

QUARTERLY SCHOOL PLACES PLANNING UPDATE

Committee name	Residents, Education & Environmental Services Policy Overview Committee
Officer reporting	Dan Kennedy, Residents Services
Papers with report	None
Ward	All

HEADLINES

The purpose of this report is to provide the Residents, Education & Environmental Services Policy Overview Committee with an update on admissions numbers in September 2020 and projections for future demand for primary and secondary school places in Hillingdon. They show continuing rising secondary demand and primary rolls continue to be high and relatively stable. There is a slight reduction in forecast secondary demand compared to the previous projection, but still a growing need for additional Year 7 places over the next seven years at least, due to parental preferences and the pattern of movements in and out of the borough.

Adjustments have been made in reducing primary Planned Admissions Numbers (PANs) and excess capacity to support effective school organisation, following careful analysis.

Plans are underway to secure high quality permanent extra places in secondary and special schools and also temporary extra places to meet increasing demand, where this is required.

As requested by Members, the Quarterly update also includes details of SEND capacity and projections of future need and the outcomes of any discussions on school performance, or discussions held with the Strategic Education London Leads Group.

RECOMMENDATIONS:

That the Committee:

- 1. Note there were sufficient places for all pupils in September 2020, for admissions to Reception, Junior School Year 3 and secondary Year 7, within a reasonable distance of homes and, so far as possible, meeting parental preferences and enabling schools to have efficient class sizes.**
- 2. Note adjustments in reducing total primary PAN to help schools manage changes in demand.**
- 3. Note the increasing demand for Year 7 places from 2020 onwards, and the options being progressed for both permanent and temporary increases in secondary places to meet the projected increases. Work is underway with schools and Trusts to progress this.**
- 4. Note that most special schools in the borough are now full after a recent**

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unprecedented rise in new EHCPs and new pupils moving into the borough with EHCPs. Significant expansion is underway including one new special free school and expansions in four others to provide 273 extra places by 2023/24, and proposals are being put to Lead Members to secure additional places in the current year.

- 5. Note the update on School improvement issues.**
- 6. Seek further information about the update.**

SUPPORTING INFORMATION

1. The Council has a legal duty to ensure every child is offered a school place, often referred to as the 'sufficiency duty'. Work on school organisation aligns with fulfilling other statutory duties; to ensure that its statutory education functions are discharged with a view to promoting high standards, ensuring fair access to opportunity for education and learning, and promoting the fulfilment of learning potential for all learners.
2. The actual rolls in each school vary due to parental preferences, movements in and out of the borough and the relative popularity of schools, including those out of the borough. 94% of admissions are offered according to parental preferences, only 6% are allocated by the LA to the spaces left. Statistical forecasts based on current pupil rolls and capacity, birth rates, population changes, migration and new housing are a useful guide but not fully effective at providing an accurate number of how many pupils will be in each school. The Department of Education (DfE) advise an extra 5%-10% margin should be considered in school places planning to meet movement in-year and between schools. The forecasts assume each place is equally desirable but the borough has some extremely oversubscribed and some undersubscribed schools which distort the outcomes.

The Admissions Process for September 2020 entry

3. The 2020 Pan-London scheme operated as normal through the lockdown period. All resident parents were offered a place on the national offer days (NOD), 2 March for Secondary and 16 April for Primary. The borough has sufficient places to meet parental demand throughout 2020/21, including those admitted via the separate SEND statutory process for admitting pupils with EHCPs naming a mainstream school, which also includes an element of parental preference. Following NOD, most places were accepted by parents but some were declined. Late applicants since the October 2019 deadline were added into the further rounds of offers made up to the end of August 2020. From September the admissions are managed directly by each school except that the council is the Admissions authority for 24 of the 58 schools with a Reception intake.

Primary Reception entry in September 2020

4. The number of offers for Reception on National Offer Day (NOD) was almost the same as in 2019. 3875 offers were made to Hillingdon residents with a small number made to out of borough residents. 28 of the 58 schools (nearly half) were immediately full to their Planned Admissions Number but 9 had offers that were 30 or more below their PAN, and others around 15 below their PAN. All these schools continue to be monitored. Three determined reductions in PAN last year, totalling 4FE (Pinkwell, Ryefield and St Martin's) to take place for 2021. Cabinet approved in September that the LA will consult this term

on a 1 FE reduction in PAN at Ruislip Gardens Primary school, if agreed, to take effect in September 2022.

5. NOD was during the Coronavirus lockdown and this prompted some delay in parents confirming acceptance of an offer, increased local and national interest in elective home education and in requests from parents to defer reception admission to next January or September from parents believing their pupils were not ready to start school due to illness, lack of nursery experience and other reasons. Although there are processes to agree to deferral, it has been very rare and usually this is considered for summer-born children and those with serious medical needs. Officers will monitor and advise and update advice on deferring admission to next January or September or requesting part-time attendance until the child is aged five. Technically next September has to be a new application so this could create uncertainty. This will affect school budgets since they are based on the previous October roll. Ultimately the admissions authority and headteacher can decide each case. This could mean different approaches in different schools due to circumstances. Table 1 shows the total number of Reception places and offers at NOD and a rise of 84 pupils through the subsequent late offers and further rounds by August. This excludes the pupils admitted with EHCPs.

