Securing Sufficient High Quality Learning and Childcare Places

School Organisation, Planning and Development for 2018-2021

Kirklees Children and Young People Services
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Contents
1. Executive Summary 5
2. Context 7
  2.1 What’s new for 2018 7
  2.2 Legal Context 7
  2.3 Resources available to create additional school places and the challenges 8
3. Factors Affecting Demand for School Places 10
  3.1 Population and Pupil Cohorts 10
  3.2 Local Plan 15
  3.3 Parental preference 16
  3.4 Cross Border flow between Kirklees and other Local Authorities 17
  3.5 Demand from children with Special Educational Needs and/or Disability 19
4. The Supply of School Places 23
  4.1 Mainstream Schools 23
  4.2 The Specialist Provision in Mainstream Schools 24
  4.3 Special Schools 25
  4.4 Early Learning and Childcare Provision 26
  4.5 Post 16 Learning 27
  4.6 Kirklees Community Hubs 29
5. Planning Sufficient Places in Kirklees Council 31
  5.1 Kirklees Planning Areas 31
  5.2 The Kirklees Partnership Approach 34
6 Conclusion 37
  6.1 The position at November 2018: Primary Places 37
  6.2 Primary Demand 2019/20 to 2021/22 at Planning Area Level 37
  6.3 The position at November 2018: Secondary Places 39
  6.4 Secondary Demand 2019/20 to 2021/22 at Planning Area Level 40
  6.5 Places for children with Special Educational Needs and/or Disability 41
  6.6 Other Factors 42
7. Summary of Priorities 43
  7.1 Next Steps 43
Appendix A: Kirklees Population Data 45
  A2 Kirklees Birth Rate 1998-2017 45
  A3 Kirklees Total Fertility Rate 2000-2017 46
  A4 Gender: School Year Groups by Gender 46
  A5 Ethnicity: School Year Groups by Ethnicity 47
  A6 Free School Meal Entitlement 48
  A7 Socio-economic Disadvantage 48
  A8 IMD Profile of school year groups by year group percentage 49
  A9 Socio-economic Disadvantage 49
Appendix B: Primary Planning Areas

Planning Area 1: Batley
Planning Area 2: Batley & Birstall
Planning Area 3: Batley East
Planning Area 4: Birkenshaw & Gomersal
Planning Area 5: Cleckheaton
Planning Area 6: Colne Valley
Planning Area 7: Dewsbury East
Planning Area 8: Dewsbury South
Planning Area 9: Dewsbury West
Planning Area 10: Golcar
Planning Area 11: Heckmondwike
Planning Area 12: Holme Valley
Planning Area 13: Honley & Meltham
Planning Area 14: Huddersfield North
Planning Area 15: Huddersfield North West
Planning Area 16: Huddersfield South East
Planning Area 17: Huddersfield South West
Planning Area 18: Kirkheaton, Lepton & Grange Moor
Planning Area 19: Liversedge
Planning Area 20: Mirfield
Planning Area 21: Newsome
Planning Area 22: Shelley
Planning Area 23: Skelmanthorpe & Denby Dale

Appendix C: Secondary Planning Areas

Planning Area 24: Batley, Birkenshaw, Birstall & Gomersal
Planning Area 25: Cleckheaton, Heckmondwike, Liversedge & Mirfield
Planning Area 26: Colne Valley
Planning Area 27: Denby Dale, Kirkburton & Shelley
Planning Area 28: Dewsbury
Planning Area 29: Holme Valley, Honley & Meltham
Planning Area 30: Huddersfield North & West
Planning Area 31: Huddersfield South & East and Kirkheaton
Planning Area 32: Huddersfield South West
1.0 Executive Summary

This document aims to give a clear analysis of pupil demography and the current organisation of learning places. It positions the current and future demand across all phases, whilst exploring the strategies for securing sufficient school places, to enable access for children and young people to an excellent local education system. Local authorities are required to ensure there are enough school places for children in their local area; this is referred to as ‘Basic Need’.

Planning learning places is a complex process which depends on a large number of variables, many of which are difficult to predict over the given period of time. It can therefore not be an exact science as it pulls together the effects of these changing variables including fluctuations and underlying trends in child population demographics, changes in housing developments, the migration of families between and within local authority areas, local geography and the exercise of parental preferences.

The context for planning for future school places is set out including the limited availability of capital funding alongside the different opportunities and associated processes. This poses the challenge of finding creative, cost effective and value for money solutions that provide the sufficient numbers of high quality learning places required, where they are needed and when they are needed so that children and young people can access schools locally. The introduction of new places in the wrong place or at the wrong time can create sustainability challenges for existing schools, already under increasing financial pressures.

By describing the size and distribution of the potential child population, the document uses this baseline information to determine the likely need for learning places in the future by looking at current child population as measured by NHS GP registration data. In recent years, Kirklees, alongside most other local authorities has seen a significant change in the size of the school age population, with an increase of almost 20% since 2000 from approximately 5,000 per age cohort to around 6,000 in 2015/16. However, since this time the size of Reception cohorts has been declining. Evidence suggests that this trend will continue into the future but that the decline is expected at a much slower rate. It is important to be clear that there are many areas in Kirklees where the population is broadly static and one area of modest growth. Therefore, the overall population figures mask a varied pattern across Kirklees. The population growth previously experienced in the primary phase has now moved into the secondary phase. An important consideration that also affects the need for places is the impact of new housing and inward migration (from other parts of the country and those new to the country). Future changes in these variables are not reflected in the current NHS GP registration data. These factors are harder to predict but cannot be ignored when assessing the requirement for places. Annual reviews help to manage the risks associated with these variables as well as dialogue with neighbouring authorities.

The variation in localised child populations means that in some places, such as some of the more rural areas of Kirklees, there may be an increasing number of school places that are either unfilled, or attract preferences from outside the area (an important factor when assessing basic need). This may also be the case where new schools have been introduced with a degree of future proofing of places. Population trends are examined in more detail at each local level in the Appendices B and C.

The document is a depiction of the impact of the varied and inter-related factors that affect the demand for school places that is provided in the data tables in Appendices B and C. These illustrate the current numbers of children by year group in every school as well as the range of residential areas in which these children live. Children, even at the earliest age, are not simply attending their local school. It is not unusual for the children attending a primary school to live
in the admission areas of other neighbouring schools. At secondary stage, young people may travel even further afield and a secondary school might easily count on its roll children from 40 or so different primary school admission areas. Across all school phases parents preference places for many reasons including access to faith schools, selective schools and single gender schools.

The tables in Appendices B and C also show the range of schools that parents express their preference for, or are allocated. It is not unusual for more than half of the children living in an area to attend a primary school outside the immediate area.

The movement of children across local authority (LA) boundaries to attend schools in neighbouring LAs is documented at the Kirklees level on pages 17 and 18. Further localised detail can be found in Appendices B and C.

The evidence supporting the need for places for children with Special Educational Needs and/or Disability is split into three broad sections, with the evidence of need in section 3.5 on pages 19 to 22 highlighting the forecast growth in Social Emotional and Mental Health Difficulties, the existing supply of places in section 4.2 on pages 24/25 and the conclusions in section 6.5 on pages 41/42. Further work is required to add to and normalise the presentation of this information in future annual reviews.

Finally, the document draws together the position regarding the future need for learning places by planning area and set of priorities for the next 3 years, which in summary is:

**Primary**

- Complete capital schemes to ensure permanent solutions for places already introduced to meet historic growth

**Secondary**

- Continue to work with secondary schools in North Kirklees to introduce additional places from September 2019 (estimated 30 permanent places and 30-60 bulge places1)
- Continue to review the basic need and options for additional secondary places working with schools in North Kirklees and South Kirklees
- Work with the middle schools to explore options for a modest expansion of places at the earliest opportunity to match the number of first school places

**Children with Special Educational Needs and/or Disability**

- Implement the High Needs Review Action Plan as summarised in section 6.5

**Cross phase**

- Continue to monitor the impact of actual and proposed housing development on the basic need for school places, whilst developing options associated with large strategic development sites proposed in the Local Plan

It is difficult to make definitive judgements on provision too far into the future given the number of factors affecting pupil numbers and choices made by parents around school provision. However, this document is intended to stimulate the continuing dialogue between learning setting leaders, governors, partners, elected members, the Department for Education (DfE) and officers which lead to the strategic development of collaborative solutions and ultimately, where

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1 Bulge places are higher intakes of pupils for a limited period of time. Bulges usually work through the school from the year of normal intake (e.g. Reception and Year 7) and then year by year until the pupils leave the school.
required, investment that will deliver enough excellent learning places that Kirklees families deserve.

2. Context

2.1 What’s new for 2018

The document includes for the first time a section on the demand for places for children with Special Educational Needs and Disabilities (SEND). Much of the information presented is derived from the High Needs Strategic Review and the associated action plan. This is a stepped change towards incorporating more comprehensive evidence about the demand for places to support children with SEND on an annual basis. There are sections for SEND in the conclusion and the priorities sections of this document which link and align with the High Needs Review action plan.

There is an update on the Kirklees Council Local Plan, a 15 year strategic plan about the growth of homes and jobs. Further details are included about the initial steps taken to ensure options are available in the future to secure sufficient school places associated with the impact of the three strategic housing developments.

