

Item No. 9.	Classification: Open	Date: 30 October 2018	Meeting Name: Cabinet
Report title:		Pupil Place Planning	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Jasmine Ali, Children, Schools and Adult Care	

FOREWORD - COUNCILLOR JASMINE ALI, CABINET MEMBER FOR CHILDREN, SCHOOLS AND ADULT CARE

In recent years Southwark Council has successfully met increased demand for primary school places and is making good progress meeting demand for secondary places. We have been building, refurbishing and redeveloping great schools right across the borough, with award winning designs that meet the needs of our pupils, teachers, staff, parents and wider community. All of this, combined with improvements in results, means Southwark is seen as a great place for families and young people.

At the time of writing London is experiencing a very new phenomenon: the supply of primary school places exceeds demand.

This demographic shift has multiple causes: a decline in the birth rate, the impact of welfare reform on young families, changes in the housing market and uncertainties surrounding Brexit.

This report sets out our policy response to this change. We stand by the fundamental success of our school expansion programme, and elaborate a set of temporary measures to manage current pupil reductions across the capital.

Until recently, Southwark was experiencing a long-run, gradual increase in demand for primary places. Other London boroughs were too. Then, in 2016, there was a drop in primary applications in Southwark followed by further drops in 2017 and this year. Again, this was in line with the experience of other London boroughs.

This report considers updated forecasts of primary and secondary school places and observes that we now have an oversupply of primary school places in a number of localities and a potential undersupply of secondary places.

We must now enter into effective and meaningful consultation with schools about their respective pupil admission numbers (PANs). With this in mind the report outlines GLA projections on relevant trends on school place applications and demographic projections for birth rates.

Background

A report on our school places strategy was last delivered to cabinet in October 2017. This report updates cabinet on the new data, discussions taking place with stakeholders, and steps being taken to work with a reduction of primary school PANs and an increase in secondary school places.

The council has a statutory duty under the Education Act 1996 (Amended by the Education Act 1996 (amended by the Education and Inspections Act 2006)) to

- Secure that sufficient schools for providing a) primary and b) secondary education are available for their area
- Secure diversity and increase opportunities for parental choice when planning the provision of school places

This duty includes matching supply with demand, and determining whether this demand is permanent or temporary.

Based on the evidence, we can request that schools that have the potential to expand should do so, to meet rising demand. We can also suggest that schools with a decline in demand reduce their PAN downwards.

2010 saw the start of a golden age of school expansion in Southwark at existing good or outstanding schools. The council also worked with local providers to support free schools where expansions were not possible. As a result there was a programme of investment of £200 million in Southwark primary, secondary and special schools to increase numbers and address capacity issues. This was funded mainly by council capital with some funding from section 106 contributions, the Education and Skills Funding Agency capital grant and school contributions.

Primary place planning

Primary schools across London and in Southwark are responding to a fall in demand for primary places. Primary place planning in Southwark is split into five areas that mirror community council areas. Southwark council has now been approached by several primary schools from across the borough requesting adjustment to their PANs.

Following the request from schools the council will now enter a formal consultation with local primary schools on their PANs.

Secondary Schools

Secondary planning is carried out on a borough-wide basis. Because catchment areas extend beyond borough boundaries, pupils are able to travel in and out of the borough.

From September 2017, as a result of almost 200 late applications a year, we would have had a shortage of school places in secondary schools had the council not taken action. By approaching schools in the borough to extend their PANs we had a breathing space before Haberdashers Borough and the Charter School East Dulwich had come online.

The forecasts are presented with the proviso that demand for secondary school places is less predictable than for primary places from factors such as the pattern of house moves among families, the housing market and fluctuations in the popularity and provision of schools both within outside and the borough.

There is capacity for a new education facility in the Old Kent Road 25-year plan. This is potentially exciting, as it will allow us to be creative with the space. The proposed education facility for this space could take an entirely different shape. It could be a combination that includes secondary school provision as well as new further education provision.

RECOMMENDATIONS

1. That cabinet notes the updated forecasts of primary and secondary school places for 2019 as set out in tables 9 and 15 of this report.
2. That cabinet notes the potential oversupply of primary places in a number of localities and intention of Children's and Adults' Services to begin consultation on revisions to published admissions numbers (PANs) that will ensure supply broadly matches demand locally and across the authority area.
3. That cabinet notes that any proposed alterations to PANs will be brought to cabinet for formal decision in January 2019, for proposed implementation in September 2019 (subject to OSA approval).
4. That cabinet notes the projected future shortfall of secondary places from September 2019 onwards and the need for a new educational provision on the Old Kent Road area to meet need in the medium to long term.

BACKGROUND INFORMATION

5. The School Places Strategy Update was last reported to cabinet in October 2017. This described the demand for primary and secondary school places in the borough and steps being taken to meet that demand. This report updates the background data, discussions taking place with stakeholders, and the steps the council is taking to meet anticipated secondary demand. It also notes the steps being taken to manage the drop in primary pupil numbers.
6. The council has a statutory duty under the Education Act 1996 (amended by the Education and Inspections Act 2006) to:
 - *“secure that sufficient schools for providing— (a) primary education, and (b) [secondary] education are available for their area”.*
 - *“secure diversity and increase opportunities for parental choice when planning the provision of school places”.*

This duty includes matching projected demand with supply and determining whether this demand is temporary or permanent. Based on this evidence, the authority will request schools that have the potential to expand to admit additional pupils or an additional form of entry for fixed period of time, or to expand permanently. It may also suggest that the school adjust their PAN downwards if the demand does not exist at this moment in time.

7. Since 2010, the council supported permanent expansions at existing Ofsted rated “Good” or “Outstanding” schools. There is a legal requirement that new schools will be free schools/academies. Therefore the council also worked with local providers to support free schools where expansions were not possible but there was a need for places. As a result, there was a programme of investment of approximately £200million in Southwark primary, secondary and special schools to increase numbers and address capacity issues. This was funded mainly by council capital with some funding from Section 106 contributions, funding from the Education and Skills Funding Agency (ESFA) capital grant and school contributions. The Primary Investment Strategy, which formed the largest

part of this programme, added 515 permanent reception places between September 2011 and September 2018, which is a 15% increase. Overall, Southwark added 3,090 primary places (+13%) in the same time period this is equivalent of 8 new 2FE primary schools and will continue to add places as these numbers proceed up the year groups.

8. Projections are an estimate of demand and it is sometimes unclear whether proposed developments will deliver within the indicated timescale. The primary expansion programme was developed to cater for the demand identified at that time. However, the situation in Southwark and across the capital has changed due to external factors explored elsewhere in the report. To date much of the anticipated demand has not materialised. Unused spare capacity in schools causes financial pressure, and the “rightsizing” of provision going forward ensures that resources are used in the most appropriate areas.

School place applications (primary and secondary)

9. In common with most London boroughs, Southwark until recently saw a gradual increase in demand for primary places. In 2016 there was a drop in primary school applications from Southwark residents (see below, Table 1) followed by further drops in 2017 and 2018, also in common with many London boroughs and London wide (a drop of 7% in both cases). Conversely, secondary applications from Southwark residents have *increased* over 4 years by 13% - the same London wide.

Table 1 – Applications from Southwark/London residents for a primary place

Year	Southwark	Change (+/-)	London	Change (+/-)
2014	3,343		102,463	
2015	3,509	+166 (+5%)	103,251	+788 (+1%)
2016	3,332	-177 (-5%)	103,090	-161 (-0.2%)
2017	3,166	-166 (-5%)	98,972	-4,118 (-4%)
2018	3,110	-56 (-2%)	96,406	-2,566 (-3%)

Table 2 – Applications from all applicants for a primary place

Year	Southwark	Change (+/-)	London	Change (+/-)
2014	3,680		108,731	
2015	3,793	+113 (+3%)	110,697	+1,966 (+2%)
2016	3,991	+198 (+5%)	112,602	+1,905 (+2%)
2017	3,995	+4 (+0.1%)	112,174	-428 (-0.4%)
2018	3,964	-31 (-1%)	110,897	-1,277 (-1%)

Table 3 – Applications from Southwark/London residents for a secondary place

Year	Southwark	Change (+/-)	London	Change (+/-)
2014	2,595		80,746	
2015	2,598	+3 (+0.1%)	83,380	+2,634 (+3%)
2016	2,823	+225 (+9%)	86,676	+3,296 (+4%)
2017	2,789	-34 (-1%)	88,410	+1,734 (+2%)
2018	2,930	+141 (+5%)	92,071	+3,661 (+4%)