6. **Table 1 - Numbers of places available and offers made for Reception at NOD and by August.**

TOTAL number Schools with Reception	TOTAL PAN Y7 (Sept 2020)	NOD Offers made - (excluding EHCPs)	EHCP offers	NOD total vacancies	Schools full with waiting lists	21.08.20 Total offers (excluding ECHPs)
58	4551	3875	29	656	28 (of 58)	3959

Admission to Year 3 in separate Junior Schools in September 2020

7. The 12 Junior schools recruit into Year 3 with the vast majority of their pupils coming from their linked infant school, but they must apply and can choose to move elsewhere, which does lead to some pressures. The Local Authority is the admissions authority for 8 of the 12. There were vacancies on NOD in all but 2 schools but concentrated in 3 schools. Table 2 sets out the number of offers made to date.

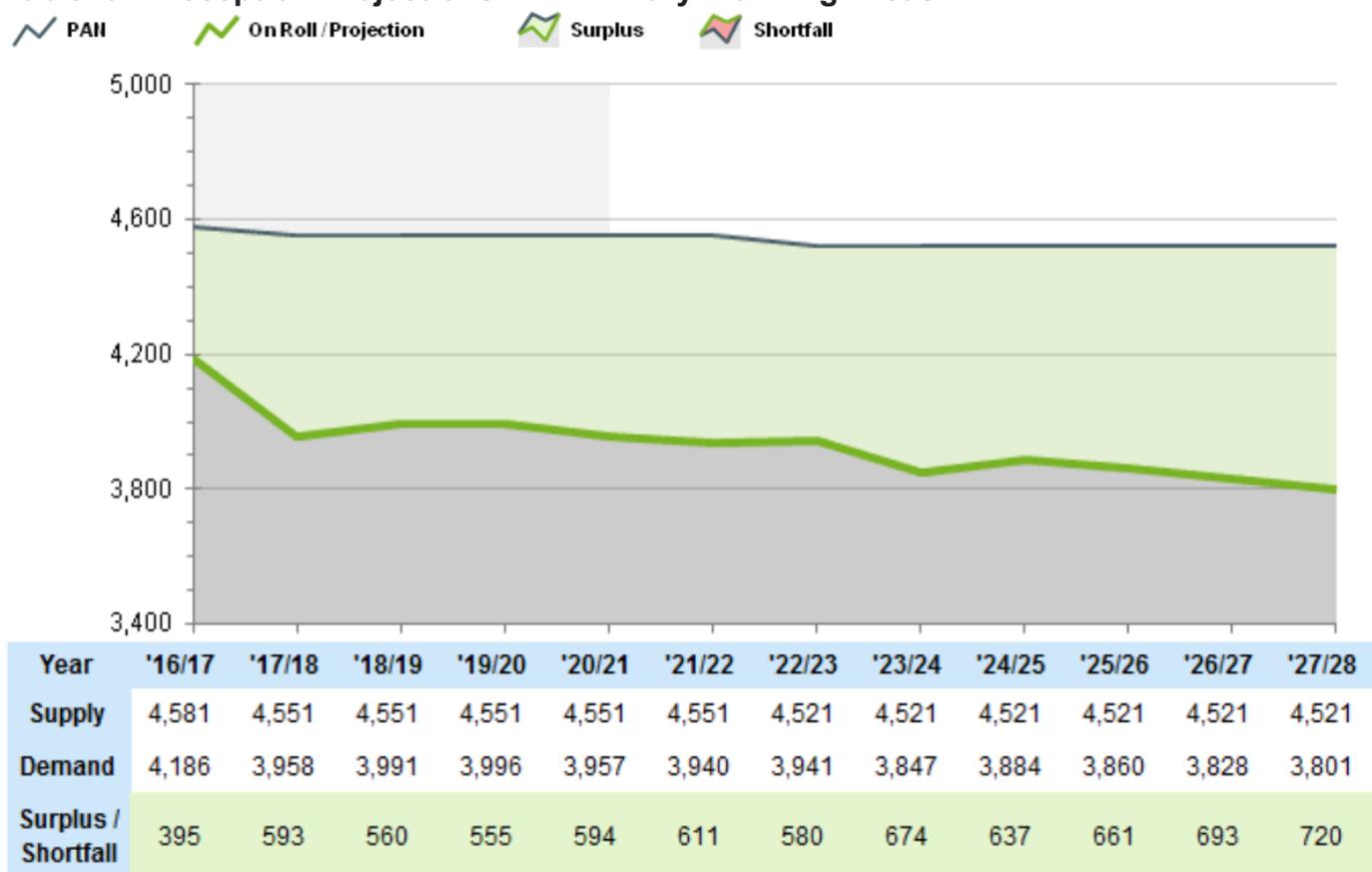
Table 2 - Numbers of places offered for Junior School Year 3 at NOD and by August.

