expected for the start of the academic years covered.

The strategy is effective for the period of five years. In addition an annual sufficiency update will be published outlining up to date pupil number forecasts, an overview of the forthcoming pressures expected, and details of how those pressures will be met, including current planned capital schemes.

Annual Sufficiency Update ([LINK to be inserted in final published version](#))

2. Statutory Context

Warwickshire County Council has a legal duty to:

- secure sufficient early years and childcare places;
- ensure sufficient school places exist to meet local demand;
- ensure sufficient post 16 provision;
- ensure sufficient suitable special educational provision exists to meet the needs for Warwickshire children with special educational needs and disabilities;
- promote high education standards;
- ensure fair access to educational opportunity;
- promote the fulfilment of every child's education potential;
- promote diversity and parental choice.

These responsibilities still remain despite the government policy giving schools more autonomy. As a result, all schools in the Warwickshire 'family of schools', including academies and free schools, are considered equally in the County Council's planning of school places.

It is the Council's role to plan, commission and organise education places in a way that promotes improved standards, manages supply and demand and creates a diverse infrastructure.

This strategy provides for the longest possible planning horizon to ensure that need is anticipated and met in a transparent, objective, cost effective and sustainable way.

3. Co-ordinated strategic approach

The strategy supports the co-ordinated approach to Warwickshire County Council's estates and assets, set out in the Council's property strategy. The Council is committed to providing accommodation, whether permanent or temporary, that is high quality, fit for purpose, provides value for money and ensures flexibility to respond to changes in need and curriculum.

The focus of this strategy is the provision of places for age 0-19; this strategy also links with a number of other key Council strategies:

- [WCC One Organisational Plan for 2020](#)
- Education Strategy 2018-2023 (LINK to be inserted in final published version)
- [Early Years and Childcare Sufficiency Assessment](#)
- SEND & Inclusion Strategy (LINK to be inserted in final published version)
- [Post 16 – Raising the Participation Age Strategy](#)

4. Pupil Forecast Methodology and Planning Considerations

Pupil Forecasts

School-level forecasts of future pupil numbers are produced each year on the receipt of the latest population data from the health authorities and the latest data on parental preferences and housing development numbers. The following process outlines the steps taken and considerations included in producing pupil number forecasts.

Reception Intakes

Data is provided at postcode level from health authorities on all Warwickshire resident children aged 0-4; this is then aggregated to primary planning areas. This data is provided annually and allows identification of trends in families moving in and out of each area with pre-school aged children. Once these have been taken into account, it is possible to compare recent numbers of pre-school children with the number that then arrived in Warwickshire schools Reception classes. A percentage is generated for each planning area to reflect how many children in that area are likely to attend a Warwickshire school (e.g. 95% of the number of children resident in Bedworth will enter a Reception class at a Warwickshire school) These percentages are then applied to the most recent health data to give a forecast on the number of pupils living in each planning area likely to start in Reception in a Warwickshire

school over the next few years. Once this has been established the Reception class numbers in each planning area are distributed across the County's schools in line with recent trends in parental preference (e.g. 15% of pupils living in Warwick go to Westgate Primary school). Where schools are popular with children residing outside of Warwickshire the expected numbers are then increased in line with the average number of these 'out of county' children, this is particularly prevalent for school near the county borders where the number of Warwickshire children may be significantly lower than the school admission number.

Year 7 Intakes

The process is identical to the one explained above for Reception intakes except that the expected number of Year 7 pupils living in each planning area is arrived at by comparing the size of recent Year 7 cohorts with the size of that cohort when they were in Year 6. This generates a percentage for each planning area and these are applied to all younger year groups to generate Year 7 numbers for future years in each planning area.

In-year Movement

An in year transfer rate is applied to each forecast year group as it moves through the school, this is again based on trends in recent years. Any irregular points of transfer, such as with the county's remaining infant and junior schools, are also approached in a similar way to the reception and Year 7 transfers but on a smaller scale.