Table 4 – Applications from all applicants for a secondary place

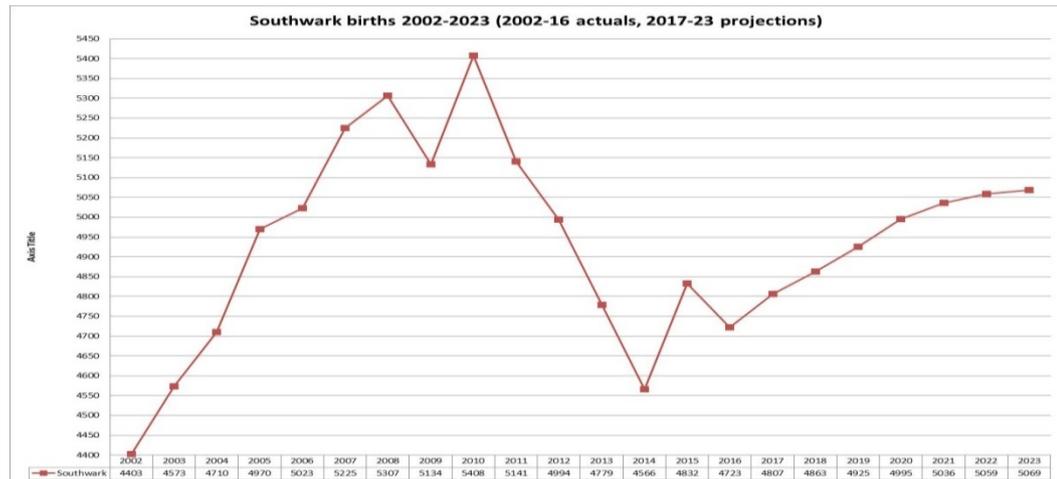
Year	Southwark	Change (+/-)	London	Change (+/-)
2014	2,728		86,777	
2015	2,876	+148 (+5%)	87,844	+1,067 (+1%)
2016	3,016	+140 (+5%)	90,697	+2,853 (+3%)
2017	3,181	+165 (+6%)	92,435	+1,738 (+2%)
2018	3,215	+34 (+1%)	93,916	+1,481 (+2%)

Births

10. Whilst birth rates have increased 7% in the borough from 2002 to 2016, there was a gradual decline since 2009 in the actual number of births, many of which ultimately feed into reception places four years later. A small rise is projected from 2017-2023 onwards is around 0.9% per annum or 5% over 6 years.

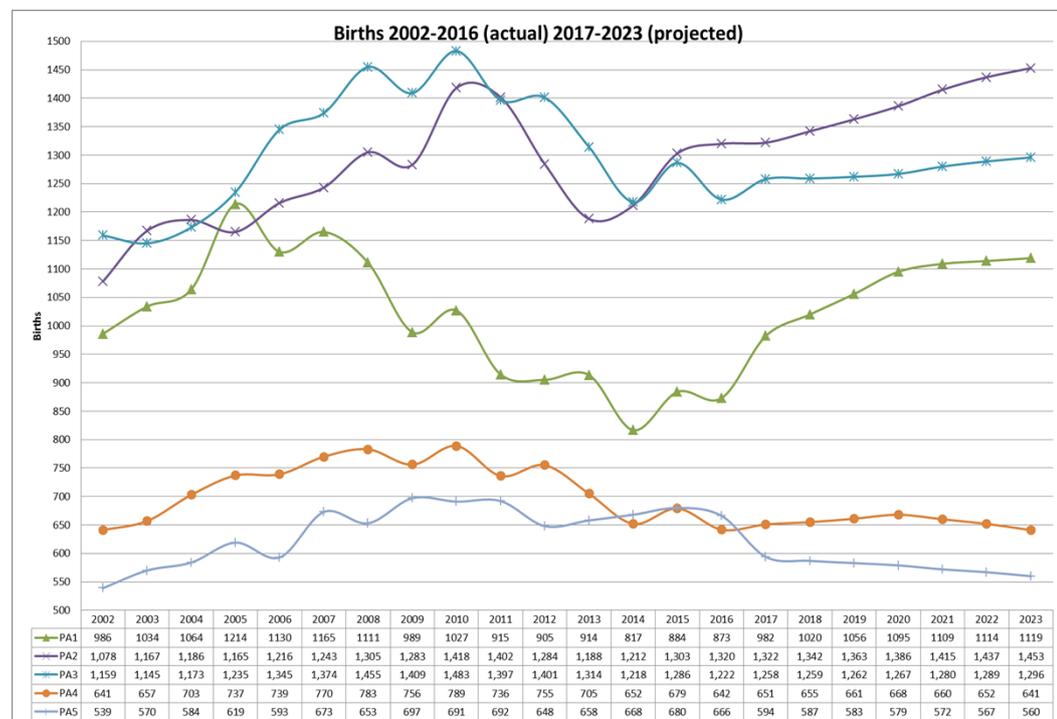
However, births will not return to the levels reached in 2009 for the foreseeable future.

Table 5 Births in Southwark (actual and projected) 2002-2023



- Births have increased in specific parts of the borough, notably in the north of the borough. This will ultimately lead to local areas of demand that existing school capacity may in the medium to long term struggle to meet.

Table 6 Births by planning area (actual and projected) 2002-2023



- This uneven distribution of demand means that there is as highlighted in previous place planning reports a predicted under provision of places in the north of the borough and an excess of places in the south. In 2016 and again in September 2017, enrolment and projections have showed that whilst previously projected demand in the north has been (slightly) overestimated, there still remains in the long term an anticipated shortfall in primary places in the north of the borough, albeit with a longer lead-in period than previously anticipated. Presently, the council have only have access to birth data and population data referring to the old (pre 2018) wards this will, in time, be adjusted to take account of the new political divisions. References in the planning area analyses will therefore refer to wards no longer in existence or with revised borders.

13. At secondary, despite the opening of the Charter School East Dulwich (TCSED) in September 2016, its expansion in September 2018 and the plans for the Haberdashers' Aske's Borough Academy to open in September 2019, current projected demand showed a small shortfall of places starting in September 2018 and a more acute shortfall of places by September 2022. For September 2018 therefore, the council requested schools to take above PAN at Year 7, details of which are given in table 10, after paragraph 67.
14. The annual School Capacity (SCAP) survey for 2018 was submitted on the 28 July 2018. This survey informs the Department for Education (DfE) and ESFA of areas where there are pressures on school places and where significant shortfalls of places are anticipated by local authorities. The projections of pupil numbers are also used to calculate the basic needs funding local authorities receive to secure sufficient school places to meet future demand. As a result of the 2015 submission, the council received £28 million to meet primary need in the borough in February 2015, but has not received anything in 2016, 2017 or 2018.

KEY ISSUES FOR CONSIDERATION

Approach to primary and secondary pupil place planning

15. Southwark's pupil place planning is based on Greater London Authority (GLA) projections, which are commissioned by Southwark Council. These are informed mainly by current school rolls, birth rates, underlying population projections, migration, and new housing developments. A detailed methodology is in Appendix D.
16. In primary place planning, the borough is split into five smaller planning areas ("PAs") outlined in Appendix A, in order to be able to respond to the local pressure for places. These are aligned with the council's existing "Community Council" areas. A list of primary schools by planning area is included at Appendix A, and a map of primary school locations is attached at Appendix B.
17. Secondary planning is carried out on a borough-wide basis because the catchment areas for secondary schools extends as far as and beyond the borough's boundaries, and secondary age pupils are able to travel to schools, inside and outside the borough. A map of secondary school locations is attached at Appendix C.

Academy freedoms

18. Place planning recently has been complicated by the academy presumption outlined in the Academies Act 2010, which requires local authorities to facilitate academies or free schools rather than directly provide new schools themselves. An academy sponsor/free school group can apply to the ESFA with a proposal for a school for their approval. The ESFA only consults with (but does not seek the approval of) the local authority when new academies or free schools are proposed. The final decision to open new schools therefore lies with the ESFA and not the council. In addition to the requirement that new schools be academies or free schools, the 32 schools in Southwark that are free schools or academies (16 primary and 16 secondary schools) are also able to increase their admissions number simply by notifying the local authority concerned. These schools are not required to undergo statutory processes and to seek the local authority's approval, as with community and voluntary-aided schools.

Primary schools update

19. A graph of projections is given at table 9. In September 2018, there were 3,995 available primary reception places (the equivalent of 133FE) available in Southwark, and a total of 26,760 primary places overall – the equivalent of 892 primary classes. By September 2027, there will be 28,175 primary places (939 classes) in Southwark, an increase of 1,415 places (5%) on the 2018 figures (+51 classes), and 5,395 places (+23%) on figures from September 2008. The take up of places across the borough presently showed a vacancy rate in September 2018 of around 24FE (708 reception places – 17.5% overall) in our primary schools. The level of vacancy varies from planning area to planning area (between 7% and 29%). Vacancies overall will remain at a similar level until September 2021, and then decrease slowly thereafter, with an excess of reception places still being apparent in 2031. To address this, a programme of PAN reductions is outlined is proposed – see paragraphs 32-36 for further details. This outlines a reduction in primary reception numbers by up to 330 places this is up to 11FE.
20. A “planning area by planning area” summary for Southwark primary schools is given from paragraphs 37 to 61. The council anticipates the greatest need for additional school places in the short to medium term to fall into two discreet areas These are predominately located in Planning Area 2 (Bermondsey and Rotherhithe):
 - *Around the Rotherhithe peninsula (as part of the Canada Water development) and*
 - *along the Old Kent Road as part of the Bakerloo Line extension (BLE) development)*
21. In respect of expanded or additional provision on the Old Kent Road, this is likely to be required in the medium to long term. This timeframe means that work is currently been undertaken to assess the current primary school estate and work with existing schools to assess the potential for expansion.
22. Despite adding 4.5FE to Planning Area 2 (Bermondsey and Rotherhithe) in September 2016, paragraphs 41-46 show there will still be unmet need beginning September 2024. In planning areas 3 (Peckham & Nunhead), 4 (Camberwell) and 5 (Dulwich), the picture remains broadly similar to previous years, where supply exceeds demand and no action for new provision is required.
23. Pupil projections presume a similar level of “cross border flows” from and to Southwark from neighbouring boroughs. Southwark swaps pupils with up to 30 authorities inside and outside London at primary level, but the broad effect is marginally positive for Southwark. Around 7% of Southwark primary aged pupils attend another authority’s state funded mainstream primary schools this is around 11% of Southwark’s state funded mainstream primary pupils that come from other local authorities (i.e. there is a net gain of around 868 pupils (4%) into Southwark)
24. Pupil projections also assume that historically similar proportions of children are home educated or attend private schools inside and outside the borough. Whilst the number of home-educated children has increased, this amounts to less than 0.4% of all pupils in Southwark and so is unlikely to materially effect projections. The number of private primary places in the authority area at the eight registered private primary schools (or all through schools with primary provision) has not altered significantly in recent years and amounts to around 2,254 FTE pupils (8%) of all primary age pupils attending independent schools in Southwark as a borough which is equivalent to 75 classes or around 6 x 2FE primary schools’

