

SCHOOL PLACES PLANNING 2013-2022

Cabinet Member(s)	Councillor David Simmonds
Cabinet Portfolio(s)	Education and Children's Services
Officer Contact(s)	Julien Kramer, Residents Services Dan Kennedy, Administration Directorate
Papers with report	Appendix 1 – Additional primary school place requirements

HEADLINE INFORMATION

Summary	The local authority has a statutory responsibility to secure sufficient early years and school places for children resident in Hillingdon. The demand for primary school places in Hillingdon has been rising for the last five years and is forecast to continue to grow. This is in line with national and London-wide predictions. The report recommends establishing a ten-year places plan for all early years and school age groups. Cabinet is asked to agree in principle to the outline approach to the ten-year plan and agree to receive detailed proposals for meeting the need for additional primary school places in those areas with rising demand within the Borough. The implications of rising pupil numbers at secondary school, special educational needs and post-16 education and training will be reported to future meetings of the Cabinet.
Contribution to our plans and strategies	Effective early years and school places planning is a key element of the Council-led Children's Pathway Programme to put 'families first' in Hillingdon.
Financial Cost	There are no direct costs arising from the recommendations of this report. However, there are significant potential resource implications arising from the analysis of the increase in school places requirement.
Relevant Policy Overview Committee	Education and Children's Services
Ward(s) affected	All wards in Hillingdon

2. RECOMMENDATIONS

That the Cabinet:

- 1. Approves the proposed outline approach for a practical, targeted plan which will ensure sufficient early years and school places across all age groups for children and young people in Hillingdon.**
- 2. Approves within the school places plan the development of detailed proposals for specific localities in Hillingdon to meet the need for additional primary school places.**
- 3. Notes that the development of detailed proposals for secondary school places, special educational needs places and arrangements for young people aged 16 years and older will be presented for consideration at future Cabinet meetings.**

Reasons for recommendation

As part of the strategic education function of the local authority, Hillingdon Council has a statutory responsibility to secure sufficient early years and school places to meet the needs of children resident in the Borough. The demand for primary school places in Hillingdon has been rising for the last five years and is forecast to continue to grow. This is in line with national and London-wide predictions for school places. Given the rising demand for school places there is therefore an opportunity to make use of all education resources and partner resources available in Hillingdon by establishing a school places plan over the next ten years for all age groups and educational needs.

Alternative options considered / risk management

A ten-year school places plan for children and young people will position the local authority to continue to successfully meet its statutory duty working with provider partners and those who have an interest in education to secure sufficient and high quality early years and school places for children resident in Hillingdon.

Policy Overview Committee comments

None at this stage.

3. INFORMATION

Supporting Information

3.1 The Hillingdon early years and school places plan is proposed to cover all age ranges and education needs for children and young people. This approach ensures effective planning and commissioning of education services by making best use of existing resources to meet forecast needs in flexible and creative ways. The report focuses initially on primary school places as an area of rising demand and provides an update on other aspects of the plan. This report is structured by the following key elements of the places plan.

