

# CHANGES TO THE ADMISSIONS CRITERIA FOR COMMUNITY SCHOOLS

Cabinet Member(s)	Councillor Susan O'Brien
Cabinet Portfolio(s)	Cabinet Member for Families, Education, and Wellbeing
Officer Contact(s)	Dan Kennedy - Planning, Environment, Education and Community Services
Papers with report	None

## HEADLINES

<b>Summary</b>	<p>Hillingdon Council has a statutory responsibility to secure sufficient early years and school places for children resident in Hillingdon. Over the last ten years the Council has worked closely with schools in Hillingdon to successfully deliver an ambitious programme of school expansion to ensure every child living in Hillingdon can be offered a school place as close to home as possible.</p> <p>Further to the Cabinet's agreement to consult on changes to Hillingdon Community school admission arrangements in October 2021, the Council has undertaken a consultation about the proposed changes. This Cabinet report includes:</p> <ul style="list-style-type: none"><li>• The outcome of the period of consultation with the relevant consultees.</li><li>• Recommendations for determining admissions arrangements for Hillingdon Community schools in the Borough.</li></ul> <p>Cabinet is therefore asked to consider implementing the proposed changes to the existing school admissions arrangements for Community schools to safeguard future access to school places.</p>
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<b>Putting our Residents First</b>	<p>This report supports the council objectives of: <i>Our People and Strong financial management</i>. The recommended changes to the school admissions criteria contained in this report will support the aim that all children in Hillingdon can be offered a local school place as close to home as possible and ensure effective, and best use of the investment the Council has made to expand primary schools across the Borough.</p>
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<b>Financial Cost</b>	There are no direct financial implications from the recommendations contained in this report. However, schools with excess places above the local demand can experience part-empty classes which are not financially viable, stretching school budgets to cover the staffing levels and limiting resources available to all pupils. This can lead to an overall deficit and the school seeking a loan from the council for the Dedicated Schools Grant for maintained schools (community, foundation, and VA) or to their Academy Trust.
<b>Relevant Select Committee</b>	Families, Health and Wellbeing Select Committee
<b>Ward(s) affected</b>	All

## RECOMMENDATIONS

That Cabinet:

1. Note the outcome of the consultation about proposed changes to the school admissions criteria.
2. Consider and give full regard to the outcome of the consultation findings and when making a decision on the proposals to amend the school admissions criteria.
3. Consider the comments made by the Families, Health and Wellbeing Select Committee at their meeting on 5 January 2022 which considered the outcome of the consultation and endorsed the proposals.
4. Agree to implement the amended admission arrangements for all Hillingdon Community schools from September 2023. In accordance with the School Admissions Code, Admissions Authorities must determine their admissions criteria by 28 February 2022.
5. Agree the proposal to amend the point of measurement for school applications for Whitehall Infant & Nursery School.
6. Agree the proposal to amend the point of measurement for school applications for Yeading Infant & Junior School.
7. Agree that no further material changes are required to the admissions criteria for community schools.
8. Agree the proposal to reduce the Published Admission Number for Harefield Infant School from 90 to 60.

**9. Agree the proposal to reduce the Published Admission Number for Harefield Junior School from 90 to 60.**

**10. Agree the proposal to reduce the Published Admission Number for Harlyn Primary School from 90 to 60.**

**11. Agree the proposal to reduce the Published Admission Number for Field End Infant School from 120 to 90.**

**12. Agree that the Council supports the proposals submitted following formal consultation from non-community schools to reduce their Planned Admissions Numbers by 30 as their consultations did not raise serious issues or objections:**

- **Hillside Infant School from 90 to 60;**
- **Brookside Primary School from 90 to 60;**
- **Charville Academy from 90 to 60;**
- **Wood End Park Academy from 150 to 120;**
- **Field End Junior School from 120 to 90;**
- **Oak Wood Secondary School from 270 to 240.**

**Reasons for recommendation:**

13. 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. In October 2020 the School Placement and Admissions team consulted and made changes to the admissions criteria for community schools to take effect from 1 September 2021.

