

# PROPOSED CHANGES TO PUBLISHED ADMISSIONS NUMBER (PAN) OF FIELD END INFANT SCHOOL

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<b>Papers with report</b>	Appendix 1 – Proposed Community School Admissions Arrangements 2027-2028

## HEADLINES

<b>Summary</b>	<p>Hillingdon Council has a statutory responsibility to secure sufficient early years and school places for children resident in Hillingdon. Following review and discussions with the school, the Council is proposing to reduce the Published Admission Number (PAN) for Field End Infant School from 90 (three-form entry) to 60 (two-form entry). This PAN reduction will come into effect from September 2027 and there will be sufficient places to ensure that local residents and siblings can access places at the school. This reduction in PAN will also reduce the distance priority radius from 1,000 metres to 750 metres in line with the Council's admissions arrangements.</p> <p>The proposed changes to the school admissions criteria will ensure that the Council continues to provide fair placements for children, so that priority is given to children to access places at schools as close to their home as possible.</p>
<p><b>Putting our Residents First</b></p> <p><b>Delivering on the Council Strategy 2022-2026</b></p>	<p>This report supports our ambition for residents / the Council of: An efficient, well-run, digital-enabled council working with partners to deliver services to improve the lives of all our residents</p> <p>This report supports our commitments to residents of: Thriving, Healthy Households</p>
<b>Financial Cost</b>	There are no direct financial implications associated with the recommendations in this report.
<b>Select Committee</b>	Children, Families & Education Select Committee
<b>Ward(s)</b>	South Ruislip, All

## RECOMMENDATIONS

### That Cabinet:

1. Notes and considers the 4 responses from the consultation on the PAN change to community primary phase set out in the report, along with the select committee comments;
2. Agrees the proposal to reduce the Published Admissions Number (PAN) for Field End Infant School from 90 to 60, taking affect from September 2027;
3. Agrees that the Local Authority supports the following proposals submitted following formal consultations from non-community schools, which are all taking affect from September 2027.
  - a) Field End Junior School to reduce its PAN from 90 to 60
  - b) St Martin's Church of England Primary School to reduce its PAN from 60 to 30
  - c) Park Academy West London to reduce its PAN from 180 to 150,

### Reasons for recommendation(s)

As the local education authority, the Council is responsible for ensuring a sufficient supply of school places and the efficient use of resources. Since 2018, demand across the primary sector has declined slightly, with some fluctuations, but overall surplus places remain high. Each year, the Council reviews pupil numbers and projections and considers adjustments to Published Admission Numbers (PAN) where necessary. Across the borough, small annual changes, both increases and decreases, are often required to meet parental preferences. This approach helps schools and the Council respond effectively to pupil needs while making best use of resources. The PAN represents the operational intake figure; the physical capacity of the school building remains unchanged.

Academy, Foundation, and Voluntary Aided (VA) schools set their own PANs, but they must consult the Council and other stakeholders on proposed reductions. Their governing bodies or trusts can agree temporary or permanent changes. For community primary schools, such as Field End Infant School, the Cabinet is the decision-making authority.

The Local Authority recognises a need to reduce the published admission number in one of our community schools, by 30 places. This is due to demographic changes leading to declining pupil rolls and Reception intakes over the past few years which is projected to continue for the foreseeable future. There would be no difference for current pupils after the proposed change takes effect from the Reception intake in 2027, and there would still be sufficient places to meet future demand from local residents for at least the next 5 to 7 years.

Following a review of school places, it is proposed to reduce the Published Admission Numbers for:

- Field End Infant School-from 90 (three-form entry) to 60 (two-form entry) from September 2027. All 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

- **Option 1:** Maintain Current PAN (90 places): No change to the existing three-form entry.  
**Implications:**
  - Surplus places are likely to remain high, leading to inefficient use of resources across the borough.
  - The school may experience financial pressure due to lower pupil numbers and associated funding, which is based on actual pupil rolls.
  - Risk of negative impact on school sustainability and standards over time if funding constraints affect staffing and provision.
  - As Field End Junior School, an academy, have also consulted on reducing its PAN, the Infant and Junior PANs would no longer align, which may result in some children not having a corresponding junior school to transfer into.

## Select Committee comments

The Children, Families and Education Select Committee considered this matter at its meeting on 7 January 2026 and noted that reducing the PAN at Field End Infant School will give the school greater flexibility to manage its resources effectively whilst continuing to deliver high-quality education for the local community. The Committee understood that the Local Authority will continue to monitor demographic trends and, if demand increases in the future, additional places can be reinstated at the school.