Housing development

The pupil forecasting model includes a database of housing developments with the expected housing delivery trajectories and the estimated associated pupil yields. These pupil yields are sensitive to each district/ borough and are based on previous development experienced in that area and census information. The additional children expected as a result of ongoing development in any given area are then included in the forecast numbers where appropriate –with assumptions made as to the number of children per each year group generated by new houses that are occupied in a given year and the rate the houses will be built and occupied if trajectory information is not available.

Maintaining Available Capacity

The target for Warwickshire is for the supply of places to exceed demand by approximately 4% in any planning area. The level of surplus capacity available in Warwickshire schools varies from area to area, with extremely low levels of surplus capacity available in urban areas, particularly across the primary phase of education. In contrast to this, higher levels of surplus capacity are recorded in the county's rural

areas. There is a need to maintain a certain amount of capacity within a given area to allow for flexibility to enable in-year movement of pupils, to meet parental preference as much as possible, and allow families moving to an area to be able to secure a place at a local school or for each of their children at the same school.

We recognise that where there are single school planning areas, 4% capacity may be unattainable or lead to issues with financial viability for the school. In these situations we will work with and support schools to allow for flexibility to admit pupils over the admission number as exceptions if no reasonable alternative school is available.

This need to maintain available capacity is been factored in all of the planning and analysis undertaken to ensure sufficiency of places. Current and forecast capacity across Warwickshire planning areas will be published in the accompanying annual sufficiency update.

Quality of Provision

Consideration for the quality of the education provision available in any area must be included when planning for sufficient places. Ofsted reports and School Improvement analysis will be reviewed to ensure the places provided are of a high quality and schools have the capacity to take on additional children while maintaining standards of education. We will also look to support those schools aspiring to achieve and raise education standards, ensuring all schools are part of the solution to ensure sufficient capacity moving forward.

School Admissions

All aspects of school admissions are based on the School Admissions Code. It governs the way all schools set their admissions oversubscription criteria, ensures compliance with local co-ordinated schemes, makes offers of places and allows for school admissions appeals. It also places the local authority as a regulator for all other admission authorities within its boundaries, with the expectation of the local authority reporting those admission authorities whose admission arrangements are not in line with the School Admissions Code to the schools adjudicator.

The School Admissions Code places a requirement on all local authorities to publish a 'co-ordinated scheme' and manage the admissions process for; entry into Reception, the transfer from Infant to Junior school (Years 2 to 3) and the transfer from primary to secondary school (Years 6 to 7).

[Warwickshire Admission Arrangements](#)

In this context all approaches to ensuring sufficiency of school places must be clearly aligned to the admissions code and take into account of the practicalities of how school places are allocated, factoring in distance to the school, priority areas, and over subscription criteria. This ensures that when planning for sufficient school places the children they are intended for will be able to access those places and will be allocated under the coordinated scheme.

Admission to specialist provision (e.g. special school) at Reception year is determined via a County panel taking into account the needs of the child and whether these can best be met in mainstream or specialist provision. The expectation remains that the vast majority of children with special educational needs and disability can be supported in their local mainstream school. After Reception year, admission is agreed via the Warwickshire Specialist Provision Admissions Panel. Further guidance on admission to specialist provision is available on the SEND Local Offer.

[Warwickshire SEND Local Offer](#)

Home to School transport

WCC provides home to school transport to pupils in accordance with national legislation. In instances where a place at a school named as a parental preference, cannot be offered to a pupil and the alternative place offered is above the distance criteria set out below (or use of a walking route that is deemed 'unsafe' is required), WCC will provide transport to the alternative school.

Pupils under the age of 8: 2 miles

Pupils aged 8 and over: 3 miles

[Warwickshire Home to School transport Policy](#)

It is the intention of WCC to provide 'local places for local children', reducing the need for pupils to access home to school transport services.

5. Key strategic priorities

Where possible, we will consult with all schools in the area and decide upon the most cost effective way forward.

We are committed to ensuring all schools are kept informed with regards to long term school planning. We will, where possible, design buildings which enable schools to be flexible in the longer term regarding use of buildings and grounds.