- Early years settings
- Primary school places

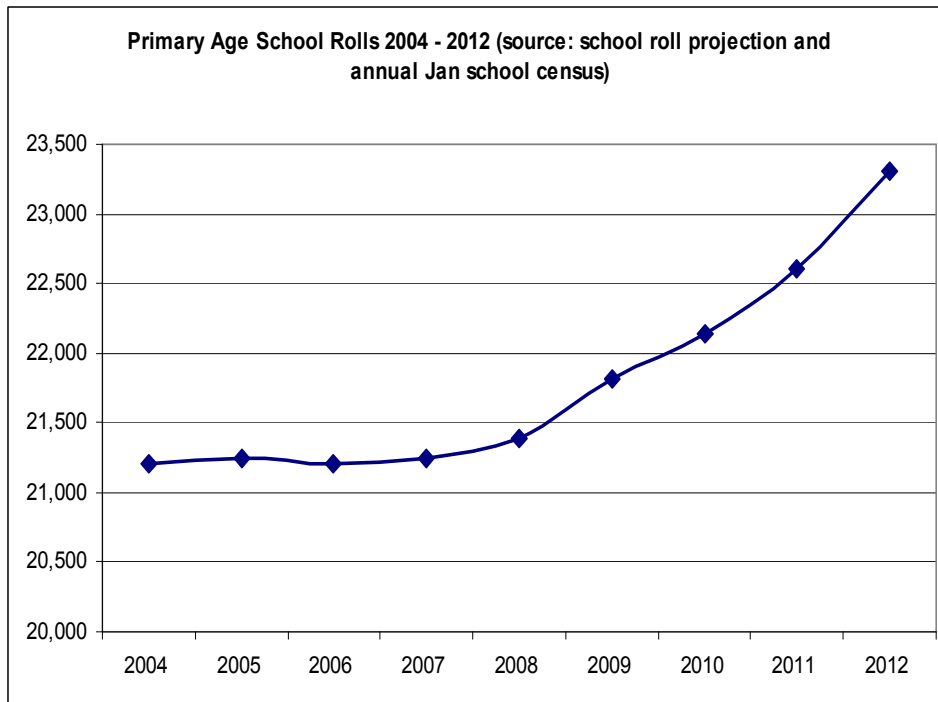
- Secondary school places
- Post 16 year-old education and training
- Special educational needs

A. Early Years Settings

3.2 The local authority has a statutory responsibility to secure sufficient places for children in early years settings. In summary, this covers children aged 2 years of age who are vulnerable as well as children aged 3 or 4 years old. The provision of good quality services in an early years setting is a key strand of the Council's Children's Pathway Programme to support children and families to be self-sufficient and independent at an early stage. This can prevent families from needing higher levels of intervention from statutory services. Work is underway as part of the Council-led Children's Pathway Programme to develop options for the re-design of early years support for families integral to putting 'families first' in the Borough. Subject to the Leader's approval, officers will present a report to Cabinet in April 2013 setting out options for further developing the provision for early years services in Hillingdon in light of changing requirements and the rising number of families in the Borough.

B. Primary School Places

- 3.3 At a national level, the Department for Education is forecasting a sustained, increasing demand for primary school places (an 18% increase by 2020). In London, the need for primary school places is forecast to rise at a faster rate, with an 18% increase in primary school places expected between 2010 and 2015.
- 3.4 As set out in the graph below, the number of primary pupils in a school place has been rising steadily since 2007 in Hillingdon. In the period 2007 to 2012, the number of primary pupils in Hillingdon schools has increased by 10%, equating to approximately 2,000 additional pupils. The London Borough of Hillingdon in partnership with schools in Hillingdon and other partners have worked closely together to successfully meet the rising need for primary places in the last five years. This has largely been achieved through the expansion of existing schools to secure high quality education facilities.



- 3.5 The local authority forecasts future demand for primary places in Hillingdon using local population data issued by the Greater London Authority (GLA) and the Office for National Statistics. The GLA uses a well established approach to predict pupil numbers which many boroughs in London use to plan for and commission school places.
- 3.6 Based on current projections using GLA data and local housing data, the number of primary pupils requiring a school place in Hillingdon is forecast to continue to rise between 2013 and 2022 attributable to an increasing birth rate, inward migration and reduced outward migration from the Borough. The demand for primary school places in any locality will naturally change throughout the course of a year due to families moving in or out of the Borough or due to changes in new house building completions. The forecast demand for primary pupil places is therefore kept under close review during the year using local information about the completion of new housing developments, monitoring of applications for a new school place, the total number of pupils in a school place at any one time as well as changes in local birth rates and in-migration. This ensures that school places planning is sensitive to changing local demands and the local authority and partners can accelerate the build programme to meet need in a timely manner if this is required.
- 3.7 The rising future demand for primary school places in Hillingdon is forecast to concentrate in localised areas, particularly in the south of the Borough. To assist with primary school places planning, each local authority designates school places planning areas and forecasts demand against available school places in these local areas.
- 3.8 The following table presents those school places planning areas which are a priority for increasing the provision of primary school places over and above that already on track to be delivered through the existing school places programme or through the provision of new schools already expected.
- 3.9 The increased need for school places has been expressed in 'forms of entry' in the table below. A form of entry represents an additional seven year groups at a primary school. Each additional year group will provide places for up to 30 additional pupils. Therefore an

additional form of entry at a primary school equates to an additional 210 pupil places in total across all seven year groups. Appendix 1 provides additional information.

