

Item No. 12.	Classification: Open	Date: 17 October 2023	Meeting Name: Cabinet
Report title:		Annual school place planning report financial and academic year 2023-24	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Jasmine Ali, Deputy Leader and Cabinet Member for Children, Education and Refugees	

FOREWORD - COUNCILLOR JASMINE ALI, DEPUTY LEADER AND CABINET MEMBER FOR CHILDREN, EDUCATION AND REFUGEES

Southwark Council has a legal duty under the Education Act 1996 to ensure that a sufficient capacity of school places exists for children of statutory school age. Monitoring, through the analysis of data and trends, is carried out by our education team to produce this annual report on place planning to ensure that sufficient capacity exists.

The following report provides a comprehensive overview of school place capacity for reception, primary and secondary places, as well as forward place planning for Southwark.

Southwark is meeting its duty to ensure that there are enough school places for our primary and secondary school children – and I am pleased to report that almost all of these school places are in Good or Outstanding schools.

Yet we know that this good news is not without challenge - namely the gradual over supply of primary school places that we have seen in Southwark, across London and now in the regions. Demographic changes brought about by falling birth rates, EU migration and Brexit, a lack of adequate affordable housing, changes in the benefit system are factors that have contributed to a reduction of families in Southwark and London and falling school rolls.

Too many primary school places compared with the reducing number of primary age children living locally has led to excess vacancies in schools that the Council has taken positive action to address to keep our children's education strong in the borough.

Keeping Education Strong Strategy

In December 2022 I introduced the Keeping Education Strong Strategy in order to mitigate the damaging impact of falling school rolls on education in the borough. This joint work between the Council and Southwark schools concluded

this year with the Keeping Education Strong Plan to close, amalgamate or reduce Pupil Admission Numbers (PANs) in schools with reduced demand. The outcomes of the plan, combined with the actions of individual schools to reduce PANs and to close three schools, makes for a less challenging picture.

Primary schools

As of September 2023, overcapacity has been reduced following action taken in the previous year in Southwark primary schools, reducing Reception vacancies from 22% to 17%. Further action proposed through the Keeping Education Strong strategy would be expected reduce Reception vacancies down to 10%, though individual schools and local area will still face challenges with greater excess capacity.

Actions to deal with the oversupply of primary school places will also be more substantively monitored and addressed in separate reports to Cabinet in 2023/24 detailing PAN reductions, amalgamations and school closures.

Secondary schools

Southwark secondary school places had seen an overall increase in demand and provision since 2016. However the reduction in primary numbers is now beginning to feed through to secondary schools, with the number of Year 7 pupils falling by 6% since 2019-20. The report anticipates that secondary demand has now plateaued and will start to decrease slowly from this year onwards.

Although there are no immediate concerns about surplus capacity in the secondary sector overall, schools who experience less demand may be disproportionately affected by the overall falling numbers of pupils.

The report concludes that on balance, in spite of the downward trend in pupil numbers overall, there remain identified areas of potential growth for primary and secondary education in Southwark, linked to long term regeneration programmes such as Canada Water and the Old Kent Road area.

I ask Cabinet to note the updated forecasts of primary and secondary school places, to note the continuing over supply of primary places in specific locations and across the Council area, and to endorse and note the actions in this report to match primary demand with capacity of places, as part of the Keeping Education Strong Strategy.

Executive Summary for Pupil Place Planning Report

Southwark Council's duty under the Education Act 1996 (as amended by the Education and Inspections Act 2006) is to "ensure that a sufficient capacity of school places exist for children of statutory school age". Monitoring and analysis of appropriate data and trends are carried out to produce an annual report on place planning to ensure that sufficient capacity exists. This report therefore aims to provide Cabinet with an overview of school place capacity, as well as

forward place planning for Southwark. The number of primary pupils has been falling for several years, and the report outlines some of the measures taken to address this under the umbrella of the Council's Keeping Education Strong Strategy.

The highlights from the report for 2023-24 are as follows:

- Southwark has sufficient pupil places to meet existing demand in both primary and secondary phases of education in Southwark. The authority was able to offer a primary or secondary school place for the 2023-2024 academic year, to all on-time Southwark applicants at the normal points of entry, and has more than sufficient provision available to accommodate late and in year applicants for both phases.
- All the indicators for the short to medium term are that primary rolls will continue to fall. From September 2015 to the present time (September 2023 for rolls, December 2022 for births)
 - The number of primary pupils overall has fallen by -15%
 - The number of reception pupils has fallen by -21%
 - The number of births has fallen by -26%
 - The number of reception applications has fallen by -22%
- There are areas of Southwark where a steeper decline in primary demand has been observed, these are mainly centred around the "Borough & Bankside" and "Peckham & Nunhead" localities.
- There is therefore considerable overcapacity in the primary sector, both at reception and across all school year groups. GLA projections anticipate that primary reception demand overall will continue to decline until at least September 2031, and probably beyond this date. To address this, Southwark Council launched its "Keeping Education Strong" (KES) strategy in December 2022 as a comprehensive response to falling school rolls with decisive action taken or planned including PAN reductions, amalgamations and closure of a number of schools.
- The closure of three schools in 2022-23 has removed 960 school places (including 90 reception places), and discussions in relation to three further schools may remove a further 780 places (90 reception) by September 2024, subject to consultation. This would be a 7% reduction in places since September 2022. In addition proposed PAN reductions would remove a further 840 places including 120 reception places. It is projected that these actions, if implemented, would reduce primary reception vacancies across Southwark to 10% by 2025, though individual schools and particular local areas will still face challenges with excess capacity and the need for further action will be kept under review.
- Given the level of vacancies across primary schools this will not impact negatively on parent choice. Removal of surplus capacity is expected to have a positive impact on schools.

- In respect of secondary school places there has been an overall increase in demand and provision since 2016, but the reduction in primary numbers is now beginning to feed through to secondary schools:
 - The number of Y7-11 pupils overall has increased by +30% since 2016, but only by +6% since 2019-20
 - The number of Y7 pupils has increased by +22% since 2016, but has actually fallen by -6% since 2019-20
 - The number of Y7-11 places meanwhile has also increased by +30% since 2016 (+13% since 2019), and the number of Y7 places has increased by +20% (but only +4% since 2019) over the same time period
- Southwark is anticipating that secondary demand will plateau this academic year (2023-24), and then decrease slowly thereafter. Therefore, we do not anticipate that secondary demand will exceed capacity and additional capacity is unlikely to be required going forward.
- Although there are no immediate concerns about surplus capacity in the secondary sector overall, less popular schools may be disproportionately affected by falling numbers of pupils. Given that almost all secondary schools are now Academies or Free Schools, decisions on their future would primarily be a matter for Multi Academy Trusts and the Department for Education rather than for the Council.
- Despite the downward trend in pupil numbers overall, there are still identified areas of potential growth for both primary and secondary in Southwark linked to long term regeneration programmes in the borough – i.e. at Canada Water, and in the Old Kent Road growth area. The authority will consider appropriate ways to reconfigure existing schools to meet this demand, should it materialise. In the first instance it is anticipated that additional numbers of pupils could be accommodated in existing schools. Only if growth is unable to be contained within existing provision will new schools be considered and commissioned.

RECOMMENDATIONS

1. That the Cabinet note the updated forecasts of primary and secondary school places from 2023-2024 onwards set out in Section 8 (primary) and Section 14 (secondary) of this report.
2. That the Cabinet note the continuing oversupply of primary places and sufficiency of secondary places across the borough and actions being undertaken to monitor supply and demand.
3. That the Cabinet note the actions outlined in this report to match primary demand with capacity of places as part of the “Keeping Education Strong” strategy.