TOTAL Schools	TOTAL PAN Y3 (Sept 2020)	NOD Offers made - excluding EHCPs	EHCP offers	NOD total vacancies	Total offers as of 21 Aug 2020	Places available 21 Aug 2020
12	1199	1007	36	157	1032	141

Primary School Projections and changes to the Planned Admissions Numbers of schools

8. After over a decade of increasing demand, overall Primary school rolls reached a high plateau in 2016/17 and are projected to be high and stable with minor rises and falls to 2026, reflecting volatility of pupils moving schools and families moving in, out and across the borough, mainly due to housing availability and costs. At NOD 2020 there were 14% of surplus places at Reception and 12% overall in primary, above the 5%-10% necessary to manage in year moves. In the current context this has proved useful for helping manage social distancing in schools and there will be sufficient places to meet parental demand in September 2021.
9. Vacancies were concentrated in around 12 of the 70 primary schools. Some have experienced budget issues and officers from different teams are working to give support to them. Proposals agreed last year will be implemented in 2021 to reduce 4FE of PAN across three academies; Pinkwell, Ryefield and St Martin's, and the Cabinet recently considered a proposal to reduce the PAN of Ruislip Gardens community primary school by 1FE in 2022. The planned reopening of reception intakes at Nanaksar at 4FE has begun, just 1 FE starting in September 2020 rising to the full 4FE once the new building is complete in 2021/22, which will align with major new local housing coming on stream. This is shown in the table below.

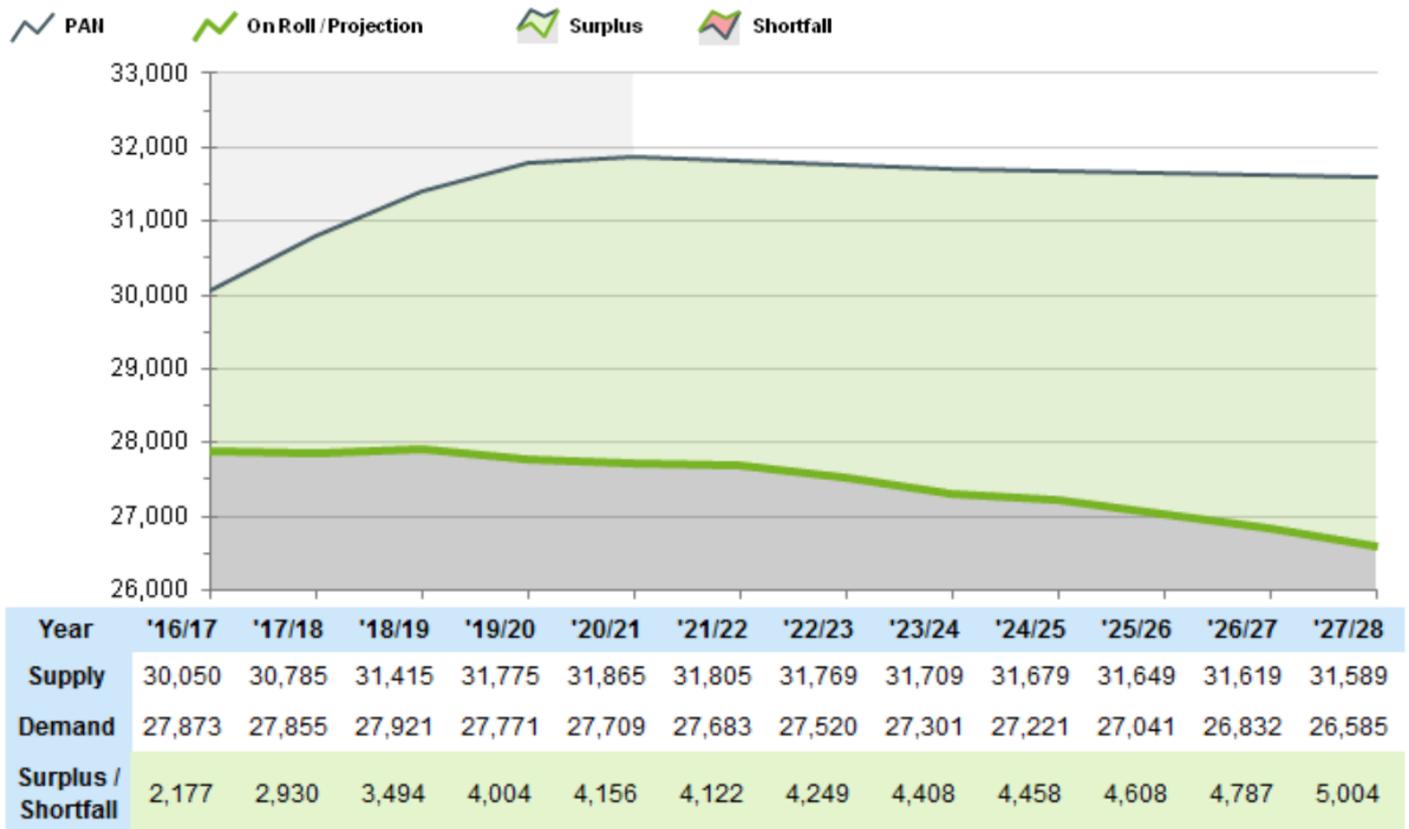
Table 3 Reception Projections - All Primary Planning Areas



