



Bridgend Replacement Local Development Plan 2018-2033



Background Paper 21: Education Capacity

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BRIDGEND REPLACEMENT LOCAL DEVELOPMENT PLAN (LDP) 2018-2033

BACKGROUND PAPER 21: EDUCATION CAPACITY

1. Purpose of the Report

- 1.1 The purpose of this Paper is to assess existing and projected education capacity in the context of the Replacement LDP's development proposals. The Paper firstly identifies existing education capacity issues along with capital funding sources available to the Local Education Authority. The Paper then considers the impact of the Replacement LDP's proposed residential allocations in terms of future pupil generation. A capacity analysis is undertaken to identify the collective impact that new housing allocations will have upon their identified school catchment areas. Finally, a range of mitigation options are identified to enable effective future planning and ensure the level of pupils generated can be accommodated over the Replacement LDP period and beyond.

2. Introduction

- 2.1 Edition 11 of Planning Policy Wales (PPW) highlights the importance of Local Planning Authorities developing a strategic and long-term approach to the provision of community facilities (including schools) when preparing Development Plans. Community facilities should continue to address the requirements of residents in the area and can contribute to a sense of place. This is important to the health, well-being and amenity of local communities and their existence is often key to creating viable and sustainable places. The Council also has a duty to ensure that good quality educational facilities are available to enable the children of the County Borough to learn, thrive and prosper.
- 2.2. As detailed in the Strategic Growth Options Background Paper, the Replacement LDP is based on a balanced and sustainable level of growth that will facilitate the continued transformation of the County Borough into a network of safe, healthy and inclusive communities that connect more widely with the region. The housing requirement of 7,575 dwellings will be delivered over the 15-year LDP period from 2018 to 2033. Delivery of this trajectory will lead to more established households (particularly around the 35-44 age group) both remaining within and moving into the County Borough, coupled with less outward migration across other economically active age groups. This will encourage a more youthful, skilled population base to counter-balance the ageing population, resulting in an overall population increase of 9.4% or 13,681 people over the plan period.
- 2.3 The Replacement LDP sets out a clear spatial strategy to help realise the regeneration aspirations and priorities of the Council, whilst balancing the need

to deliver future housing requirements up to 2033. The Strategy prioritises the development of land within or on the periphery of sustainable urban areas and continues to focus on the delivery of the brownfield regeneration allocations identified in the existing LDP. Hence, Porthcawl, Maesteg and the Llynfi Valley are still denoted as regeneration priorities through their designation as Regeneration Growth Areas. However, there are limited further brownfield regeneration opportunities remaining. Therefore, the Replacement LDP also apportions sustainable growth towards Sustainable Growth Areas, which comprise settlements that already benefit from significant services, facilities and employment opportunities and are most conducive to enabling transit orientated development. These include the Main Settlements of Bridgend and Pencoed along with the grouped Main Settlement of Pyle, Kenfig Hill and North Cornelly. The Strategy seeks to ensure new development can come forward with all necessary supporting infrastructure.

- 2.4 Education provision has been considered from the outset of the Replacement LDP's preparation. Existing educational facilities will inevitably be placed under pressure to accommodate the additional pupils that will be generated through planned housing developments. Therefore, the Local Planning and Education Authorities need to ensure sufficient provision is available to cater for learning needs and that necessary steps are taken to avoid facilities being detrimentally affected by the proposed developments. This consideration has informed selection of the proposed allocations as detailed within the Candidate Site Assessment. All new proposed strategic sites are significant enough in scale to support provision of a new primary school as a minimum and all other housing allocations will be expected to deliver improvements to existing infrastructure and/or provide new supporting infrastructure to render them acceptable in planning terms. This is key in fostering sustainable communities that will incorporate a mix of complementary uses.

3. Existing LDP and School Place Planning

- 3.1 The existing adopted LDP covered the period from 2006 to 2021. In total, 6,770 dwellings were delivered within this 15-year plan period.
- 3.2 Welsh Government's (WG) guidance 'Measuring of Capacity of Schools in Wales' was adopted in 2011 (Circular No:021/2011). Tables 1 and 2 depict school capacity, pupils' numbers and unfilled places in January 2011 and January 2021 and serves as a comparator.