BACKGROUND INFORMATION

4. Southwark's Pupil Place Planning update was last reported to Cabinet in October 2022. The annual update describes the demand for primary and secondary school places in the Council area and details any steps being taken to manage that demand. This is particularly important given the reductions in pupil numbers in primary schools
5. School place planning for primary schools is undertaken using multi-ward "planning areas". For secondaries, the planning is undertaken as a single planning area, reflecting the distance people travel to attend secondary schools and the numerous out borough pupils that attend our schools.
6. The legal requirements as regards place planning are for the Council to "*secure sufficient places in primary and secondary schools are available for its area*". This requires Southwark to ensure projected demand is met with sufficient supply, and to determine whether an increase or decrease in demand is temporary or permanent. Based on this evidence and needs, the Council will then work with schools, Multi-Academy Trusts and the Department for Education to increase or decrease supply as required. If demand is falling this may entail merging and/or closing schools, or reducing their Published Admissions Number (PAN). Where demand has increased actions may include encouraging schools to admit additional pupils or adding an additional form of entry for a fixed period of time, or in some cases to expand permanently. The Council monitors and predicts demand for school places using a variety of methods. Each are examined in detail in the following text and planning area summaries.
7. Methods to track and monitor primary demand include:
 - Examining trends in pupil numbers at reception and Year R to 6 totals (paras 9 to 14);
 - projections provided by external bodies for school places and births – in our case, the Greater London Authority (GLA) (paras 28 to 30 and 34 to 41);
 - looking at the numbers of historical applications made (paras 44 to 46);
 - looking at the numbers of births (para 37);
 - examining the cross border flow of primary and secondary pupils – children resident in other authorities attending schools in Southwark and vice versa (paras 48 to 52).

KEY ISSUES FOR CONSIDERATION FOR FUTURE ACTION

Approach to primary and secondary pupil place planning

8. Southwark's pupil place planning figures are predominantly, based on GLA projections, commissioned by the Council annually. The GLA calculate projections based on: current school rolls, birth rates, underlying population projections, migration, and new housing developments. A detailed methodology is outlined in Appendix 1. For primary place planning, the Council area is split into five Planning Areas ("PAs"), these are detailed in Appendix 2 Section 3a. A list of primary schools by planning area and by ward is also included at Appendix 2 Section 4; a map showing all primary schools in the borough is attached at Appendix 2 Section 3b. Secondary school planning is carried out on a borough-wide basis because the admissions distance for some secondary schools extend up to and, on occasion, some way beyond borough boundaries. A map of secondary school locations is attached at Appendix 2 Section 14.

KEY FACTORS AFFECTING PRIMARY SCHOOLS

Headline figures for primary - Reception Year

9. The trend of falling rolls continues apace, and shows no sign of abating. Detailed graphs and tables of reception year projections are given in Appendix 2 Section 8 and summary highlights of the overall figures are given below:
 - In September 2023, there were 3,401 available primary reception places in Southwark, and 25,055 year R to 6 primary places;
 - The take up of primary reception places shows a projected vacancy rate in September 2023 of around 590 places, equivalent to 20 forms of entry (17% overall);
 - This vacancy figure was 778 (22% - 26FE) in September 2022, so there are around 188 fewer vacancies (6FE) than this time last year – the result of rationalisation of provision, in part;
 - There are 5,217 vacancies (20%) in YR to Y6, around 550 less than in 2022-23.

Trends in rolls in primary schools – Reception rolls and R to Year 6 rolls

Table 1: Primary rolls September 2015-24 (reception and whole school)

Year	R	+/-	%	R to 6	+/-	%
2015-16	3,579			23,374		
2016-17	3,520	-59	-2%	23,476	102	+0.4%
2017-18	3,331	-189	-5%	23,426	-50	-0.2%
2018-19	3,247	-84	-3%	23,242	-184	-1%
2019-20	3,220	-27	-1%	22,690	-552	-2%
2020-21	2,985	-235	-7%	22,071	-619	-3%
2021-22	2,929	-56	-2%	21,382	-759	-3%
2022-23	2,823	-106	-4%	20,649	-733	-3%
2023-24	2,836	+12	+0.4%	19,959*	-690*	-3%*
2015-23	-743		-21%	-3,415*		-15%*

*estimated figure

10. Southwark has seen a substantial reduction since 2015-16 in primary reception and whole school rolls. Reception rolls have fallen by 743 pupils - 25 forms of entry (25FE) - -21% overall - in the 8 years since September 2015, this is an average loss of around 2FE overall per annum.
11. Whole school (years R to 6) rolls have decreased by 3,415 pupils over the same period – equivalent to 118 classes or -15% overall. It is expected that the overall number (Year R to 6) will continue to fall as each year group works its way through schools. Pupil projections received from the GLA in May 2023 and outlined in Appendix 2 Section 8 support this scenario.
12. Within the excess capacity noted in the paragraphs above, the number and percentage of empty school places in specific areas of Southwark have grown at a greater or lesser extent. Figures for reception and all primary year groups are given below by planning area – it can be seen that the percentage of some areas are considerably higher than others.

Table 2a Reception Roll, Capacity and Vacancies September 2023

Category	PA1	PA2	PA3	PA4	PA5	LBS
YR Roll 2023-4	511	879	488	482	476	2,836
PAN Total 2023-4	675	960	630	600	536	3,401
YR Vacancies	164	81	152	118	60	575
Percentage	24%	8%	23%	20%	11%	17%

Table 2b Year R to 6 Estimated Roll, Capacity, Vacancies
September 2023

Category	PA1	PA2	PA3	PA4	PA5	LBS
YR-6 Roll 2023-4	3,923	5,731	3,421	3,597	3,287	19,959
PAN Total 2023-4	5,115	6,900	4,770	4,530	3,740	25,055
YR-6 Vacancies	1,192	1,169	1,349	933	453	5,096
Percentage	23%	17%	28%	21%	12%	20%

13. Between 2008 to 2016 Southwark experienced a surge in demand for primary *and* secondary places. The Council worked to support existing

primary schools to expand, as well as working to enable free schools to open, to meet demand as required. As a result of a programme of investment and expansion, Southwark primary, secondary and special schools increased pupil numbers and addressed capacity issues.

14. Since then, as outlined in this report, falling numbers of children mean that that the potential primary aged population has decreased, and will continue to do so. The ONS 2021 Census showed a 4% reduction in the 0-15 population since 2011, but a 21% reduction in the 0-4 age cohort, meaning considerably fewer children proceeding to primary schools. Drivers of this include:

- Falling birth rates (see paragraph 47);
- Brexit: Net migration from EU countries is now in decline across London;
- Rising costs of family homes in London compared with rest of the country;
- Welfare reforms: including the effects of the introduction of Universal Credit (UC), the Local Housing Allowance, and the 'bedroom tax'.

Actions taken to address falling rolls

15. The Council began to take proactive steps in 2018 (effective from September 2019) to address oversupply by reducing primary provision where it was no longer needed, and continues to do so. Variation requests made to the Office of the Schools Adjudicator (OSA), led to the removal of 300 (10FE) excess places at primary reception in 2019, and 4 further schools had PAN reductions agreed by the OSA or agreed by Cabinet at the same time. A further two schools in Peckham reduced their PANs for 2022. These actions have removed 550 places (2%) since 2020-21. St John's Walworth school closed in 2021 removing 30 reception places.
16. Officers are continue to work with school leaders of primary schools to reduce capacity further through a reduction of Reception year places at schools with a trend of high reception vacancy levels. PAN reductions for 4 schools were undertaken through a consultation process and will take effect for 3 of them in September 2023.

Table 3 – PAN Changes 2022-23

PA	Primary School	PAN 2022-3	PAN 2023-4	Reduction
1	English Martyrs	60	30	-30
1	Cobourg*	60*	30*	-30*
2	Ilderton	60	30	-30
3	St Francis RC	60	30	-30
4	Dog Kennel Hill	60	30	-30
Total (excluding Cobourg)		330	120	210

* this reduction was agreed for September 2022, but subsequently closure was agreed in July 2023 and undertaken in August 2023

17. Appendix 2 Section 13 provides details of which schools (by planning area), have or are planning to reduce their PANs since 2019. A total of 459 (15FE)

reception places will have been removed by September 2023 from the total in 2016, a reduction of 12% of the primary reception places available.

18. It is accepted national practice is for LAs to have between 5% to 10% spare places to allow for an element of parental choice, and for late and in-year applications. We are some way from addressing this target – the excess capacity at reception is 17%, +7% above this level.
19. A whole borough approach to reduce capacity effectively is being undertaken. The Council is working closely with school leaders of LA-maintained schools, the DfE's Regional Schools Director, as well as with the Church of England (the Southwark Diocesan Board of Education (SDBE)) and the Roman Catholic Church (the Catholic Education Commission for Southwark) to discuss the overprovision in their schools. Meetings with Academy Trusts that have schools in the borough have also been held and progress made to reduce capacity where this is possible.
20. As we still have an overall overprovision of primary reception places across the borough, as well as higher concentrations of excess capacity in particular localities, work on the further reduction of reception places continues to ensure we have a balance of choice and sustainable provision.

