

SCHOOL PLACES PLANNING UPDATE (2013-2022)

Cabinet Member(s)	Councillor David Simmonds
Cabinet Portfolio(s)	Deputy Leader of the Council Education and Children's Services
Officer Contact(s)	Julien Kramer, Residents Services Dan Kennedy, Administration Directorate
Papers with report	None

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 early years and school places in Hillingdon is rising and is forecast to continue to grow. This is in line with national and London-wide predictions. This report builds on the previous updates to Cabinet in February and April 2013 which set out the future forecast needs. This update report presents steps taken and action planned to address future needs for schools places to make best use of the education resources in Hillingdon.
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) Note the progress to date to ensure the sufficient provision of early years child care places for disadvantaged two year olds and the rising demand for primary and secondary school places and special education needs and;
- 2) Agree proposals for meeting forecast needs are reported to a future meeting of the Cabinet for approval.

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. From September 2013 this includes the provision of child care places for disadvantaged two year olds. The demand for primary school places in Hillingdon has been rising for the last six years and is forecast to continue to grow and will continue into secondary school education. This is in line with national and London-wide predictions for school places. Demand for school places from children with special educational needs is also increasing. Given the forecast rising demand for school places across the education system in Hillingdon there is therefore an opportunity to make best use of all education resources and partner resources available in Hillingdon by delivering a co-ordinated school places plan over the next ten years for children of all age groups, educational and special needs.

Alternative options considered / risk management

The ten year school places plan for children and young people positions 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.

Policy Overview Committee comments

None at this stage.

3. INFORMATION

Supporting Information

Summary

- 3.1 An outline plan for Hillingdon's early years child care and school places was agreed at February 2013 Cabinet to cover all age ranges and educational needs for children and young people. This joined-up approach ensures effective planning and commissioning of education services to make best use of existing resources to meet forecast needs in flexible and creative ways. This report provides an update of progress made to successfully increase the provision of high quality school places in the right place at the right time for children. For primary school places the report highlights those parts of the Borough where there is a remaining pressure over the next five years and what action is being taken to prepare proposals to address the predicted need. For children of secondary school age, the pressure is predicted in 2016/17 and officers have been working with Head Teachers to explore options for increasing the provision of secondary school places in the Borough. Options to develop the provision of school places to meet the needs of children with additional and complex needs is also progressing and will be presented to a future Cabinet meeting.
- 3.2 The increasing demand for early years and school places in Hillingdon is attributable to a number of factors:
 - A growing population in Hillingdon – particularly concentrated in the south/south-east of the Borough

- An increase in premature babies survival rates with a commensurate increase in the number of children with severe and complex needs
- Inward migration and reduced outward migration, including a growing number of children with complex needs moving into Hillingdon

Early Years – Child Care Places for Disadvantaged Two Year Olds

- 3.3 From September 2013 the offer of early education extends to 20% of the most disadvantaged two year olds and then 40% of disadvantaged two year olds from September 2014. The Department for Education (DfE) have estimated that in Hillingdon these percentages equate to 757 places for disadvantaged two years olds by September 2013 and at least an additional 800 places by September 2014.
- 3.4 Officers have been actively progressing action to ensure a sufficient supply of early years places for two year olds including:
- Targeting existing providers to make sufficient child care places available for disadvantaged two year olds. Officers have been targeting the south and south east of the Borough as an area experiencing higher birth rates and therefore higher potential demand for child care places
 - Working with existing providers to make best use of their existing buildings and to re-configure their day care timetable to maximise the number of places available
 - Supporting new child care providers to enter the market-place
 - Increasing the awareness of parents of the offer for two year olds
 - Improving parents' perception of the benefits of early years child care and the provision of child minder services in their area
 - Flexible use of temporary accommodation as it becomes available in the capital build programme
- 3.5 Good progress has been made towards meeting the target for September 2013 of providing an early learning place for the 20% most disadvantaged two year olds (target of 757 places). Work has taken place with existing private, voluntary and independent childcare settings to make full use of existing capacity and currently there are 680 places available for disadvantaged two year olds. A further 43 childminders are being considered for approval to offer funded places which is expected to deliver the remaining child care places by September 2013.
- 3.6 Encouraging take up of the 'two year old offer' by the most disadvantaged families is a challenge and to help with this, a marketing and communications campaign is underway to raise awareness of the child care support available and to support eligible families to access the scheme.
- 3.7 By September 2014, 40% of two year olds nationally will be eligible to receive a funded place. In Hillingdon this is likely to mean 1,500 places will need to be available. This is a significant increase in places and it is anticipated that these additional places can only be met by providers opening new child care places in Hillingdon. Planning is taking place to meet this target by looking at premises that can be used to offer childcare provision e.g. local authority premises that are either empty or not being used fully and also through the use of temporary classroom units no longer needed for the school expansion programme.