Table 1: Primary

	2011	2021	Comparison
Number of Roll (NOR) – excluding nursery and learners with Additional Learning Needs (ALN)	10,206	11,595	1,389
Schools Capacity – excluding nursery and learners with ALN	12,061	12,802	741
Unfilled Places	1,855	1,207	648

Table 2: Secondary

	2011	2021	Comparison
Number on Roll (NOR) - excluding Additional Learning Needs learners	9,738	9,414	324
School Capacity - excluding teaching spaces used for ALN learners	11,823	11,495	328
Unfilled Places	2,085	2,081	4

- 3.3 Pre-2015, local authorities received an annual formula funded capital allocation from Welsh Government to invest in their priorities for the school estate. At this time the amounts received by local authorities were insufficient to enable strategic decisions and investment relating to the school estate.
- 3.4 However, 21st Century School funding was introduced in 2014 (now the Sustainable Communities for Learning Programme), with a different level of capital investment that could be programmed beyond a one to two year period. This step change provided local authorities with an appropriate platform to consider and implement both large scale and strategic investment in their school portfolios.
- 3.5 School data in January 2022 across the primary and secondary network, is set out below. The Welsh Government target for unfilled places should be no more than 10%.

Table 3: Primary and Secondary School Data

January 2022 stats	Primary	Secondary
Number of Roll (NOR)*	11,384	9,476
School Capacity	12,802	11,495
Unfilled places	1,580	2,019
% of unfilled places	11.22%	17.56%

*excluding nursery, special schools and learners with ALN

3.6 The tables reflect the overall County Borough-wide situation in relation to unfilled places. There are a number of areas within the locality where there is pressure for pupil places in individual schools. The document “Measuring the Capacity of Schools in Wales” (MCSW) provides guidance on how to measure the capacity in Welsh local authority schools. For primary schools, the capacity is calculated on the size of rooms designated as ‘classbases’. For secondary schools the capacity is similarly based on the size of teaching spaces but all types of room which can be used for teaching or study are included. The formula then applies a utilisation factor (which varies with the age range of the school). This reflects the fact that not all rooms in secondary schools can be fully used at all times due to the variety of subjects taught and the different sizes of teaching groups, especially in the sixth form.

4. Pupil Projections

4.1 Table 4 overleaf shows historic pupil numbers from 2017, and a projected forecast of pupil places based on historic trends, to 2027. These projections indicate over that over the next five years pupil numbers within primary school age range are likely to increase by up to 961, and the projected trend at secondary level is predicted to be relatively static.

4.2 Forecasts are produced annually and use live birth data provided by the health authority and historical patterns of admission to predict future numbers on roll. Pupil numbers likely to be generated from housing developments, which would be calculated using the Education Facilities and Residential Development Supplementary Planning Guidance (SPG) formula, are not included. This is due to the number of variables involved (including timescales for development and occupation, precise dwelling mix, household composition, eligibility for inclusion in the Education Facilities and Residential Development SPG formula and parental preference).

4.3 Inevitably, pupil populations at schools and areas throughout the County Borough can fluctuate over time, meaning that schools under pressure for places in the short term, may not be in the longer term. The reverse is also true. There can be mismatches between local school capacities and pupil demand, meaning places may not necessarily be available where demand is highest.

4.4 Pupil forecasts are regularly carried out to assess demand for places. Forecasts are projected for a 5-year maximum due to volatility in pupil numbers, which would otherwise impact on accuracy. The latest forecast is shown in Table 4.