Keeping Education Strong – a strategy for future proofing primary schools

21. Falling numbers of pupils is a serious issue for primary schools right across the capital. London Councils (2023) confirmed that 'London local authorities and schools are currently dealing with a significant and sustained period of reduction in demand for reception places, which has implications for school budgets and standards. The fall in demand reflects the decline in the birth rate since 2012 and changes in migration patterns'.
22. In December 2022, Cabinet agreed a Strategy to address this issue in Southwark: 'Keeping Education Strong: Strategy for future proofing primary schools and protecting the quality of education in Southwark'. In line with this Strategy, three primary schools have closed in 2023:
 - *Cobourg Primary School (Planning Area 1), a 1FE reduction as a result of amalgamation with Camelot Primary School*
 - *Townsend Primary School (Planning Area 1), a 1 FE reduction*
 - *St Francesca Cabrini RC Primary School (Planning Area 3), a 1FE reduction.*
23. A further update on this Strategy, 'Keeping Education Strong Recommendations', was approved by Cabinet at its June 2023 meeting. Cabinet agreed that the Council should discuss potential PAN reductions with the following schools:
 - *Bessemer Grange Primary School*
 - *Goose Green Primary School*

- *Grange Primary School*
- *Rye Oak Primary School*
- *St Francis Roman Catholic Primary School*
- *St Joseph's Camberwell Catholic Infants School*
- *St Paul's Church of England Academy*

24. In addition, Cabinet agreed for discussions to be held with schools, Multi-Academy Trusts (MATs) and Diocesan bodies about potential amalgamation for the following schools:

- *Comber Grove primary school with another Southwark primary school to be identified (PA4, a 1 FE reduction)*
- *St Mary Magdalene Church of England primary with another Southwark primary school to be identified (PA3, a 1 FE reduction)*
- *Harris Academy Free School with Harris Primary Academy Peckham Park (PA3, a 1 FE reduction).*

25. The closure of three primary schools in 2022-23 (St Francesca Cabrini, Townsend and Cobourg) has removed 960 school places (including 90 reception places), and discussions in relation to three further schools may remove a further 780 places (90 reception) by September 2024, subject to consultation. In addition proposed PAN reductions would remove 840 places including 120 reception places. Given the level of vacancies across primary schools this will not impact negatively on parent choice.

26. The reduction in excess capacity as a result of actions already undertaken is projected to reduce the % of vacant reception places from 22% in September 2022 to 17% in September 2023. The further proposed changes set out in paragraphs 23 and 24 would be expected to reduce reception vacancies to 10% Southwark-wide. Removal of surplus capacity should have a positive impact on schools, though particular schools and local areas will still face challenges with excess capacity and the need for further action will be kept under review.

Table 4 – Projected % empty reception places following implementation of Keeping Education Strong Recommendations

Year	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28
% of reception vacancies	14%	20%	19%	22%	17%	10%	10%	10%	10%

27. Any process to permanently decrease PANs, or close/merge schools will need to follow statutory procedures, and will be brought to Cabinet for determination, other than for Academy Schools where the Council is not the decision maker. Proposals would be brought to the Cabinet Member initially for approval of any statutory consultation processes. Full consideration will

be given to the impact of any changes on the balance of places offered and choice for parents and carers.

Primary roll projections from September 2023 to 2031

28. It is projected by the GLA that primary reception rolls will fall by a further 172 pupils (6FE – -6%) by the end of the decade. The effects of the reductions outlined above will be monitored for their effectiveness, before considering whether further reductions are required. Whilst there is a projected reduction in primary numbers overall, there will still be areas of growth in specific localities, and possibly a need for localized additional place provision.
29. We anticipate that need for additional places in the medium term to long term may fall into two discreet areas, located within Planning Area 2 (Bermondsey and Rotherhithe). Indeed, there was a +5% increase in reception numbers for PA2 in September 2023. This increase could potentially derive mainly from two areas presently being developed - around the Rotherhithe peninsula (as part of the "Canada Water" development) and along the Old Kent Road as part of the Old Kent Road Area Action Plan development, as well as pupils from schools that have been closed in the locality.
30. Detailed primary projections are provided in Appendix 2 Section 8, including by planning area. These show projections for reception and whole school rolls by planning area, as well as data for applications and the numbers of births.

Effect of free schools and academies on place planning

31. The Academies Act 2010 requires local authorities to facilitate academies or free schools, rather than providing new schools themselves. An LA can reduce or propose to close provision, but this could be negated by a school academising to avoid closure, an academy opening, or an existing academy expanding. This makes long term planning at a local and borough wide level challenging. The ESFA consults with (but does not require the approval of) the Council when academies or free schools are proposed. Academies are able to increase their PAN by simply by placing a notice on their website, and notifying the Council.
32. These schools are not required to undergo any form of statutory process to expand or to seek the Council's approval. All of this said, the Council has engaged meaningfully with the DfE, the Regional Schools Director (RSD) and MATs across the authority area, and have in more recent years ensured that schools have not opened where there is no evidence of need, and that academy schools have reduced PANs where there is evidence of declining demand. There are 39 mainstream schools in Southwark, that are free schools or academies (21 primaries, 17 secondaries and one all through (4-18) school). A list of the 39 academies and their 19 sponsors in Southwark is given at Appendix 2 Section 17.

The effects of the COVID-19 pandemic on primary rolls

33. The largest effect of Covid was on enrolment the early years' foundation stage of the school population. There was also an increase in primary age parents' home educating children particularly during 2020 and 2021. There is evidence that some parents and carers are relocating outside of London, in part driven by COVID issues. The effect of this has been to amplify the drop in primary roll numbers across year groups as set out Table 1 (paragraph 9). The longer term impact remains unpredictable but will become clearer over time.

Longer term primary need in identified development areas

34. Consideration also needs be given to need deriving from developments outlined in the Southwark Plan 2022-26 and to development profiles given to the GLA as part of this and in demographic projection work the GLA undertake. The Southwark Plan will guide and manage new development and growth in the area over the next 15 years and will provide a view on the scale of infrastructure needed to support growth. Sites for educational provision have previously been identified, and could be developed as schools should they be required.
35. As we receive data on developments in these localities, these are interpolated into the pupil place planning figures produced by the GLA. Work is ongoing to reflect developments in the projections produced, but a fair amount of development planned takes place after 2033, beyond the scope of this report. School capacity already exists in planning area 2 to absorb a great deal of any future projected growth. Should demand exceed supply, then consideration will be given to expanding existing schools, first and foremost.

Planning Area Analysis of provision, rolls, capacity and projections

36. **Section 8 of Statistical appendix 2** give an in-depth analysis of the type of primary provision that exists in each planning area, existing primary rolls, school capacities and projections for the future. This will allow Members to examine supply and demand at a finer level of geography than borough wide. The capacity in the projections takes account of PAN reductions and school closures already undertaken but not yet of proposed amalgamations or closures in early stages of discussion. A short summary for each planning area is given below.
37. **Planning Area 1 (Borough, Bankside & Walworth)** has reduced the considerable overcapacity in this area by 9 forms of entry since September 2017 (**29%**), but still remains one of the planning areas with the highest level of vacancies in Southwark. Pupil numbers at reception and across year groups are projected to regain a small percentage of their previous fall by the end of the decade.

38. **Planning Area 2 (Bermondsey & Rotherhithe)** had until recently seen a similar fall in numbers and capacity, but saw a small upswing in demand for September 2023, possibly relating to the closure of 2 schools in the adjacent PA1, and build out at Canada Water. Numbers are in any case projected to begin to slowly recover from 2028 onwards, but a considerable amount of overcapacity (17%) remains.
39. **Planning Area 3 (Peckham and Nunhead)** remains an area of concern, with vacancies exceeding 20% at reception and across all year groups. Numbers are projected to continue to fall and-or plateau towards the end of the decade. It is worth noting that some of the actions arising from the Keeping Education Strong strategy in KES may mitigate against this, but further action may be required.
40. **Planning Area 4 (Camberwell)** has in recent years become an area of concern with overcapacity exceeding 20% at reception and in years R to 6. Actions proposed in KES may mitigate against this, and numbers are expected to bottom out towards the end of the decade, but further action to address overcapacity seems likely.
41. **Planning Area 5 (Dulwich)** remains, for the most part, perennially popular and filling to capacity on an annual basis. However, additional capacity provided in this area has been primarily abstractive of other planning areas and Lambeth. Numbers are projected to remain the same or fall slightly in the foreseeable future.