Each year we will communicate with all schools regarding our proposals for new schools, expansions and the long term demand by area in the annual sufficiency update. Schools will be invited to comment and declare an interest in expansion where relevant.

We are committed, where the scope of expansion works and available funds allow, to addressing the following areas:

- **Local places for local children**

We are committed to providing school places for children in their local community whenever possible.

- **Removal of half forms of entry**

In order to provide schools with stability when organising classes we will look to remove half forms of entry.

- **Increase 1 form of entry (FE) to 2 forms of entry (FE)**

Where it is possible and appropriate we will look to expand schools to 2 (FE) to provide better financial stability.

- **Amalgamate Infant and Junior schools**

We will support and expect Infant and Junior schools to amalgamate where appropriate, particularly when both schools are located on a shared site or when one of the Head teachers leaves.

- **Address safeguarding issues relating to buildings and grounds**

We are committed to addressing any safeguarding within schools relating to the school building or grounds and will address any issues identified in a timely manner to ensure the safety of children in Warwickshire schools

- **Address buildings defects and Equality Act noncompliance**

Where funds allow we will address any identified defects. All school buildings in Warwickshire should be accessible to all and up to an equal standard.

- **Incorporate SEND facilities within mainstream schools**

To make best use of education facilities, and increase inclusion for pupils with Special Educational Needs and Disabilities, we are developing schemes to include SEND facilities within mainstream schools and expand capacity.

6. Funding

Basic Need Grant Funding

Capital allocations to meet projected shortfalls in provision are provided by the Education and Skills Funding Agency (ESFA) to all local authorities based on the data provided in the annual School Capacity return (SCAP). This return informs the ESFA of the expected change in pupil numbers over the next few years, the current capacity of schools to meet those numbers and the planned changes to that capacity. There is pressure on capital budgets for new school places across the country and it is likely that allocations will continue to be limited for the foreseeable future. It is important, therefore, to consider value for money in the process of commissioning school places.

The SCAP return asks local authorities to provide forecasts of pupil numbers that exclude pupils brought to the area by new housing development; there is an expectation that provision for these pupils will be funded through contributions provided by the developers.

It is vital that all Net Capacity assessments are completed and maintained in order to inform the SCAP return. We will liaise with schools to ensure all plans and Net Capacity assessments are accurate.

[Breakdown of funding received](#)

Developer contributions

Warwickshire County Council is committed to ensuring we secure the best solution regarding the provision of additional school capacity. When this additional capacity is required as a result of housing development and when planning with the District and Borough councils we are mindful of their need to meet the housing demand, versus our need to provide the associated education infrastructure.

Warwickshire County Council's Education and Learning business unit is responsible for assessing the estimated additional demand for early years, primary and secondary school, post 16 and special educational needs places generated by development in any given area, against the current available and forecast capacity within the relevant planning areas.

Where new housing development creates a demand for school places in excess of those available, the County Council will work with District/Borough Councils and developers to ensure that the appropriate contributions for the provision of additional

school places are given. We will seek the maximum contribution from developers to support the provision of additional places that we believe is proportionate to the impact of the development ensuring all requests for contributions are compliant with the relevant legislation.

The County Council will seek to secure financial contributions and / or the provision of land from developers towards providing additional education provision, either through the expansion of existing schools or the opening of new schools, when the predicted impact of a new housing development creates a shortfall. It is critical that developers make a contribution to school places as, without it, the Local Authority will be unable to deliver the required provision. Further information on Warwickshire County Councils approach to developer contributions is available from the Infrastructure Delivery team.

Other capital funding

Other funding streams that may be available to ensure sufficient education provision include:

- Centrally funded new schools via the Government's Free School programme.
- Capital Receipts – proceeds from the sale of former education settings deemed surplus to requirements.
- Capital contributions from individual school budgets and/or bids by Academies for 'Capital Infrastructure Funding' (CIF).
- Capital funding allocations for 'Voluntary Aided' schools (LCVAP funding).
- Capital funding via the Government's the Special Provision fund

Pupil increase revenue funding

Warwickshire's Schools Forum has agreed to retain centrally a level of revenue funding for schools that have been asked to expand. This growth fund is to support those schools that the local authority has specifically asked to take on additional pupils and the exact criteria for allocation will be decided by Schools Forum as part of agreeing the Dedicated Schools Grant (DSG) budget for the relevant forthcoming year.