worth of children. The council are unable to ascertain how many of these pupils are actually Southwark residents

Primary falling rolls

25. Table 7 below shows that the authority has seen a reduction since September 2016 in reception rolls

Table 7: Primary reception rolls September 2015-18

Year	Reception Roll	Reduction	Percentage
September 2015	3,559		
September 2016	3,487	-72	-2%
September 2017	3,274	-213	-6%
September 2018	3,199	-75	-2%

26. An analysis of the roll reduction has shown that there are particular concentrations of roll reductions in certain parts of the borough. Planning Area 1's reception roll has decreased in the last five years by 166 pupils (5FE) since September 2013 – 19%. A substantial amount of development has occurred at “Elephant Park” (the development replacing the Heygate Estate immediately adjacent to the Elephant & Castle Shopping Centre). The purchasers and leases of the new properties have not tended to be residents with children and the council have therefore seen a substantial drop in enrolment at three schools in the immediate locality – St Jude's C of E Primary, Charlotte Sharman Primary, and St George's RC Primary. Enrolment at these schools has fallen from 89 pupils (3FE) in reception across these three schools in January 2016 to 39 (just over 1FE) this year. This is clearly unsustainable in the long term.
27. Growth borough-wide has also been based on continuing levels of in-migration to the borough, similar levels of economic growth and rent levels remaining affordable. These factors are subject to fluctuation going forward and beyond local control. There is some evidence, much of it anecdotal and difficult to quantify that some government policies have had an effect on pupil numbers and have had the effect of encouraging residents either to not move to Southwark (or the UK) in the first place, or if already a resident to move to more affordable areas in and beyond the capital.
28. There has also been a significant drop in demand for denominational education, with both sectors showing a 16% drop in reception numbers since September 2014, against a borough (10%) and community school drop of 3%. The council are presently engaging with the Southwark Diocesan Board of Education and the Catholic Education Commission, which could potentially result in the reduction of PANs, and the federation/merger of some schools in the borough.
29. The council have informally approached and been approached by a number of community school leaders with suggestions that their PANs be temporarily or permanently reduced. The local authority can work with and amend the PAN of a schools it directly administers (i.e. community schools), providing it follows statutory procedures based on consultation. The decision makers in this case are the council's cabinet.
30. Similarly, the local authority can also work with schools to propose to amend PANs of Foundation or Voluntary Aided (VA) schools, as can the Diocesan authorities and/or the school governing body. The decision makers in such a case are the local authority. The local authority can suggest but cannot propose PAN amendments to academies. In such cases, an amendment would need to

be approved by the MAT/school governing body and approved by the appropriate Regional Schools Commissioner (RSC).

31. A number of undersubscribed schools, like Community, VA and Academy schools are operating in financial difficulties due to low numbers. Reducing PANs and encouraging schools to work together could contribute to savings in school budgets and/or help schools recover a deficit position. Schools with low recruitment to reception are already operating under some form of financial pressure. Schools that merge and or federate could generate saving by pooling resources such as administration, and inclusion officers, which could lead to financial stability. Space liberated by a reduction in PANs could be used for income generation or areas of need; such as for nurseries, playgroups, alternative provision or appropriate community use. A further report will be presented to cabinet with specific proposals in January 2019 that have been subject to formal and informal consultation.

Consultation on reduction of Primary published admissions numbers (PANs)

32. In order to adjust published admissions numbers that broadly match demand locally and across the authority area, a process outlined broadly in paragraphs 29 and 30 need to be followed. The process is broadly similar in scope and operation to School Organisation guidance for the expansion of schools, however PAN reductions are covered by the Schools Admissions Code 2014. This sets out a requirement for all admission authorities to undertake statutory consultation where they propose a variation to the PAN of a school. This will be considered, as part of the approval of the overall coordinated admission schemes for primary, junior and secondary admissions that occurs annually. The purpose of consultation is to ensure transparency and openness on the contents of proposal(s) and to allow parents, carers and other interested stakeholders to make a representation that will be considered as part of the determination of the proposal. During this statutory consultation period the council want to seek representations form a wide variety of stakeholders, including and not limited to Parents and carers of children attending or potentially attending the school; Trade Unions, school Governors and school staff: Local Primary within 2 miles of any affected school; Appropriate Diocesan authorities: adjacent local authorities; and Councillors and MP's.
33. Lead Member authorisation via an individual decision process for informal consultation of schools to reduce PANs was sought and agreed and the council are presently informally consulting with schools on adjusting PANs across the borough. The schools being consulted (and suggested amendments to PANs) are shown below in table 8, sorted by planning area. All the schools below have been invited to informal meetings to obtain views in October 2018 and after taking comments on board, a final list will be put forward for formal consultation in November 2018. Schools on the list that had previously been expanded, for the reasons outlined in paragraph 27, have requested an amendment to their PANs to match actual rather than anticipated demand.

Table 8. Proposed amendments to PANs

PA	School	Present PAN	Proposed PAN	Reduction
1	St George's Cathedral RC	60	30	-30
	Charlotte Sharman	60	30	-30
	Keyworth	90	60	-30
	St Pauls CE	45	30	-15
	Robert Browning	60	30	-30
2	Phoenix	120	90	-30
3	Hollydale	45	30	-15
	Bellenden	60	30	-30
	Rye Oak	60	30	-30

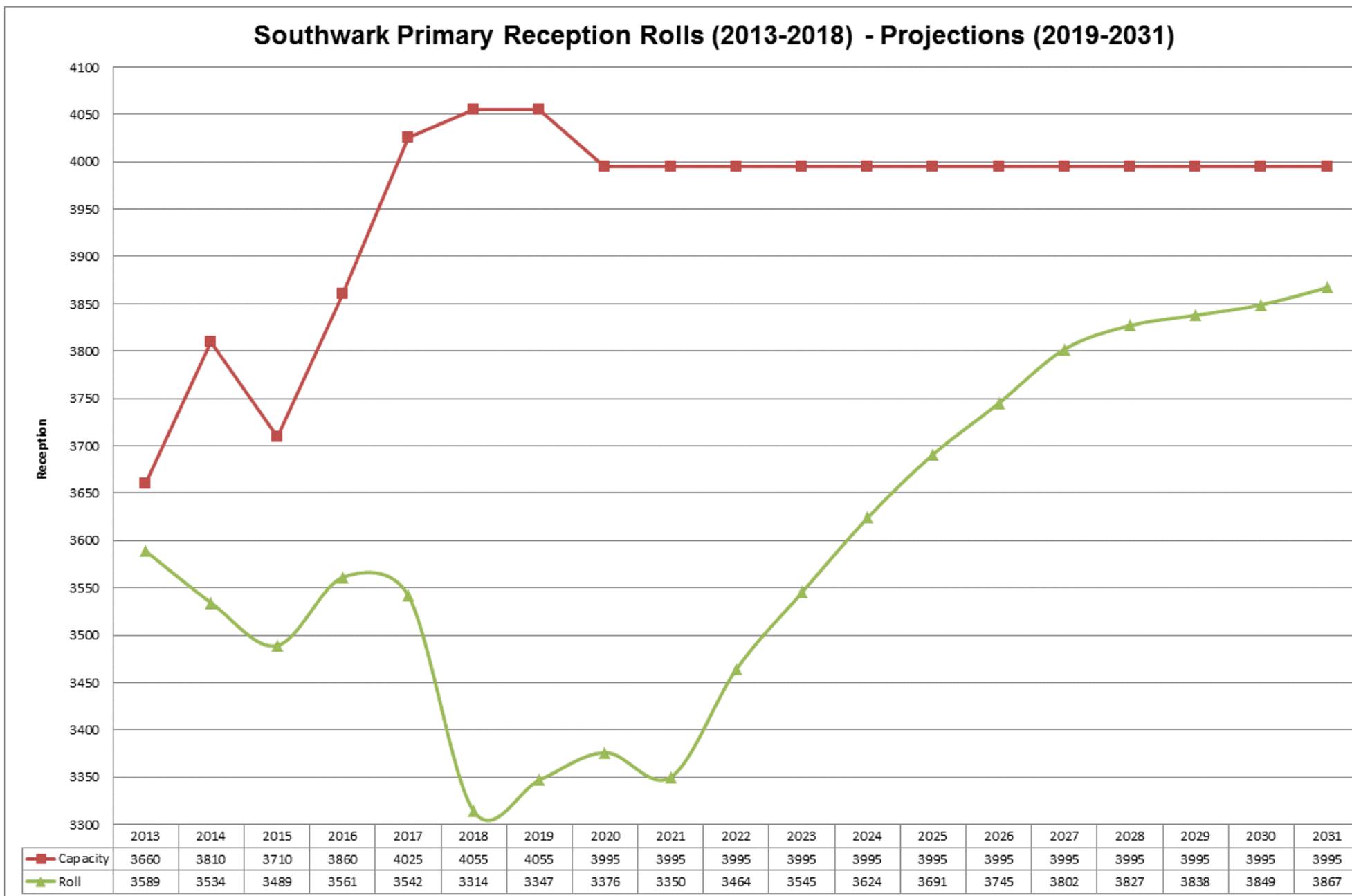
	Ivydale	120	90	-30
4	Brunswick	75	60	-15
	Comber Grove	45	30	-15
	Crawford	90	60	-30
	Total	930 (31FE)	600 (20FE)	330 (11FE)