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Table 4 Total Primary Rolls Projections - All Primary Planning Areas



Secondary Places

September Year 7 2020 entry

- 94% of pupils on our schools' rolls gained their place in Year 7 through parental preferences and the pan-London computer matching process offered one of their six preferences, but that then left a pattern of vacant spaces available for the council to make offers to the 6% of pupils (around 220) who had not secured any of their preferences. Each year, some parents do not use all their six preferences and some make 'unrealistic preferences' - they do not meet the criteria which is set out online for each school in 'Starting School' by Hillingdon and other LAs.
- Officers knew there was increasing demand given the size of Year 6, and noted in 2019-20 that 79 extra pupils joined Year 7 through the year after the October school pupil census. Therefore on NOD in 2020 the total Year 7 PAN was increased by 145 extra places to 3,852, by the LA commissioning places around the borough and each of the schools then confirmed their temporary change. After the offers were made, the sufficiency duty was fulfilled, with 97 vacancies. These pooled in the four schools graded Requires Improvement by Ofsted, and in the extra places added to last the year at Haydon school, so altogether these should be sufficient for in-year moves. Across the four schools there are about 80 places that in 2019 and 2020 received no preferences and where offers

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made to parents in the 6% without any offers of preferences then declined them - so in practice they make up 2% of capacity but do not deliver it, highlighting the limitations of simple statistical supply and demand forecasts, and the need to also use local intelligence and past preferences and patterns of out and in borough moves. Officers across education teams are helping support improvements in these schools.

Forecasting places

12. The last school census data is January 2020. Head teachers have told officers there have been substantial movements of families during the pandemic, around, into and out of the borough. The scheduled school pupil census day was 1 October 2020, which is used as the basis of the schools' budgets, though we will not have all the data until early December.
13. Key points at 1 September 2020 which will help inform planning for 2021-23:
 - On National Offer Day 3,676 offers were made and 78 pupils with EHCPs were placed in Year 7, totalling 3,755 pupils - above the basic PAN of 3,707; but leaving an adequate working margin below the expanded PAN of 3,852.
 - There were 97 vacant places across the Borough - in just four schools, geographically placed north east, north west, south and south west and also amongst the extra added at Haydon.
 - Seven schools were immediately oversubscribed on first preferences, most were full on all preferences but two had lower preferences, especially first preferences. By June there had been more declines and re-offers and most schools had waiting lists so 'shuffling' continues as places are confirmed and pupils move from lower preferences.
 - Since NOD there has been a steady processing of late applications and offers. From 1 September all Year 7 all admissions will be managed by each school as in-year admissions. As lockdown eased, there were significant pupil in-year admissions of forces families moving into RAF Northolt and NATO Command Northwood.
 - There seems to be an ongoing rise in families requesting EHE, a national trend linked to Covid.
 - Since 2017 the borough has become a net-exporter of around 97 pupils, reflecting the increasing numbers of first preferences from borough residents to out-borough schools - essentially creating a shift of pupils out to the west and north and of incomers in from the east. These numbers are not stable, as they are heavily reliant on applications and acceptances to selective schools out of the borough, so dependent on the relative popularity of the schools and success in entrance exams.
14. Table 5 below shows the basic PAN, the extra temporary places added for 2020/21, the offers made and the vacant places on National Offer Day, noting that there needs to be sufficient places to meet demand throughout the year.