At time of publication in July 2018 the usual payment is £32,930 to support the initial cost of employing staff and purchasing resources. Growth funding will also be available to fund bulge classes and expanding schools across Key Stage 1.

The amount agreed is based on 7/12 of the cost of a main scale teacher and a teaching assistant (estimated total £27,500), with an additional sum of £5,000 to fund additional costs such as resources.

In line with the regulations above, this figure is increased proportionately for academies which are funded on an academic year and thus have a 12 month 'lagged' period.

7. New schools and expansion of existing provision

School expansions

Where a predicted shortfall of places has been identified, the most common solution is to expand an existing school. Where possible, we will consult with all schools in the area and decide upon the most effective way forward after considering expansion opportunities available within various school sites and the resulting benefits from financial input.

There are a number of factors taken into consideration when looking at expansion as set out below:

Criteria		How is this Measured
1	Access – Serving Area of Need	Pupil number forecasts.
		Locality of schools in relation to demand.
		Long term planning applications in the adjoining area.
		Proposed admission arrangements.
2	Suitability of site and buildings for expansion	Existing Net capacity of schools.
		Size of site.
		Capacity of existing M&E to accommodate expansion requirements.
		Possible planning issues, including highways and transport impact.
		Barriers to expansion including listed buildings, grant funding conditions, third-party impact.
3	Leadership capacity & Quality of provision	Demonstrable commitment to making maximum use of the existing school buildings.
		OFSTED reports.
		School position in terms of pupil attainment.
4	Consequential	Capacity to maintain standards and manage change during build programme.
		Impact on pupil numbers at other local provision.

impact of project	Potential for expansion project to improve condition need of existing buildings within funding envelope.
	Current number of forms of entry/ class organisation.
	Infant/junior split and location of sites to each other
	Early Years provision.

New schools

The need for new schools often arises when there are no opportunities to expand existing local schools or where new housing developments are expected to bring large numbers of new families to an area. It is the responsibility of the local authority to seek sponsors for these new schools and the County Council will be looking to engage with potential suitable organisations over the next few years including existing high-quality providers within Warwickshire.

When the need to establish a new school arises, there is a presumption in law that these schools will be Free Schools. The role of the local authority is to identify a site for the school and to seek applications to run the new school from potential sponsors. The final decision on who should sponsor a new school is taken by the Regional Schools Commissioner (RSC) and is outside of Local Authority control.

At the time of publication there are currently five Free Schools operating in Warwickshire; The Priors School, Rugby Free Primary School, Rugby Free Secondary School, Quest Academy, and Heathcote Primary School. There is a further Free School planned to open in 2018, St Gabriel's C of E Academy, and currently two further Free Schools proposed to open in 2019/2020.

Warwickshire County Council has worked in partnership with Academy Trusts already operating within the county to support their Free School applications. This support has taken the form of providing demographic information to strengthen the Trust's application, liaising with the ESFA regarding the need for the free school in question and also assisting the external providers in finding sites for their proposed schools.

The council intends to work collaboratively with the Education and Skills Funding Agency, office of the Regional Schools Commissioner, and other external providers to open a number of new free schools to meet expected demand across Warwickshire over the lifespan of this Sufficiency Strategy and beyond.

Warwickshire County Council will also seek to encourage 'good' and 'outstanding' education providers from other areas of the country to begin operating within Warwickshire. This will not only help ensure that the WCC continues to fulfil its statutory obligation of providing sufficient school places within the County over the

coming years but also provide increased choice and diversity of education provision for parents.

When there is a requirement is for new primary school provision we will ensure all new build primary schools include facilities on site for Early Years/ Pre School provision, in order to secure sufficient early years places where existing provision in the local area is at capacity.