Primary School Places

- 3.8 As reported to Cabinet in February and April 2013 there is a need to secure an additional 3,150 primary school places over the next ten years over and above the existing successful schools expansion programme. The growth in pupil numbers is concentrated in the south/south-east of the Borough.
- 3.9 The delivery of the council-led schools expansion programme has successfully kept pace with the the rising demand for primary school places and at £149m is one of the largest expansion programmes in London. The programme has ensured sufficient provision of high quality school places in the right place at the right time.
- 3.10 The council has successfully secured approval for two new primary schools in those areas of the Borough experiencing high demand for school places (a new three form entry primary school in the Uxbridge area and a new three-form entry primary school in the Hayes / Wood End area). These two new purpose-built schools will open for September 2014 and will provide a total of 1,260 places for children.
- 3.11 Hillingdon Council has also been working in partnership with local education providers and the Education Funding Agency to support the provision of high quality free school places in those areas of highest need. This includes a new one-form entry primary school in the Hayes area of the Borough and a new-four form of entry primary school in the Hayes / Wood End area of the Borough. These schools are expected to provide a total of 150 additional reception school places from September 2013 onwards.
- 3.12 The significant expansion programme of existing schools and the provision of new schools in the Borough has mitigated the presenting demand pressures for school places in Hillingdon. The demand for primary school places continues to grow and there are now four 'hotspots' remaining in the Borough over the next five years where officers are actively progressing proposals to address the predicted need. The remaining areas of the Borough where pressure for places is predicted over the next five years includes the following (set out below). Officers are keeping under close review the numbers of children who need a primary school place to ensure that the provision of school places is responsive to fluctuations in demand. Officers will present options to the Leader of the Council, the Cabinet Member for Education and Children's Services and the Cabinet Member for Finance, Property and Business Services before the end of July for consideration in the first instance.
- North Ruislip Area (Pupil Place Planning Area 3) – the forecast indicates a need for one additional form of entry required for September 2016.
 - Ruislip Area (Pupil Place Planning Area 5) – the primary pupil planning forecast for the Ruislip area indicates a need for one additional form of entry over the next five years.
 - Yiewsley/West Drayton Area (Pupil Place Planning Areas 10 and 14) – pupil place planning forecasts predict a need for a minimum of three additional forms of entry over the next two to three years. Localised pressure for primary school places is beginning to emerge in these areas. Officers have been reviewing options to meet this need.

- Hayes / Cranford Area (Pupil Place Planning Area 12) – an additional two forms of entry are predicted to be required in this area over the next five years. The need for additional places is being kept under review in light of additional capacity expected from the provision of the new free school in the Hayes area.

Secondary School Places

3.13 Predictions from the Greater London Authority indicate the number of secondary pupils in Hillingdon is set to increase by 25% (an extra 3,900 pupils) to more than 19,000 between September 2012 and 2021/22. The rate of increase is faster for year 7 pupils (the entry year into secondary schools) as the growth in primary pupils moves into secondary education. This is consistent with the increase in primary pupil numbers and similarly is concentrated in the south/south-east of the Borough. In the medium-term there are sufficient secondary school places. The pressure for secondary school places is expected to begin from the year 2016/17 onwards and will lead to a need to provide an additional 16 forms of entry for secondary school places in the Borough.

3.14 Since the update to Cabinet in April 2013 officers have been in discussion with the Head Teachers of secondary schools in the Borough to establish what their plans are for developing their school and to undertake an outline appraisal of existing school sites to assess the potential for expanding the provision of school places. Officers have been exploring opportunities to expand existing secondary schools in the first instance given the significant land required for a typical six form of entry secondary school to meet prescribed school standards e.g. space for playing fields. Typically the size of site required for a school of this size is approximately six hectares.

3.15 Officers are finalising the findings from discussions with Head Teachers and their Governors and will present a briefing paper setting out options for consideration to the Leader of the Council, the Cabinet Member for Education and Children's Services and the Cabinet Member for Finance, Property and Business Services before the end of July 2012. Proposals will be brought back to Cabinet for approval.

Special Educational Needs (SEN)

3.16 The number of children with an assessed special education need has increased by 20% over the last 6 years (approximately an extra 250 children) and the needs of children are becoming more complex requiring higher levels of support in some cases. The increase in the number of children with a SEN in Hillingdon has required the use of school places outside Hillingdon or in independent special schools in recent years which brings with it the need for longer journeys travelling from home to/from school with increased transport costs.