Table 5: Year 7 offers 2020 in Hillingdon Secondary Schools

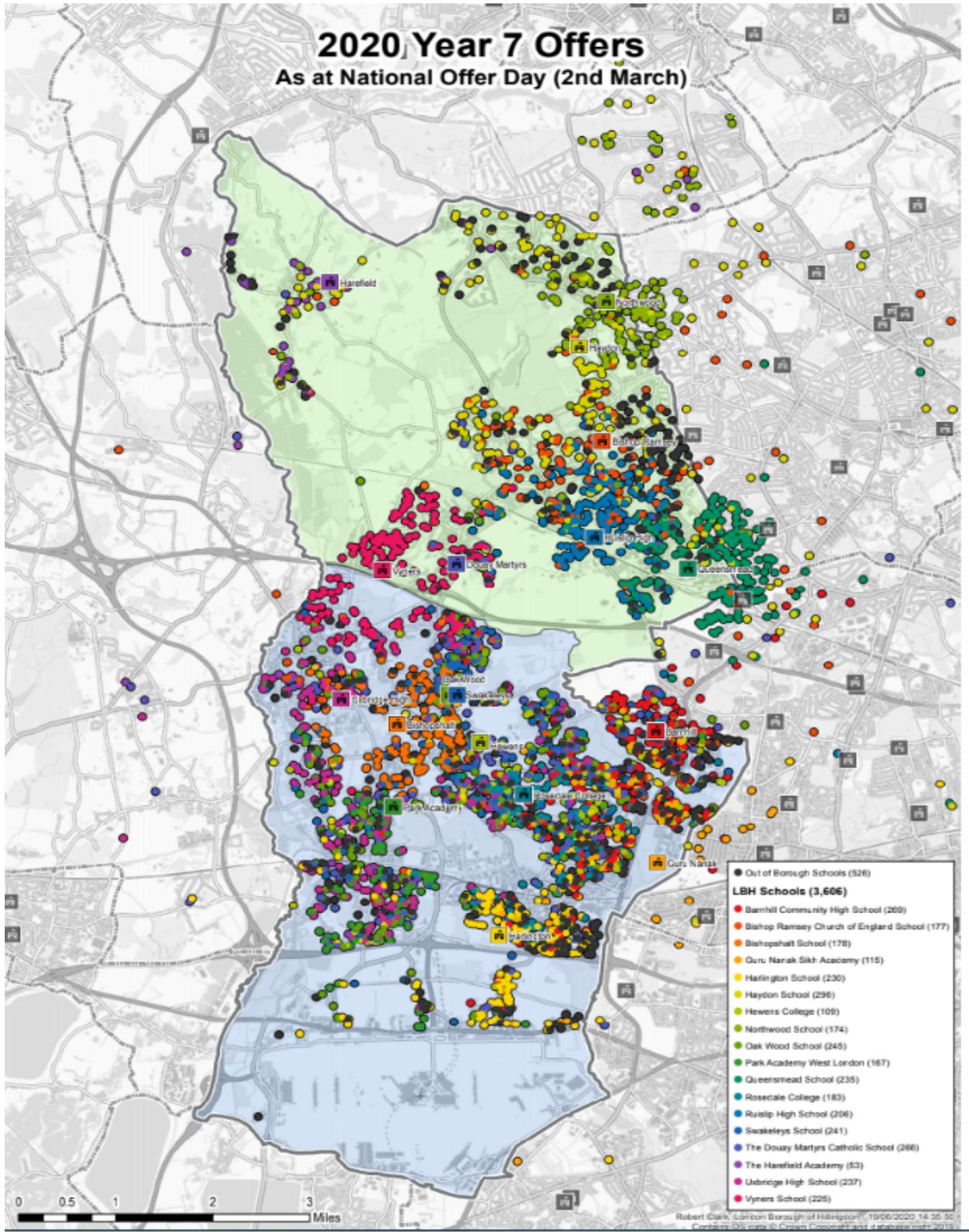
School	Normal PAN	Temp extra places commissioned before NOD	NOD Offers Made	Add NOD ECHP	NOD vacancies
Barnhill	240	30	268	2	0
Bishop Ramsey	186	0	181	5	0
Bishopshalt	186	0	177	9	0
Douay Martyrs	240	30	270	0	0
Guru Nanak*	180	0	176	4	0
Harefield	90	0	53	0	37
Harlington	195	45	231	2	7
Haydon	300	30	303	2	25
Hewens	120	0	109	1	10
Northwood	180	0	175	5	0
Oak Wood	270	0	248	8	14
Park Academy	180	0	171	5	4
Queensmead	240	0	235	5	0
Rosedale	180	0	177	3	0
Ruislip High	210	0	206	4	0
Swakeleys	240	0	235	5	0
Uxbridge High	230	10	236	4	0
Vyners	240	0	225	15	0
TOTAL	3707	145	3676	79	97
TOTAL		3852	3755	INCLUDING ECHPs	

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15. The map below shows roughly where pupils with an offer for Year 7 lived and which schools they went to, noting if they chose schools out of the borough (not the ECHPs) Each dot is 1-3 pupils to avoid identifying individual pupils. Although most pupils attend a school within 2.5 miles of their home (some just across the borough boundaries); some do travel further for various reasons; faith, sibling link, they have moved after they joined the school, other family reasons.