Additional capacity will also be built into new schools, Primary and Secondary, to support the Local Authority's commitment to increasing access to mainstream provision for SEND learners across the County wherever possible and appropriate.

Early Years

The Gaps Analysis within the annual Childcare Sufficiency Assessment identifies areas of need for specific types of early years and childcare provision across the county.

In Warwickshire, the Council has not been the direct provider of early years' places in the majority of cases in recent years. There are 6 Maintained Nursery Schools and 52 maintained nursery classes, with the remainder of the provision delivered by the private, voluntary and independent (PVI) sector through nurseries, pre-schools and childminders (currently 443 in total).

The Council values the contributions made to the sufficiency of places by all types of early years' providers, and recognises that this diversity allows parents to choose the provision (or combination) that is most suitable for their family needs.

In order to address gaps in sufficiency, the Early Years Sufficiency and Business Support team works with schools and PVI providers to offer advice and support around market management, business expansion and meeting local demand. The team also works closely with the School Organisation and Planning Managers to ensure that data on housing development is shared, and proposals for new schools and school expansions include plans to secure early years' places where relevant.

Special school provision

It is recognised that the scale of the increasing demand for specialist provision cannot be addressed solely through expansion of Warwickshire's existing special schools. The Council is working in partnership with the County's existing providers

in order to pursue development of new Special Free Schools to meet longer term pressures.

Warwickshire's remains committed to its principle that the needs of vulnerable learners will be met in their local education setting of choice wherever possible, but one of the factors driving the exponential growth of demand for special schools is the fact that mainstream settings are under a combination of pressures that can weigh against inclusion.

New models of provision will need to be developed to ensure that learners with SEND in every part of the County have access to the same level of high quality educational practice, whether that be in their local mainstream school or in specialist provision. The Council, with its partners, is looking for innovative solutions including co-location of special schools or satellites with mainstream schools, and 'hub-and-spoke' models where specialist providers operate across a number of sites. It is via this approach we will be reviewing options for the inclusion of SEND provision on site at all new mainstream schools.

Secondary and Primary SEN Resourced Provision

In addition to the development of new special free schools over the past two years Warwickshire has developed 7 SEN Resourced Provision bases offering 60 places across the county. These bases have proved themselves both in terms of improving access to education and financial impact. Resourced Provision allows learners to continue in a mainstream environment, whilst providing some targeted support in groups of 6-8.

Plans and funding are already in place to develop 3-4 new bases during the next 5 years, providing 24-32 additional places. However, it is recognised that Warwickshire still lags behind national and statistical neighbour averages for the amount of this type of provision available, we will work to continue with the current programme of development to introduce an additional 60 places in a further 7 bases.

Alternative Provision

Alternative Provision for primary age pupils in Warwickshire is currently provided by the Specialist Teaching Service (STS) operating from Links bases on two primary school sites to cater for excluded primary age pupils. A memorandum of understanding exists between the primary schools and STS which outlines clear criteria to schools on the universal and targeted provision which is expected to be in place for children at risk of exclusion before enhanced support from STS. Once a primary age child is permanently excluded educational provision is provided by STS from the sixth school day following the exclusion.

Currently two Links bases are in operation at schools in the Nuneaton and Bedworth area, based at Wheelwright Lane Primary School and Stockingford Primary School. These provide enhanced targeted intervention for children at risk of permanent exclusion to maintain their mainstream school placement. It is recognised that there is a continued need for this provision and a third Links base is planned at Paddock Primary School in Rugby.

Following the closure of Warwickshire's Pupil Referral Unit (PRU) in 2012, four Area Behaviour Partnerships (ABPs) were set up to enable secondary schools to work collaboratively to support the education of young people permanently excluded from school or at risk of permanent exclusion from school.

Alternative Provision for secondary age pupils in Warwickshire is currently provided through a range of full and part time, short term and longer term placements. Approximately 24 providers currently work with Warwickshire secondary schools and the four ABPs to offer packages of support for pupils who have been permanently excluded from school or who are at risk of permanent exclusion from school.