Primary reception place applications and preferences

44. Another method of tracking demand for primary places outside of population-led projections is to look at trends in the levels of applications for reception places. The level of applications for primary reception places since 2008 has been in line with most London boroughs, showing an increase in demand for primary places from 2008 to 2016, and a reduction thereafter. In 2023 there have been 763 fewer (-22%) applicants to Southwark primaries overall than in 2015-6, though the reduction in numbers appears to have slowed down in past 12 months. Out borough applicant numbers have broadly remained at the same level but have risen from around 8% of applicants in 2015/16 to around 10% this year and last year (slightly above the prevalence of out borough pupils in Southwark primaries of 9%), perhaps reflecting the popularity of our primary schools.

Table 5 – Primary Reception Applications 2015-23 (Southwark & out borough)

Year	LBS	Out borough	Total	+/-	%
2015-16	3,231 (92%)	279 (8%)	3,510		
2016-17	3,123 (92%)	274 (8%)	3,397	-113	-3%
2017-18	2,929 (92%)	268 (8%)	3,197	-200	-6%
2018-19	2,861 (90%)	307 (10%)	3,168	-29	-1%

Year	LBS	Out borough	Total	+/-	%
2019-20	2,879 (90%)	309 (10%)	3,188	+20	+1%
2020-21	2,801 (91%)	267 (9%)	3,068	-120	-4%
2021-22	2,604 (91%)	248 (9%)	2,852	-216	-7%
2022-23	2,483 (90%)	275 (10%)	2,758	-93	-1%
2023-24	2,468 (90%)	278 (10%)	2,746	-12	-0.3%
2015-23	-763	-1	-764		-22%

45. In the planning area summaries in Appendix 2 Section 8, individual application statistics are given by planning area. It is perhaps worth noting that applications for planning area 2 have risen, whereas applications for all the other planning areas have fallen. The overall 22% decrease in applications over the last 8 years would seem to indicate that the trend continues to be downward for Southwark pupils, whereas the number of applications from outside Southwark remains steady, becoming a higher percentage of applications overall. Using applications as an indicator would seem to agree with the projections of an overall decreasing number of pupils going forward.
46. In terms of the actual numbers of preferences expressed for primary places, along with a fall in applications has come a fall in the number of preferences expressed. In 2018, applicants for a reception place made an average of 2.5 preferences per available place. This has fallen this year (2023) to 2.1 preferences per applicant. Demand varies by sector, with Community schools showing 2.0 preferences per place (2.3 in 2018), and academies 2.3 (previously 2.5). This is explored in detail in Appendix 2 Section 10.

Births

47. Births tend to give a fairly good indication of upcoming primary numbers in a locality. Birth rates in Southwark increased from 2002 to 2011 and peaked in that year – thereafter, from 2012 to 2022, there has been a marked decline (**-33%**) in the number of births, which normally feeds into reception places four years later. Southwark's fall in births has been substantial – 2022 saw the lowest level of births in Southwark since 1986 – 37 years ago. If births are to be used as an indicator of primary numbers, then the trend would seem to indicate a continued reduction in overall demand.

Table 6 Births in Southwark 2012-21

Year	Births	+/-	+/-%	Year	Births	+/-	+/-%
2012	5,030			2018	4,181	-200	-5%
2013	4,706	-324	-6%	2019	4,027	-154	-4%
2014	4,647	-59	-1%	2020	3,557	-470	-12%
2015	4,587	-60	-1%	2021	3,525	-32	-1%
2016	4,503	-84	-2%	2022	3,393	-132	-4%
2017	4,381	-122	-3%	2012-22	-1,637	-33%	

Primary internal and cross authority flows

48. Children are able to apply to and attend schools in other planning areas and other local authority areas. Indeed, for some pupils living on the border to another authority, the nearest school may not be in Southwark. Admissions authorities cannot reserve places for or prioritise pupils from a particular local authority area, and must admit children applying for the school irrespective of in which authority area they reside. Therefore, there has always therefore been a degree of 'cross border traffic' of pupils resident in one borough attending schools in another.
49. Pupil Projections broadly assume that there remains a similar level of cross border flows in and out of Southwark from neighbouring authorities from year to year, which was true until recently, but a variety of factors mean we now see more out borough pupils in Southwark than previously.
50. Southwark exchanges pupils with more than 30 authorities at primary level – the net effect is "positive" for Southwark (i.e. that we receive more primary age pupils from other authorities than those that leave Southwark to attend schools in other areas). The main authorities we "swap" pupils with are Lewisham, Lambeth, Croydon, Bromley and Greenwich. These five LAs make up more than 90% of our primary age "cross border traffic", and Lewisham and Lambeth more than 75%.
51. In 2021-22 (the latest available DfE figures), 1,538 (8%) primary school age pupils living in Southwark attend primary schools in around 26 other local authorities outside Southwark, equivalent to around 4 x 2FE schools' worth of pupils. 2,034 (10%) non-Southwark pupils from 36 LAs outside Southwark – the equivalent of five 2FE schools' worth of pupils were educated in Southwark. This is a "net gain" of around 496 pupils (+2%), or just over 1 x 2FE school. This "net gain" saw an increase in recent years –

since 2015-6, when the net gain was around 530 pupils (+2%) which rose to +4% in 2020-21, before falling back to 2% this year. A greater availability of places locally in Lambeth and Lewisham is the likely cause of this. In planning area terms, PA3 sees a net loss (to Lewisham), and PA2 a net gain (mainly from Lewisham and Lambeth). The reduction in net gain would seem to indicate that the projections of falling rolls in Southwark will continue.

52. Notwithstanding the 8% of our primary pupils coming from outside Southwark, over the last 3 years around 10% of primary applicants come from outside Southwark, perhaps reflecting the popularity of Southwark primary schools. Appendix 2 sections 8 and 9 explore cross borough flow data in greater detail.

Private primary schooling and Elective Home Education (EHE)

53. Projections assume historically similar proportions of children who are being electively home educated or who attend private schools inside or outside Southwark. If either of these scenarios are inaccurate, then projections accuracy could potentially be affected.
54. Whilst the number of primary age home-educated children has increased to around 180 pupils in 2022-23, this amounts to less than 0.9% of all primary pupils in Southwark and is therefore unlikely to affect projections, unless that proportion increases or decreases drastically.
55. Similarly, the percentage of privately educated primary pupils (**8%**) in Southwark in January 2022 at the *seven* registered private schools with primary provision has not altered significantly in recent years, although this has increased slightly from around **7%** five years ago. The percentage of pupils at independent school who are Southwark residents is relatively low – **4%** - and lower than the UK average of **7%**. The figures, intake, roll and location of the seven private schools with private primary provision in Southwark are given in table 7 below. The planning area in which these schools fall is also included - as can be seen, almost all of the schools are situated in planning area 5 (Dulwich), **87%** of the private primary provision in Southwark is contained within this planning area

Table 7 Private Schools with Primary classes in Southwark January 2023

Southwark PA	School	Intake
1	London Christian	3-11 (Mixed)
3	The Villa	2-7 (Mixed)
5	Dulwich College	2-19 (Mixed)
5	Dulwich Prep	2-14 (Boys)
5	Herne Hill School	2-7 (Mixed)
5	James Allen's Girls'	4-18 (Girls)
5	Alleyn's School	4-18 (Girls)