Map 6 showing where Year 7 pupils live and were made offers on National Offer Day



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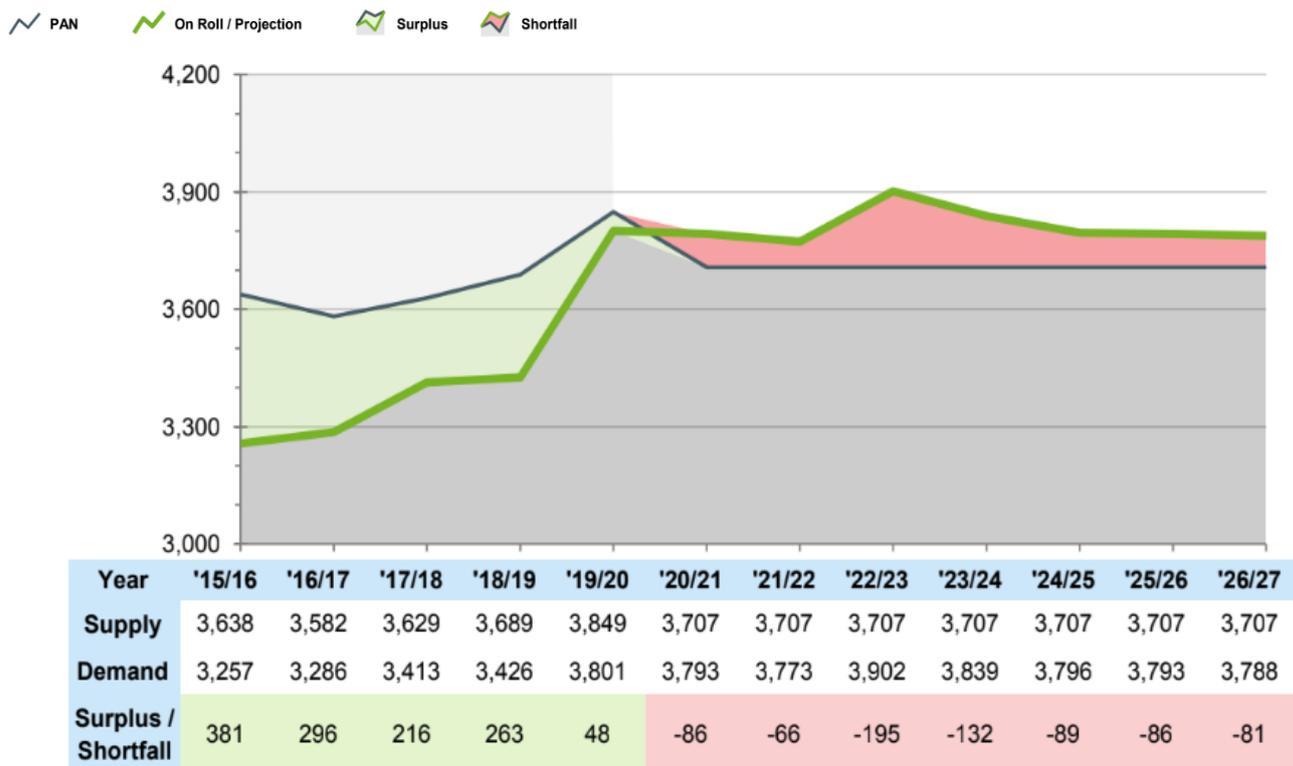
The map highlights:

- Most secondary pupils have places at a school within two miles of their home. The outliers include pupils with a EHCP, sibling or staff-child link or those who have moved but remained at the school.
- 94% of parents get one of their six preferences, which constrains the scope for the 6% of offers made by the LA after all parental preferences have been matched. These then meet national guidance of 75 minutes and 3 miles, including changing buses as parents could reasonably challenge very long journeys across the borough.
- The borough has areas with high concentrations of pupils (with overlapping pupil dots) and isolated large areas with no pupils, housing or roads (airports, woods, parks, farms, greenbelt) which can double the actual journeys to school beyond the straight distance.
- Note the map does not include the 79 pupils admitted with an ECHP or the 61 pupils who were already on roll at Guru Nanak which is a 5-18 all- through school - so they transfer into Year 7 without applying.

School Place Forecast for 2021 - 23 and adding 7% margin

16. The DfE has indicated it will use the 2019 data from local authorities (called SCAP 19 data) for national school places forecasting for the next few years, with LAs to report only permanent changes to physical capacity above 30 places - not temporary increases in PAN. The forecast shows a peak shortfall in 2022-23. For the past few years the actual net flows of Year 7 pupils have increased out of the borough, and witnessed a flow from south to north. The model assumes that all our capacity can be filled whereas for the past few years we have had at least 2% of Year 7 impossible to fill by preferences or offers, meaning we have to add that to the DfE advice of at least 5% surplus places to allow for in-year movements. This will then ensure that we have sufficient places given the size of the borough, distances between schools with places available after the outcomes of preferences and the need to make accessible offers, based on evidence of actual numbers over the past few years.
17. The SCAP19 forecast for Year 7 is shown in the table below, raw without adding the 7% margin, but with the PAN including the extra places required to offer all residents a place.