Additional analysis has been included in Appendix C for Planning Area 27, Denby Dale, Kirkburton & Shelley. This is intended to provide a better understanding of the three tier system where, unlike the remainder of Kirklees, transitions between schools occur at the end of year 5 and the end of year 8.

More detailed and better quality maps are included for each planning area in Appendix B and C. Other minor changes such as splitting key stage 1 and key stage 2 published admission numbers (PAN) and adding totals to some tables make the data associated with each planning area easier to read.

2.2 Legal Context

Local authorities have a statutory duty to ensure that sufficient school places are available within their area for every child of school age, whose parents wish them to have one, to promote diversity and high educational standards, to ensure fair access to educational opportunity and to help fulfil every child’s educational potential.

In order to carry out this statutory duty, Councils need to carry out school place planning and forecasting. According to the Local Government Association (LGA) “Councils have the unique responsibility for securing sufficient school places although they increasingly have to work with schools and other partners to deliver the places needed.”

Planning for changes in demand for school places is an important function which can only be fulfilled locally. The statutory framework for schools and academies has undergone much change in recent years and, with increasing school autonomy, a planning mechanism with strong local knowledge is needed to ensure that funding to secure sufficient school places is allocated effectively and efficiently.

School place planning is a complex process, influenced by demographics, mobility and housing yield as well as parental preference, geography, travel and transport. With rapid shifts in economic conditions for families and changing patterns of migration, planning for basic need requires a proactive approach to best respond to both short and medium term demand as the primary, secondary and special school pupil populations fluctuate. The LGA comments “Councils are providing the new places needed on time and with limited capital resources using a range of strategies, collaborative working and innovative solutions.”
2.3 Resources available to create additional school places and the challenges

In planning for future demand, several factors need to be taken into account, including: capital funding availability (basic need grant from the DfE); the availability of housing developer contributions; the possibility of additional resources through the DfE-funded free school programme; the feasibility and opportunity of expanding existing schools and the availability of sites for new schools.

The creation of new school provision is complex, and cannot always be achieved by incremental expansion and growth of existing schools. The scale of the development and associated upfront costs of establishing a new school building provides a challenge when funding is provided on an incremental basis.

The availability of capital is limited. The capital grant funding the government has provided to contribute towards meeting the “basic need” for school places i.e. to resource the provision of additional places, is much reduced. In addition, there are pressures on the availability of capital funding for building repair and maintenance.

Historically, no provision has been made within DfE’s basic need grant for places for special schools or specialist places. However, in 2018 the DfE announce a specialist provision grant of £1.3M for Kirklees over a 3 year period. Whilst this is welcome additional funding it is at a level that is woefully inadequate to meet the increasing SEND demand. In context, a new special school would cost in the region of £7-10M.

Capital contributions towards the impact of housing developments are requested wherever possible through a planning process known as “Section 106”. A set formula is applied to the available places in a school priority admission area and the impact of house building based on the assumption that 100 new houses will on average result in the need for 3 extra places per year group in the primary phase and 2 extra places per year group in the secondary phase. The results are multiplied by a fixed rate per place to calculate a required contribution. However, negotiations sometimes result in this amount being reduced. Where a contribution is agreed with a developer it usually includes triggers of when money will be released to the council (e.g. 50% of agreed contribution on the occupation of the 100th dwelling). There is often a number of years between an agreement being signed and the receipt of any financial contribution as a result of these agreed triggers and other factors such as delayed starts and build rates. In the future, the system may change to a Community Infrastructure Levy being considered of all new properties.

The process for allocating available developer contributions starts with the identification of a basic need for additional places. Options to address this need are then explored with local schools. Only after this are decisions made about how a scheme will be funded. Developer contributions are not usually used for any other purpose than addressing the basic need for school places.

The DfE, through its funded free schools programme, provides additional funding for schools proposed by approved sponsors, with an emphasis on areas where places are needed, although there is an expectation that local authorities should commission and fund new schools where they are created in response to a specific need identified by the authority through the Free School Presumption2 process (formerly the Academy Presumption process).

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2 See DfE Guidance published February 2016 ‘The free school presumption: Departmental advice for local authorities and new school proposers’
After a gap of more than 2 years the DfE opened a special and alternative provision free school window in July 2018 stating they expected to fund around 30 schools nationally. In doing so they changed the process to a position where local authorities had to bid to host a new special or alternative provision free school in the first instance. Previously free school proposers have started the process. When the host local authorities have been announced (expected in early 2019) there will be a further process for free school proposers to bid to run the schools. Placing bids to host schools does provide the advantage of placing a degree of control back to councils but also comes with a number of challenges including the quick turn-around and complex application processes which require significant resources to produce strong bids.

In May 2018 the DfE launched a Selective Schools Expansion Fund to address the need for additional places, support schools increase access for disadvantaged pupils and/or the opportunity to work with other local schools to increase access for disadvantaged pupils and to raise attainment.

In November 2018 the DfE launched a new capital scheme to support “the creation of new voluntary aided schools for faith and other providers.” They state that “any persons or organisations, except local authorities, can publish proposals to set up a new voluntary aided school. Similarly, any persons, except local authorities, will be able to bid to the department for capital funding to establish a new VA school.” Proposers are expected to contribute at least 10% towards the capital costs incurred. The contribution represents a long-standing feature of voluntary aided status and applies to all VA schools.

The opportunity for Council borrowing to fund new school places is diminished and very challenging in the current economic climate as it brings significant revenue implications for the Council, at a time when the revenue funding for all council services has been reduced significantly. Following intense scrutiny, elected members have previously agreed to a limited programme of capital borrowing to support the most critical proposals that meet Council priorities and ensure that the most cost effective, quality solutions can be delivered.

Site availability and suitability for new schools is limited. Where there is evidence of basic need and sites are available, or expansions can be put in place, opportunities will be taken to create the required number of places, as is practical to meet the demand. This will, in places, lead to larger schools. Whilst recognising that school size can play a part in the experience pupils have of school, good schools are able to create a personalised learning experience within small or large pupil cohorts; and with growing financial pressures on schools, there are efficiency benefits in operating at larger sizes to ensure that as much funding as possible is devoted to the teaching and learning experience of pupils. In general, larger projects are also more efficient in the capital spend required per place created.

Three schools were rebuilt in 2017 by the DfE “Priority Schools Building Programme” bringing welcome investment in the school estate, however, this programme was targeted at school buildings that were in poor condition, rather than creating additional places.
3. Factors Affecting Demand for School Places

The main factors affecting demand for school places are birth rates, in and out migration from the area including immigration into and out of the UK, cross-border movement of children into schools in other local authorities, changes in the housing market and housing developments, parental preference, changes in private education provision, rural sustainability, and the impact of welfare reforms. Many of these are subject to short-term uncertainty. So, for example, the housing market and associated family mobility may react quite quickly to any improvement or deterioration in the underlying economy.

3.1 Population and Pupil Cohorts:

Chart 1 below illustrates a comparison between two key sets of data that provides the baseline for place planning. Data extracted from the NHS GP patient register provides the number of children and young people aged between 0 -16 years resident in Kirklees. Data collection methods ensure that children and young people living in Kirklees but accessing a GP outside Kirklees are included and conversely that children and young people living outside Kirklees using a Kirklees based GP are removed.

The School Census provides a count of the number of pupils on school rolls at a fixed point in time. January Census is used as this represents a stable position after movement associated with admission appeals is limited. The purpose of this collection is to obtain accurate data about publicly funded schools and their pupils and is used for statistical analysis. The population data indicates the overall potential demand for learning places. The NHS GP patient register for 0-4 year olds is key for forecasting future demand, however, it should be noted that data for 0-1 year olds tends to under represent the cohort size.

Chart 1: Year Group Numbers 2017-18 – NHS Data and Kirklees School Pupil Census

Sources: NHS GP registration data February 2018 - Kirklees Public Health
Kirklees School Census January 2018 – Information Unit, Directorate of Children’s Services

Explanatory notes to accompany Chart 1
- The population data shown is derived from an annual snapshot of GP registrations. This is the best measure of the population because it gives an update on births, migration in and out of the area and changes in residents due to tenancy changes or house building.
- The Kirklees School Census data in Chart 1 shows the total number of all pupils in Kirklees schools. A more detailed breakdown of pupil numbers by school year and type of school they attend can be found below on table 1 page 14.
  - The number of children and young people shown in the population data exceeds the number of pupils in Kirklees schools for all age groups. The difference is on average 318 per year in years Reception-year 6. The difference between the two datasets in years 7-11 varies between 492 and 565 per year with 547 on average.
  - The difference between the two datasets reflects:
    o The number of children attending schools in neighbouring authorities, which is partly offset by children living in other authorities who attend schools in Kirklees. Recent data on these movements between authorities is shown on pages 17 and 18. The greater difference between population and school numbers for secondary aged young people reflects the larger number of secondary aged pupils in neighbouring LA schools
    o The number of children attending non-state funded education
    o Children missing in education
Home educated children

Chart 2: The following table shows the Office of National Statistics (ONS) forecasts for fluctuations in child population at a Kirklees level:
The ONS predictions illustrate a decline in the population of children aged 0-4, however, this decline slows towards 2020 before changing to a broadly static trend. This broadly matches the GP registrations trends illustrated in chart 1 towards 2020. For children aged 5-11 already in the primary phase, the trend is broadly static towards 2020 before a decline which gradually slows towards 2026. Predictions for children aged 10-14 matches the expected continuation of increased demand for secondary places towards 2022 before changing to a broadly static trend towards 2025.