34. The results of any statutory consultation that results from these will be brought to cabinet members in January 2019 for decision. It should be noted that these PAN adjustments relate to September 2019 onwards, and so will affect admissions numbers for the coming admissions round. Officers will continue to monitor applications for places and will liaise with schools if application numbers show an increase, and take appropriate action. The process to temporarily add reception provision back into these schools is straightforward and can be implemented quickly should the need arise. Consideration will be given to use any spare physical space freed up by a PAN reduction in a schools for other community services where appropriate e.g. SEND base/ nursery provision, which could also conceivably generate a revenue stream for the school concerned.
35. The outlined PAN reductions could therefore potentially result in a total net reduction of up to 330 reception places - up to 11FE. It is possible that not all schools will agree to a PAN reduction and that the council may not need to delete all 330 places. The consultations with stakeholders will inform us of what are appropriate and proportionate amendments to Southwark's primary capacity.
36. Any amendment to PANs and local/planning area capacity will be considered in the context of the effects on local provision, looking at recruitment patterns to local schools and ensuring that the knock-on effects in the adjustment of PANs is considered. The Planning Area by Planning Area summaries from paragraph 37 onwards have not yet incorporated these changes in capacity, as to do so would presuppose the potential decision(s) to be made by cabinet.

Proposed Timetable for the consultation period

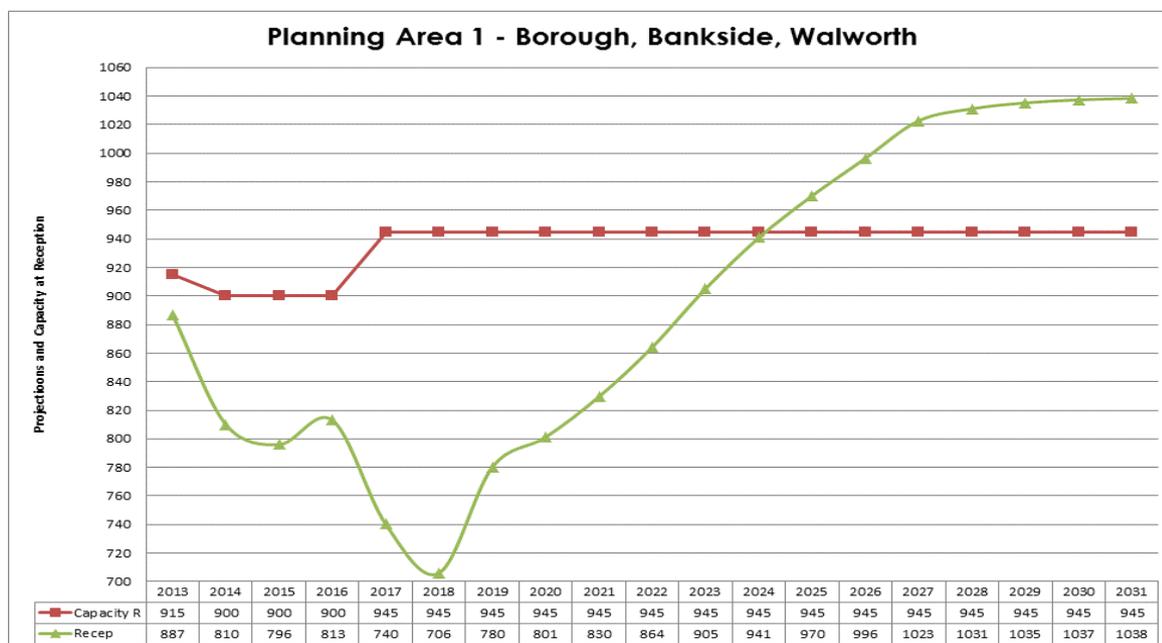
September 2018	Start of informal consultation with schools, parents and governors
October 2018	Publication of notices and start of formal consultation
November 2018	End of consultation period/Deadline for submitting representations to the Local Authority
November to December 2018	Analysis of consultation representations and preparation of information to be considered by the LA
Before February 2019	Meeting of the cabinet to consider representations and agree future arrangements.
February 2019	Variation report and recommendations arising from the consultation forwarded to the Schools Adjudicator for their consideration and approval.

Table 9– Primary Reception GLA Projections Boroughwide 2005-2024 (actuals 2005-18, projections 2019-2024)



Planning Area 1 (Borough, Bankside & Walworth) – PA1

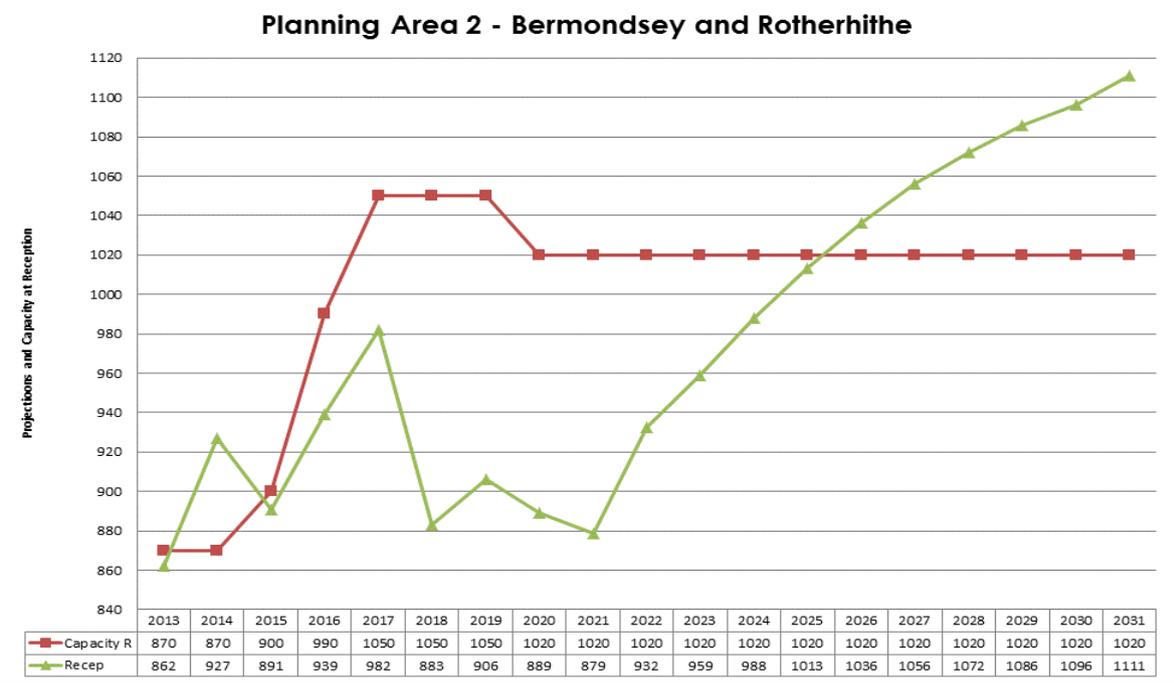
37. Births in the planning area reduced by 12% from 2009-16, but are projected to increase by 28% by 2023, which could potentially feed through to increased reception from 2027 onwards. An increase in births has been projected, specifically for the former Faraday (+21%) East Walworth (+28%) and Cathedrals wards (+58%) from 2016-2023.
38. There are presently around 271 spare reception places (9FE) across PA1 – 29% of all reception places. The GLA project 165 vacancies in January 2019 (17%). This is projected to reduce to less than 1FE by September 2024 and to go into deficit in September 2025, reaching a 3FE deficit in 2031. The Local authority added 90 reception places (2.5FE) from September 2016 onwards at Robert Browning Primary (0.5FE), Charles Dickens Primary (0.5FE), and Keyworth Primary (1.5FE).
39. Around 30% of pupils attending schools in this planning area come from outside the planning area, from other planning areas within Southwark is 27% or outside Southwark is 3%. Conversely, 17% of PA1 resident children attending state schools attend a school in another planning area (14%) or a school outside Southwark (3%). This means PA1 is a net importer of pupils, gaining just under 800 pupils across all age groups, the equivalent of around two form entry (2FE) primaries. St Joseph's RC Primary (95%) Boutcher (92%) and Cobourg (78%) all schools in PA1, all take a significant proportion of their pupils from outside the area they are situated in. Conversely, John Ruskin Primary School, situated in PA4, takes 65% of its pupils from PA1.
40. Projections show that there is sufficient capacity within the near future. The graph below shows reception capacity against projected demand up to 2031.



