

Item No. 8.	Classification: Open	Date: 31 October 2017	Meeting Name: Cabinet
Report title:		2017 Primary and Secondary School Place Planning Strategy Update	
Ward(s) or groups affected:		All	
Cabinet Member:		Councillor Victoria Mills, Children and Schools	

FOREWORD - COUNCILLOR VICTORIA MILLS, CABINET MEMBER FOR CHILDREN AND SCHOOLS

Southwark Council continues to make strong progress in meeting the increased demand for primary and secondary school places alongside our firm commitment to drive up standards of educational achievement. The improvement in results across our schools means that Southwark is viewed as a great place for families and young people. As our borough grows, and as substantial regeneration occurs, we have to plan well ahead and invest in our schools to make sure we meet the pace and scale of demand for places.

This report examines in detail the progress we have made to meet the anticipated demand and the need for additional school places from 2018 onwards. The current £200million expansion programme, across primary, secondary and special schools, shows a sustained investment in school places and the schools estate which is delivering new and expanded schools with high quality facilities.

By September 2018, Southwark will have added 4,425 additional primary school places since 2009. This requires a continuing investment programme in the borough's existing schools estate, and builds on the success and popularity of our high performing schools, as well as engaging school providers and external funding sources. There is no place for complacency and this report acknowledges the future shortfall of primary places in Bermondsey and Rotherhithe, particularly linked to development at Canada Water and along the Old Kent Road.

This report also sets out why the council is well-placed to meet the increasing demands for secondary places. Key Stage 4 performance is above the national and London averages and we remain consistently in the top quartile for both attainment and progress scores. In addition to the new Charter School East Dulwich and the development of plans for the new Haberdashers' Aske's Borough Academy, we are now finalising plans for potential temporary expansions of Southwark secondary schools to ensure all children secure a school of their preference in September 2018. This report also identifies the medium to long-term need to work closely with local schools and academy trusts to develop permanent expansions of existing schools or a further new secondary school.

This report also acknowledges the significant variation in the popularity of secondary schools amongst Southwark's families and young people. This means the balance between demand and the availability of places is not evenly distributed across the borough. With more places and an overall improvement in educational performance across all schools a greater proportion of families are securing a place in a school of their preference. However, there remain families in certain parts of the borough who do not get a place at a school of their preference. This is a challenge for Southwark schools and for place planning that we should not shy away from.

This report also gives proper space to plans and proposals for Special Educational Needs and Disability (SEND) provision. Two expanded (and relocated) special schools

and one new special school will add excellent and much needed SEND provision to Southwark.

Finally, as we rightly recognise the importance of social regeneration as a pillar of success in the growth and change in Southwark, we should consider the pivotal role that a school can have in the lives of our children, their families and the wider community. Primary schools across Southwark sit at the heart of their immediate local communities. They need to continue to provide much needed stability yet also be able to grow and change with their neighbourhoods - meeting the demand for places and having the excellent play and learning spaces that every Southwark child deserves. Our secondary schools need to have the state of the art academic, sporting and creative facilities that will ensure our young people can make the most of the fantastic opportunities on our doorstep. These things are equally important in every part of the borough – north and south, urban and suburban and regardless of whether a school is sited in an area of great regeneration or in an area of very little change.

We believe in giving all our young people the best start in life and this report makes clear that securing a place at a great local school is right at the heart of this commitment.

RECOMMENDATIONS

1. That cabinet notes the updated forecasts of primary and secondary school places.
2. That cabinet notes the potential future shortfall of primary reception places in Planning Area 2 (Bermondsey and Rotherhithe) from September 2022 onwards, and Planning Area 1 (Borough, Bankside and Walworth) from September 2023 onwards.
3. That cabinet notes the projected future shortfall of secondary places from September 2018 onwards and the potential need to identify a further site for an expanded or new school and to work closely with schools and academy trusts to determine a solution in the immediate and medium to long term.