**Caution:** should be exercised in using GP registration data as a proxy population for the following reasons:
- GP registration data does not always match ONS forecasts although there has been greater synergy recent years with both indicators showing similar trends
- It is a snapshot data set from a fixed point in time and subject to change
- The data by its very nature will always be incomplete and out of date before publication
- At a planning area level there are greater accuracy risks associated with smaller sample sizes

The context of variation in the different population estimates in Kirklees can be illustrated by looking at census night (27 March 2011). On this night it was estimated that the normal resident population of Kirklees was 422,500. This figure was 12,000 more than the ONS modelling and 12,000 fewer than GP registrations representing a difference of +/- 2.8%. The further into the future attempts are made to predict population numbers, the less accurate these projections are likely to be.

Headline population trends at a Kirklees level mask significant variations at the school planning area level. A summary table of population trends per planning area can be found in section 6.2 for primary and section 6.4 for secondary on pages 37 to 41. Full details of each planning area can be found in Appendices B and C.

The pupil population trends can be summarised into broad geographical areas and categories of settlements:
- A broadly static position across most primary planning area with a general declining trend in a number of semi-rural areas in South Kirklees. An increase is expected in just one primary planning area – Newsome.
- A general increasing trend for the secondary planning areas in North Kirklees.
- A general broadly static trend in South Kirklees with the exception of a declining trend in the semi-rural areas and an increasing trend in just Huddersfield North and West planning area.

**In summary,**

The Kirklees level population trend for Reception age children has been declining since a peak in the 2015/16 reception cohort (NHS 2018: 6076). Reception cohort sizes declined towards 2018/19 (NHS 2018: 5514). A continued decline is expected at a much slower rate. The year 7 cohorts continue to grow as previous growth in the primary phase works through the system with peaks expected in 2019/20 (NHS 2018: 6047) and 2022/23 (6076).

However, this overview masks a complex local picture which can be summarised as:
• A broadly static position across most primary planning areas with a general declining trend in a number of semi-rural areas in South Kirklees. An increase is expected in just one primary planning area – Newsome.
• A general increasing trend for the secondary planning areas in North Kirklees.
• A general broadly static trend for the secondary planning areas in South Kirklees with the exception of a declining trend in the semi-rural areas and an increasing trend in just Huddersfield North and West planning area.

Further information about Kirklees populations can be found at the following links:

Kirklees Joint Strategic Assessment – Population, migration, births and deaths
http://observatory.kirklees.gov.uk/jsna/population

Kirklees Fact Sheet – population and households
http://www.kirklees.gov.uk/you-kmc/information/pdf/populationHousing.pdf

Links to more demographic information about Kirklees

Kirklees Census information:

Migration Yorkshire – population and migration information
http://www.migrationyorkshire.org.uk
Table 1 below provides a further breakdown of the school census data represented in chart one between male and female pupils and the different phases and types of schools.

<table>
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<th>School Year</th>
<th>Age</th>
<th>Nursery</th>
<th>Primary</th>
<th>Middle</th>
<th>Secondary</th>
<th>Special</th>
<th>All-Through</th>
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Source: School Census January 2018
Produced by: Information Unit, Directorate for Children and Young People

Note: To avoid double-counting, the data excludes dually-registered pupils with a subsidiary registration.
Includes Manor Croft Academy, from the DfE census extract supplied “for statutory purposes”.
3.2 The Local Plan

The Local Plan is the new development plan being produced for Kirklees. This involves working out how many new homes and jobs are needed in the future for the district and allocating land to meet these needs up to the year 2031.

The government requires all local authorities to develop a long term plan, which sets out how and where land can be developed over fifteen year periods, in order to meet growing needs of local people and businesses.

Examination of the draft Local Plan by a government inspector commenced in late 2017 and is nearing completion. In October 2018 Kirklees Council launched a consultation on modifications to the Local Plan recommended by the inspector. It is expected that the Local Plan will be adopted early in 2019. The impact of proposed Local Plan developments on existing infrastructure is a key consideration and, in particular, the potential impact on the demand for school places could be significant for specific areas of the borough, requiring new and innovative solutions to meet the anticipated need for additional school places, as well as bringing through creative and collaborative approaches to school place planning.

The School Organisation and Planning Team have been working closely with the Local Plan Team to ensure the impact of the Local Plan is understood based on the best information available at the time and that strategies can be developed at the right time to address the need for additional school places.

The fifteen year period the Local Plan covers means developments will be completed in stages. In this context, the impact on the demand for school places will also arrive over a period of many years. The exact impact and timing of this impact is challenging to predict with many variables involved. However, housing developments are not a new concept and previous place planning strategies have addressed the demand they generate.

It is worth noting three areas of large scale strategic development proposed in the Local Plan which are likely to significantly increase the pressure for school places and the action taken to ensure strategies can be introduced to address the future impact of the associated demand on school places:

- Dewsbury Riverside, 2310 dwellings and the potential for 1690 beyond the plan period (Dewsbury South) – land expected to be safeguarded for a two form entry primary school during the Local Plan period and a second two form entry primary school beyond the Local Plan period. Land expected to be safeguarded for a secondary school beyond the plan period should the need arise.

- Chidswell, 1535 dwellings (Batley East/Dewsbury East) – land expected to be safeguarded for a two form entry primary school.

- Bradley Bar, 1958 dwellings (Huddersfield North) – land expected to be safeguarded for a two form entry primary school.

To assess the impact of new housing developments on future school places, it is an established practice to use a formula of 100 new homes resulting in the additional demand of 3 places per primary school year group and 2 places per secondary year group.

The following links can be used to find further detailed information about where and when new housing developments may be built in a local area:
- Useful interactive maps are available at this link to identify sites (it may be useful to untick all options except “Housing_Acc_PDLP….“ and “MixedUse_Acc_PD….“ for a cleaner view): https://www.kirklees.gov.uk/beta/planning-policy/local-plan-maps-2016.aspx
- Site level number of houses and estimated build periods can be found in phasing tables in Appendix 3 (page 227) of the Strategy & Policies Document https://www.kirklees.gov.uk/beta/planning-policy/pdf/policies-and-strategies-2016.pdf
(However, some caution should be exercised as the phasing is based upon estimates only and will be subject to adjustments over time.)

Reference is made for each planning area in Appendix B and C both to housing sites where planning permission has been granted and where there may be significant impact of the developments proposed in the Local Plan.

### 3.3 Parental Preference

Previously well-understood trends that have influenced the pattern of pupil distribution are changing, therefore proving more difficult to predict. Parental preference is having an increased effect, with some parents seeming to be more mobile, in terms of willingness to transport their children to relatively distant schools from where they live.

Where there is population growth, including from the impact of housing developments, families living in the local area will normally be given preference for oversubscribed school over families living outside the area at normal entry points. In most cases these entry points are Reception and Year 7 but there is an extra entry point where there are separate infant and junior schools and different entry points where there is a three tier system. New local demand such as this is likely to push back on the opportunities for successful parental preference from families living outside the area, creating a rebalancing of pupil distribution.

Indicators of parental preference are made for each planning area in pink summary tables in Appendix B and C.

Further detailed information is available from published school admission arrangements and school admissions statistics which can be found at the following link: http://www.kirklees.gov.uk/beta/admissions/policies-and-publications.aspx
3.4 Cross border flow between Kirklees and other Local Authorities
Primary age pupils

Chart 3c. Cross LA border pupil movement OUT of Kirklees: Reception pupils

Chart 3d. Cross LA border pupil movement INTO Kirklees: Reception pupils

Source: Pupil Admissions Team, Directorate for Children and Young People, National Offer Day 2018

- Chart 3c shows that more children of Reception age travel out of Kirklees to attend schools in neighbouring LAs than travel into Kirklees. The trend in pupil movement out of LA to all our neighbouring LAs is broadly static, but it can be seen that significantly more children
travel to attend schools in Calderdale, particularly in the Brighouse and Rastrick area, than to other neighbouring LAs.

- Chart 3d shows the smaller number of Reception aged children who travel into Kirklees from neighbouring LAs to attend school. The majority of these live in the Bradford LA and attend Kirklees schools in the Birkenshaw / Cleckheaton area.

**Secondary age pupils**

**Chart 3e. Cross LA border pupil movement OUT of Kirklees: Year 7 pupils**

![Chart 3e](image)

**Chart 3f. Cross LA border pupil movement INTO Kirklees: Year 7 pupils**

![Chart 3f](image)

*Source: Pupil Admissions Team, Directorate for Children and Young People, National Offer Day 2018*
• Chart 3e shows that more children of year 7 age travel out of Kirklees to attend schools in neighbouring LAs than travel into Kirklees. Most children travel to attend schools in Calderdale or Leeds.

• Chart 3f shows the smaller number of year 7 children who travel into Kirklees from neighbouring LAs to attend school. An increasing number of these live in Leeds and travel into Kirklees to attend the selective grammar school or access Catholic school provision. Most of the other children travel in from Bradford and Calderdale.