14. The Local Authority now recognise a need to reduce the published admission numbers in four community primary schools, each by 30 places. This is due to demographic changes leading to declining pupil rolls and Reception intakes, and into Year 3 into the Junior school, over the past few years which is projected to continue for another few years. In each school, there would be no difference for current pupils after the proposed change takes effect from Reception 2023, and there would be sufficient places to meet future demand from their siblings and other local parents.

15. Following consultations on each proposal, Officers seek Cabinet approval to determine the reduction in Published Admission Numbers for:

- Field End Infant School - from 120 to 90 from 2023. All local residents will still be able to access places there. This reduction will also reduce the distance priority radius from **1250m to 1000m** in line with our admissions arrangements.
- Harefield Infant School - from 90 to 60 from 2023. All local residents will still be able to access places there. This reduction will also reduce the distance priority radius from **1000m to 750m** in line with our admissions arrangements.

- Harefield Junior School - from 90 to 60 from 2023. All local residents will still be able to access places there. This reduction will also reduce the distance priority radius from **1000m to 750m** in line with our admissions arrangements.
- Harlyn Primary School - from 90 to 60 from 2023. All local residents will still be able to access places there. This reduction will also reduce the distance priority radius from **1000m to 750m** in line with our admissions arrangements.

### **Alternative options considered / risk management**

16. The proposals presented in this report are intended to be reasonable, clear, objective, procedurally fair and comply with all relevant legislation to mitigate the potential future risk that a small number of children living in Hillingdon may not be guaranteed a school place as close to home as possible. Options have been considered to address this risk, some of which are specific to a location in the Borough. Where alternative options have been considered therefore, these are set out in the body of the report.
17. The proposals for reductions in PAN are to improve schools' ability to efficiently plan their staffing and educational provision and not reducing could lead to schools suffering financial pressures leading to deficits, which in the community schools could then require a loan, further adding to the deficit in the Dedicated Schools Grant.

### **Select Committee comments**

18. The Families, Health and Wellbeing Select Committee was held on Tuesday 5 January 2022 and considered all the proposals and the outcome of the consultation and provided the following comments:

*'The Committee recognises the challenges associated with school place planning, and the necessity for periodic reviews of admissions criteria and PAN numbers, to keep schools viable and on a sustainable financial footing. It therefore endorses the recommendations coming before Cabinet. The Committee believes it is important to take every opportunity to build flexibility into the school estates to help cater for fluctuating cyclical demand, and endorses officers' approach to this as well as the collaborative work undertaken with schools throughout this process and on an ongoing basis.'*

## **SUPPORTING INFORMATION**

### **Background**

19. The purpose of the statutory School Admissions Code is to ensure that all school places for maintained schools (excluding maintained special schools) and academies are allocated in an open and fair way. The Code contains mandatory requirements. The admission arrangements to community schools are determined by the Local Authority as the 'admission authority'.

20. In drawing up the admission arrangements to schools, admission authorities must ensure that the practices and the criteria used to decide the allocation of school places are fair, clear and objective. Parents should be able to look at a set of arrangements and understand easily how places for that school will be allocated. All schools must have admission arrangements that clearly set out how children will be admitted. The admission authority for the school must also set out in the arrangements the oversubscription criteria against which places will be allocated at the school when there are more applications than places and the order in which the criteria will be applied.

21. To ensure that the criteria applied in prioritising access to community schools which are oversubscribed remains procedurally fair, objective and clear, a review of the criteria has been undertaken using four years of Hillingdon admissions data to primary school reception places. The focus of the review sought to identify any residual risk that the Council would not fulfil its statutory duty to ensure every child is offered a school place.

**The review considered the following areas:**

22. Ensure there are sufficient school places in Hillingdon and eliminate financial constraints where evidence shows a continued and sustained reduction in admissions.