Table 4: Overall pupil population January 2017 – January 2027

Date	Actual					Latest			Forecast		
	Jan-17	Jan-18	Jan-19	Jan-20	Jan-21	Jan-22	Jan-23	Jan-24	Jan-25	Jan-26	Jan-27
Primary NoR (exc nursery and ALN)	11,328	11,464	11,436	11,351	11,595	11,172	11,582	11,842	11,944	12,159	12,345
Secondary NoR (exc ALN)	9,168	9,006	9,145	9,221	9,414	9,463	9,624	9,650	9,687	9,578	9,492
Total NoR (exc ALN)	20,496	20,470	20,581	20,572	21,009	20,635	21,206	21,492	21,631	21,737	21,837

Primary Sector

Date	Actual					Latest			Forecast		
	Jan-17	Jan-18	Jan-19	Jan-20	Jan-21	Jan-22	Jan-23	Jan-24	Jan-25	Jan-26	Jan-27
Primary Schools	48	48	48	48	48	48	48	48	49*	50**	50**
Primary Capacity	11,974	12,054	12,621	12,725	12,802	12,802	12,802	12,802	13,302	13,651	13,651
Primary NoR	11,328	11,464	11,436	11,351	11,595	11,172	11,582	11,842	11,944	12,159	12,345
Total Surplus	646	590	1,185	1,374	1,207	1,630	1,220	960	1,358	1,492	1,306
Total Surplus %	5	5	9	11	9	12	10	7	10	11	10

*includes proposed Welsh-medium seedling school

**option appraisal – an additional school may be provided

Secondary Sector

Date	Actual					Latest			Forecast		
	Jan-17	Jan-18	Jan-19	Jan-20	Jan-21	Jan-22	Jan-23	Jan-24	Jan-25	Jan-26	Jan-27
Secondary Schools	9	9	9	9	9	9	9	9	9	9	9
Secondary Capacity	11,528	11,634	11,525	11,481	11,495	11,495	11,495	11,495	11,495	11,495	11,495
Secondary NoR	9,168	9,006	9,145	9,221	9,414	9,463	9,624	9,650	9,687	9,578	9,492
Total Surplus	2,360	2,628	2,380	2,260	2,081	2,032	1,871	1,845	1,808	1,917	2,003
Total Surplus %	20	23	21	20	18	17	16	16	16	17	17

4.5 It should be noted that:

- Pupil numbers and school capacities quoted are a snapshot based on January 2022 data.
- The report assumes that pupils generated by proposed development will arrive simultaneously, however development is usually phased.
- The analysis cannot and does not take parental preference through the admissions framework into account. The Council cannot direct pupils to a particular school or does not know parental preferences prior to their application. By Law arrangements must be made to enable parents to express and preference for a school they wish their child/children to attend. All pupils will be admitted if the Published Admission Number has not been reached, which means parents may be able to access a place in a school of their choice, even if that school is not the school nearest to their home. The Published Admission Number for each school relates to the number of children that can be admitted to each year group during the school year, calculated using the capacity method in the Welsh Government's "Measuring the Capacity of Schools in Wales" guidance document.
- The figures do not consider pupil movement (churn) within the area, they assume the worst-case scenario for the nearest local school.
- The analysis assumes that the projected pupil yield from proposed new housing developments will access their nearest school as per the Education Facilities and Residential Development SPG. However, in areas where a denominational or Welsh-medium school is noted as the nearest to the proposed development, the reality is that percentage of pupils/parents may choose another school.
- Short term demands for pupil places can be considered and met through the provision of mobile classrooms in order to assess the sustained local demand for pupil places before capital investment is considered and implemented.

5. Funding Sources

5.1 Several funding sources are available for the Local Authority to invest capital in schools:

- WG Sustainable Learning for Communities Programme – (part-funded by WG and local authorities with agreed intervention rates);
- The Council Capital programme (funded by the Council). The Council's Medium Term Financial Strategy (MTFS) has been agreed to 2021-2022 – 2024-2025; and
- Section 106 construction contributions from developers (which may contribute, rather than fully fund school projects).

5.2 The Local Authority will seek to secure S106 contributions where appropriate, to support the provision of school accommodation requirements, where the number of pupils generated from the development takes the school to within 10% of the capacity as outlined in the Education Facilities and Residential Development SPG. There could be instances where the number of pupils generated from the development do not take the nearest school affected to within 10% of the school capacity. S106 contributions will not be sought in these instances as the development would not meet the trigger identified in the Education Facilities and Residential Development SPG.