Planning Area 2 (Bermondsey & Rotherhithe) – PA2

41. Having fallen by from 2009-2013, births in the planning area have been slowly increasing since 2013, and will have increased by 3% from 2009-2016. By 2023, births have increased by 10% from 2016 onwards. Birth increases are projected to occur in all parts of the planning area from 2018-2023 (except for the former South Bermondsey ward), particularly the former Livesey (51%) and Riverside (11%) wards from 2016-23. A total of 4.5FE of additional provision opened from September 2016 onwards. This includes expansions at Albion (+1FE), Phoenix (+1FE), and Grange (+0.5FE) primaries, and opening of the Galleywall City of London Primary Academy in September 2016 with a PAN of 60 (+2FE). Projections also include 1FE from a new free school (see paragraph 45).
42. There are presently around 70 spare reception places (2FE) across PA2 – 7% of all reception places - The GLA project 144 vacancies in January 2019 (14%). Projections show that capacity will exceed in September 2025, in the planning area with a growth to a deficit of 91 places, which is 3FE by September 2031.
43. Around 19% of pupils attending schools in this planning area come from outside the planning area, within Southwark is 14% or outside Southwark is 5%. Conversely, 22% of PA2 resident children attending state schools attend a school in another Southwark planning area (20%) or a school outside Southwark (2%). This means PA2 is a net exporter of pupils, losing around 180 pupils across all age groups the equivalent of just less than a one-form entry primary. Pilgrim's Way Primary, situated in PA2, takes 88% of its pupils from PA3 Snowsfield Primary, despite being situated in PA2, takes 65% of its pupils from PA1.
44. Following an analysis of application and enrolment trends, and projected future need, the council ascertained that Rotherhithe Primary School would be suitable for expansion. Presently the school is a 2FE school housed in a variety of (mostly) temporary buildings in a poor state of repair. The expansion would take the school to 3FE. Cabinet approval was sought and given in July 2015 to proceed to formal consultation for the expansion of the school. Council officers have engaged with the school on potential designs for expansion and a final proposal, together with funding options, will be brought to cabinet for decision. This increase has been factored into the projections already. If additional provision is required, particularly in the Canada Water and Rotherhithe peninsula area, there are a number of schools that would be suitable for and could be expanded. These include Peter Hills C of E Primary, Alfred Salter Primary, and Redriff Primary Academy.
45. John Donne Primary Academy (an existing Southwark-based academy school in Planning Area 3) made a successful application for a free School - the "*John Keats Primary Free School*". A location on Rotherhithe New Road that has been leased to the school by the ESFA. The school opened its doors in September 2018, and this additional capacity has now been incorporated into the latest projections. In the first instance, the school will open as a 1FE school, with an aspiration to increase to 2FE in the longer term.
46. Consideration will also be given as part of the Old Kent Road Area Action Plan (OKRAAP), to identify suitable sites to provide new schools, when they are required. The

council would support schemes for schools that are located close to the area of need and offer good quality internal and external teaching areas, in accordance with DfE and council design guidance. For the primary phase in particular, design guidance will recommend that these should be stand-alone sites and should not be set under residential provision to ensure good quality internal and external areas can be achieved without compromise. The objective is to ensure that pupils attending schools in all parts of the borough have access to environments for teaching and learning of comparable standard.

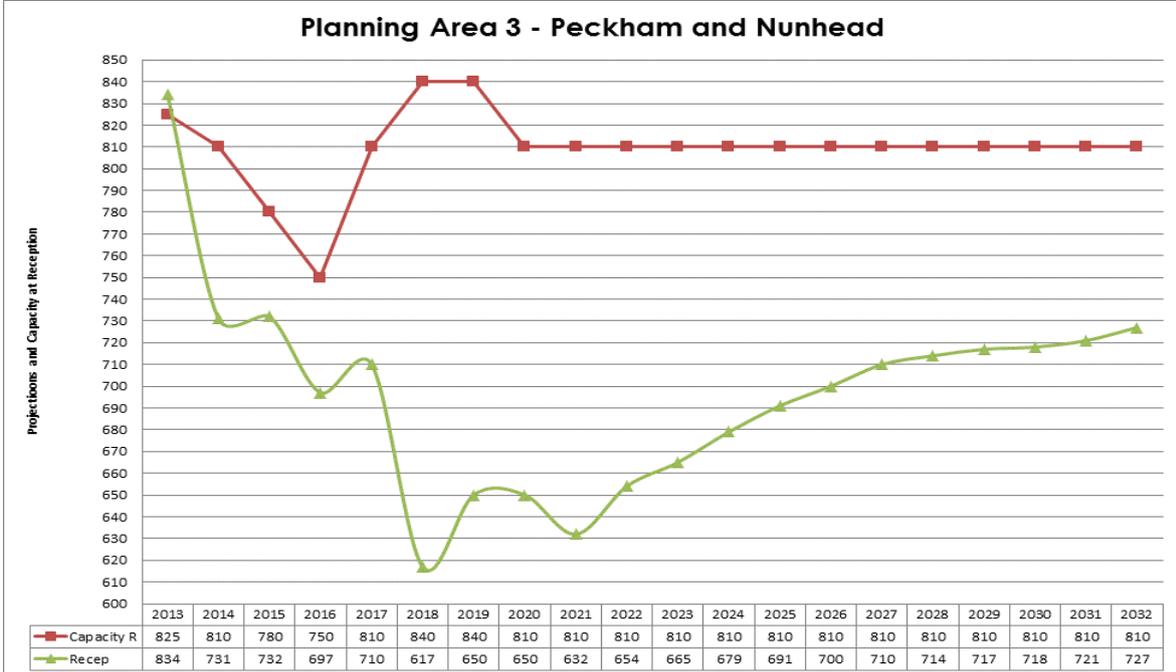


Planning Area 3 (Peckham & Nunhead) – PA3

47. Births in the area have decreased by 13% from 2009-2016 and are projected to remain steady and increase slightly from 2016-23 (by 6%). The former Livesey ward (shared with PA2) will see a substantial increase in births (+51%), as well as the former Peckham

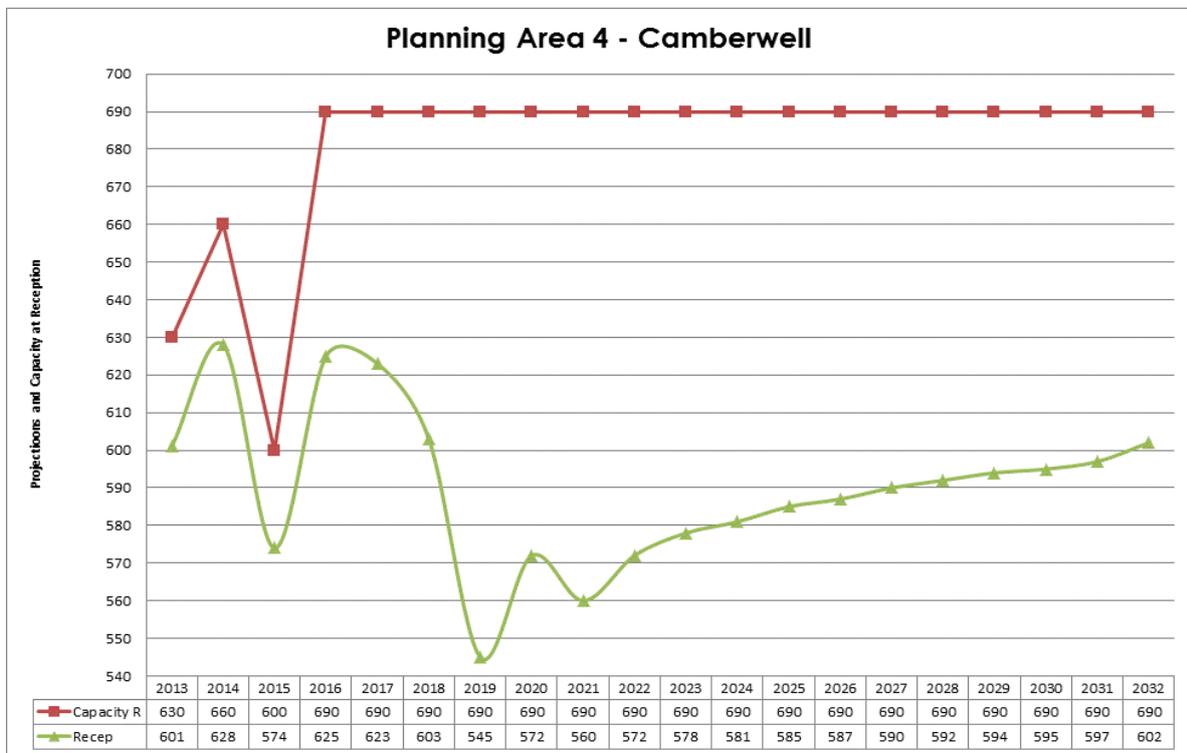
(18%) and Peckham Rye (26%) wards, however birth rates will fall in the former Nunhead ward (-3%) and increase slightly in the former The Lane (+3%) ward, over the same time frame.