23. Cabinet agreed in October 2021 for proposed changes to Hillingdon's community school admission arrangements to be subject to consultation for an eight week period with the required consultees, including service users, stakeholders and the community.

24. In summary, the proposals were:

- Accurate points of measurement for school applications using the Geographical Information System and accuracy of school building usage for measurement purposes.
- Ensure there are sufficient school places in Hillingdon and eliminate financial constraints where evidence shows a continued and sustained reduction in admissions.

25. An inclusive consultation programme has subsequently been delivered, including the following elements:

- 'Have your say' via the Council website.
- All Hillingdon schools were asked to include within their communications to parents i.e. newsletters and websites.
- Social media posts.
- All adjoining neighbouring local authorities were consulted.
- A questionnaire available on-line and in paper form (on request), with the additional option to contact the team to discuss.
- Invitations to submit a written response.

26. The consultation was widely advertised and had the potential to receive in excess of thousands of responses given the high number of children attending a school in Hillingdon. In excess of 50,000 children attend Hillingdon schools, 12,030 (as per the October Census 2021) of which attend mainstream community schools. There were 68 page views for the dedicated consultation web page. Given the relatively small number of responses and the high number of potential consultees it is assumed that there is consensus to implement the proposals.

## EFFECT ON RESIDENTS, SERVICES USERS & COMMUNITIES

### What will be the effect of the recommendation?

27. The proposals set out in the consultation will help to mitigate the residual risk of Hillingdon children not securing access to a place at a local school close to where they live. This is in line with the Council's vision to put residents first.

### Consultation Carried Out or Required

28. The Schools Admission Code requires a minimum of a 6 week consultation period. Hillingdon's proposed changes were subject to consultation for 8 weeks. The consultation was designed to ensure that the following received notification of the consultation, in line with the Admissions Code:

- a) parents of children between the ages of two and eighteen;
- b) other persons in the relevant area who in the opinion of the admission authority have an interest in the proposed admissions;
- c) all other admission authorities within the relevant area (except that primary schools need not consult secondary schools);
- d) whichever of the governing body and the local authority is not the admission authority;
- e) any adjoining neighbouring local authorities where the admission authority is the local authority; and
- f) in the case of schools designated with a religious character, the body or person representing the religion or religious denomination.

29. The consultation document was available from 25 October 2021 until 20 December 2021 on the Hillingdon Council website on the consultation page and the School Admissions Arrangements page. This included the Cabinet report, a brief outline of the proposed change and a questionnaire was also provided to obtain feedback in direct response to each proposal.

30. Information regarding the consultation was widely publicised to the following:

- 107 Hillingdon early years providers
- 70 Hillingdon primary schools
- 22 Hillingdon secondary schools
- 10 Academy Trusts

31. As Hillingdon Council also receives applications from residents who live outside of the Borough, the consultation was designed to be inclusive. Therefore, we contacted the following surrounding Local Authorities:

- London Borough of Ealing
- London Borough of Hounslow
- London Borough of Brent
- London Borough of Harrow
- Hertfordshire County Council
- Buckinghamshire County Council
- Slough Borough Council

## **32.Consultation Responses Received - Analysis**

Five responses were received in total during the consultation period, but one was a blank response. All were submitted via the online questionnaire. A summary of responses is detailed below:

1. Two respondents stated that they had children under the age of 18 living in their household. Respondents were also given the opportunity to provide information on their interest in the proposals.
  1. Parent/carer/guardian - 2
  2. An Early Years Professional - 1
  3. Other – 1
  4. Did not specify - 1
2. Respondents were invited to state which school(s) their child(ren) currently attend and the responses were as follows:
  - Harefield Junior School – 1
  - Deanesfield Primary School - 1
  - Did not specify – 3
3. Respondents were invited to state why they had chosen their child(ren)'s current school(s) and the responses were as follows (where a response was received):
  - Close to home - 1
  - Other (no further detail supplied) – 1
  - Did not specify - 3
4. Two respondents gave contact details, neither of these respondents had made comments to which required further explanation. All responses have been given due consideration and have assisted with a review of additional improvements which can be implemented.