Table 1 – Summary of additional primary school places required in Hillingdon

School Places Planning Area	Additional Need for Primary School Places	Comment
<u>Area 3</u> – North Ruislip Area	<ul style="list-style-type: none"> 1 additional form of entry required by Sept 2016 	
<u>Area 6</u> – Uxbridge Area	<ul style="list-style-type: none"> 3 additional forms of entry required on the RAF Uxbridge site 	A new school will be located on the RAF Uxbridge development to meet forecast need.
<u>Area 8</u> – Hayes Park/Charville Area	<ul style="list-style-type: none"> 1 additional form of entry required by Sept 2016 	A new free school is proposed for this area and, subject to being established, could meet the need in this area in the medium-term.
<u>Area 10</u> – Yiewsley Area	<ul style="list-style-type: none"> 1 additional form of entry required by Sept 2015 	
<u>Area 11</u> – Hayes Wood End Area	<ul style="list-style-type: none"> 4 additional forms of entry required between Sept 2013 and Sept 2017 	<p>This level of need potentially equates to a new school.</p> <p>A new primary school (Lake Farm) is proposed in this area. Subject to approval, the new proposed school would meet the additional forecast demand for primary school places in the medium-term. Bulge year groups are proposed at existing schools to meet the need for Sept 2013. An additional new free faith school is proposed in this area but may not fully meet the need for local pupil places.</p>
<u>Area 12</u> – Hayes Cranford / Harlington Area	<ul style="list-style-type: none"> 2 additional forms of entry required between Sept 2013 Sept 2015 	<p>This level of need potentially equates to a new school.</p> <p>Bulge year groups proposed at</p>

School Places Planning Area	Additional Need for Primary School Places	Comment
		existing schools to meet the need for Sept 2013.
<u>Area 14</u> – West Drayton Area	<ul style="list-style-type: none"> 3 additional forms of entry required between Sept 2014 and Sept 2019 	This level of need potentially equates to a new school.

3.10 The sustained increase in primary and secondary school pupil numbers predicted over the next ten years in Hillingdon requires a joined-up approach across a range of partners to ensure that education resources and other resources are used to best effect to creatively find solutions which continue to deliver high quality education provision for children resident in Hillingdon. Over the last five years the rising demand for primary pupil places has been successfully met by the Council and education partners by making better use of existing school assets and expanding existing primary schools. The Council has an ambitious £149.7m capital programme for education provision.

3.11 The ability to expand existing primary school sites in the Borough in the future is becoming less of an option available to the Council and partners as some school sites in those areas of highest demand are physically constrained or have an optimal number of pupils for the facilities on site. Some existing primary schools are not suitable for further expansion. To meet the future demand for primary school places there is the option to consider new additional primary schools in Hillingdon in those localities where it is predicted there will be demand for primary places over and above that being met by the existing school places expansion programme.

3.12 To ensure sufficient provision of primary school places across Hillingdon, Cabinet are asked to agree that officers work with schools and other partners as needed to develop detailed proposals for the localities set out above and to present these back to Cabinet in April 2013 for consideration. In developing the proposals Cabinet are also asked to agree in principle that officers consider the following options in the table below when preparing detailed proposals for how the forecast need for additional primary school places will be met in a sustained way. The proposals will be developed with a focus on continuing to maintain good quality education provision in Hillingdon and to provide school places as close as possible to the homes of children resident in the Borough to minimise the need for travel between home and school.

Table 2 – Options for meeting demand for additional primary school places

Option	Why should this option be considered?
1. New 'free' schools	<p>An option available to the local authority is to work in partnership with education partners to establish new 'free' schools based in purpose built, good quality education accommodation:</p> <ul style="list-style-type: none"> the local authority would be the leading strategic partner in developing new free schools to influence the location of new school places to meet local demand and secure good quality accommodation and education facilities. the cost of developing new 'free' schools could attract additional funding from the DfE and attract sponsorship from private sector businesses.