3.5 Demand from children with Special Educational Needs and/or Disability

As at November 2018 there are approximately 3060 children and young people (aged 0 to 25 years) with an Education Health and Care Plan (EHCP) in Kirklees Schools and Early Years and Post 16 provision. Of these, approximately 800 have complex and severe learning needs, the majority of which attend special schools within Kirklees.

The majority of children and young people with EHCPs attend local schools. A portion of these children and young people attend a local school with extra resources and staffing for Special Educational Needs called Specialist Provisions or receive support from central outreach services.

All local authorities were required to carry out a high quality collaborative review of their high needs provision in 2017/18 to evaluate current provision for children and young people in with complex Special Educational Needs and/or Disability.

The overarching aim of the review was to consider the effectiveness of local provision with a view to ensuring sufficient quality of local provision which is in the right place at the right time and effectively meets the needs of children and young people with SEND. As a consequence this will enable children and young people to access learning in their local area and will reduce the need for children and young people to travel out of area to have their needs met.

A full copy of the Kirklees High Needs Review can be found in the form of a cabinet report at the following link:

A High Needs Review data pack can be found in Appendix C of this report which provides evidence to support the following key points:

• there is an increase in complexity and prevalence of need
- there is an increase in EHCPs (25% since 2014 and 19% since 2016), largely as a consequence of the extended age range (0-25)
- there is an increase in SEMHD needs
- there is an increase in Complex Communication and Interaction needs

The High Needs Review report concludes:

- Schools, partners and providers have all highlighted the challenges they are experiencing in relation to the growing numbers of children and young people with SEND and increasing levels of complexity of need, particularly around Social, Emotional and Mental Health Difficulty (SEMHD) needs and Complex Communication and Interaction needs.
- The stretched capacity of specialist support services further exacerbates the pressures faced by schools and providers as there is reduced expertise within the system to ensure that children and young people’s needs are identified early, clearly understood and appropriate provision is made in order to ensure they achieve their potential.
- The local authority needs to be clear about its commissioning role i.e. ensuring a clear description of what it is intending to commission from a special school when determining an appropriate ‘top-up’ level.
- Existing pressures have created additional demand for out of area independent school places where local provision is full. Work is needed to develop more robust arrangements to monitor out of area placements and ensure outcomes for children and young people are sufficiently challenging and aspirational.
- The additional pressures created by the legislative changes in relation to new responsibilities around post 16 and ensuring appropriate provision up to the age of 25 further add to an increasingly complex picture.

The Department of Education (DfE) announced the Special Provision fund allocations on 4 March 2017 to support LAs to make capital investment in provision for pupils with SEND. The £1.056M allocated to Kirklees Council was to be split equally over 3 years from 2018/19 at £352K per annum. On 20 March 2018 Cabinet approved the Special Provision grant allocation to three specific schemes that had been identified from the High Needs Review as the most efficient way of using the capital: Newsome High School, Honley High School and Ravenshall School.

The High Needs Review report recognised the pressures on specific areas of SEMHD and Communication and Interaction (specifically Autistic Spectrum Disorder) but acknowledged:

*The capital funding available through this allocation is not sufficient to address all the improvements needed. Further work is required to ensure the maximum benefit is extracted from the specialist provision capital funding alongside other funding streams and opportunities.*

On 29 May 2018, the DfE announced an additional allocation of £246K to Kirklees bringing the total grant amount available to £1.302M

Since the High Needs Review report was published further analysis has been undertaken on the area of most growth in demand, SEMHD. The following pages summarise the results of this work.
Estimated number of SEMHD service users (school age)

SEMHD Group

Source: projected from 2015 to 2018 growth in the number of Kirklees Education and Care Plans with Social, Emotional and Mental Health Difficulties as the primary need and ONS population growth

Source: Current provision mix based upon Kirklees Council records of children’s placements with Social, Emotional and Mental Health Difficulties, September 2018 (Synergy System) and forecast forward based on the above growth of SEMHD service users.

The provision mix forecast is based on a stand still position in that it does not take into account any of the changes planned in the High Needs Review action plan.
It is important to consider the whole SEMHD continuum of provision when considering the future demand for SEMHD places and note the limited availability of Alternative Provision places at this time.

**SEMHD Continuum**

- **Mainstream**
  - Graduated approach. Outreach from PRUs/Short term placements. Workforce development with host school. Creative funding (AWPU+1st £6k). Potential statutory assessment towards EHCP. PRUs and Education Psychologists working together.

- **PRUs**
  - EHCP - longer placements. Ongoing relationship with host school.

- **AP Free School**
  - Does not currently exist

- **SEMH Special**
  - (Joseph Norton)
  - EHCP – very complex needs. Bespoke personalised curriculum. Specialist Staff.

- **Out of local Area**
  - Only small numbers of children

**KS1/2 KS3**
- Emphasis on turnaround. Workforce development with host school. Bespoke packages if needed. Multi-agency approach. Specialist staff

**KS4**
- Alternative curriculum: - core skill / qualifications - re-engagement - emphasis on next steps transition to education / employment
4. The Supply of School Places

4.1 Mainstream Schools

Together in September 2018, 171 schools made the following number of places available:

5949  Reception places in the primary phase

5321  Year 7 places in the secondary phase

The places referred to above represent the agreed published admission numbers (PAN) plus admitted over PAN in 2017/18. Year 7 secondary places include 362 middle school places for this illustration. Detailed information at school and planning area level is presented in Appendix B and C.
4.2 The specialist provision in mainstream schools

The specialist provision in mainstream schools is kept under review to ensure that it continues to meet the needs of children and young people. The current configuration is shown in table 2 below.

<table>
<thead>
<tr>
<th>Strand</th>
<th>Primary</th>
<th>Secondary</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Hearing Impairment</strong></td>
<td>Lowerhouses CE (VC) JI &amp; EY School</td>
<td>Newsome High School &amp; Sports College</td>
</tr>
<tr>
<td></td>
<td>10 Fixed places 4 Transitional places &amp; Outreach</td>
<td>12 Fixed places 2 Transitional places &amp; Outreach</td>
</tr>
<tr>
<td><strong>Visual Impairment</strong></td>
<td>Dalton School</td>
<td>Moor End Academy</td>
</tr>
<tr>
<td></td>
<td>10 Fixed places 4 Transitional places &amp; Outreach</td>
<td>12 Fixed places 2 Transitional places &amp; Outreach</td>
</tr>
<tr>
<td><strong>Physical Impairment</strong></td>
<td>Rawthorpe St. James (CE) VC I&amp;N and Rawthorpe Junior School</td>
<td>Newsome High School &amp; Sports College</td>
</tr>
<tr>
<td></td>
<td>5 Transitional places &amp; Outreach</td>
<td>10 Fixed places 2 Transitional places &amp; Outreach</td>
</tr>
<tr>
<td><strong>Complex Communication and Interaction Needs</strong></td>
<td>Windmill Church of England Primary School (Communication &amp; Interaction)</td>
<td>Royds Hall Community School (SLCN)</td>
</tr>
<tr>
<td></td>
<td>12 transitional places &amp; Outreach</td>
<td>20 Fixed places 4 Transitional places &amp; Outreach</td>
</tr>
<tr>
<td></td>
<td>*Headlands CE (VC) JI &amp; N School (Autistic Spectrum Disorder)</td>
<td>Honley High School</td>
</tr>
<tr>
<td></td>
<td>6 Transitional places &amp; Outreach</td>
<td>15 Fixed places 5 Transitional places &amp; Outreach</td>
</tr>
<tr>
<td></td>
<td>Central Team Support for outreach across Kirklees</td>
<td>Thornhill Community Academy</td>
</tr>
<tr>
<td></td>
<td></td>
<td>15 Fixed places, 5 Transitional places &amp; Outreach</td>
</tr>
</tbody>
</table>

*The LA have published statutory notices to decommission 6 transitional places for children with Autistic Spectrum Disorder at Headlands CE (VC) JI & N School from 1st March 2019. It is intended the resources released through the decommission at Headlands CE (VC) JI&N School will be used to enhance the central outreach offer for children with Complex Communication and Interaction Needs including Autistic Spectrum Disorder, to enable primary age children to access specialist support in their local school.
Outreach services are provided to support children with SEND in their local school

Outreach is offered through specialist staff within specialist provision and from a centrally based outreach team into local schools. Opportunities are provided to work alongside the pupil to develop strategies for inclusion and also alongside mainstream staff to develop the school’s overall capacity to meet need.

4.3 Special schools

Six special schools provide the specialisms shown in Table 3 below. Some special school places are commissioned from other LAs or alternative providers to meet specific pupil needs.