Table 7 SCAP 19 Total Year 7 Supply and Demand 2015- 2026



Summary of Plans for Extra Places in 2021 and beyond

- The computer application process has begun for Year 7 entry in September 2021 and closes on 31 October. The sufficiency duty lasts the whole year from National Offer Day and beyond for each cohort. The borough population is expanding not through increased birth rate but through new housing and migration so there needs to be sufficient places in each year group to meet growing needs across the borough. Possibly the impact of Covid-19 will lead to more applications to home educate (at least for some months) and also changes in preferences between schools. It may decrease the number of applications to schools requiring travel, within and out of the borough, since there may be changes to concessionary travel for those aged 11+. The future year 7 needs for 2022 and 2023 will be updated after the October census figures are available, applying experience of this round and any other updates we have such as on major changes to the timing of major housing developments.
- As part of the replacement building programme for Harlington School, there will be a permanent expansion of 1.5 FE in school places, aiming for opening the new building in September 2023. In August, the DfE approved the new secondary 6FE Free School, Bishop Arden, in the north of the borough on a site to be confirmed. Both are dependent on receiving planning permission so are not yet absolutely definite openings for 2023.

20. The Veritas Academy Trust and DfE will shortly start the pre-opening phase of the new school, and the Trust wishes to work closely with the LA to ensure successful delivery of a local school. It will have open admissions based on distance though it will have Church of England (CofE) status. There will be no places with CofE priority but it will have a Christian ethos and be explicitly welcoming to people of all world faiths.

Key factors that will confirm the demand for extra temporary places in 2021 and beyond

21. Officers expect there will be excess demand for Year 7 places above the base total of Planned Admission Numbers. Discussions have continued with schools to ensure the LA has sufficient places for residents. It is likely that again the LA will want to agree with some schools to commission some temporary extra places above PAN. Using the forecast and recent actual experience, including the extra volatility caused by Covid-19, officers are updating all the variables that will refine the actual number of extra places needed, currently it ranges from 50 to 150 extra places. The exact number of extra places needed for 2021 and potential locations will be fixed by mid-December, when one of the key data; acceptances to out-borough grammar schools is confirmed. Some schools have already indicated they can offer extra temporary places within existing accommodation but other popular schools are now full beyond their building capacity and several will have building work starting in 2021 so may not be suitable for extra places. We must have sufficient places to last the whole school year and beyond, so have a margin available of places accessible to all parts of the borough. If necessary, and agreed with Academy Trusts, plans will include adding temporary accommodation. There is sufficient budget provision for this.

22. Key variables include:

- The number of Y6 pupils in our schools is the largest element and is being checked with schools ahead of the census submissions. In early November there will be a check to see the extent Hillingdon schools have received first preferences from within the borough. By mid-November most EHCPs will be finalised.
- Imports and exports are crucial and in mid November other boroughs will share the information on the number of preferences by LBH residents to schools in other Boroughs and also crucially, other LA's plans to change their capacity. This year, due to Covid, selective grammar school results will be even later - a key moveable determinant of the final demand for places in the borough's schools but out of our control. For September 2020 it was 4.8% of all the offers made to residents - equal to 6 forms of entry - but this varies each year, potentially up and down by +/- 2 FE each year.
- The number of Y7 pupils with EHCPs seeking a place in mainstream schools, as they take priority over preferences once this is named on their statement. The process has begun and includes parents making preferences for schools as well as SEND needs. In 2020 it was 79 pupils, up from 75 the previous year, but they concentrate in some schools. It is likely to be higher, in line with the growth in the total number of pupils and the proportion of pupils with EHCPs.
- Each year the number of residents making their top preferences out of borough varies; in 2020, about 20% of residents made their 1st preference out of the borough and 14% secured an offer out of borough This has increased over the past few years. This is almost balanced by the number of pupils coming into our

schools who live out of the Borough. More pupils may have secured places out of borough after NOD as places were freed up in higher preference school places. Most pupils coming into the Borough are to a school close to their home or to a faith school.

- The table below shows that of the 539 residents with an offer out of borough, about a quarter went to a nearby school less than a mile away from the LBH boundary; another third went to selective or grammar schools in nearby LAs; a fifth went to RC schools nearby and a fifth to a wide selection of other faith or other schools up to 15 miles away or moved to another part of the UK. The success in securing places at selective schools is also unpredictable - being relative to the other applicants and to parents and pupils willing to take entrance exams and travel to school.

Table 8 The out of borough schools that LBH residents secured places on NOD.

1 mile or closer to LB Hillingdon	Selective / Grammar	RC	Other faith	Mainly individual pupils to wide range of schools up to 15 miles away
26%	34%	20%	2%	18%

Special School Provision

23. Officers are working closely together to ensure that plans for increased future provision for pupils with EHCPs and SEND are fully integrated into place planning. The outline of the secondary free school plan includes an ASD resource base.
24. Currently plans are underway in five of our seven special schools for expansions to create 273 extra places by 2023/24 including in two new purpose-built free schools. Plans were agreed by Members and approved by DfE in 2014-16 and some have been rescheduled in the delivery. Up to May 2019 it was assumed all these extra places would be sufficient to meet needs. Then it became clear that a large need of pupils with SEND required EHCPs, or updates to existing EHCPs and over summer 2020 there was an inflow into the borough of pupils with ECHPs. In a year, the number of pupils with EHCPs has expanded by an unprecedented 18%, though the proportion of the school population with EHCPs is now similar to the Greater London average of 3.8%. The table below shows the January 2020 roll and the September 2020 planned place number of each special school and notes which have expansion underway and the final number of extra places being created.