KEY FACTORS AFFECTING SECONDARY SCHOOLS

Headline figures for secondary

56. In September 2023 there are presently 3,522 secondary places available in state-funded mainstream secondaries in Southwark at Year 7. From Years 7-11, there are 17,510 available places – 21,100 if you also include years 12 and 13.
57. As at September 2023, are presently 3,134 pupils in Year 7, and 16,234 Year 7-11 pupils (19,167 including sixth form pupils). This leaves 388 – 13FE (11%) vacancies in Y7, 1,276 (7%) Y7-11 vacancies, and 402 (7%) sixth form vacancies. The Y7 and Y7-11 and Y12-13 vacancy levels are within generally accepted vacancy guidelines and leave scope for late applicants and in year admissions. In anticipation of projected growth at secondary level, resulting from growth in the primary cohort from 2008-2016, Southwark worked with the Department for Education/Education and Skills Funding Agency and Free School sponsors to add a total of 14FE to the secondary provision that was in place in 2016. By 2026, this will have added an additional 2,545 secondary places from 2016 – an increase of +18% as detailed in Appendix Two, Section 14.
58. Charter School East Dulwich (a Free School), opened in September 2016 on a temporary site in Camberwell, with a steadily rising intake of from 4FE to 6FE, before moving onto its permanent site on the site of the former Dulwich Hospital in 2019. The school will take 8FE this academic year (2023-24), when the works at the permanent site have completed.
59. Haberdashers' Borough Academy, situated on the old Fire Station site on Southwark Bridge Road opened as a 6FE, new Free school, also on a temporary site in September 2019, and has taken four cohorts of 180 pupils (operating across the permanent and temporary site), and will provide 900 additional secondary places (years 7-11) by the start of this academic year. Both new schools have remained substantially oversubscribed since opening.
60. In last year's place planning report, Cabinet was advised that overall there was sufficient capacity within Southwark schools to meet the demand for year 7 for that academic year and going forward until 2030. Assessing Secondary demand is undertaken using a similar approach to primary (albeit that the LA monitor roll trends on a whole borough basis rather than by planning area), with demand for secondary places being projected using the methods below:
 - *Examining trends in numbers at Y7 and Y7-11 levels*
 - *using the projections the GLA provide*
 - *looking at the numbers of historical applications made*
 - *examining the cross border flow of primary and secondary pupils – children resident in other authorities attending schools in Southwark and vice versa.*
61. This year's enrolment and the latest GLA 2023 projections show that secondary demand will probably peak in September 2024 and fall back from

that year onwards, and reduce thereafter. In these circumstances, capacity is projected to be sufficient to meet demand. Although there are no immediate concerns about surplus capacity in the secondary sector overall, less popular schools may be disproportionately affected by falling numbers of pupils.

62. Given that almost all secondary schools are now Academies or Free Schools, decisions on their future would primarily be a matter for Multi Academy Trusts and the Department for Education rather than for the Council.

Increasing (and decreasing) secondary rolls

63. Southwark has seen a +17% net increase in numbers of Year 7 pupils between January 2016 and 2023 and +29% increase in secondary pupil numbers overall (Years 7 to 11). However, Year 7 numbers have fallen since 2019-20 by 180 places (-6%) and overall Y7-11 fell slightly this year (by -0.1%) for the first time in 8 years. Evidence therefore seems to point to secondary rolls having plateaued already at Y7 and across all year groups starting in 2023-24.
64. By 2031 Year 7 numbers are projected to have fallen by around 315 pupils (11FE) (-10%), and Years 7-11 by 1,440 places (38 classes - -9%), equivalent to the roll of an 8FE secondary school
65. As regards sixth form students with Southwark's schools, a considerable increase of 59% has occurred since 2016 – over 1,200 additional pupils are now in state funded secondary school sixth forms. This is projected to continue and peak in 2024-25 and then decrease slowly, but to levels experienced in the last few years.

Table 8: Secondary rolls September 2015-2023 (Y7 and whole school)

Year	Y7	+/-	%	Y7 to 11	+/-	%
2015-16	2,695			12,448		
2016-17	3,036	+341	+13%	13,086	+638	+5%
2017-18	3,063	+27	+1%	13,739	+653	+5%
2018-19	3,268	+205	+7%	14,461	+722	+5%
2019-20	3,379	+111	+3%	15,226	+765	+5%
2020-21	3,271	-108	-3%	15,677	+451	+3%
2021-22	3,197	-74	-2%	15,838	+161	+1%
2022-23	3,249	+57	+2%	16,172	+334	+2%
2023-24	3,152	-97	-3%	16,083*	-89*	-0.5%*

Year	Y7	+/-	%	Y7 to 11	+/-	%
2015-2023	+457	+17%		+3,635*	+29%*	

*estimated

Table 9 – Sixth form rolls 2015-2023

Year	Y12-13	+/-	%
2015-16	2,099		
2016-17	2,205	+106	+5%
2017-18	1,895	-310	-14%
2018-19	2,272	+377	+20%
2019-20	2,346	+74	+3%
2020-21	2,643	+297	+13%
2021-22	2,958	+315	+12%
2022-23	3,195	+237	+8%
2023-24	3,338*	+143*	+4%*
2015-2023	+1,239	+59%	

* estimated

Secondary place applications and preferences

66. Whilst Y7 application numbers have increased by around a net 700 (+24%) since 2015-16, this hides a fall of around 280 applications since 2020-21 (-10%). The number of out borough applicants for secondary places has increased considerably – a net increase of +60% since 2015-16, with an +11% net increase in Southwark applicants over the same time period. Out borough applicants have also fallen since 2020-2021 (-10%) and Southwark applicants since 2019-20 (-21%). The proportion of out borough applicants has risen from 28% in 2015-16 to 36% this year (albeit masking a rise and fall).

Table 10 – Y7 Applications 2015-23 (Southwark and out borough)

Year	LBS	Out borough	Total	+/-	%
2015-16	2,060 (72%)	784 (28%)	2,844		
2016-17	2,146 (70%)	920 (30%)	3,066	+222	+8%
2017-18	2,137 (70%)	918 (30%)	3,055	-11	-0%
2018-19	2,861 (64%)	1,315 (36%)	3,652	+597	+20%
2019-20	2,879 (63%)	1,397 (37%)	3,790	+138	+4%

Year	LBS	Out borough	Total	+/-	%
2020-21	2,420 (63%)	1,397 (37%)	3,817	+27	+1%
2021-22	2,409 (66%)	1,256 (34%)	3,665	-152	-4%
2022-23	2,345 (65%)	1,255 (35%)	3,600	-65	-2%
2023-24	2,280 (64%)	1,255 (36%)	3,535	-65	-2%
2015-23	+273 (+13%)	+472 (+60%)	+691		+24%

67. There were a total of 12,442 preferences expressed by all applicants for the 3,522 secondary Y7 places in 2023. This equates to around 3.5 preferences per place (3.7 last year).
68. Of the preferences expressed, 4,320 (36%) came from outside Southwark – some way above the prevalence of out borough pupils in the borough (32%). The relative popularity of Southwark secondary schools, all of whom are graded Ofsted “good” or “outstanding” could go some way to explaining this. If we look at preferences per place for just Southwark applicants, this equates to 8,639 preferences, or 2.3 preferences per secondary Y7 place (2.5 last year).
69. However, the figures above are skewed by the 2,782 (22%) applications for one school in Southwark – Kingsdale – whose admissions criteria are not distance based, and whose position in the far south of the borough on the borders with Lewisham, Croydon, Bromley and Lambeth means that the school receives a majority of its *applications* (71%) from outside Southwark.
70. Kingsdale recruits the majority of its pupils (76%) from outside Southwark. Five of the 20 secondary schools receive above the average number of applicants (St Michael's Catholic College, The Charter School North Dulwich, The Charter School East Dulwich, Sacred Heart RC Secondary School and Kingsdale School), These 5 schools receive 52% of all Y7 applications, despite the total of these only offering 32% of Y7 places.

Secondary cross authority flows

71. Around 2,722 (20%) of Southwark residents of secondary school age attend state funded secondary schools out of borough. Pupils resident out of borough attending a Southwark school, total 4,407 (28%), a net gain of around 1,692 (+9%) of pupils.
72. These figures have altered substantially in recent years - in 2015-16, 22% of Southwark pupils attended out of borough schools, so this has reduced by -2%. Conversely, out borough pupils attending Southwark schools have increased from 23% to 28%. This means that the net gain has increased from +1% in 2015-16 to a net gain of +9% this year.