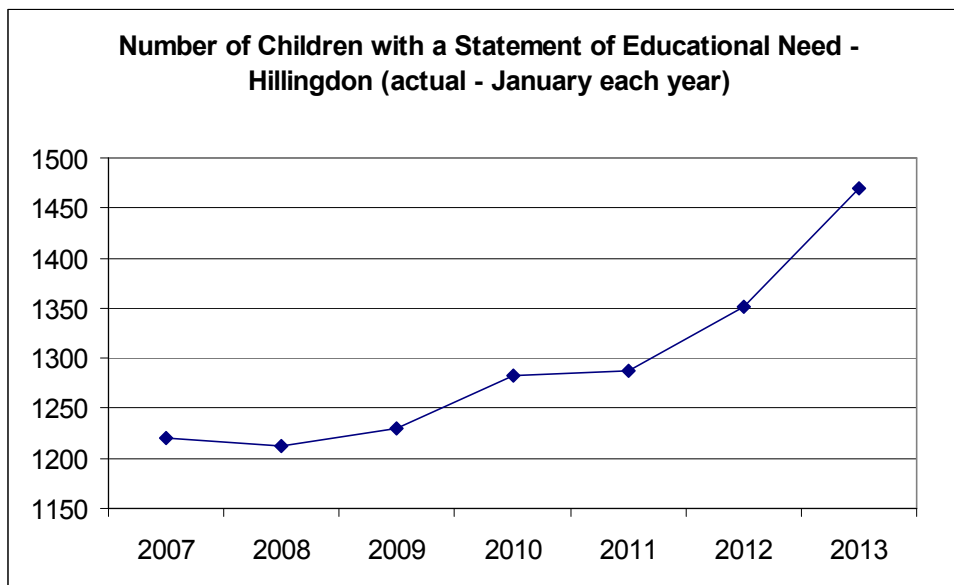
3.17 Children with additional needs require extra support to reach their full potential in school and to make a successful transition into adulthood, whether into employment, further or higher education or training. Some children will be subject to an assessment of their educational needs by the local authority and if their needs are complex will receive a statement of special educational needs (SEN) which sets out what the needs are and how their needs will be met. SEN means that a child either has a:

- significantly greater difficulty in learning than the majority of children of the same age
- disability that prevents or hinders them from making use of educational facilities normally provided for children of the same age in schools

3.18 The key categories of need of children who have a SEN are:

- Cognition and learning needs (e.g. moderate to severe learning disability)
- Behaviour, emotional and social development needs
- Communication and interaction needs (e.g. autistic spectrum disorder)
- Sensory and / or physical needs (e.g. visual impairment)

3.19 There is the option available to evolve a more local model of school provision. This includes the option to increase the provision of places available at local mainstream schools through a special resource provision (SRP). This would enhance the integration of pupils with SEN in Hillingdon. Therefore proposals to meet the future education needs of children with special educational needs are being developed alongside those for primary and secondary school places.



3.20 As part of the BID Children's Pathway Programme in Hillingdon focused on 'putting families first', over the last two months officers have been reviewing opportunities to develop the number of school places available locally by increasing special resource provision (SRP) within local schools. A site-by-site outline assessment is underway and discussion with Head Teachers to inform an options appraisal is being prepared for the end of July 2013 for consideration by the Leader of the Council, the Cabinet Member for Education and Children's Services and the Cabinet Member for Finance, Property and Business Services. Proposals will be presented to Cabinet for approval.

Financial Implications

For early years the target of 20% provision by September 2013 for the most disadvantaged two year olds has progressed with the majority of places now identified within the voluntary and independent sector with plans in place to meet the remaining target. The further target of a 40% provision by September 2014 has led to a review of local authority premises that are empty or partly empty and consideration of the potential use of temporary classrooms no longer being utilised by the expansion programme to provide additional space for the early years provision. Both of these options will have potential financial implications in any conversion or refurbishment requirements plus use of temporary classrooms that require to be moved to a new site, costs for which will need to be identified and if agreed be added to the capital programme in due course via the MTFF. The potential resourcing of this could be provided by

the current one off Capacity Building grant held within the DSG of £937k, this has had a limited commitment against it and with Schools Forum agreement could be earmarked for an investment of this nature. In addition there may be flexibility with the current 2013/14 2 year old "free entitlement offer" DSG placement funding of £2.3 million to provide resource as a underspend is expected in this first year of operation. This would also need to be agreed with the Schools Forum.

The Council's current approved Primary Schools Expansion programme is set at £149 million and will provide 30.5 additional permanent forms of entry and 32 temporary forms. This has been planned to provide the increased primary school places up to September 2015. The pressures described in the paper above are over and above that existing programme. Based on experience so far the average cost of 1 permanent form of entry has ranged from £4.5 million to £5 million. Therefore for the further Primary pressure outlined in the paper above this would suggest the need for further expansion of a further 6 FE or an investment of between £27 million to £30 million and for Secondary pressure the required expansion would be a required investment of between £72 million and £80 million.

Previous up-dates on placement planning have recommended 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 £63.6 million of DFE grant and £16.7 million of S106 resources. The balance of £69.4 million is being resourced from a combination of borrowing and capital receipts from disposals of council assets. 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. The Council is still awaiting Central Government Targeted Basic Needs capital funding allocation announcements. However, even with this and other future funding streams it is highly likely that the Council will have to apply its own resources to any additional expansion programme and a figure of over £50m is already factored into the MTFF alongside corresponding revenue financing provision. The report highlights additional pressures within all sectors, particularly disadvantaged 2 year olds and SEN. Financing strategies for further places provision will be developed through the MTFF process as developments are 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. Further, the Childcare Act 2006 places the following legal duties on the Council: to make sure that there are enough childcare services for working parents/carers; secure free early years provision; and assess childcare provision.

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.

6. BACKGROUND PAPERS

NIL