- 48. An anticipated shortage in 2015-16 was partly addressed by the opening of the 2FE Belham Primary Free School in adjacent PA4. There are presently around 150 spare reception places (5FE) across PA3 this is 19% of all reception places. The GLA project 190 vacancies in January 2019 (23%).
- 49. Around 19% of pupils in this planning area come from outside the planning area, within Southwark is 16% or outside Southwark is 3%. Conversely, 33% of PA3 resident children attending state schools attend a school in another Southwark planning area (18%) or a school outside Southwark (15%). This means PA3 is a net exporter of pupils, losing around 943 pupils across all age groups, the equivalent of around 2 and a half two form entry primaries. St Francesca Cabrini Primary in PA3 has 47% of pupils from outside the planning area, the majority of which come from Lewisham (30%). Conversely, Pilgrims Way in PA2 (88%), the Belham Primary Free School (PA4) (85%), Harris East Dulwich (PA5) (71%), St George’s CE Primary (PA4) (61%), and Oliver Goldsmith (PA4) (58%), all take a majority of pupils from PA3.
- 50. Projections received from the GLA in May 2018, showed that a previously anticipated (small) shortfall for this planning area is now not scheduled to occur until 2040 at the earliest. That said, any existing spare capacity in this planning area has the potential to be utilised by residents of adjacent planning areas and neighbouring authorities.



Planning Area 4 (Camberwell) – PA4

51. Births in the area have decreased 15% from 2009 to 2016 and are projected to reduce very slightly (0.1%) from 2016 to 2023.
52. In September 2015, 60 reception places were added to the area total (+2FE) with the opening of the Belham Primary School (though this school also serves PA3 residents – see paragraph 48). The authority also added 2FE from September 2016 onwards, with a 1FE increase at Bessemer Grange and Crawford Primary schools. Around 6% of pupils in this planning area come from outside Southwark.
53. There is presently around 4FE excess of places (118 – 13% of the reception total) this year, with a slow increase of demand thereafter. The GLA project 145 vacancies in January 2019 (21%)
54. Around 36% of pupils in this planning area come from outside the planning area, within Southwark (32%) or outside Southwark (4%). Conversely, 33% of PA4 resident children attending state schools attend a school in another Southwark planning area (27%) or a school outside Southwark (6%). This means PA4 is a net importer of pupils, gaining around 195 pupils across all age groups, the equivalent of just under a one-form entry primary. Goose Green Primary in PA5 takes 28% of its pupils from PA4. Conversely, of schools in PA4 taking pupils from other planning areas, the Belham Primary Free School accommodates 82% of its pupils from outside PA4, as do John Ruskin Primary (71%), St George's CE (66%), and Oliver Goldsmith (64%) primaries.
55. No permanent expansion of places in Planning Area 4 is therefore envisaged to be required until at least 2040.



Planning Area 5 (Dulwich) – PA5

56. Births in the area have decreased 8% from 2009-16, and are projected to reduce further by 15% from 2016-23. Reception pupil numbers increased by 32% from 2009-16 and have increased a further 5% up to 2018.
57. In September 2014, 3.8FE reception places were added to the area total with the opening of the 2FE Harris Primary Free School East Dulwich and the 1.8FE Judith Kerr Primary Free School.

58. There are presently around 53 spare reception places (2FE) across PA5, 10% of all reception places. The GLA project 64 vacancies in January 2019 (12%)
59. Schools in the Dulwich planning area remain popular with applicants from adjoining planning areas. There is a risk that providing additional capacity in this area could be primarily abstractive of other planning areas and schools from neighbouring boroughs and may not be meeting demand from local residents.
60. Around 29% of pupils in this planning area come from outside the planning area, within Southwark is 27% or outside Southwark is 2%. Conversely, 27% of PA5 resident children attending state schools attend a school in another Southwark planning area (14%) or a school outside Southwark (12%). This means PA5 is a net importer of pupils, gaining around 80 pupils across all age groups. Harris East Dulwich (71%) and Judith Kerr Primary Free School (54%) take a majority of its pupils from outside PA5. Conversely, Bessemer Grange Primary in PA4 takes around 30% of its pupils from PA5 residents.
61. Consequently, there is no permanent expansion of places in Planning Area 5 likely to be required for the near future.



Primary expansions in adjacent boroughs

62. The analysis of primary provision by planning area drew attention to the fact that a variable percentage of Southwark children of primary school age attend schools out-borough and out-borough children attend our schools. Therefore where expansions have occurred in schools in neighbouring boroughs, this may have a material effect on recruitment to Southwark primary schools. The appropriate expansions are detailed by borough in Appendix E.

Secondary school update

63. In September 2017, 3,175 Year 7 places (the equivalent of 106FE) were available for secondary pupils in Southwark. There was an uptake of around 3,053 of these, leaving around 122 places (4FE) spare, (4% of Y7 places). For September 2018, the council has 3,404 available places and have allocated 3,323 places, leaving 81 places free (3FE – 2%). However, the council receive around 150-200 late applications each year, which would, had the council taken no action, led to a shortfall of places. The council approached all schools in the borough to ascertain their willingness and capacity to take

Y7 pupils over their PAN - two schools were already doing this (Compass and Kingsdale) - and 6 more schools agreed to take above their normal admissions limit for 2018-19 - details are given overleaf in table 10. This potentially added 380 Y7 (13FE) places (included in the above total), but it is anticipated that not all of these will be required, however it *will* allow the authority some breathing space before the additional provision (6FE) at Haberdashers Borough (in September 2019) and the Charter School East Dulwich (a 2FE increase on the existing 6FE in September 2022) outlined in paragraph 65 comes online. Discussions to increase capacity at existing schools will commence during this academic year to cover the five year “spike” on the chart outlined in table 15 where capacity is projected to be exceeded by demand – it is probable that the excess demand can be dealt with by temporary expansions of existing schools until September 2023, when demand will once again ease to meet supply.

64. Overall, there are 15,520 11-16 secondary places (the equivalent of 518 classes), with a take up of around 14,470 (482 classes) leaving 1,050 vacancies (35 classes) across secondary schools years 7-11, a 7% vacancy rate overall and equivalent to just over a 6FE secondary school’s worth of vacancies.
65. The council has worked with the ESFA and Free School sponsors to add a total of 14FE to the provision already in place. A secondary free school, the Charter School East Dulwich received DfE approval to open in 2015, and opened in September 2016 on a temporary site in Camberwell. The temporary school site at LeSoCo’s former Camberwell campus did not have sufficient capacity to allow the school to open at its planned 8FE. Therefore, it operated with a smaller intake of 4FE in 2016-17 and 2017-18, and had an intake of 6FE for 2018-19 before moving onto its permanent Dulwich Hospital site in 2019. There is a current proposal for the school to operate at 8FE from September 2022, when the works at the permanent site are scheduled to complete. Another free secondary school, the (6FE) Haberdashers’ Borough School on the old Fire Station site on Southwark Bridge Road, has received DfE and planning approval to open from September 2019 onwards.
66. In the 2017 report, cabinet were advised that overall there was sufficient capacity within Southwark schools to meet the demand for year 7 places until 2018, however a shortage of places was forecast from September 2019 onwards. This year’s projections (see table 15) show that there is now a projected small shortfall a year later than projected in September 2020 rising to around a 3FE shortfall in September 2022 but that demand will fall back in September 2023 and reduce and stabilise thereafter.
67. Bacon’s College previously indicated a wish to expand by 2FE, subject to a successful bid to the ESFA. Kingsdale School has taken a number of bulge classes in year 7 in previous years and has also previously expressed a wish to expand permanently. However, the low percentage of pupils attending the latter school from Southwark (41%) potentially means that any permanent expansion at this site may not substantively benefit Southwark pupils; a 2FE expansion would only add around 24 places for Southwark pupils (0.8FE). Kingsdale are understood to be expanding of their own accord, without Council resources, and building work to accommodate additional places is understood to be underway at this present moment in time.