<table>
<thead>
<tr>
<th>specialism</th>
<th>school</th>
<th>places</th>
<th>total places</th>
</tr>
</thead>
<tbody>
<tr>
<td>Complex Communication and Interaction Difficulties (including Autism)</td>
<td>Woodley School &amp; College</td>
<td>110 places</td>
<td>110 places</td>
</tr>
<tr>
<td>Social Emotional and Mental Health Difficulties (age 7-16)</td>
<td>Joseph Norton Academy</td>
<td>63 places</td>
<td>63 places</td>
</tr>
<tr>
<td>Complex needs (age 5-19)</td>
<td>Southgate School</td>
<td>122 places</td>
<td>314 places</td>
</tr>
<tr>
<td></td>
<td>Ravenshall School</td>
<td>192 places</td>
<td></td>
</tr>
<tr>
<td>Profound and Multiple Learning Difficulties (age 3-19)</td>
<td>Fairfield School</td>
<td>126 places</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Castle Hill School</td>
<td>122 places</td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td></td>
<td>735 places</td>
</tr>
</tbody>
</table>

Pupil referral provision

<table>
<thead>
<tr>
<th>provision</th>
<th>age range</th>
<th>places</th>
<th>specialism</th>
</tr>
</thead>
<tbody>
<tr>
<td>Engage Academy</td>
<td>5-11</td>
<td>20</td>
<td>Social, Emotional and Mental Health Difficulties, complex medical needs, Day 6 provision for Key Stages 1-3* and turn-around places. Limited outreach capacity</td>
</tr>
<tr>
<td>Reach Academy</td>
<td>11-14</td>
<td>42</td>
<td></td>
</tr>
<tr>
<td>Ethos College</td>
<td>5-16</td>
<td>42 (plus 17 medical)</td>
<td></td>
</tr>
</tbody>
</table>

* Key Stage 4 day 6 provision is commissioned at Pivot College (Independent provider)

The Kirklees Local Offer is a new way of giving children and young people with Special Educational Needs and Disabilities (SEND) and their parents or carers information about what activities and support is available in the area where they live.

https://www.kirkleeslocaloffer.org.uk
4.4 Early Learning and Childcare Provision

Kirklees Early Learning and Childcare Provision

Closely linked to the organisation of school places, is the work that the Council undertakes to ensure there is sufficient early learning and childcare provision. Kirklees has a diverse early learning and childcare market which consists of a range of market sectors including nursery provision in primary schools/academies, a maintained nursery school, private day nurseries, voluntary sector pre-school playgroups, home based childminders, after school clubs and holiday clubs. Whilst the early learning element focuses on children aged 2, 3 and 4, the childcare element covers children aged 0 to 14 (or 18 for children with a disability).

The Statutory Duty to Secure Childcare Sufficiency

The Childcare Act 2006 places a duty on local authorities to ensure sufficient childcare to meet the needs of parents who require childcare in order for them to take up, or remain in work; or to undertake education or training which could reasonably be expected to assist them into work. In addition, local authorities must secure free early learning and childcare for all eligible children. Currently this means that from the term after their third birthday all children are entitled to a maximum of 570 hours of free early education and care a year. Almost 50% of 2 year olds in Kirklees are now also eligible for the same free provision.

From September 2017 “30 hours free childcare” was introduced to double the free entitlement to 1140 hours for eligible working families the term after a child’s third birthday until they start Reception.

The power to provide childcare directly is greatly restricted by the Childcare Act 2006 and local authorities can only provide childcare if it is satisfied that nobody else is willing to do so, or if someone is willing, that in the circumstances it is more appropriate for the local authority to do so.

In fulfilling its statutory duty to secure childcare sufficiency the Local Authority will:

1. Assess and keep under review the sufficiency of the childcare market in Kirklees by:
   • Assessing demand for childcare at ward level
   • Assess the supply of childcare at ward level
   • Analyse the gap between supply and demand
   • Publishing an annual assessment of childcare sufficiency

2. Manage the childcare market as a commissioner of provision through the use of fair and transparent, graduated approaches to market intervention to stimulate the market such as the provision of information and advice, grant funding, commissioning, procurement and tendering.

Further reference:
Kirklees Early Learning and Childcare strategy
Kirklees Childcare Sufficiency Assessments
Kirklees Framework for Effective Childcare Market Management and Commissioning

Facts for 2018:
837 childcare providers offered 23,496 places (as at 30th June 2018)
94% of 3 year olds in Kirklees access free early education (summer term 18-19)
97%* of 4 year olds in Kirklees access free early education (summer term 18-19)
95% of daycare providers and 97% of childminders in Kirklees are judged by Ofsted to be “good” or “outstanding” (as at 30th June 2018)

*Includes 4 year old children taking up a place in Reception class
4.5 Post 16 Learning

Closely linked to the organisation of school places is the work that the Council undertakes to ensure there is sufficient Post 16 provision available to young people.

The local authority has statutory duties relating to participation:

- Secure sufficient suitable education and training provision for all young people aged 16 to 19 and for those up to age 25 with a learning difficulty assessment (LDA) or Education, Health and Care (EHC) plan in their area. To fulfil this, local authorities need to have a strategic overview of the provision available in their area and to identify and resolve gaps in provision.

- Make available to all young people aged 13-19 and to those up to age 25 with an LDA or EHC plan, support that will encourage, enable or assist them to participate in education or training.

- In addition, local authorities have two duties around Raising of the Participation Age (RPA). RPA requires young people to stay in education or training until their 18th birthday. RPA does not necessarily mean staying in school; young people have a choice about how they continue in education or training post-16. This could be through:
  - full-time study in a school, college or with a training provider;
  - full-time work or volunteering (20 hours or more) combined with part-time education or training; or
  - an apprenticeship or traineeship (more information available at [https://www.gov.uk/topic/further-education-skills/apprenticeships](https://www.gov.uk/topic/further-education-skills/apprenticeships)).

Through strong, local and regional partnerships Kirklees Council aims to ensure that all young people have access to high quality, coherent and co-ordinated progression routes into post 16 learning and work.

A report is produced each year for the Progression Board which summarises some of the key issues which impact on the number and range of 16-19 (25) places in Kirklees. This enables partners to gain an overview of local 16-19 provision and informs the planning of provision and progression opportunities for young people.

Following the review of high needs provision in Kirklees there is a post 16 section of the High Needs Review action plan. One of the aims of the review is to develop and embed a system that enables the LA to predict and secure sufficient educational places for those young people with an EHC plan who may require one aged 19-25. Post 16 provision is also a key element of the Preparing for Adulthood section of the SEND Strategy and Action Plan.

A copy of the Kirklees Post 16 Strategic Needs Assessment can be found at [http://observatory.kirklees.gov.uk/explorer/resources/](http://observatory.kirklees.gov.uk/explorer/resources/)

As at December 2018 an update of the Post 16 Strategic Needs Assessment is underway. However the following section provides an overview of the Post 16 landscape.
The Post 16 landscape

The Post 16 landscape remains a complex and changing one. The quantity and distribution of places is impacted not only by changing demographics but by school outcomes, changes to the condition of funding and the national curriculum, in response to the requirements of Higher Education and employment, and by the distribution of academic and vocational choices.

A slight dip in overall numbers of year 12s between 2015 and 2018 will return to an upward trajectory by 2019, with approximately 1000 more young people entering year 12 compared to the current numbers by 2025, as the growth in primary and secondary numbers in previous years works its way through the education system¹.

Locally, Post 16 provision is increasingly rationalised. The West Yorkshire Area Review in 2016 noted that Kirklees is unusual in that 82% of funded places for young people in 2015/16 were provided by just two SFCs (both rated Outstanding) and one GFE College (rated Good)². Data from 2017 details 28%, 34.3%, 16.9% and 5.3% of learners were enrolled in SFCs, GFE, SSFs and apprenticeships respectively³. Alongside significant investment in the Dewsbury Learning Quarter, aligning with the Leeds City Region Economic plan, the strength and quality of post 16 provision locally suggests that the sector is well placed to respond successfully to future change. However, flexibility will be crucial in this complex, changing environment

4.6 Kirklees Community Hubs

The concept of community hubs emerged initially from the school community. As the funding across the District for health, social care and community services has diminished over the last decade, schools were forced to rethink the way the needs of children were met. Schools have broadened their focus to families and their social support networks and beyond to the wider community. This shift has developed in parallel with greater collaboration between schools and the establishment of strong working relationships with other services and organisations.

In 2015, a number of visioning sessions between the Local Authority and school leaders resulted in the following high level vision statement being agreed:

“Strong collaboratives of schools [Kirklees Community Hubs] will be the vehicle for developing a range of support and services with children, families and the wider community.”

Since that statement, a number of school leaders were pioneers of new collaborative, community-focused approaches. Early learning from the trials and tests was shared with peers in the school community. A small team within the Local Authority facilitated and supported the Community Hub approach to spread. Now virtually every school in Kirklees has joined a Community Hub area. There are 17 Community Hubs, each with a defined partnership of schools bringing together Early Years, primary and secondary provision. Each hub has named leadership and with some coordination. Kirklees Community Hubs are collectively a people-orientated platform covering the District that presents a substantial opportunity for the Council and its partners to add value.

Hubs recognise that key to meeting the needs of children and families in Kirklees is to develop models that shift the focus from only targeting narrow outcomes for increasingly small groups of children to enabling all children and families to do well across a range of outcomes. Kirklees Council, Community Hub leaders, health partners, housing, voluntary sector organisations and communities are working strategically to achieve this.

**The Community Hub Areas:**

The Hubs are based on local settlement areas that are meaningful to local people. Boundaries are flexible and each Hub has its own leadership team and stakeholder group. A map on the following page illustrates the hub areas.
5 Planning Sufficient Places in Kirklees Council

5.1 Kirklees Planning Areas
It is normal practice for local authorities to undertake their duty to ensure there are sufficient school places by forecasting and planning at a level above the individual school. Being an authority that consists of a mix of urban and semi-rural settlements, the geography of Kirklees is an important contextualising factor in understanding the impact of areas of growth. For place planning purposes the areas of Kirklees have therefore been divided into “planning areas” which are customised to fit the local geography at primary and secondary (including middle schools) level.