We will review the current system of Alternative Provision in Warwickshire with a view to re-introduce an Alternative Provision framework contract from autumn 2018, which will provide a list of approved providers that schools, ABPs, and WCC can commission.

It is recognised that the need exists within Warwickshire to support the opening of a new Alternative Provision Free School. We will explore the options available to deliver new provision, including the submission of an application to the DfE as part of the Free School wave in summer 2018. If successful the expectation is that this new AP Free School would open in 2020/2021.

8. Organisation, Viability and Sustainability of schools

Partnership working

When planning for sufficient education places in Warwickshire we are committed to working in partnership with Warwickshire's family of schools to ensure the most effective solutions are found for meeting the expected need for places.

There is an expectation that small schools or schools with known budget pressures will work in partnership or collaborate with suitable partner schools whenever possible, to achieve economies of scale, for example: through federation and shared staffing/resources. This may help those schools to maintain financial viability and remain sustainable longer term.

Further to this governing bodies are expected to consider forming / joining a Multi-Academy Trust as part of plans to provide a strong and sustainable infrastructure.

Size

The minimum size for a primary school will vary across the County; however, it is an important consideration when looking to ensure the long-term viability of schools. In the County's urban centres particularly, primary schools smaller than one form of entry (FE) (i.e. one class of 30 children per year group) are likely to struggle financially. When looking at expanding primary school provision, the local authority will look to expand primary schools from 1FE to 2FE where possible to help with the financial viability of those schools. Where new schools are required, the preferred model will be for 2FE primaries, although specific context may require smaller or larger schools to be provided. The largest primary school in Warwickshire is 4FE.

Similarly, the appropriate size for a secondary school will vary depending on where it is in the county; smaller secondary schools may be appropriate in more rural areas but may not be viable financially. It is unlikely that any new secondary school would be built at less than 6 forms of entry (180 places per year group).

Organisation

Warwickshire has a number of separate infant and junior schools but is committed to creating all-through primary schools where the opportunities allow; as this is considered a more effective and efficient way to organise provision. There is no overall requirement for Infant and Junior schools to amalgamate but we will expect and support Infant and Junior schools to amalgamate where and when appropriate; for example where both schools are located on a shared site or when a natural opportunity due to change in leadership arises.

A number of schools in the county are operating with half forms of entry (e.g. admit 45 or 15 pupils per year group) this often requires the school to organise into mixed age classes in order to provide financial viability towards covering the cost of a full time teacher. Whilst it is possible to operate in this manner, it is more challenging for teachers and can be unpopular with parents. The local authority will look to remove half forms of entry where possible, particularly through expansion programmes.

A small number of primary schools are based on split sites that are a significant distance from each other, this ultimately results in duplication of costs relating to administration, staffing etc. The County Council will look to address this through expansion and/or relocation where possible and appropriate.

Warwickshire currently has one mainstream all-through school from age 4 to age 18 following the expansion of an existing secondary school. This model is seen as an effective way of creating new primary age places in areas of high demand. Where new housing developments justify a new primary and secondary school, the LA will look to open all-through schools to attain economies of scale.

Rural schools

Warwickshire has a number of schools serving predominantly rural areas; many of these schools operate with small admission numbers and/or small numbers on roll. Due to the rural nature of much of the county it is often the case that the next nearest alternative school is a significant distance away. We recognise that it is important to support these schools in ensuring they remain viable as they fill a particular need within the rural parts of the county in providing local school places. We aim to ensure children are able to gain a place at their local school; this may not always be the priority school where the family reside and could be the closest school by distance.

Schools on county borders

It is essential that all factors are considered when planning for schools on the county borders with other local authorities, and not only the numbers on roll from out of county or numbers from within Warwickshire.

As planning takes account of pupil preference, and there is a need to ensure support for rural and border schools, it is essential that when growth in a particular area is forecast or taking place a school is not penalised in terms of budget pressures whilst growing to accommodate forecast need.