5.3 Band A of Welsh Government's 21st Century Schools and Colleges Programme of investment ran from 2015 to 2018/2019, with Bridgend County Borough Council completing all of its planned projects within this timeline.

5.4 In 2017, the Council's Strategic Outline Programme for Band B was submitted to WG and the funding envelope received 'approval in principle'. The local authority is progressing this programme and will deliver all planned provision by September 2025.

5.5 Finances beyond the aforementioned dates are not guaranteed. However, the Council will work towards an assumption of the continuation of WG's Sustainable Communities for Learning Programme and that the national investment strategy will continue.

6. Strategic and Non-Strategic Housing Allocations

6.1 The tables below indicate the sites proposed for allocation within the Replacement LDP and the total number of pupils generated by each developed based on the Education Facilities and Residential Development SPG formula. Whilst the majority of sites are expected to come forward during the plan period, some will be phased beyond 2033 (refer to the Housing Trajectory and Housing Trajectory Background Paper). In total, 4,652 dwellings on allocated sites are expected to be delivered during the LDP period and a further 1,373 dwellings on allocated sites are expected to come outside of the Replacement LDP period. Windfall sites are not included in the tables below as they are less predictable by their very nature, although the pupils generated from future windfall sites are expected to be smaller in scale and less concentrated in distribution. Windfall sites will be expected to provide appropriate S106 contributions in accordance with the Education Facilities and Residential Development SPG.

6.2 The nearest primary and secondary schools to each proposed allocation have been identified in the respective tables, along with the potential number of pupils that could be generated as a result of the developments. Based on SPG formula, the allocated sites generate 3,133 additional pupils in total, which would impact upon school places across the County Borough. However, it is important to understand the spatial impacts for education provision in this respect. A high-level capacity analysis has been undertaken to identify the collective impact that new housing allocations will have upon their identified school catchment area, along with proposed actions and solutions to mitigate any resulting pressures. **All capacity information contained within this Paper is a snapshot at a point in time, updated to reflect the position as of January 2022. School capacities will fluctuate and may be subject to change by the time respective planning applications come forward.**

Table 5: Pyle, Kenfig and North Cornelly Sustainable Growth Area, Cynffig Comprehensive Catchment Area

Type	Site	Number of dwellings	School	School Capacity	School Capacity adjusted*	NOR**	Surplus /Deficit	No. of (main) places generated by development	No. of (ALN) places generated by development	Shortfall in Places (generated by development)
Nursery	Land East of Pyle	2003	New Schools On-Site	0	0	0	0	94		94
Primary	Land East of Pyle	2003	New Schools On-Site	0	0	0	0	615	9	624
Secondary	Land East of Pyle	2003	Cynffig Comprehensive, Pyle (Secondary Provision)	903	813	710	103	373	5	275
Post 16	Land East of Pyle	2003	Cynffig Comprehensive, Pyle (Post 16 Provision)	124	112	79	33	75		42

* Capacity adjusted includes 10% reduction to account for any natural increase in pupil numbers

**Number on Roll

6.3 Action/Mitigation

- **Nursery/Primary** – Land East of Pyle will provide primary school provision on-site to accommodate the nursery and primary requirements generated by the development.
- **Secondary/Post 16** – The existing surplus at Cynffig Comprehensive School is currently capable of accommodating a third of the pupils generated by the development, although investment may be needed to deliver the curriculum for secondary and post-16 learners. However, only half of the Land East of Pyle site is expected to be delivered within the Replacement LDP Period (by 2033) and so provision will be planned for incrementally. In the medium term, s106 contributions could be utilised to reconfigure existing rooms and/or an extension could be completed to accommodate additional pupils. This medium-term reconfiguration will ensure the pupils generated by the development can be accommodated within the plan period. In the longer term, a more holistic area review will be conducted to identify scope for new education provision within the settlement.