Rationale for grouping primary schools into planning areas

The primary schools have been organised into planning areas that are reflective of the geographical make up of Kirklees. The planning areas are subdivisions of the secondary school priority admission areas, localised into clusters of schools that match the spread and density of population. The planning areas correlate to the predominant patterns of parental preference, taking into account faith provision and reasonable travel distance in urban areas as well as in the more rural areas of the authority.

Rationale for grouping secondary schools into planning areas

The secondary and middle, deemed secondary, schools have been organised into planning areas that too are reflective of the geographical make up of Kirklees. The secondary planning areas are aggregated from the primary planning areas and grouped, broadly mirroring the priority admission areas (where applicable), matching the spread and density of population. The planning areas correlate to the predominant patterns of parental preference, taking into account selective and faith provision as well as reasonable travel distance in urban areas as well as in the more rural areas of the authority.

Specialist provision and special schools

Given the relative demand, a bespoke approach is taken when assessing the need for specialist provision and special school places. Where appropriate, this takes into account a north and south Kirklees offer.

The following pages provide an illustration of the primary and secondary planning areas.
5.2 The Kirklees Partnership Approach

Kirklees has developed shared outcomes in conjunction with our partners, these include:

- Children have the best start in life
- People in Kirklees have aspiration and achieve their ambitions through education, training, employment and lifelong learning

This underpins the approach for meeting future demand for school places and Kirklees Council will continue to work in conjunction with the existing family of schools in the authority and providers of education, for example the Catholic Diocese of Leeds and the Church of England Diocese of Leeds, Multi Academy Trusts as well as any new providers, to secure the right number of high quality places in the areas where they are needed. Kirklees believes strongly in a collaborative approach where stakeholders share a moral purpose that serve the best interests of our children and young people to give them the best start in life.

There is a long history of strong partnership and collaboration in Kirklees between schools and the council. In June 2017, Kirklees Council held its first Learning Summit, where schools and further education settings, local Councillors as well as public sector partners from health, police and the Council were in attendance. At the summit senior politicians and senior leaders of the council shared their vision for the future partnership in a changing environment:

- Recognising there are many different models of governance in Kirklees schools, be they MATs, Trusts, federations, collaborations, what is most important is that regardless of the type of school, was that commitment to work together so that there is no fragmentation and that there is a commitment to a core moral purpose that joined up as a partnership for children.
- Having a shared system responsibility to protect the most vulnerable, be innovative and creative and continually remind ourselves that children are part of a family. Recognising the work schools do, with children and their families, and how together we can be incredibly ambitious for children and families across Kirklees.

In response to the changing national and local landscape and in particular the financial constraints facing the Council, schools and learning settings, a Kirklees Education and Learning Partnership Board was established following the summit. Stakeholders including head teachers and governors have formed a significant proportion of the Board.

The Board holds strategic oversight for the development, leadership and quality-assurance of the Kirklees school and educational improvement strategy and draws on and complements regional and national strategies. It also directs, develops and takes decisions about services used by schools and education settings. In doing this, it ensures that the services the council provides for schools are of the highest quality, are fit for purpose, innovative, draw on best practice and promote financial resilience.

As national and local requirements for education evolves, it is anticipated that the Board will have the opportunity to proactively respond and where necessary extend its focus. The Board will be the vehicle for consolidating existing arrangements in the learning system and removing duplication.

To maximise its effectiveness, the Board was established with two Committees:

- **Education Improvement Committee** using data and intelligence to monitor school achievement, prepare applications for funding, monitor the impact of the funding expenditure.
• **Education Services Committee** to monitor services provided to schools and learning settings and identify and champion proposed improvements to these services, informed by data and intelligence and manage consequential changes.

The agreed principles for an effective education and learning partnership are:

- That improvement systems and distribution of resources are most effective when they are based on mutual respect, partnership and collaboration.
- That school leaders, leaders of learning settings, teaching school alliances, multi-academy trusts, governors and the Council will work in equal partnership with children and young people at the heart of all decision making.
- That local solutions, supported by national best practice, are often best placed to drive improvement and meet the needs of Kirklees communities.
- That challenge, support, and services across Kirklees should be transparent, clearly understood by all and open to scrutiny to ensure the greatest impact on outcomes and opportunities for our children and young people.
- That the Council, as a strategic champion for securing the highest standards of education and outcomes for all children and young people will responsibly enable and lead its partners and communities to manage resources effectively to shape services that schools need.
- That all business and discussions are communicated openly, and are underpinned with a shared moral and social purpose to improve outcomes for children and young people in Kirklees.

The Place Planning and Admission working group with head teacher and Diocese representation has been a key consultative group between the LA and schools for a number of years. In October 2018 the remit of this group was extended to cover inclusion and became the **Places, Access and Inclusion Committee**, a third committee of the Education and Learning Partnership Board. This strengthens existing partnership arrangements and opportunities for a system wide approach to meet the future demand for school places.

As school finances continue to come under pressure a careful balance needs to be struck between the duty to ensure there are sufficient places and risks associated with the oversupply of places. Any oversupply of school places can lead to instability and inefficient use of resources, equally challenging is being able to provide places in the right geographical locations for communities. It falls to local authorities both for practical reasons, and, as part of a statutory duty to collect the data and to forecast demand for school places as accurately as possible.

In response to the priority identified in 2017 to review the number of secondary school places available, engagement has taken place with Kirklees High School Heads. This has resulted in an agreed set of guiding principles for introducing additional school places:

- Placing children and their families at the heart of decision making
- Provide more places in the right geographic locations at the right time identified by the available evidence
- Building upon what is already good (The DfE expects additional places created to be ‘good’ or ‘outstanding’)
- Prioritising value for money solutions with consideration for modern building standards
- Taking opportunities to improve financial resilience of schools (e.g. with economies of scale) and managing the risks associated with the over provision of places
• The type of governance in a school is not a factor in place planning decision making (e.g. academy/maintained school)
• Full transparency where expressions of interest to provide additional school places are shared with and discussed with Kirklees High School Heads and the Kirklees Education and Learning Partnership Board (including relevant subcommittee) before any decision making

It has to be recognised that whilst there is enormous strength in the Council working in partnership with the school system, not everything is in their collective control.

The DfE continues to launch mainstream free school ‘windows’ and recently a voluntary-aided school capital scheme. Both are open to proposers to express an interest to establish a new school wherever they see fit. In doing so they are required to undertake a local consultation. Whilst the DfE provide the opportunity for Councils to express their views it is not the Council who are the decision maker, the decision rests with the DfE.

Similarly, when a new school is to be opened under the free school presumption process (instigated by a local authority), whilst the Council is able to recommend to the DfE its preferred provider, the final decision rests with the Regional Schools Commissioner (RSC).

Recent experience suggests that there is a willingness for the DfE and its agencies (the RSC and Education and Skills Funding Agency) to work closely with Councils with regard to free school applications, academy conversions and the re-brokerage of academies where required. It is vital that this continues and the Council will do all it can support this relationship to represent local communities and the local school system in the best interest of outcomes for children and their families.
6 Conclusions

6.1 The position at November 2018: Primary Places
The Kirklees level population trend for Reception age children has been declining since a peak in 2015/16. Based on ONS predictions this decline will continue but at a much slower rate. Over time housing development are likely to reverse this trend. In the next 3 years the majority of primary planning areas are expected to have a broadly static population trend. However, there is a general declining trend in the semi-rural areas of South Kirklees and some modest growth in the Newsome primary planning area.

Following a period of significant growth in the primary age population and the implementation of a number of strategies to address this growth there is **no evidence to suggest any additional primary places are required at this time.**

Housing development will change this position over time and it is therefore vital that an annual review of school place planning continues.

There do however remain risks, as previously reported, that housing development may have a disproportionate impact on basic need demand for places in some semi-rural schools where an alternative school place cannot be offered within a reasonable distance. These risks will remain under constant review in partnership with any affected schools.

There are some mismatches in some primary planning areas between key stage 1 and key stage 2 places which will continue to be reviewed.

There remains capital schemes to complete where permanent expansion of primary places has been agreed and temporary accommodation needs to be normalised into a permanent solution. This includes:

- A new school building to accommodate Brambles Primary Academy
- Re-modelling of the community centre at Birkby Junior School

2017 priorities included the review of basic need for key stage 2 places in Dewsbury West. This has been managed to an extent by the flexible approach taken by some schools to accommodate local families. The situation will remain under review. Another 2017 primary phase priority was to review the basic need options for additional places in North West Kirklees beyond 2019. Again, changes in primary age population mean additional places are not required at this time, but this may change in the future with the impact of housing development. No further action is required at this time.