Option	Why should this option be considered?
	<ul style="list-style-type: none"> new primary schools could either be based on new school sites or be based on an existing education setting such as a secondary school site (known as a 'through' school). <p>In terms of mitigating any risks from this approach, the local authority is the key strategic partner in Hillingdon to influence that the development and provision of free schools locate in areas of greatest need, new schools are aligned to the needs of children and families in Hillingdon and they utilise suitable, good quality accommodation for Hillingdon's pupils.</p>
2. Expansion of existing primary schools	For some specific school sites there remains the option to expand the school on either a temporary or permanent basis to meet rising local pupil numbers.
3. Building in a 'buffer' for school places	The latest pupil headcount in Hillingdon (the October 2012 pupil Census) indicates that most year groups in primary schools in those areas of greatest demand are full or close to being full. The ability to absorb natural minor fluctuations in primary school pupil numbers is therefore limited in some primary schools. Planning for a modest unused number of pupil places when initially commissioning additional school places will allow the local authority and partners a degree of resilience and capacity in school places planning in the medium-term to ensure the provision of education services in Hillingdon.

C. Secondary School Places

3.13 At a national level the Department of Education is predicting an increase in the number of secondary pupils from 2015 onwards. In Hillingdon the number of pupils attending a secondary school has been rising gradually over recent years and is predicted to continue to rise as primary school pupils move up into secondary school age year groups.

3.14 In line with many other London boroughs, there is in general the physical capacity within Hillingdon secondary schools to absorb the forecast increase in secondary school age pupils in the medium-term (the next 4 to 5 years). Modelling of demand for secondary school places predicts that the pressure for school places will move into secondary schools by September 2017 when additional secondary pupil places will be required across the Borough. Further work is underway to refresh the forecast demand for secondary school places drawing on the latest Census data and other data used by the GLA. As part of a joined up approach to school places planning over the next ten years, Cabinet is asked to agree to receive in the Autumn 2013 a report setting out the forecast demand for secondary school places over the next ten years and to consider options for how the need could be met.

D. Post 16 year-old education and training

3.15 Education and training provision for young people aged 16 years or older is diverse with a wide range of providers and funding streams. There is typically a high degree of mobility of participants in these education and training programmes. Changes in requirements for young people to participate in education and training programmes will require the local

authority to work closely with partners to target support to increase participation in some areas where this is needed. Work is underway to map needs, provision and to track participation levels. An update will be presented to Cabinet in the Autumn 2013.

E. Special Education Needs

3.16 As part of the Children's Pathway Programme in Hillingdon focused on putting 'families first', work is underway to review the forecasts of children with special educational needs in Hillingdon and options for how best to effectively meet the need. Cabinet is asked to agree to receive a report in April 2013 setting out the initial findings of the review to meet the special education needs of children in the Borough.

Financial Implications

The budget report being presented to Cabinet for approval on this agenda includes provision of £149.7m to deliver 29.5 additional permanent forms of entry and 31 temporary forms. This has been planned to provide the increased primary school places up to September 2015. The majority of pressures described in the paper above are over and above that existing programme. The average cost of 1 permanent form of entry has ranged from £4.5 million to £5 million, which gives a potential increased resource requirement of £49.5 to £55 million if the Council was to provide this through the current strategy for further school expansion. However the paper recommends that partnership working and engaging with potential new providers of Free Schools be actively explored. Financially this is likely to be a less costly approach than to match school place growth with a pure Council driven programme, which may not be affordable in the long term. Free Schools are more likely to attract Government and private sector funding.

The current Primary Schools Expansion programme factors in £59.3 million of DFE grant and £15.1 million of S106 resources. The balance of £75.3 million is being resourced from a combination of borrowing and capital receipts from disposals of Council assets. A further increase in a Council led build programme for further schools expansion would require a significant increase in borrowing with associated revenue cost implications. Therefore, a strategy that looks at partnership would potentially mitigate the further impact on Council resources.