73. There are around 1,500 more out borough secondary pupils attending Southwark secondary schools this year than in 2015-6, equivalent to an 8FE school. This presents challenges in planning secondary places.
74. Most models of pupil place planning assume a "steady state" of circumstances, whereas Southwark secondary schools' draw in pupils from further afield each year, meaning there is less connection with Y6 pupils in Southwark and indeed any population increase or decrease. Southwark itself exports secondary age pupils mainly to schools in Lewisham, Lambeth and Westminster, and imports pupils from Lambeth, Lewisham, Croydon, Bromley and Tower Hamlets. The increasing popularity of our secondary schools - all of which are Ofsted "good" or "outstanding" rated, may explain this level of out borough demand. A breakdown of where pupils are coming from at a borough wide and an individual school level is given in Appendix 2 Section 16 – seven of our twenty secondary schools take more than 30% of the pupils from outside Southwark.
75. Y7 places predicted in the GLA projections are shown at Appendix 2 Section 10, along with the expected capacity to accommodate them. This shows that demand is unlikely to exceed supply in the foreseeable future.
76. Similarly Y7-Y11 places predicted in the GLA projections are shown in Appendix 2 Section 10, along with the expected capacity to accommodate them.
77. Again, this shows that demand is unlikely to exceed supply in the foreseeable future.

The Southwark Plan - Effect on secondary rolls

74. Consideration needs be given to the Southwark Plan and potential for growth in the secondary sector, though this may not be immediately necessary if the fall in primary rolls feeds through to secondary and offsets demand. Should additional secondary need materialise, the Council should consider supporting schemes for schools that are located close to the areas of demand.

Effects of the COVID-19 pandemic on secondary rolls

75. As outlined from paragraph 56 onwards, there was an increase in secondary age children being home educated, there is also anecdotal evidence that some parents and carers have relocated out of London, in part driven by COVID-19 pandemic issues. The number of secondary applications in Southwark for September 2022, reduced by 4% against a London average reduction of 3%, though Covid-19 seems to have been only one of a number of factors accounting for this.

Secondary private schooling and Elective Home Education (EHE)

76. Whilst the number of secondary age home-educated children has increased

to around 170 pupils in 2022-23, this amounts to less than 0.9% of all secondary pupils (Y7-Y13) in Southwark and so is unlikely to affect our projections. Pupil projections also assume that a similar proportion of children attend private schools inside and outside Southwark, and or are home educated. Table 8 below gives a list of DfE-recognised independent schools with secondary provision, their gender mix, capacity, and the number of pupils on roll. Some of these are schools – mainly “special schools” or units that are funded by referrals from local authorities, and the rest are fee-paying selective schools – the latter are shaded blue in the table below. The number of vacancies at private fee paying schools stands at around 6%. Private schools make up around 8% of the secondary school pupils in Southwark, though it is difficult to estimate what proportion of these are Southwark-based pupils.

Table 11 Private and Independent Secondary Schools in Southwark

School Name	Gender	Age Range	Roll	Capacity	Vacancy
Alleyn's School	Mixed	4 to 18	1,329	1,450	121 (8%)
Arco Academy	Mixed	11 to 16	5	60	55 (92%)
Cavendish School	Mixed	11 to 16	42	44	2 (5%)
Dulwich College	Mixed	0 to 19	1,863	1,950	87 (4%)
Dulwich Prep London	Boys	2 to 14	841	900	59 (7%)
James Allen's Girls	Girls	4 to 18	1,151	1,240	89 (7%)
Phoenix Place	Girls	11 to 16	22	24	2 (8%)
Bridge SEN School	Mixed	14 to 25	5	35	30 (86%)
Treasure House CIC	Mixed	14 to 19	15	15	0 (0%)
Total Fee-paying Private			5,184	5,540	356 (6%)
Total Other Independents			89	178	89 (50%)
Total Independent Schools			5,273	5,718	456 (8%)

Secondary expansions and closures in adjacent boroughs

77. Where secondary expansions or closures have occurred in schools in neighbouring boroughs, this could potentially have a material effect on recruitment to Southwark secondary schools. Two secondary schools in Lambeth closed in August 2023, but the effect has been minimal as there were very few Southwark pupils attending these schools

Accuracy of Projections (Primary And Secondary)

78. An analysis of the accuracy of the GLA primary and secondary projections

used by Southwark has been undertaken. Ofsted/NAO/DfE guidelines aim for these to be within $\pm 1.5\%$. This has not been achieved overall for primary schools.

79. The accuracy of projections depends very much on any changes to the social makeup and demographics of Southwark and London being gradual and that the economic outlook remaining broadly similar. In both cases, this has not happened in Southwark, and indeed, the rest of London. An accuracy check shows that:
- a. There has been an average overestimation of primary reception projections since 2016-17, of $+5.3\%$ averaged over a period from 2016 to 2023;
 - b. Overall, for YR-Y6, demand was overestimated by $+2.6\%$ averaged over a period from 2016 to 2023;
 - c. Explanations for the overestimation of primary reception derive from the effects of housing market changes, welfare reform, Covid and Brexit on the 0-4 years of age population; therefore the demand for primary reception places are less than previously anticipated and projected by the GLA;
 - d. The figure for Year 7 projections at secondary level has been underestimated by around -3.3% on average since 2016. This has not been an issue because sufficient space has existed within the system to be able to accommodate the additional pupils. e. Much of this underestimation appears to emanate from a higher proportion of out borough pupils than previously experienced – this is explored in Section 14 of the statistical appendix below. A lower percentage (-2.7%) of pupils overall were underestimated for years 7 to 11; and
 - e. The reasons for underestimation for secondary feasibly derive from a greater than anticipated number of out borough students attending our schools - this has risen considerably in recent years as set out above. In addition modelling of secondary demand is challenging, as most schools are academies which can – and do – alter their intake dependent on demand on an annual basis.
80. Y7 places predicted in the GLA projections are shown in the table in the Statistical Appendix, along with the expected capacity to accommodate them. This shows that demand is unlikely to exceed supply in the foreseeable future. Similarly Y7-Y11 places predicted in the GLA projections are shown in Section 14 of the statistical appendix, along with the expected capacity to accommodate them. Again, this shows that demand is unlikely to exceed supply in the foreseeable future.

SEND Schools Update (Primary, Secondary and 16 plus)

81. The incidence of special educational needs continues to rise. The number

of EHC plans in Southwark has more than doubled between January 2015 and January 2023 with annual increases from as little as 2.5% between 2020 and 2019 and an average annual increase of almost 10%.

82. During and following the global pandemic, Southwark experienced a sharp increase in demand for EHC needs assessments and this growth has not yet slowed.

Number of statements and EHC plans combined									
Age/Year	2015	2016	2017	2018	2019	2020	2021	2022	2023
Under 5	55	6	11	13	80	84	112	113	101
Age 5 to 10	598	578	618	631	745	757	807	877	946
Age 11 to 15	621	598	643	666	712	792	868	918	949
Age 16 to 19	147	344	455	532	522	490	518	588	631
Age 20 to 25	0	74	152	188	179	171	198	287	361
Total	1,421	1,600	1,879	2,030	2,238	2,294	2,503	2,783	2,988

83. The latest figures from the 2023 Pupil Census show that the percentage of children in Southwark with an Education and Healthcare Plan (EHCP - formerly 'a Statement'), at 4.4% and with "SEND Plus" status stands at 14.0%. These are around or higher than the London average (4.1% and 11.7% respectively) and England (4.0% and 12.6%) average. This also varies by sector (Primary 3.2% EHCP, 14.4% SEND Plus, Secondary 2.6% and 13.2%, and Special 99.7% and 0.3%). This equates to around 7,886 children with special needs in Southwark – 18% of all pupils. The number of children with the most complex needs (the 1,900 (4.4%) with EHCPs), has been increasing. This is particularly true at primary age and the need for specialist provision at an early stage is therefore greater.
84. There are approximately 3,845 children in primary school with SEND compared to almost 3,133 children in secondary schools and post-16 combined. The lower proportion of SEND pupils in secondary schools is principally because of the positive impact of interventions in primary schools, with up to 60% of SEND pupils achieving the expected standard by age 11. Consequently, they are no longer classed as SEND when they move to secondary. Some pupils with EHCPs who attend mainstream primary schools move on to secondary special schools or out of Southwark.
85. A key driver of this growth has been the increase in number of children being diagnosed with Autism Spectrum Disorder (ASD). Southwark has a broad range of provision for pupils with ASD which has developed and extended over time. It currently has three special schools that cater specifically for this type of need: one primary (Haymerle), one secondary (Spa Bermondsey) and a recently opened all through free school Spa Camberwell which will have 120 additional places when full in September 2024. A new reception class has been developed for up to 10 children at The Grove Nursery School which will feed into the new special free school.