6.2 Primary Demand 2019/20 to 2021/22 at Planning Area Level
The following charts provide a summary of the key evidence and conclusion referred to in Appendix B and set the priorities for planning future places:

<table>
<thead>
<tr>
<th>PA No.</th>
<th>Planning area name</th>
<th>Trend in no. of children living in this PA per year group towards 2021</th>
<th>Additional capacity required?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Batley</td>
<td>broadly static →</td>
<td>No immediate need for establishing additional places. This will be kept under review in light of potential housing development.</td>
</tr>
<tr>
<td>2</td>
<td>Batley Birstall</td>
<td>broadly static →</td>
<td>No immediate need for establishing additional places. This will be kept under review in light of potential housing development.</td>
</tr>
<tr>
<td>3</td>
<td>Batley East</td>
<td>broadly static →</td>
<td>No immediate need for additional places. However,</td>
</tr>
</tbody>
</table>


<table>
<thead>
<tr>
<th>Area</th>
<th>Trend</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>4 Birkenshaw &amp; Gomersal</td>
<td>broadly static →</td>
<td>No immediate need for additional places. The area will be kept under review in light of potential housing development.</td>
</tr>
<tr>
<td>5 Cleckheaton</td>
<td>broadly static →</td>
<td>No immediate need for additional places. The area will be kept under review in light of potential housing development.</td>
</tr>
<tr>
<td>6 Colne Valley</td>
<td>broadly static →</td>
<td>No immediate need for additional places.</td>
</tr>
<tr>
<td>7 Dewsbury East</td>
<td>broadly static →</td>
<td>No immediate need for additional places. However, longer term it is anticipated that there will be a requirement for additional primary places through additional infrastructure across a larger strategic area that would include Batley East associated with future demand from a strategic housing development.</td>
</tr>
<tr>
<td>8 Dewsbury South</td>
<td>broadly static →</td>
<td>No immediate need for additional places. This will be kept under review in light of the KS1 / KS2 mismatch and future demand from a strategic housing development.</td>
</tr>
<tr>
<td>9 Dewsbury West</td>
<td>broadly static →</td>
<td>No immediate need for additional KS1 places. The area will remain under review to ensure there are sufficient KS2 places. The LA will continue to review the demand for places in the area as there is potential housing growth in the neighbouring planning areas of Dewsbury South and Mirfield that could result in a change to the current trend of pupils who are able to secure places away from the Dewsbury West planning area.</td>
</tr>
<tr>
<td>10 Golcar</td>
<td>broadly static →</td>
<td>No immediate need for additional places.</td>
</tr>
<tr>
<td>11 Heckmondwike</td>
<td>Slight decline ↓</td>
<td>No immediate need for additional places.</td>
</tr>
<tr>
<td>12 Holme Valley</td>
<td>Slight decline ↓</td>
<td>No immediate need for additional places. This will be kept under review in light of potential housing development.</td>
</tr>
<tr>
<td>13 Honley &amp; Meltham</td>
<td>Slight decline ↓</td>
<td>No immediate need for additional places.</td>
</tr>
<tr>
<td>14 Huddersfield North</td>
<td>broadly static →</td>
<td>Additional places have been injected into this area. There is an identified area of large strategic development indicated in the draft Kirklees Local Plan which would have a significant impact on local demand for places in the longer term.</td>
</tr>
<tr>
<td>15 Huddersfield North West</td>
<td>broadly static →</td>
<td>The need for places will be kept under review following the strategic investment in additional places in neighbouring planning areas of Huddersfield North and Huddersfield South West.</td>
</tr>
<tr>
<td>16 Huddersfield South East</td>
<td>broadly static →</td>
<td>No immediate need for additional places.</td>
</tr>
<tr>
<td>17 Huddersfield South West</td>
<td>broadly static →</td>
<td>No immediate need for additional places.</td>
</tr>
<tr>
<td>18 Kirkheaton, Lepton &amp; Grange Moor</td>
<td>broadly static →</td>
<td>No immediate need for additional places.</td>
</tr>
<tr>
<td>19 Liversedge</td>
<td>broadly static →</td>
<td>No immediate need for additional places</td>
</tr>
<tr>
<td>20 Mirfield</td>
<td>broadly static →</td>
<td>No immediate need for additional places.</td>
</tr>
<tr>
<td>21 Newsome</td>
<td>increase ↑</td>
<td>No immediate need for establishing additional places.</td>
</tr>
</tbody>
</table>
6.3 The Position at November 2018: Secondary Places

The year 7 cohorts continue to grow as previous growth in the primary phase works through the system with peaks expected in 2019/20 and 2022/23. Population growth however, is not uniform across the LA with a general increasing trend for secondary places in North Kirklees. In South Kirklees a broadly static trend masks a declining trend in semi-rural areas and an increasing trend in just Huddersfield North and West planning area.

Kirklees had sufficient secondary school places on National Offer Day 2018, with unfilled places in a number of schools, predominantly in the South of Kirklees. There was limited spare capacity in North Kirklees even following a number of own admission authority schools increasing their PAN to normalise established temporary arrangements and other schools admitting over PAN.

The numbers of young people joining the secondary phase at year 7 remains in excess of young people leaving schools at the end of year 11, therefore the total number of pupils in the secondary phase continues to increase.

There remains significant movement at the secondary phase between planning areas and across local authority boundaries. The exercising of parental preference means that on National Offer Day 2018 more than half of the secondary schools are oversubscribed; some with waiting lists in excess of 100. However, the data in Appendix C of this document clearly shows that this reflects the demand for places at popular schools which are drawing pupils from a wide area.

Additional secondary places will be required in North Kirklees for September 2019. This currently estimated to be 30 permanent places and 30 to 60 bulge places. Demand is expected to dip for September 2020 and with the opportunity to review further peaks beyond this period. There are signs of modest future grow in South Kirklees beyond September 2020 and therefore opportunities to keep this under review.

Whilst there are current estimates of additional places needed toward the peaks in 2019/20 and 2022/23 this does not warrant the need for a new secondary school. Expressions of interest to provide sufficient additional places have already been received from existing secondary schools and further engagement with all secondary schools is planned before proceeding to an implementation stage for September 2019/20. Further into the future, the decline experienced in the primary phase since 2015/16 will move into the secondary phase. Housing development is likely to counter this decline to an extent but this is not expected to be the case for at least 5 years. The stability and sustainability of the secondary school sector, at a time of increasing school funding pressures, means it is important that the introduction of additional places is not in excess of the basic need. This position will remain under annual review.

There is evidence of pressure at the point of transition from first schools to middle schools in the Denby Dale, Kirkburton and Shelley secondary school planning area, where a three tier school system operates. Evidence suggests that demand will peak towards 2019/20. Whilst there are signs of a future decline in the local child population this will be countered to an
extent by the impact of housing development which is already underway in the area. A modest increase in the number of middle school places to remove the mismatch between first school and secondary school places would help address this pressure.

### 6.4 Secondary Demand 2019/20 to 2021/22 at planning area Level

The following charts provide a summary of the key evidence and conclusion referred to in Appendix C and set the priorities for planning future places:

<table>
<thead>
<tr>
<th>PA No.</th>
<th>Planning area name</th>
<th>Trend in no. of children living in this PA per year group towards 2021</th>
<th>Additional capacity required?</th>
</tr>
</thead>
<tbody>
<tr>
<td>24</td>
<td>Batley, Birkenshaw, Birstall &amp; Gomersal</td>
<td>increase ↑ (with significant fluctuations)</td>
<td>This planning area will need careful monitoring and review due to the demographic, internal and external migration, patterns of parental preference, cross boundary movement between planning areas and the impact of housing developments. Given the complex pattern of provision across the borough and the pupil distribution trends, a strategic approach is required across the wider North Kirklees area.</td>
</tr>
<tr>
<td>25</td>
<td>Cleckheaton, Heckmondwike, Liversedge &amp; Mirfield</td>
<td>increase ↑</td>
<td>This planning area will need careful monitoring and review as the demographic, internal and external migration, patterns of parental preference, cross boundary movement between planning areas and the impact of housing developments are important factors when considering any basic need requirements. Given the complex pattern of provision across the borough and the pupil distribution trends, a strategic approach is required across the wider North Kirklees area.</td>
</tr>
<tr>
<td>26</td>
<td>Colne Valley</td>
<td>broadly static →</td>
<td>No immediate need for additional places. In the wider area of south Kirklees, engagement with secondary schools has taken place and this will continue to explore a cohesive approach to ensure sufficient secondary school places are available in the future.</td>
</tr>
<tr>
<td>27</td>
<td>Denby Dale, Kirkburton &amp; Shelley</td>
<td>decline ↓</td>
<td>There are pressures in the transition from first schools to the middle school. This is being monitored. There are several sites with planning permission for housing development which could impact on the future demand for school places. Consideration is being given towards a modest increase in the number of middle school places to match the number of places in the first schools.</td>
</tr>
<tr>
<td>28</td>
<td>Dewsbury</td>
<td>Broadly static → (with significant fluctuations)</td>
<td>This planning area will need careful monitoring and review as the demographic, internal and external migration, patterns of parental preference, cross boundary movement between planning areas and the impact of housing developments are important factors when considering any basic need requirements. Given the complex pattern of provision across the borough and the pupil distribution trends, a strategic approach is required across the wider North Kirklees area. There are two strategic development sites in the draft Kirklees Local Plan within this planning area which is likely to generate additional demand for secondary school places.</td>
</tr>
</tbody>
</table>
places in the wider area into the future.