Table 9 Special Schools In Hillingdon at last census, current places and planned expansions

School Name	Primary Need (key below)	Age Range	Jan 2020 Census	LBH Planned Place Number 2020/21	Planned EXTRA Places in new build - all to be commissioned by LBH	Year extra places open	Funding Stream
Hedgewood (Community)	MLD & ASD	Primary	173	170	25	2020/21	DfE Special Provision Capital Fund
Meadow High (Community)	MLD & ASD	Secondary	246	235	0	2022/23	Priority Schools Building Programme
New: Grand Union Village (Eden Academy Trust)	PMLD, SLD	Primary	0		80	2023/24	Free School
Grangewood (to be replaced by Pinn River) Eden Academy Trust)	PMLD, SLD	Primary	109	89	-89	2023/24	Free School
New Pinn River (Eden Academy Trust)	SPLD ASD VI	age 4-19			180		
Moorcroft (Eden Academy Trust)	SLD, PLD, ASD	Secondary	86	95	25	2020/21	DfE Special Provision Capital

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Pentland Field (Eden Academy Trust)	MLD & ASD	age 4-19	106	147	0	NA	NA
The Willows (single Academy)	SEMH	Primary	65	38	0	NA	NA
Young People's Academy (Orchard Hill College Academy Trust)	SEMH	Sec	60	65	52	2022/23	Free School
TOTAL			845	839	273		

CODE	DESCRIPTION		
SPLD	Specific learning difficulty	HI	Hearing impairment
MLD	Moderate learning difficulty	VI	Visual impairment
SLD	Severe learning difficulty	MSI	Multi-sensory impairment
PMLD	Profound & multiple learning difficulty	PD	Physical disability
SEMH	Social, emotional and mental health	ASD	Autistic spectrum disorder
SLCN	Speech, language and communication needs	OTH	Other difficulty / disorder

25. Some of the new pupils and those with new EHCPs will require new placements in special schools in time. Given the building work now underway at most of the special schools it is not possible to expand them further. Therefore other solutions are being investigated with schools such as repurposing some vacant school building spaces to create new special school provision, in a separate unit staffed by special school staff. This could mean the LA commission the places in a primary Academy in a strong Trust who have an existing partner outstanding Special School Trust they would work with to staff and deliver the places. This would require Member and DfE consideration and approval but initial findings suggest it may be feasible and able to open within months. Further work is underway to test the viability of the proposal prior to presenting to Members for consideration.

26. Discussions are also underway to meet the new demand for places for pupils aged 3-5 who clearly have special needs, that can also offer assessment and finalisation of their EHCP prior to starting statutory education.

27. Lead Members will be presented with detailed options in the first instance.

Outcomes of any discussions on performance, or discussions held with the Strategic Education London Leads Head of Improvement Group

28. The performance of a school can influence the parent-preference decisions for school places. The Strategic Education London Leads meetings are focused on local authority partnership models and the education performance of key pupil cohorts. Since February 2020, discussions have been focused on the education response to Covid-19. This includes how London is responding as a collective group and borough wide local arrangements. Ofsted School Visits will be undertaken during the Autumn term to assess how schools are responding with the protective measure requirements and remote learning. The key focus for this 2020-21 academic year is to close the potential teaching and learning gap from the impact of the school closures between March-July 2020.
29. The DfE will not be publishing school, college or multi-academy trust (MAT) level performance data based on summer 2020 tests, assessments and exams at any phase. They will not be publishing, or sharing, school, college or MAT level accountability measures, such as Progress 8 and level 3 value added, using the summer 2020 data. The performance tables that were due to be released in October and December 2020, and in January and March 2021, will not go ahead. The DfE will also not publish any institution-level qualification achievement rates in the national achievement rate tables for the 2019 to 2020 academic year.
30. As a consequence of Statutory Assessment Tests and Teacher Assessment outcomes not being available, the DfE nor the LA will be able to benchmark or compare the performance of schools, at a national, local or individual level for 2020. The Council will be following the DfE's advice regarding any data reporting arrangements required.
31. At a local level, the Council is expecting that schools within the borough will provide and discuss, with the Education Improvement Leads, performance data relating to current pupils. The performance data will have been collected and collated through Teacher Assessment. The performance data will include all pupils in all groups. Tracking systems will be used by schools to identify gaps in learning for action.
32. Legally schools do not need to engage in providing performance data to the Council due to the DfE's disapplication. Therefore the Business Performance and Education Improvement and Partnerships Services will need to play an active role in using our own Risk Assessment analysis to identify schools causing concern with performance data.