86. There are also four ASD resource bases in mainstream primary schools (Snowfields, Brunswick Park, Rye Oak and Redriff) and a further secondary resource base is planned at the newly opened Charter School in East Dulwich, which will provide up to 22 places with phased admissions commencing in September 2023.
87. There is a significant population of pupils with ASD in Southwark who have an EHC plan (1,414 in total = 1.4% of Southwark's 0-25 residents). Almost 600 of these are in local mainstream schools, with almost 330 pupils placed in the Borough's ASD specialist provision and a further 58 in local Post 16 provision.
88. A high proportion of children and young people with EHCPs educated outside of Southwark have ASD:
- a. 59% of primary aged pupils placed outside Southwark have ASD;*
 - b. 44% of secondary aged pupils placed outside Southwark have ASD;*
 - c. 28% of sixth form pupils placed outside Southwark have ASD;*
and
 - d. 38% of college aged pupils placed outside Southwark have ASD.*
89. There is a particular need for more places with for children with complex needs and ASD. Specialist provision in Southwark is full, as can be seen in table 10 below. It is also the Council's intention is to provide more specially resourced provision in mainstream schools to enable children with additional needs to access (where appropriate) the mainstream curriculum, and to educate more children in borough rather than to transport them to schools elsewhere.
90. Details of existing special school provision in SOUTHWARK provision are outlined below. outlined below in Tables 12 and 13. Plans and proposals for the expansion of SEND provision are set out in Table 14. All of Southwark's SEND provision is either good or outstanding. As can be seen, many special schools in the authority area take some way above the formal capacity outlined, and projects to augment provision are constantly assessed to ensure that need in the authority is met appropriately, and that provision is provided "in borough" rather than a lengthy journey distant from the pupil's residence.

Table 12 – Children in school age year group in special schools (R to 13)

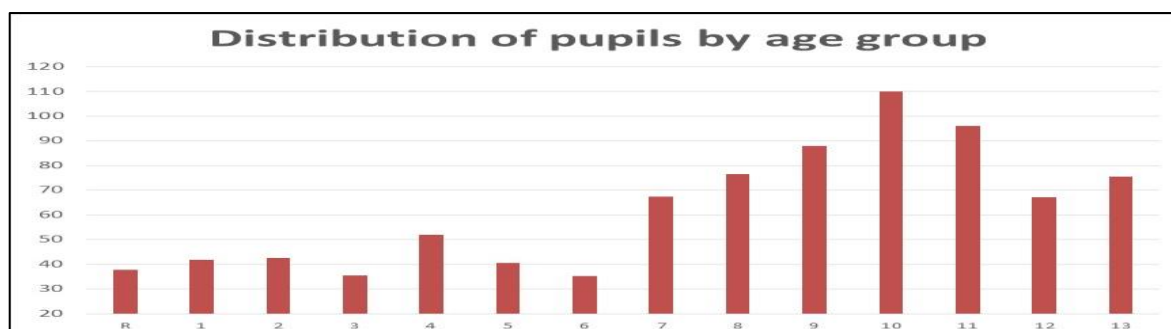


Table 13 Existing Special/non-mainstream schools in Southwark – roll and capacities

School	Specialism, school type (age range)	Roll (2023)	Capacity (2023)
Highshore School	SLD, PMLD Community School (11-19)	152	105
Spa School Bermondsey	ASD Academy (11-19)	110	100
Spa School Camberwell*	ASD Free School (11-19)*	87*	100*
Evelina Hospital School	Community Hospital School (2-19)	56	40
Bethlem & Maudsley	Community Hospital School (4-19)	54	40
Haymerle School	ASD Community Primary School (4-11)	66	72
Beormund Primary	SEMH, Community School (5-11)	46	40
Tuke School	SLD/PMLD Community School (11-19)	93	90
Cherry Garden School	SLD/MLD Community School (2-11)	86	72
Southwark Inclusive Learning Service (Sils)	Pupil Referral Unit (11-16) (KS3: Peckham, KS4: London Bridge)	48	112
Newlands Academy	SEMH Academy (11-16)	68	70
Total		866	841

* school still filling after opening in 2019

Table 14 SEND expansion proposals

School	Proposal	Capacity	Status
Beormund Primary	Relocation to former site Bellenden Primary School site	58	Gateway 2 approved
Charter School East Dulwich	ASD resource base as part of new build	20	Work underway – completes 2024

Policy implications and Borough Plan commitments

91. School place planning and investment strategies are aligned to local planning and policy frameworks, including the Borough Plan. These outline the council's commitment for:
- *Closing the attainment gap*
 - *Working towards 100% inclusion of pupils in schools*
 - *Education, employment, training or volunteering for all school leavers*
92. It is a requirement that reports to Cabinet now refer to the Council/Borough Plan and how the report and or the actions outlined will help deliver key aspects of the plan.
93. High quality schooling in sustainable and well-resourced schools will assist in closing the attainment gap for all pupils. Likewise specialist support and provision will enable Southwark to work towards 100% inclusion of pupils in schools. A sustainable and well-resourced secondary and post 16 offer will enable the commitment for "Education, employment, training or volunteering for all school leavers" to be delivered

Community, equalities (including socio-economic) and health impacts

Community impact statement

94. The Public Sector Equality Duty, at Section 149 of the Equality Act 2010, requires public bodies to consider the protected characteristics of individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.
95. Public bodies should have due regard when carrying out their activities to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between people with protected characteristics and those with none. The Council's "Equality Framework" explains how the council is putting equality at the heart of everything we do.
96. "Protected characteristics" are the grounds upon which discrimination is unlawful. The characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, gender and sexual orientation. In this case, the characteristics covering gender reassignment, marriage and civil partnership, pregnancy and maternity, and sexual orientation are unlikely to be issues to consider in terms of place planning. In terms of age, disability, race, religion or belief,

any concrete proposals that emanate from the consultations with stakeholders will naturally be equality impact assessed.

97. Paragraph 21-25 of this report set out proposals under discussion to manage a reduction of school capacity. Any proposal would require full consideration of the equality impact this could have on families, children and the community. A full EINA would be undertaken at the commencement of any proposal to amalgamate or to close a school and form part of the decision making process.

Equalities (including socio-economic) impact statement

Health Impact Statement

98. There are no specific identified health impacts resulting from any of the proposals or recommendations, so a EINA (including health implications) is not necessary for this report.

Climate change statement

99. Following the Council Assembly meeting on the 14th July 2021, the Council has now committed to considering the climate change implications of any decisions made. Cabinet report authors are now required to detail the implications of their recommendations.
100. The place planning report has not directly considered the impact of climate change in the main body of the report, as recommendations are expected to have a minimal effect on climate change. As the numbers of pupils in the authority area falls, and the numbers of pupils attending particular schools reduce, then it is likely that less pupils overall will be travelling to schools, thereby potentially reducing car use and travel (and carbon emissions) overall.
101. There will be a negligible effect on the other categories outlined - enhancing the environment and green space, green jobs and businesses, sustainable energy and reducing waste, as these are not substantively addressed or required in this report. No direct measures have been taken to reduce or enhance the impact on climate change as part of this project, as no substantive negative effects have been identified. Additionally, as no direct measures have been taken to reduce or enhance the impact on climate change as part of this project, no monitoring will be required.
102. Reducing the number of school places will not directly enhance the environment and green space, nor will it create “green” jobs and businesses, or benefit sustainable energy or reduce waste, albeit that less pupils in a particular school could potentially use less energy and produce less waste. Therefore, there will be, in our opinion, no substantive negative effects as a result of the recommendations and proposals.

Resource and risk implications

103. It is in the interest of the Council to ensure demand is closely matched to supply. Excess capacity in maintained schools has contributed to the financial burden on the council. Reducing the PANs of the schools concerned mitigates risk to the Council budget. The reduction of primary rolls also impacts on the Dedicated Schools' Grant (DSG) authorities receive from the DfE .and could therefore indirectly reduce the amount available to the Council to spend on supporting schools
104. There is a small risk that reducing school capacity if there were to be a future increase in demand could potentially leave the Council vulnerable to legal action for not meeting its duty to provide sufficient school places.
105. As outlined in paragraph 6, section 14 of the Education Act 1996 places a duty on local authorities to "*secure that there are sufficient primary and secondary school places in their area as well as working to [...] increase opportunities for parental choice*". However, the large level of vacancies and compact nature of Southwark's geography mitigate considerably against this risk.