<table>
<thead>
<tr>
<th>Planning Area</th>
<th>Trend</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Holme Valley, Honley &amp; Meltham</td>
<td>decline ↓</td>
<td>No need for additional places needed. Engagement with secondary schools has taken place and this will continue to explore a cohesive approach to ensure sufficient secondary school places are available in the wider South Kirklees area.</td>
</tr>
<tr>
<td>Huddersfield North and West</td>
<td>increase ↑</td>
<td>This planning area will need careful monitoring and review given the rising population forecast, internal and external migration, patterns of parental preference, cross boundary movement between planning areas and the impact of housing developments are important factors. Engagement with secondary schools has taken place and this will continue to explore a cohesive approach to ensure sufficient secondary school places are available in the wider South Kirklees area.</td>
</tr>
<tr>
<td>Huddersfield South &amp; East and Kirkheaton</td>
<td>broadly static →</td>
<td>No need for additional places. There is currently unfilled capacity. Engagement with secondary schools has taken place and this will continue to explore a cohesive approach to ensure sufficient secondary school places are available in the wider South Kirklees area.</td>
</tr>
<tr>
<td>Huddersfield South West</td>
<td>broadly static →</td>
<td>No need for additional places. There is currently unfilled capacity. Engagement with secondary schools has taken place and this will continue to explore a cohesive approach to ensure sufficient secondary school places are available in the wider South Kirklees area.</td>
</tr>
</tbody>
</table>

6.5 Places for children with Special Educational Needs and/or Disability

The High Needs Review Action Plan includes the following:

- Improve provision at Woodley School and College – using £3m of Council core budget allocated by Kirklees Cabinet. A project has been established to take opportunities to improve facilities and where required provide additional places for children and young people with Complex Communication and Interaction needs including Autistic Spectrum Disorder.

- Improve specialist provision at Newsome High School – using a proportion of the £1.3m DfE Specialist Provision Grant* to improve facilities to enable access for children and young people with Physical Impairment and complex medical needs. A project has been established to explore options in more detail.

- Improve specialist provision at Honley High School – using a proportion of the £1.3m DfE Specialist Provision Grant* to improve facilities to enable access for children and young people with Complex Communication and Interaction needs including Autistic Spectrum Disorder. A project has been established to explore options in more detail.

- Improve specialist provision at Ravenshall School – using a proportion of the £1.3m DfE Specialist Provision Grant* to improve facilities to enable access for children and young people with more complex needs. A project will be established in 2019 to explore options in more detail.

- Develop a bid for an Alternative Provision free school – to provide more capacity in the Social Emotional and Mental Health Difficulty continuum of need to meet existing and future demand from children and young people. A special and alternative provision free
school window was opened by the DfE in July 2018 and a Kirklees bid was submitted to the DfE in mid-October 2018, the results of which are expected in early 2019.

- Investigate options including funding sources to improve existing facilities and introduce additional special school places - to provide more capacity in the Social Emotional and Mental Health Difficulty continuum of need to meet existing and future demand from children and young people.

- Further analysis and the investigation of options to provide additional Primary Pupil Referral Unit places.

- Further analysis of the future needs for children and young people with Complex Communication and Interaction needs including Autistic Spectrum Disorder.

- Consideration of additional improvements that may be needed at Royds Hall Community School with the change of focus from Speech and Language and Communication Needs to Complex Communication and Interaction needs.

* the £1.3m DfE Specialist Provision Grant will be distributed to local authorities over a three year period. The improvements listed therefore represent a 3 year plan.

6.6 Other factors
There are always concerns where popular schools fill, late applicants for Reception places and families moving into an area with siblings in different year groups struggle to find a place in their preferred local school. This can be a greater challenge in semi-rural areas where the distance between schools is greater and transport links can be more limited. Introducing additional places does not necessarily resolve these challenges. However, the Council will continue to work flexibly with schools where required in the best interests of children and their families.
7 Summary of priorities

Primary

- Complete capital schemes to ensure permanent solutions for places already introduced to meet historic growth

Secondary

- Continue to work with secondary schools in North Kirklees to introduce additional places from September 2019 (estimated 30 permanent places and 30-60 bulge places)
- Continue to review the basic need and options for additional secondary places working with schools in North Kirklees and South Kirklees
- Work with the middle schools to explore options for a modest expansion of places at the earliest opportunity to match the number of first school places

Children with Special Educational Needs and/or Disability

- Implement the High Needs Review Action Plan as summarised in section 6.5

Cross phase

- Continue to monitor the impact of actual and proposed housing development on the basic need for school places, whilst developing options associated with large strategic development sites proposed in the Local Plan

7.1 Next steps
The challenge is to balance the evidence of basic need for additional places and the timing of this need with the available resources and the options to provide sustainable, high quality places in the right areas.

Using the principles articulated above, Kirklees Council in its strategic role must ensure that there is a response to changes in demand over time and wishes to continue to work in partnership to deliver the growth needed to secure sufficient learning places using a mixed approach of short and longer term value for money strategies;
- Revenue - leased modular accommodation (this has significant revenue implications)
- Capital - strategic investment / basic need / Section 106 to permanently expand buildings (including the use of modular and system build solutions) and where appropriate commissioning new schools
- Promoting the reorganisation of schools, including amalgamating, federating, relocating schools, changing the age range or the range of specialist provision of the school
- reviewing admissions arrangements

Some solutions can be implemented more quickly than others. However, some changes take time to achieve given the commitment to work with schools and the community to identify options, undertake consultations about those options, publish statutory proposals where applicable and secure Schools Adjudicator, Council or Secretary of State approval, then to secure capital resources, plan, design, seek tenders and carry out building works. Therefore, depending on the solution, there can be a significant planning period that has to be included in the forward planning process.
Kirklees Council are committed to working with schools and other partners to explore creative solutions for meeting basic need and, where necessary, instigate open and transparent processes to establish new schools to ensure high quality learning places are in existence in time for when they are required. This involves engagement with maintained schools, Dioceses, multi academy trusts and other groups of schools. Whilst there are differences in decision making responsibilities and processes for different types of schools e.g. own admission authorities, all schools play an important role in supporting the supply of school places, using an approach that is collaborative and avoids competitiveness.

Given the various capital funding routes and processes it is vital that Local Authorities work with the DfE and its agencies the Education and Skills Funding Agency (ESFA) and the Regional Schools Commissioner (RSC).

In line with these principles, engagement has already taken place with Kirklees secondary schools about the need for additional places and a number of schools have expressed an interest in providing additional places. Collated expressions of interest will be shared with all secondary schools before recommendations are made for where additional places will be supported from 2019/20.

A number of other projects are already underway including:

- A new school building to accommodate Brambles Primary Academy
- Re-modelling of the community centre at Birkby Junior School
- Improvements at Woodley School
- Specialist Provision improvements at Newsome High School and Honley High School
- An application to the DfE to provide an Alternative Provision free school

Other projects will be commenced in line with the 2018 priorities identified above using similar principles.
Appendix A: Kirklees Population Data


![Chart A1 Kirklees Population Mid year estimates 2007 to 2017](image)

Source: Office for National Statistics, Population Estimates Unit

Chart A1 above shows that the overall population in Kirklees has grown steadily from 2007 to 2017.

A2  Kirklees Birth Rate 1998-2017

![Chart A2. Live Births 2000 - 2017](image)

Source: Office for National Statistics, Key Population and Vital Statistics

Chart A2 above shows the pattern in births in Kirklees from 2000 to 2017. There is a decline in birth rate from 2011 to 2017.
A3  **Kirklees Total Fertility Rate 2000-2017**

Kirklees data is available up to 2017 as shown in Chart A3 below. The change in fertility rate mirrors the pattern of live births.

Source:  *Office for National Statistics, Key Population and Vital Statistics*

A4  **Gender: School Year Groups by Gender**

*(Pupil census in Jan 2018)*

- Chart A4 above shows that in most year groups (except year 1), males outnumber females.
- The data for males shows more year on year variability than that for females.
The White British population shows a profile increasing from 2773 (Y11) to 3,282 (Y1)
- The Asian Pakistani population shows a profile increasing from 878 in (Y11) to 1,042 in (Y1)
- The underlying trends in the other populations show modest variations in numbers
A6  Free School Meal Entitlement: % of school year groups recorded as meeting the criteria for free school meals
(Pupil census 2018)

- Chart A6 shows that the percentage of year groups recorded as meeting the Free School Meal criteria. Since the introduction of universal free school meals for children in key stage 1 the incentive for parents to apply for free school meals has reduced. This is a significant factor in the lower percentage shown above in R, year 1 and year 2.

A7  Socio-economic Disadvantage: Index of Multiple Deprivation (IMD)
IMD Profile of school year groups by pupil numbers
(Pupil census 2018)
A8  IMD Profile of school year groups by year group percentage  
(Pupil census 2018)

A9  Socio-economic Disadvantage: Income Deprivation Affecting Children Index  
(IDACI) of school year groups  
(Pupil census 2018)
Index of Multiple Deprivation (IMD) calculations show Kirklees to be less deprived in the 2015 release compared to 2010, relative to other local authorities in England. This relative change does not necessarily mean that actual levels of deprivation have improved. More than a quarter of the Kirklees population still live in areas of high deprivation (within the most deprived quintile across the country). Deprivation follows the national pattern of being primarily concentrated in urban areas.