Table 10 PAN Adjustments for Secondary Schools 2018-19

SECONDARY SCHOOL	PAN 2018	ADDITIONAL PLACES	COMMENTS	STATUS
Charter East Dulwich	180	+60 (+2FE)	+2FE Permanent	Permanent
Kingsdale	450	+210 (+7FE)	+7FE bulge	Temporary
Compass	120	+20 (+0.7FE)	+0.7FE bulge	Temporary
Harris Boys ED	169	+19 (0.7FE)	+0.7FE bulge	Temporary
Harris Girls ED	170	+20 (0.7FE)	+0.7FE bulge	Temporary
Walworth	210	+30 (+1FE)	+1FE bulge	Temporary
Ark All Saints	130	+10 (0.3FE)	+0.3FE bulge	Temporary
Charter	190	+10 (0.3FE)	+0.3FE bulge	Temporary
Secondary total			+379 (+13FE)	

68. The council will continue to engage with local schools, as there remains a probable long-term need for an additional secondary school (or equivalent expansions of existing secondary schools) over and above Haberdashers and Charter East Dulwich towards the middle of the next decade. Consideration is being given to identifying a site (or sites) for a new or expanding existing provision that will provide good quality internal and external teaching areas in accordance with DfE and council design guidance. An ideal site would be within the Old Kent Road (OKR) Opportunity Area and a provisional location has already been identified on the Sandgate Road Depot site. The council would look to collaborate with a locally based high quality free school sponsor(s) for educational provision that would meet the need for places.
69. These forecasts are presented with the proviso that demand for secondary places is much less predictable than for primary places from factors, such as, the pattern of house moves among families, the housing market and fluctuations in the popularity and provision of schools both within and outside the borough. Secondary school roll projections are based in part on numbers already admitted to Southwark primary schools. There is a high overall “retention” of primary aged pupils through to Southwark secondary schools (an average 99.3% ratio between Y6 pupils in one year to Y7 pupils in the following academic year) and therefore existing primary rolls are likely to be a reasonable prediction of the medium to longer-term demand in secondary schools, if transfer rates remain similar.
70. Around 2,860 Southwark resident state educated pupils attend state funded secondary mainstream schools outside Southwark, equating to 22% of the pupil total. Imports from neighbouring boroughs, (mainly Lewisham and Lambeth) total 3,155 pupils which is around 31%, so there is now a net gain of around 295 (9%) of pupils. This has grown in the last couple of years, from a previous position of a neutral flow. This may explain why the council have slightly underestimated demand, as it is hard for us to account for the increasing popularity of our mostly “good” or “outstanding” secondary schools. A table of the percentage of non-Southwark pupils by school is presented below. A high percentage may mean that the school’s population is more likely to be affected by population changes in neighbouring boroughs, such as Lewisham or Lambeth, from where they draw their pupils. Distance travelled is also given in the table below, pupils travel an average of 2.3km to secondary school. The council presently have no statistics for Charter East Dulwich.

Table 11 Percentage of non-Southwark pupils by school

School	%	School	%	School	%
ARK All Saints	1%	Harris Boys' ED	15%	STAC	5%
ARK Globe	1%	Harris Girls' ED	6%	ARK Walworth	1%
Bacon's College	12%	Kingsdale	59%	UAESB	2%
The Charter School	21%	Notre Dame RC	19%	Harris Peckham	3%
COLA	4%	Sacred Heart RC	21%	Harris Bermondsey	9%
Compass School	4%	St Michael's College	12%	St Saviour's/Olave's	6%

Table 12 Mean Distance of pupils admitted by school (in km)

School	%	School	%	School	%
ARK All Saints	1.9	Harris Boys' ED	2.3	STAC	2.5
ARK Globe	2.3	Harris Girls' ED	3.0	ARK Walworth	1.5
Bacon's College	2.2	Kingsdale	3.5	UAESB	1.8
The Charter School	1.3	Notre Dame RC	3.2	Harris Peckham	2.2
COLA	1.4	Sacred Heart RC	2.1	Harris Bermondsey	1.9
Compass School	2.8	St Michael's College	2.6	St Saviour's/Olave's	2.5

71. Pupil projections also assume that a similar proportion of children attend private schools inside and outside the borough, and or are home educated. The number of private secondary pupils in the authority area at the ten registered private secondaries has not altered significantly (3,414 secondary age pupils, or around 105 classes), nor those receiving education at home. Private secondary school places account for around 16% of secondary school places in the authority area, a 1% reduction on the figures from 2016-17. The council are unable to ascertain, however, how many of these pupils are Southwark residents.

72. Despite an overall improvement in educational performance and an increasing proportion of families gaining one of their preferences, a significant variation in the popularity of secondary schools within Southwark exists among parents, which indicates that the balance between demand and the availability of places is not evenly distributed across the borough. For these reasons, the projections are refreshed on an annual basis to maximise accuracy and actual demand year on year. These projections are closely monitored by officers to inform the scale and timing of temporary or permanent expansions.
73. A map of existing secondary schools is included as Appendix B.

Secondary expansions in adjacent boroughs

74. Paragraph 70 drew attention to the fact that around a fifth of Southwark-resident children of secondary school age attend schools out-borough and conversely out-borough children attend our secondary schools. Where secondary expansions have occurred in schools in neighbouring boroughs, this could potentially have a material effect on recruitment to Southwark secondary schools. The appropriate expansions are detailed, borough by borough, in Appendix E.

Accuracy of projections

75. Secondary projections show that overall, the council have (slightly) underestimated secondary demand by around 2%. The figure for Year 7 projections is slightly higher at 3%, however the council (slightly) overestimated demand for this September by 37 pupils (1FE) – or 1%.

Table 13 Accuracy of GLA Secondary projections

Jan 2018 Projections	Y7	Y7 Actuals	Difference	%	7 to 11	7 to 11 Actuals	Difference	%
Sep-18	3,202	3,165	-37	-1.2%	14,223	14,349	126	0.9%
Jan 2017 Projections	Y7	Y7 Actuals	Difference	%	7 to 11	7 to 11 Actuals	Difference	%
Sep-17	2,874	3,053	179	6.2%	13,160	13,731	571	4.3%
Sep-18	3,048	3,165	117	3.8%	13,626	14,349	723	5.3%
Jan 2016 Projections	Y7	Y7 Actuals	Difference	%	7 to 11	7 to 11 Actuals	Difference	%
Sep-16	2,889	3,033	144	5.0%	13,001	13,077	76	0.6%
Sep-17	2,907	3,053	146	5.0%	13,498	13,731	233	1.7%
Sep-18	3,097	3,165	68	2.2%	14,175	14,349	174	1.2%
Average				3.0%				2.0%

76. Primary projections show the council have consistently overestimated since January 2016, albeit by low numbers (less than 1%). Overall, the council has underestimated by 0.2%. For reception rolls, the overestimation has been more systematic. The council have overestimated by 4.7% on average, or around 150 pupils (5FE)

Table 14 Accuracy of GLA primary projections

Jan 2018 Projections	YR	Y7 Actuals	Difference	%	R to 6	7 to 11 Actuals	Difference	%
Sep-18	3,351	3,200	-151	-4.5%	22,585	23,514	929	4.1%
Jan 2017 Projections	YR	Y7 Actuals	Difference	%	R to 6	7 to 11 Actuals	Difference	%
Sep-17	3,582	3,274	-308	-8.6%	23,663	23,537	-126	-0.5%
Sep-18	3,429	3,200	-229	-6.7%	23,584	23,514	-70	-0.3%
Jan 2016 Projections	YR	Y7 Actuals	Difference	%	R to 6	7 to 11 Actuals	Difference	%
Sep-16	3,586	3,559	-27	-0.8%	23,560	23,374	-186	-0.8%
Sep-17	3,502	3,274	-228	-6.5%	23,574	23,537	-37	-0.2%
Sep-18	3,408	3,200	-208	-6.1%	23,690	23,514	-176	-0.7%
Average				-4.7%				0.2%

SEND Schools Update

77. The latest figures from the draft Southwark Joint Strategic Needs Assessment (JSNA) show that the number of children with the most complex needs (those with EHCPs), has been increasing. This is particularly true at primary age and the need for specialist provision is therefore greater. Whilst the percentage of children with EHCPs has been stable in recent years, the number of these complex children has increased due to a rising population. Furthermore, the increase in the age range of pupils with statutory plans from 5 – 19 to 0 -25 will also continue to drive up the numbers of young people with EHCPs for the next two years.
78. The number of children attending school in Southwark with SEND is significantly higher in mainstream primary schools compared to secondary schools. There are over 4,100 children in primary school with SEND compared to almost 2,800 children in both secondary school and post-16 combined. The majority of these children have high incidence SEN - schools identify them at SEN Support, and do not have EHCPs. The lower number of these pupils in secondary schools is principally because of successful interventions in primary, meaning that between 40% and 60% of SEN support pupils achieve the expected standard by age 11. Consequently, they are no longer identified as SEN when they move to their secondary schools. Also some pupils with EHCPs who attend mainstream primary schools move on to secondary special schools or move out of borough.
79. The financial implications of sending children out-borough for SEND education between the ages of 5 to 25, as well as the increase in the demand for local SEND places in response to the rise in numbers of children with complex needs, means that the council is embarking on a programme to increase the scope (to meet varying needs) and capacity of SEND places in Southwark.
80. Cabinet previously approved plans to increase the standard number at, and the relocation of Cherry Garden School as part of the Primary Investment Strategy. These plans are presently being actioned, with an expected completion date of October 2018. These plans and proposals for the expansion of other SEND provision are given in table 16 below. The proposals would result in an additional 156 SEN places in the borough, an increase of 22% overall. Plans to develop local provision for 19 to 25 complex SEND students are also under active consideration, with a proposed location at a former LA Nursery in Kennington.