## SUPPORTING INFORMATION

### Reduction of Published Admissions Numbers

1. The purpose of the statutory School Admissions Code (see [Background paper 1](#)) 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, such as setting a Published Admissions Number for each school. The admission arrangements to community schools are determined by the Local Authority as the 'admission authority.'
2. 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.
3. All community schools have a PAN in accordance with the School Admissions Code 2021. This is the number of school places that the admission authority must offer in each relevant age group (Reception, Year 3 for Junior and Year 7 for Secondary) of a school for which it is the admission authority. Admission numbers are part of a school's admission arrangements.

4. Currently there are 14.74% of vacant places across all primary schools (May Census 2025). Pupil numbers will always fluctuate but the aim is to have around 8% vacancies which will ensure there will be sufficient places to meet parental demand in each area and for those moving in mid-year, securing stability for all schools. When local demand for school places is significantly below the school's PAN (around 30 pupils), some schools may only attract a small number of additional pupils during the year, which can result in the need to operate more classes. This situation is not financially sustainable, with an inherent risk that if pupils join or leave the school, a class may need to be opened or closed, or very small class sizes may be in place. To balance school budgets, classes need to include around 25 or more pupils. Schools with declining or volatile rolls face the risk of significant changes in their annual budget, which could lead to a need to restructure or could lead to a deficit budget.
5. The aim of PAN reductions is to match the operational level of schools to local demand and improve the focus of resources in each school on their pupils and reduce the risk of budget deficits. Meanwhile the physical capacity will remain available if demand rises, when it is possible to increase the PAN immediately, without consultation. Should this be the case, officers would recommend that future increases to PANs be implemented on a temporary, year by year basis, while continuing to monitor parental demand.
6. Hillingdon has one of the largest pupil populations in London with 52,709 pupils on roll at schools in the Borough in the May 2025 census. The past few years of roll volatility require annual review and regular changes in PAN, to adjust the 'operating capacity' particularly when school finances are so challenging. Most London local authorities have agreed or are planning reductions in primary capacity in response to falling demand for primary school places. As the birth rate has decreased, reception numbers have plateaued since 2016 and new pupil roll growth is more likely to come from new housing developments and migration into various year groups, and not just into reception classes. Half of primary schools are full to capacity but there are pockets of surplus places in a few schools that continue to grow. The demographic changes in the Borough, short and long-term effects of Brexit, COVID-19 and employment and affordability of housing are all factors being monitored.

### **Field End Infant School**

7. Field End Infant School have raised concerns about changes in their local demand and the governing body supports the proposed reduction in their PAN on the basis it will allow the school to allocate its budget and resources more effectively, ensuring better support for pupils and driving school improvement. The governing body have agreed to increase the PAN should local demand for places rise. Importantly, although reducing PAN requires detailed data analysis and consultation, the process is reversible. Admissions authorities can respond quickly to rising demand by admitting over PAN on a temporary or permanent basis as needed

8. Below is a summary of the timeline for the ongoing discussions related to falling pupil numbers with Field End Infant School:

- **October to December 2021:** Consultation held between the school and the Local Authority on reducing the PAN of Field End Infant from 120 to 90, effective from September 2023.
- **February 2022:** Cabinet approved PAN reduction from 120 to 90 effective September 2023 (see [Background paper 2](#)).
- **May-July 2025:** Field End Infant School raised concerns about declining Reception numbers with multiple meetings with LA to monitor intake and understand the financial implications and explore options.
- **September 2025:** Field End Junior School sent a letter outlining their intention to reduce their PAN and agreed to co-ordinate any consultation with LA and Field End Infant School.
- **September to October 2025:** further meetings with both schools to discuss the consultation timeline and steps to support communities.

9. As is evident in the table below, Field End Infant School has seen an overall decline in pupil numbers over the past five years. Enrolment has dropped from 291 pupils in 2020 to 207 in 2025, despite a reduction in PAN from 120 to 90 in 2023. Reception intake has remained well below capacity, falling from 82 pupils in 2020 to 67 in 2025. This trend, detailed in the School Organisation Plan (see [Background paper 3](#)), reflects reduced local demand and has led to financial pressures, reinforcing the need for further a PAN reduction to ensure sustainability. If this proposal is approved, Pupil Planning Area 5 would still have 8.15% of places vacant, which aligns with the Local Authority's expectations to maintain sufficient capacity for in year admissions.