The report also notes the potential impact on Post 16 year-old education and training and Special Education Needs growth, of which in both areas will have revenue implications for the Council.

4. EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

The recommendations set out in this report will ensure the local authority and partners in Hillingdon deliver sufficient, high quality education provision for children resident in the Borough.

Consultation Carried Out or Required

Council officers have been consulted and involved in developing the outline school places plan and priorities to support and align fully to Hillingdon's Children's Pathway Programme. The development and implementation of the school places plan will involve partners and other stakeholders.

5. CORPORATE IMPLICATIONS

Corporate Finance

Corporate Finance has reviewed this report and notes that although there are no direct financial implications arising from the recommendations there are considerable resource implications for the Council's capital programme as outlined within the Financial Implications section.

Government has yet to announce the level of support that it will make available, however, it has recognised the need for schools capital funding to provide the requisite number of places. It is highly likely that the Council will have to apply its own resources to supplement grants and third party contributions to any additional expansion programme and a figure of over £75m is already factored into the MTFF alongside corresponding revenue financing provision.

Corporate Finance notes the subsequent implications for places at the secondary and post 16 stages alongside Special Education needs and although funding sources for these may be broader than that available for the majority of primary expansions, financing strategies will need to be developed through the MTFF process as the programme is further progressed.

Legal

Pursuant to section 14 of the Education Act 1996 the Council has a statutory duty to ensure that sufficient school places are available in its area for providing primary, secondary and special education.

With regards to establishment of new schools it is worth noting that the Education and Inspections Act 2006, (as amended by the Education Act 2011), places a statutory duty to give precedence to academy/free school proposals, where a local authority identifies the need to establish a new school in their area.

Under the Council's Constitution, Cabinet has the appropriate power to agree recommendations proposed at the outset of this report. Further, by virtue of Section 1 of the Localism Act 2011 which makes provision for 'a general power of competence' for local authorities in England. The 'power' gives local authorities the power to do anything an individual can do unless specifically prohibited by law. This includes the power to act in the interest of their communities.

Corporate Property and Construction

Corporate Construction concurs with this report and would emphasise the importance of implementing a strategy at the earliest opportunity bearing in mind the guideline of two years from inception to completion for an extension to a school & three years for a new school based on non confrontational schemes.

6. BACKGROUND PAPERS

Schools places forecasting analysis

Appendix 1 – Primary School Places Projections (Forms of Entry and Pupil Place Numbers) – Additional Requirements 2013-2022

Primary Pupil Places Planning - Additional Forms of Entry Required 2013-2022													
Primary Planning Area	Sep-13	Sep-14	Sep-15	Sep-16	Sep-17	Sep-18	Sep-19	Sep-20	Sep-21	Sep-22	TOTAL	Notes	
PPA 1	Harefield										0		
PPA 2	Northwood										0		
PPA 3	North Ruislip				1						1		
PPA 4	Ickenham										0		
PPA 5	Ruislip										0	Potential additional 1 FE pressure from 2016/2017 - to be kept under review.	
PPA 6	Uxbridge		1	1	1						3	New school expected on RAF Uxbridge site to meet forecast need.	
PPA 7	Hillingdon										0		
PPA 8	Hayes Park / Charville				1						1	A new free school is proposed for this area and, subject to being established, could meet the need in this area in the medium-term.	
PPA 9	Yeading										0		
PPA 10	Yiewsley			1							1		
PPA 11	Hayes Wood End	1		1	1	1					4	A new primary school is proposed in this area (Lake Farm). Subject to approval, the new proposed school would meet the additional forecast demand for primary school places in the medium-term. Bulge year groups proposed at existing schools to meet the need for Sept 2013. An additional new free faith school is proposed in this area but may not fully meet the need for local pupil places.	
PPA 12	Hayes / Cranford /Harlington	1		1							2	Bulge year groups proposed at existing schools to meet the need for Sept 2013.	
PPA 13	Harmondsworth										0		
PPA 14	West Drayton		1		1			1			3		
TOTAL		2	2	4	5	1	0	1	0	0	0	15	
Pupil Places Required		420	420	840	1050	210	0	210	0	0	0	3150	