Legal Implications

106. The report sets out at paragraph 6 the council's duty to secure sufficient school places. Section 13 of the Education Act 1996 requires the council to "*contribute towards the spiritual, moral, mental and physical development of the community by securing that efficient primary education, and secondary education [...] are available to meet the needs of the population of their area*".
107. Section 14 requires the council to "*secure that sufficient schools for providing (a) primary education, and (b) education that is secondary education [...] are available for their area*". The council must exercise this duty "*with a view to (a) securing diversity in the provision of schools, and (b)increasing opportunities for parental choice*".

Finance Implications

108. The responsibilities for funding and the sources for that funding pertinent to this report are clearly set out in the relevant funding and grant regulations. As described in the report there is a significant overcapacity in the primary sector, largely due to the decrease in pupil numbers in Southwark. As the schools receive their funding based on the number of pupils on roll this overcapacity led to the financial instability of a large number of the borough's maintained primary schools.
109. Whilst the number of primary schools in deficit doubled to 17 between 2015-16 and 2019-20, that number has continued to decline since 2019-20, reflecting the positive impact of the action taken to strengthen and support financial management in schools.

110. This, however, does not release the financial pressure on schools. It is clear that the financial viability of the Council's maintained primary and nursery sector continues to be at risk as income rapidly declines in conjunction with spiralling operating costs of running a school, most notably energy costs alongside increased employment costs and general inflationary pressure.
111. Whilst there will be a positive impact on the overall financial position of schools as a result of the current School Organisation changes and those proposed under the Keeping Education Strong strategy, if a school closes with a deficit balance remaining that balance still falls to the Council and, therefore, the residents of Southwark.

Consultation

112. Any concrete proposals for changes to schools will follow the required statutory consultation procedures for stakeholders, including individual schools, parents/carers, staff and governors. With regards to any school closures/amalgamations, at the formal stages consultation and statutory notices would be issued and Southwark councillors and MPs, neighbouring councils, and the Diocesan Board authorities would all be contacted to request their views.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Head of Procurement

113. No services are being procured as a result of this report. There is no requirement for comments from the Head of Procurement.

Assistant Chief Executive - Governance and Assurance

114. The council has duties under the Education Act 1996 to secure that there are sufficient school places in its area to meet the needs of the population. In practice, discharging these duties requires the council to actively monitor demand for school places, and plan to match supply to demand.
115. A number of changes are proposed to primary schools within the borough. Statutory processes apply to any proposal to alter a maintained school. These proposals will be subject to statutory notification and consultation procedures under the Education and Inspections Act 2006, and in accordance with regulations, and guidance issued under that Act.
116. Cabinet is also asked to note a possible increase in demand in the Old Kent Road area in future years. Similar statutory processes apply to any proposal to open a new school. As set out in the report, there is a presumption that new provision will be made through an academy, which inhibits the establishment by the council of new maintained schools.
117. Cabinet is reminded that the public sector equality duty under Section 149

Equality Act 2010, as set out in the Community Impact section of the report, applies to the exercise of these functions.

Strategic Director of Finance REF: [CAS23/32]

118. This report seeks to inform Cabinet of the updated forecasts of primary and secondary school places.
119. The potential revenue consequences to schools flowing from changes in pupil admissions numbers contained within this report flow to and from the DSG and the Schools Block, which is ring fenced for funding mainstream schools.
120. These arrangements are supplemented further within the DSG by a growth and falling rolls fund which is set aside by Schools Forum to assist in managing flexibility to variation in pupil numbers and also a Schools in Financial Difficulty Fund (de-delegated from maintained schools and accessible only to maintained schools) which has set criteria for use. Schools governing bodies have a responsibility to manage their delegated budgets in accordance with the Southwark Scheme for Financing Schools, which in turn is based on nation regulations. The scheme was updated in April 2023.
121. Therefore, any revenue consequences flowing from the changes contained within the report to individual schools delegated budgets will need to be managed closely and carefully by schools having due regard to the provisions set out in scheme.
122. The Strategic Director of Finance notes the Financial Implications paragraphs (paras 108-111) and that whilst the number of primary schools in deficit has continued to decline since 2019-20 the continuing falling pupil numbers pose future financial risk to the schools and the council. Therefore close financial management of the situation and continuous management action is necessary to minimise the financial risk to the schools and to the Council.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Making significant changes ('prescribed alterations') to maintained schools - Statutory guidance for proposers and decision-makers January 2023	Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
Link (please copy and paste into browser): https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1131672/Making_significant_changes_prescribed_alterations_to_maintained_schools_Jan_2023.pdf		

Background Papers	Held At	Contact
Southwark Council Delivery Plan 2022-26	Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
Link (please copy and paste into browser): https://moderngov.southwark.gov.uk/documents/s108711/Appendix%201%20Council%20Delivery%20Plan.pdf		
School Admissions Code - Statutory guidance for admission authorities, governing bodies, local authorities, schools' adjudicators and admission appeals panels. DfE, September 2021	Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
Link (please copy and paste into browser): https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1001050/School_admissions_code_2021.pdf		
Joint Strategic Needs Assessment (JSNA) – Health and Wellbeing	Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
Link (please copy and paste into browser): https://www.southwark.gov.uk/health-and-wellbeing/public-health/health-and-wellbeing-in-southwark-jsna/southwark-profile		
Southwark Plan 2022	Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
Link (please copy and paste into browser): https://www.southwark.gov.uk/planning-and-building-control/planning-policy-and-guidance/development-plan/new-southwark-plan?chapter=3		
ISOS Partnership - Southwark Primary Places planning – final report	Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
Link (please copy and paste into browser): https://moderngov.southwark.gov.uk/documents/s114694/Appendix%202%20Keeping%20Education%20Strong%20-		

Background Papers	Held At	Contact
%20Isos%20Partnership%20Southwark%20Primary%20Place%20Plannin g.pdf		
"Keeping Education Strong": Strategy for future proofing primary schools and protecting the quality of education in Southwark, December 2022	Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
Link (please copy and paste into browser): <a href="https://moderngov.southwark.gov.uk/documents/s113486/Report%20Keepi
ng%20Education%20Strong%20-
%20Strategy%20for%20future%20proofing%20primary%20schools%20an
d%20protecting%20the%20.pdf">https://moderngov.southwark.gov.uk/documents/s113486/Report%20Keepi ng%20Education%20Strong%20- %20Strategy%20for%20future%20proofing%20primary%20schools%20an d%20protecting%20the%20.pdf		
Keeping Education Strong Recommendations, June 2023	Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
Link (please copy and paste into browser): <a href="https://moderngov.southwark.gov.uk/documents/s114705/Report%20Keepi
ng%20Education%20Strong.pdf">https://moderngov.southwark.gov.uk/documents/s114705/Report%20Keepi ng%20Education%20Strong.pdf		
The Essential Guide to the Public Sector Equality Duty – EHRC July 2014	Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
Link (please copy and paste into browser): <a href="https://www.equalityhumanrights.com/sites/default/files/guidance-essential-
public-sector-equality-duty-england_0.docx">https://www.equalityhumanrights.com/sites/default/files/guidance-essential- public-sector-equality-duty-england_0.docx		
Education Act 1996	Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
Link (please copy and paste into browser): https://www.legislation.gov.uk/ukpga/1996/56/contents		
Academies Act 2010	Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
Link (please copy and paste into browser): https://www.legislation.gov.uk/ukpga/2010/32/contents		

Background Papers	Held At	Contact
Equalities Act 2010	Children and Adult Services, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 07925 637558
Link (please copy and paste into browser): https://www.legislation.gov.uk/ukpga/2010/15/contents		

APPENDICES

Number	Title
Appendix 1	GLA School Roll Projections Forecast Methodology For 2023
Appendix 2	Statistical Appendix

AUDIT TRAIL

Cabinet Member	Councillor Jasmine Ali Deputy Leader and Cabinet Member for Children, Education and Refugees		
Lead Officer	David Quirke-Thornton Strategic Director of Children and Adult Services		
Report Author	Ric Euteneuer Principal Strategy Officer (School Place Planning)		
Version	Final		
Dated	9 October 2023		
Key Decision?	Yes		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
Officer Title		Comments Sought	Comments Included
Assistant Chief Executive – Governance and Assurance		Yes	Yes
Strategic Director of Finance		Yes	Yes
List other officers here		N/A	N/A
Cabinet Member		Yes	Yes
Date final report sent to Constitutional Team			9 October 2023