Field End Infant School							
Census	Nursery	Whole School PAN	Pupils on Roll				% Vacancies
			Rec	Yr 1	Yr 2	Total on Roll	
Oct-20	66	360	82	109	100	291	19%
Oct-21	80	360	80	81	97	258	28%
Oct-22	59	360	98	88	82	268	26%
Oct-23	62	330*	70	94	80	244	26%
Oct-24	58	300	81	74	85	240	20%
Oct-25	59	270	67	72	68	207	23%

\*PAN reduction came into effect (120 to 90)

## Non-Community School consultations

10. Three academies, acting as their own admissions authorities, are also consulting on proposals to reduce their Published Admissions Numbers due to sustained declines in pupil numbers with the details of the proposals listed below:
11. Field End Junior School are proposing to reduce the schools PAN from 90 to 60, effective from September 2027. The decline in pupil numbers can be seen in the table below. The consultation period concluded on 15<sup>th</sup> December 2025.

Field End Junior School							
Census	Whole School PAN	Pupils on Roll					% Vacancies
		Yr 3	Yr 4	Yr 5	Yr 6	Total on Roll	
Oct-20	480	97	105	100	105	407	15.21%
Oct-21	480	87	90	99	92	368	23.33%
Oct-22	480	91	85	88	92	356	25.83%
Oct-23	360*	70	86	87	84	327	9.17%
Oct-24	360	57	70	70	89	286	20.56%
Oct-25	360	75	50	68	66	259	28%

\*PAN reduction came into effect (120 to 90)

12. St Martin's Church of England Primary School are proposing to reduce the school's PAN from 60 to 30, effective from September 2027. The decline in pupil numbers can be seen in the table below. The consultation period will conclude on 19<sup>th</sup> January 2026.

St Martin's Church of England Primary School											
Census	Nursery	Whole School PAN	Pupils on Roll							% Vacancies	
			Rec	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5	Yr 6		Total on Roll
Oct-20	13	380	46	57	48	43	44	30		268	29.47%
Oct-21	18	420	41	45	51	47	43	37	29	293	30.24%
Oct-22	5	420	44	41	50	42	44	46	34	301	28.33%
Oct-23	16	420	19	37	36	42	38	40	36	248	31.11%
Oct-24	7	420	26	18	34	37	39	40	39	233	44.52%
Oct-25	11	420	19	28	18	28	29	40	35	197	53%

13. Park Academy West London secondary school are proposing to reduce the school's PAN from 180 to 150, effective from September 2027. The decline in pupil numbers from 2023 in particular, can be seen in the table below. Although the overall total pupil numbers remain slightly higher than they were in 2020, projections indicate that the size of the Year 7 cohort will gradually decrease in the coming years. This trend is detailed in the School Organisation Plan (see [Background paper 3](#)), which outlines demographic changes and their impact on future admissions. The consultation period will conclude on Monday 26<sup>th</sup> January 2026.

Park Academy West London								
Census	Whole School PAN	Pupils on Roll						% Vacancies
		Yr 7	Yr 8	Yr 9	Yr 10	Yr 11	Total on Roll	
Oct-20	1260	165	168	138	122	127	720	42.86%
Oct-21	1260	178	154	160	102	117	711	43.57%
Oct-22	1260	169	177	151	159	103	759	39.76%
Oct-23	1260	169	165	177	140	151	802	36.35%
Oct-24	1260	161	155	162	165	144	787	37.54%
Oct-25	1260	127	152	142	156	153	730	42.06%

14. A decision on all proposals is expected during the Spring 2026 term, following the completion of the consultation process. All schools must determine/finalise their admissions arrangements by 28<sup>th</sup> February 2026 and publish them on their school's website by 15<sup>th</sup> March 2026, in line with the School Admissions Code.

### Financial Implications

There are no direct financial implications for the Council arising from the proposal to reduce the Published Admission Number (PAN) at Field End Infant School from 90 to 60, effective September 2027. The school's physical capacity will remain unchanged, ensuring flexibility to increase PAN in the future if demand rises. However, the reduction will impact the school's funding and staffing requirements, and the school is working with its HR provider to review its structure to align with the lower intake. This approach will help stabilise the school's budget, reduce the risk of deficit, and maintain sustainable class sizes.