Table 6: Bridgend Sustainable Growth Area, Bryntirion Comprehensive Catchment Area

Type	Site	Number of dwellings	School	School Capacity	School Capacity adjusted*	NOR	Surplus /Deficit	No. of (main) places generated by development	No. of (ALN) places generated by development	Shortfall in Places (generated by development)
Nursery	Land West of Bridgend	850	New School Required	0	0	0	0	38		38
Primary	Land West of Bridgend	850	New School Required	0	0	0	0	251	3	254
Secondary	Land West of Bridgend	850	Bryntirion Comprehensive	1000	900	1037	-137	152	2	154
Post 16	Land West of Bridgend	850	Bryntirion Comprehensive	208	188	206	-18	30		30

6.4 **Action/Mitigation**

- **Nursery/Primary** – Land West of Bridgend will provide new provision on-site to meet the nursery and primary places generated by the development.
- **Secondary/Post 16** – Bryntirion Comprehensive School is already over capacity. An area review is already underway to consider a range of solutions to resolve extant capacity issues. This review will also consider how the additional pupils by Land West of Bridgend will be accommodated.

Table 7: Bridgend Sustainable Growth Area, Brynteg Comprehensive Catchment Area

Type	Site	Number of dwellings	School	School Capacity	School Capacity adjusted*	NOR	Surplus /Deficit	No. of (main) places generated by development	No. of (ALN) places generated by development	Shortfall in Places (generated by development)
Nursery	Land South of Bridgend	788	New School Required	0	0	0	0	33		33
Nursery	Craig y Parcau	108	New School Required	0	0	0	0	4		4
Primary	Land South of Bridgend	788	New School Required	0	0	0	0	223	3	226
Primary	Craig y Parcau	108	New School Required	0	0	0	0	31	0	31
Secondary	Land South of Bridgend	788	Brynteg School	1770	1593	1224	369	134	2	0
Secondary	Craig y Parcau	108		1770	1593	1224	369	18	0	
Post 16	Land South of Bridgend	788	Brynteg School	238	215	327	-112	27		30
Post 16	Craig y Parcau	108		238	215	327	-112	3		

6.5 **Action/Mitigation**

- **Nursery/Primary** – New provision on-site at Land South of Bridgend will accommodate the nursery and primary places generated by both Land South of Bridgend and Craig y Parcau. However, there could be a lag between Craig y Parcau being completed and the school at Land South of Bridgend being delivered. As an interim measure, it is expected that the pupils will be distributed throughout a range of local schools. The local Maes yr Haul Primary School currently has a capacity of 508 (for pupils aged 4-11), 515 pupils on the roll as of January 2022, and therefore could not accommodate the pupils generated from Craig y Parcau. However, a short-term measure would be required (for example, a mobile classroom) as all pupils would ultimately be accommodated within the new school at Land South of Bridgend.

- **Secondary/Post 16** –Sufficient capacity exists at Brynteg School to accommodate the pupils generated by the developments. However, investment may be needed to deliver the curriculum for secondary and post-16 learners.

Table 8: Pencoed Sustainable Growth Area, Pencoed Comprehensive Catchment Area

Type	Site	Number of dwellings	School	School Capacity	School Capacity adjusted*	NOR	Surplus /Deficit	No. of (main) places generated by development	No. of (ALN) places generated by development	Shortfall in Places (generated by development)
Nursery	Land East of Pencoed	803	New School Required	0	0	0	0	35		35
Primary	Land East of Pencoed	803	New School Required	0	0	0	0	228	3	231
Secondary	Land East of Pencoed	803	Pencoed Comprehensive School	925	833	724	109	138	2	31
Post 16	Land East of Pencoed	803	Pencoed Comprehensive School	190	171	153	18	28		10

6.6 Action/Mitigation

- **Nursery/Primary** – New provision on-site at Land East of Pencoed will accommodate the nursery and primary places generated by the development.
- **Secondary/Post 16** – Existing capacity at Pencoed Comprehensive School can largely offset the number of secondary and post-16 pupils generated from the development. However, investment may be needed to deliver the curriculum for secondary and post-16 learners. An area review is being undertaken at present to consider future provision.