Below are the responses to specific questions on each individual change proposed:

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Do you agree with the proposed admission arrangements for Hillingdon Community Schools?

- Agree: 3
- Disagree: 1\*
- Blank: 1

*\*The respondent who disagreed suggested that the Council review the education settings that have fewer admission numbers against the quality of teaching in these provisions.*

Proposal 1: Change to measuring point - Whitehall Infant & Nursery School.

Amendment to the point of measurement for school applications for Whitehall Infant & Nursery School.

- Do you agree with this proposed change to the above admissions criteria?
  - Agree: 3
  - Disagree: 0
  - Blank: 1
  - Not applicable response: 1
- Do you think this proposed change will disadvantage any residents in Hillingdon?
  - Yes: 1\*
  - No: 2
  - Blank: 2

*\*The respondent who answered 'yes' that changes would disadvantage residents stated that the change may reduce access for parental preference.*

Proposal 2: Change to measuring point Yeadng Infant School

Amendment to the point of measurement for school applications for Yeadng Infant School.

- Do you agree with this proposed change to the above admissions criteria?
  - Agree: 3
  - Disagree: 0
  - Blank: 1
  - Not applicable: 1
- Do you think this proposed change will disadvantage any residents in Hillingdon?
  - Yes: 0
  - No: 3
  - Blank: 2

### Proposal 3: Change to measuring point Yeadings Junior School

Amendment to the point of measurement for school applications for Yeadings Junior School.

- Do you agree with this proposed change to the above admissions criteria?
  - Agree: 3
  - Disagree: 0
  - Blank: 1
  - Not applicable: 1
- Do you think this proposed change will disadvantage any residents in Hillingdon?
  - Yes: 0
  - No: 3
  - Blank: 2

### Proposal 4: Published Admissions Numbers (PAN) Harefield Infant School

The Local Authority is consulting to reduce the PAN for Harefield Infant School from 90 to 60 from September 2023

- Do you agree with this proposed change to the above admissions criteria?
  - Agree: 2
  - Disagree: 2\*
  - Blank: 1

*\*The respondents who disagreed with the changes stated:*

- 1) *that the reduction in PAN may disadvantage residents to access a preferred school.*
- 2) *that the Council review the education settings against the quality of teaching in this provision.*

- Do you think this proposed change will disadvantage any residents in Hillingdon?
  - Yes: 2\*
  - No: 2
  - Blank: 1

*\*The respondents who disagreed with the changes stated:*

- 1) *that the reduction in PAN may disadvantage residents to access a preferred school.*
- 2) *the reduced access to public transport impacts on residents having to travel to schools outside of the village.*

### Proposal 5: Published Admissions Numbers (PAN) Harefield Junior School

The Local Authority is consulting to reduce the PAN for Harefield Junior School from 90 to 60 from September 2023.

- Do you agree with this proposed change to the above admissions criteria?
  - Agree: 2
  - Disagree: 2\*
  - Blank: 1

*\*The respondents who disagreed with the changes stated:*

- 1) *that the reduction in PAN may disadvantage residents to access a preferred school.*
- 2) *that the Council review the education settings against the quality of teaching in this provision.*

- Do you think this proposed change will disadvantage any residents in Hillingdon?
  - Yes: 2\*
  - No: 2
  - Blank: 1

*\*The respondent who answered 'yes' that changes would disadvantage residents stated:*

- 1) *that the reduction in PAN may disadvantage residents to access a preferred school.*
- 2) *parents are seeking school places outside of the local area.*

### Proposal 6: Published Admissions Numbers (PAN) Harlyn Primary School

The Local Authority is consulting to reduce the PAN for Harlyn Primary School from 90 to 60 from September 2023.