## RESIDENT BENEFIT & CONSULTATION

### The benefit or impact upon Hillingdon residents, service users and communities?

Over the past year, officers have reviewed pupil- on- roll numbers, waiting lists, and projected Reception intake figures, and have engaged with relevant schools regarding these findings. This work subsequently led to discussions with the Headteacher of Field End Infant School. The Headteacher informed parents during the autumn term 2025 via the school newsletter that a reduction in PAN was under consideration. This proposal would give stability to classes and benefit pupils, and siblings and other local parents would still be able to access the school.

The proposed changes, if agreed, will support fair and equitable school placements, maintaining the principle that children should be prioritised at schools closest to their home.

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

- 'Have your say' via the Council website.
- Communication issued to all Hillingdon schools, advising them of the consultation with link to proposed admissions arrangements (Appendix 1)
- Consultation with adjoining neighbouring local authorities.

- 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.

The consultation was widely promoted and had the potential to reach a significant number of stakeholders, given that over 50,000 children attend schools in Hillingdon.

## Consultation Responses

4 responses were received in total during the consultation period with all being submitted via the online questionnaire. The responses are summarised below.

### Online Questionnaire responses are summarised below:

1. 2 respondents agreed with the proposal to reduce the Published Admissions Number of Field End Infant School from 90 (three-form entry) to 60 (two-form entry), effective from the September 2027 academic year.
  - Yes – 2
  - No – 2
  - Don't know - 0
2. Of the 2 respondents that answered 'No' or 'Don't know', reasons have been summarised below in the paper
3. 1 respondent did not agree that the proposed changes would disadvantage any Hillingdon residents.
  - Yes – 2
  - No – 1
  - Don't know – 1
4. Of the 2 respondents that agreed the changes will disadvantage Hillingdon residents, reasons have been summarised below in the paper.
5. 4 respondents have confirmed their interest in the proposal as:
  - A parent/carer/guardian - 2
  - A Local resident – 2
6. 4 respondents confirmed the number of children under the age of 18 living in their household:
  - None – 1
  - 1 – 1
  - 2 – 1
  - 3 - 0
  - 4 – 1

7. Respondents were invited to state which school(s) their child(ren) currently attend, and the responses were as follows:
- Field End Infant School - 1
  - Field End Junior School - 0
  - Other Primary School in Hillingdon - 1
  - Other Secondary School in Hillingdon - 1
  - N/A - 1
8. 1 provided additional comment(s) on the proposals which are summarised below:

Some respondents expressed concern that reducing the distance priority radius from 1,000 metres to 750 metres could restrict children's access to high-quality education. The Local Authority do not feel there will be any material difference in admissions as a result of the reduction in distance criteria as local children will still be able to request a place at the school, and there are forecast to be sufficient places available after the PAN reduction.

The proposed reduction in PAN is driven by current and projected demand to ensure resources are used efficiently. Importantly, the school's physical capacity remains unchanged, allowing additional places to be reinstated in the future if there are substantial increases in birth rates or population growth. This will depend on local circumstances at the time of any request or increase in demand.

## Conclusion

**Reducing the PAN at Field End Infant School will give the school greater flexibility to manage its resources effectively whilst continuing to deliver high-quality education for the local community. The Local Authority will continue to monitor demographic trends and, if demand increases in the future, additional places can be reinstated at the school.**

## CORPORATE CONSIDERATIONS

### Corporate Finance

Corporate Finance have reviewed this report and concur with the Financial Implications set out above, noting there are no direct financial implications with the recommendations within this report.

### Legal

Reducing the Published Admission Number (PAN) of a maintained school in England or Wales requires the local authority to follow statutory procedures under the Education and Inspections Act 2006 and the School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013, as well as statutory guidance in 'Making Significant Changes ("prescribed alterations") to Maintained Schools' (August 2025). This process involves publication, consultation, decision-making, and implementation to ensure legal compliance. The decision maker must have due regard to the response to the consultation when making their decision. There are no legal implications arising from the recommendations in this report.

## BACKGROUND PAPERS

[Background paper 1](#) - School Admissions Code 2021

[Background paper 2](#) - Cabinet Decision PAN reduction of Field End Infant School (Thursday 17<sup>th</sup> February 2022)

[Background paper 3](#) - London Borough of Hillingdon: School Organisation Plan 2025-26

[Background paper 4](#) – School Admissions Consultation: Proposal to reduce PAN of Field End Infant School – detailed response.