Table 9: Porthcawl Regeneration Growth Area, Porthcawl Comprehensive Catchment Area

Type	Site	Number of dwellings	School	School Capacity	School Capacity adjusted*	NOR	Surplus /Deficit	No. of (main) places generated by development	No. of (ALN) places generated by development	Shortfall in Places (generated by development)
Nursery	Porthcawl Waterfront	1100	New Provision	0	0	0	0	32		32
Primary	Porthcawl Waterfront	1100	New Provision	0	0	0	0	204	3	207
Secondary	Porthcawl Waterfront	1100	Porthcawl Comprehensive	1321	1189	983	206	124	1	0
Post 16	Porthcawl Waterfront	1100	Porthcawl Comprehensive	308	289	246	32	25		0

6.7 Action/Mitigation

- **Nursery/Primary** – New provision on-site at Porthcawl Waterfront will accommodate the nursery and primary places generated by the development.
- **Secondary/Post 16** – More than sufficient capacity exists at Porthcawl Comprehensive School to accommodate secondary and post-16 places generated by the development. However, investment may be needed to deliver the curriculum.

Table 10: Maesteg and Llynfi Valley Regeneration Growth Area, Maesteg Comprehensive Catchment Area

Type	Site	Number of dwellings	School	School Capacity	School Capacity adjusted*	NOR	Surplus/ Deficit	No. of (main) places generated by development	No. of (ALN) places generated by development	Shortfall in Places (generated by development)
Nursery	Land SE Pont Rhyd-y-cyff	140	Llangynwyd Primary (Nursery Provision)	13	12	6	6	6		8
Nursery	Land S Pont Rhyd-y-cyff	102						3		
Nursery	Land W Pont Rhyd-y-cyff	130						5		
Primary	Land SE Pont Rhyd-y-cyff	140	Llangynwyd Primary (Primary Provision)	100	90	97	-7	41	0	100
Primary	Land S Pont Rhyd-y-cyff	102						21	0	
Primary	Land W Pont Rhyd-y-cyff	130						38	0	
Secondary	Land SE Pont Rhyd-y-cyff	140	Maesteg School (Secondary Provision)	1143	1029	905	124	25	0	0
Secondary	Land S Pont Rhyd-y-cyff	102						12	0	
Secondary	Land W Pont Rhyd-y-cyff	130						23	0	
Post 16	Land SE Pont Rhyd-y-Cyff	140	Maesteg School (Post 16 Provision)	190	171	158	13	5		0
Post 16	Land S Pont Rhyd-y-Cyff	102						2		
Post 16	Land W Pont Rhyd-y-Cyff	130						4		

6.8 Action/Mitigation

- **Nursery/Primary** – Llangynwyd Primary School is already just over capacity, although scope exists for mobile classroom provision in the short-term pending an area review. This would ensure the developments are able to come forward while more holistic new provision is considered for the whole area.
- **Secondary/Post 16** – Sufficient capacity exists at Maesteg School to accommodate secondary and post-16 learners generated by the development. However, investment may be needed to deliver the curriculum.

6.9 It should be noted that all sites have been subject to specific financial viability testing to demonstrate they can fund appropriate contributions in accordance with the Council’s Educational Facilities and Residential Development Supplementary Planning Guidance (SPG) document.

8. Conclusion

- 8.1 This Paper has detailed how the Replacement LDP has considered the collective and long-term impact of new housing allocations on the capacity of education facilities (including nursery, primary, secondary and post-16) across the County Borough. The Paper firstly identified existing education capacity issues before identifying the impact of new housing allocations upon existing capacity levels. As a result of this anticipated increased pupil yield, the Paper has identified a number of actions and solutions in order to mitigate such pressures. This will ensure that the necessary steps are taken to avoid facilities being detrimentally affected and that adequate provision is available to cater for the learning needs of the children and young people of Bridgend over the plan period.