Table 16 SEND proposals

School	Proposal	Capacity	New Capacity	Status
City of London Academy Southwark(COLA)	Expansion of ASD provision	0	20	Work underway
Cherry Garden School	Increase standard number and relocation from Bermondsey to Peckham	46	72	Expected completion date of October 2018
Spa Camberwell	ASD 4-16 free school on the former site of LeSoCo, with Spa Bermondsey as the sponsor	0	120	Site is being used as a temporary location for the Charter East Dulwich – opening Sep 2019
Beormund Primary	Redevelopment of Beormund site for SILS4 and relocation to former site of Bellenden Primary School	40	50	Gateway 1 approved
Southwark SEND College	Use of part of former Bishop's House site for 19-25 SEND provision	0	12	Consulting with stakeholders

Consultation

81. If statutory proceedings to expand non-academy schools are undertaken, informal consultation will be carried out by education and planning teams with individual schools, involving meetings with parents and or carers, staff and governors, including a drop-in parents' meeting at all of the schools. At the formal stage, notices will be issued to the schools concerned and Southwark councillors and Southwark, Lambeth and Lewisham MPs, the Southwark Diocesan Board and Commission and neighbouring authorities will all be written to elicit their views on the proposed expansions.

Policy implications

82. The primary planning and investment strategies are aligned to local planning and policy frameworks, including the Council Plan. These outline the council's commitment to supporting schools to be outstanding, with children and young people able to achieve their full potential, and parents able to exercise real choice in a high-performing schools system. When formulating the Primary and Secondary expansion programmes, the council considers the suitability of all schools in Southwark and the risks and advantages of expanding each. The risks of not expanding schools are considerable. The council has a limited scope to expand existing provision, and not expanding the schools could potentially leave the council vulnerable to legal action for not meeting its target duty to provide sufficient primary school places. 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. Local authorities must ensure there are enough school places to meet needs as well as working to secure diversity of provision and increasing opportunities for parental choice. Local authorities are also bound by the duty to take into account parental preference in so far as to do so avoid unreasonable public expenditure.
83. The draft Council Plan for 2018-22 was passed by cabinet in June 2018 and presents a set of commitments, which will help the council deliver the Majority Party's manifesto vision of "*a fairer future for all*". It is a requirement that reports to cabinet now explicitly refer to the Council Plan and how the report and or the actions outlined will help deliver key aspects of the plan. The Council Plan states: "*Southwark schools have improved significantly in recently years and we have been meeting high demand for school places by refurbishing and expanding popular schools and working with local parents to support new schools. We believe every child has the right to a good education, which is why we have campaigned alongside local parents for fair funding and worked with schools to drive up standards*". This report outlines how the council met demand in particular areas, either by supporting new schools, or by refurbishing and expanding popular schools, and is a commitment that has effectively been delivered. One of the key commitments for the future is "Open a new secondary school at Borough by 2019" – paragraph 65 states "*...the Haberdashers' Borough School on the old Fire Station site on Southwark Bridge Road has received DfE and planning approval to open from September 2019 onwards*". Once the school is opened in September 2019, the council will have met this commitment.

Community impact statement

84. The Public Sector Equality Duty, at section 149 of the Equality Act, requires public bodies to consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees. Public bodies need to 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 "Approach to Equality" commits the council to ensuring equality is an integral part of our day-to-day business. "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 reductions in PANs. In terms of age, disability, race, religion or belief, any specific proposals that emanate from the consultations with schools and the respective diocesan boards will be equality impact assessed.

Resource and risk implications

85. The finance and resource implications of amending published admissions numbers (PANs) can be split into what it would cost to actually amend published admissions numbers. A fairly minimal cost measured by officer time and what would be the consequences of amending the PANs themselves. Reducing PANs to match the demand would reduce school expenditure on staff not required to teach classes that are no longer required. This is particularly an issue where school accommodates a reception intake (or other year group) that is just over the PAN, say 35 pupils where a school has a PAN of 60. Due to infant class size regulations, the school would then need to employ 2 teachers for 2 classes of 17-18 pupils, the outlay on staff will remain the same as if the school had 30 in each class, however the school would only receive 58% of the headcount funding. It is clearly in the interest of the authority to ensure that demand is as closely matched to supply as possible. Reducing the PANs of the schools concerned could therefore potentially contribute to savings in the department's budget. Although, the reduction of primary rolls would impact on the Dedicated Schools' Grant (DSG) that authorities receive from central government and would therefore indirectly reduce the amount available for the authority to spend on supporting schools, as the "top slice" the authority retains would proportionately reduce.
86. There is a small risk that amending the school's capacities could potentially leave the council vulnerable to legal action for not meeting its target duty to provide sufficient primary school places. 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 outlined in paragraph 6, local authorities must ensure there are enough school places to meet needs as well as working to secure diversity of provision and increasing opportunities for parental choice. Local authorities are also bound by the duty to take into account parental preference in so far as to do so avoid unreasonable public expenditure. Section 13 Education Act 1996 places a duty on local authorities to use what powers they have to "[secure] that efficient primary education [...] is available to meet the needs of the population of their area". However, the level of vacancies presently observed would mitigate against that risk

Legal implications

87. The report clearly states the council's duty to provide sufficiency of school places and the Education and Inspections Act 2006 and School Admissions Code 2014 in undertaking any changes to pupil admission numbers.

Finance implications

88. 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. A reduction in cost of out of borough placements for children and young people with Special Educational Needs and Disabilities is to be achieved through growth in provision in borough.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

89. The council's general duty in relation to securing sufficient school places in its area, the legal issues that inhibit the establishment by a local authority of new maintained schools, and its functions in relation to making alterations to its existing maintained schools, is described in the body of the report.
90. Where the council is considering a proposal to alter a maintained school, cabinet is reminded that certain proposals will be subject to statutory notification and consultation procedures under Education and Inspections Act 2006 and regulations and guidance issued under that act.
91. 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 any of its functions.

Strategic Director of Finance and Governance (CAS18/004)

92. This report seeks to inform cabinet of the updated forecasts of primary and secondary school places; the potential future shortfall of primary reception from September 2023 onwards; the projected future shortfall of secondary Y7 places from September 2019 onwards; and the intention to work closely with schools and academy trusts to determine a solution in the medium to long term.
93. Paragraph 7 details the budget contained within the council's approved capital programme for school expansion, and explains that the revenue implications surrounding any expansion of schools will be met from the Dedicated Schools' Grant via "growth the fund".
94. 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. The responsibility for the sufficiency of places is a statutory duty of the Local Authority and the funding source is a combination of general fund and funding sources that replaced the former Education Services Grant. The admissions function of the Local Authority is funded from the Central Block of the Dedicated Schools Grant.
95. The potential revenue consequences to schools flowing from changes in pupil admissions numbers contained within this report flow to and from the Dedicated Schools Grant and the Schools Block, which is ring fenced for funding mainstream schools. These arrangements are supplemented further within the Dedicated Schools Grant by a growth and falling rolls fund (as noted above) 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.
96. Schools governing bodies have a responsibility to manage their delegated budgets in accordance with the Southwark Scheme for Financing Schools, the latest version of which applies from April 2018. 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 that document and any existing financial arrangements agreed with the Local Authority set out under those provisions.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Making 'prescribed alterations' to maintained schools Statutory guidance for proposers and decision-makers – DfE April 2016	Council Offices, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 020 7525 5018
Link (please copy and paste into your browser) https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/514548/16-04-06_FINAL_SO_Guidance_PA_Regs.pdf		
School Admissions Code - Statutory guidance for admission authorities, governing bodies, local authorities, schools adjudicators and admission appeals panels. December 2014 - DfE	Council Offices, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 020 7525 5018
Link (please copy and paste into your browser) https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/389388/School_Admissions_Code_2014_-_19_Dec.pdf		
The Essential Guide to the Public Sector Equality Duty – EHRC July 2014	Council Offices, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 020 7525 5018
Link (please copy and paste into your browser) https://www.equalityhumanrights.com/sites/default/files/psed_essential_guide_-_guidance_for_english_public_bodies.pdf		

APPENDICES

No.	Title
Appendix A	List of primary schools by planning area
Appendix B	Map of Primary Schools in the borough
Appendix C	Map of Secondary Schools in the borough
Appendix D	GLA - School Roll Forecast Methodology
Appendix E	Expansions in neighbouring boroughs

AUDIT TRAIL

Cabinet Member	Councillor Jasmine Ali, Children, Schools and Adult Care	
Lead Officer	David Quirke-Thornton, Strategic Director of Children's & Adults' Services	
Report Author	Ric Euteneuer, Principal Strategy Officer (School Place Planning)	
Version	Final	
Dated	19 October 2018	
Key Decision?	Yes	
CONSULTATION WITH OFFICERS/DIRECTORATES /CABINET MEMBER		
	Officer Title	Comments Sought
	Director of Law and Democracy	Yes
	Strategic Director of Finance & Governance	Yes
	Cabinet Member	Yes
	Date final report sent to Constitutional Team	19 October 2018