- Do you agree with this proposed change to the above admissions criteria?
  - Agree: 2
  - Disagree: 1\*
  - Blank: 1
  - Not applicable: 1

*\*The respondent who disagreed with the changes stated:*

- 1) *that the reduction in PAN may disadvantage residents to access a preferred school.*

- Do you think this proposed change will disadvantage any residents in Hillingdon?
  - Yes: 1
  - No: 2
  - Blank: 2

*\*The respondent who answered 'yes' that changes would disadvantage residents stated:*

- 1) *that the reduction in PAN may disadvantage residents to access a preferred school.*

## Proposal 7: Published Admissions Numbers (PAN) Field End Infant School

The Local Authority is consulting to reduce the PAN for Field End Infant School from 120 to 90 from September 2023.

- Do you agree with this proposed change to the above admissions criteria?
  - Agree: 2
  - Disagree: 1\*
  - Blank: 1
  - Not applicable: 1

*\*The respondent who disagreed with the changes stated:*

*1) that the reduction in PAN may disadvantage residents to access a preferred school.*

- Do you think this proposed change will disadvantage any residents in Hillingdon?
  - Yes: 0
  - No: 2
  - Blank: 3\*

*\*One of the respondents who left this question blank did go on to provide the following feedback:*

*1) that the reduction in PAN may disadvantage residents to access a preferred school.*

### Improvements following consultation:

Subject to agreement from Cabinet to the proposed changes, an implementation plan will be prepared to ensure a smooth transition to the revised admissions criteria. This will include clear communications for parents and residents.

### **Financial Implications**

The financial impacts of this report have been reviewed with confirmation that there are no direct financial implications arising from the recommended amendments to the school admissions criteria. Broader financial implications associated with the Council's strategic education function are managed through the wider Medium Term Financial Forecast.

## **CORPORATE CONSIDERATIONS**

### **Corporate Finance**

Corporate Finance has reviewed this report and confirms that there are no direct financial implications arising from the recommended amendments to the school admissions criteria. Broader financial implications associated with the Council's strategic education function are managed through the wider Medium-Term Financial Forecast.

## **Legal**

### The School Admissions Code

The Schools Admissions Code 2021 ["the Code"] came into force from 1 September 2021, having been issued under Section 84 of the School Standards and Framework Act 1998. It applies to all maintained schools in England. It is the responsibility of all admission authorities to ensure that admission arrangements are fully compliant with the Code.

The purpose of the Code, which has the force of law, is to ensure that all school places are allocated and offered in an open and fair way. In drawing up their admission arrangements, admission authorities must ensure that the practices and the criteria used to decide the allocation of school places are fair, clear and objective. The intention is that parents should be able to look at a set of arrangements and understand easily how places for that school will be allocated.

Admissions authorities must set out in their arrangements the criteria against which places will be allocated at the school where there are more applications than places and the order in which the criteria will be applied. Over subscription criteria, as it is known, must be reasonable, clear, objective, procedurally fair and comply with all relevant legislation, including human rights and equalities legislation.

Paragraph 1.9 of the Code provides that it is for admission authorities to formulate their own admission arrangements, but they must not take into account the 15 criteria which are listed in this paragraph.

The proposals for changes to the Council's admissions criteria, which the Cabinet has been invited to consider, do not fall within any of the "exempt" criteria referred to above and therefore, it was lawful for the Council to commence a consultation exercise in relation to these proposals.

The Select Committee was given an opportunity to comment on the draft admission arrangements and their comments have also been considered.

### Consultation

Where changes are proposed to admission arrangements, admission authorities must first publicly consult on those arrangements. The council have duly carried out a consultation exercise, the outcome of which is set out in the report. It is with the upmost importance that Cabinet ensures that the consultation responses are consciously taken into account in making its decision.

### **Comments from other relevant service areas**

In line with Public Sector Equality Duties officers have taken due regard to this duty in the context of revising its school admissions arrangements. It was not deemed necessary to complete an equality impact assessment as there are no material changes that impact on equality.

## **BACKGROUND PAPERS**

[Cabinet - 14 October 2021 - Consultation on changes to School Admissions Arrangements](#)