BACKGROUND INFORMATION

4. The school places strategy update last reported to cabinet in December 2016. 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, notes that discussions are taking place with stakeholders, and the steps the council is taking to meet anticipated primary and secondary demand.
5. 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*” as well as to “*secure diversity and increase opportunities for parental choice when planning the provision of school places*” in the borough.
6. 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.
7. Since 2010, the council has been committed to supporting, where possible, permanent expansions at existing, good or outstanding schools. The council has also worked with good and outstanding local providers to support free schools where expansions were not possible but where there was an acute shortage of places. As a result, there is currently a programme of investment of approximately £200million in Southwark primary, secondary and special schools to increase numbers and address capacity issues. This is being 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 forms the largest part of this programme - has added 500 permanent reception places between September 2011 and September 2016 – a 14% increase.

8. Projections are an estimate of demand, and occasionally, it is unclear whether developments planned will deliver within the timescale anticipated, we will therefore, on occasion, ask a school to admit an additional class temporarily in anticipation of a permanent expansion. This may also happen when the council expect funding to become available at a later stage to finance a permanent expansion.
9. In common with other London boroughs, Southwark until recently saw a gradual increase in demand for primary places. However, in 2016 there was a drop in primary school applications followed by a further drop in 2017, also in common with many London boroughs. Whilst birth rates have increased 12% in the borough from 2002 to 2015, there has been a gradual decline since 2013 in the actual number of births, many of which ultimately feed into reception places four years later.
10. However, births have increased in specific parts of the borough – notably in Bermondsey and Rotherhithe, and ultimately this will lead to local areas of demand that existing school capacity will, in the medium to long term, be unable to meet.
11. This uneven distribution of demands means that there is – as highlighted in previous place planning reports – a predicted under provision of places in the north of the borough and excess places in the south. In 2015 and again in September 2016, 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.
12. At secondary, despite the opening of the Charter School East Dulwich (TCSED) in September 2016, its planned expansion in September 2017 and the plans for the Haberdashers' Aske's Borough Academy in September 2019, current projected demand shows a small potential shortfall of places starting in September 2018 and a more acute shortfall of places by September 2022.
13. The annual School Capacity (SCAP) survey for 2017 was submitted on 28 July 2017. 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 did not receive anything in 2016 or 2017.

KEY ISSUES FOR CONSIDERATION

Approach to primary and secondary pupil place planning

14. Southwark's pupil place planning is based on Greater London Authority (GLA) projections, which are commissioned, by Southwark and most London boroughs. These are informed mainly by current school rolls, birth rates, underlying population projections, migration, and new housing developments. A detailed methodology is covered in Appendix D.
15. 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 more local pressure for places. These are *broadly* 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.
16. 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

17. Place planning in more recent times 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 a new academy or free school is proposed. The final decision to open new schools therefore lies with the ESFA and not the council.
18. 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 community and voluntary-aided schools are.

Primary schools update

19. In September 2016, there were 4,025 primary reception places (the equivalent of 134FE) available in Southwark, and a total of 26,045 primary places overall. By September 2026, there will be 28,175 primary places in Southwark, an increase of 22% on the 2011 figures.
20. The take up of places across the borough showed a vacancy in September 2016 rate of around 16FE (483 reception places – 12% overall) in our primary schools. The level of vacancy varies from planning area to planning area and are projected to decrease year on year from September 2019 onwards and to exhaust completely by September 2027 (see table 1 for details).
21. In planning areas 1 and 2, the rate of demand means that the need for additional places begin will begin between 2023 and 2024. A “planning area by planning area” summary for Southwark primary schools is given from paragraphs 32 to 53.
22. The council anticipates the greatest need for additional school places in the short to medium term to fall into two discreet areas - 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).
23. 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.
24. Despite adding a permanent 2.5FE to Planning Area 1 (Borough, Bankside and Walworth) and 4.5FE to Planning Area 2 (Bermondsey and Rotherhithe) in September 2016, paragraphs 34 and 40 show there will still be unmet need across both planning areas beginning between 2023 and 2024. In planning areas 3 (Peckham & Nunhead), 4 (Camberwell) and 5 (Dulwich), the picture remains broadly similar to previous years.
25. 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 (i.e. there is a small net gain of pupil numbers into Southwark). Around 7% of Southwark primary aged pupils attend another authority's primary schools – around 11% of Southwark's primary age pupils come from other local authorities. This has not changed perceptibly over the last 4 years.
26. Pupil projections also assume that historically similar proportions of children

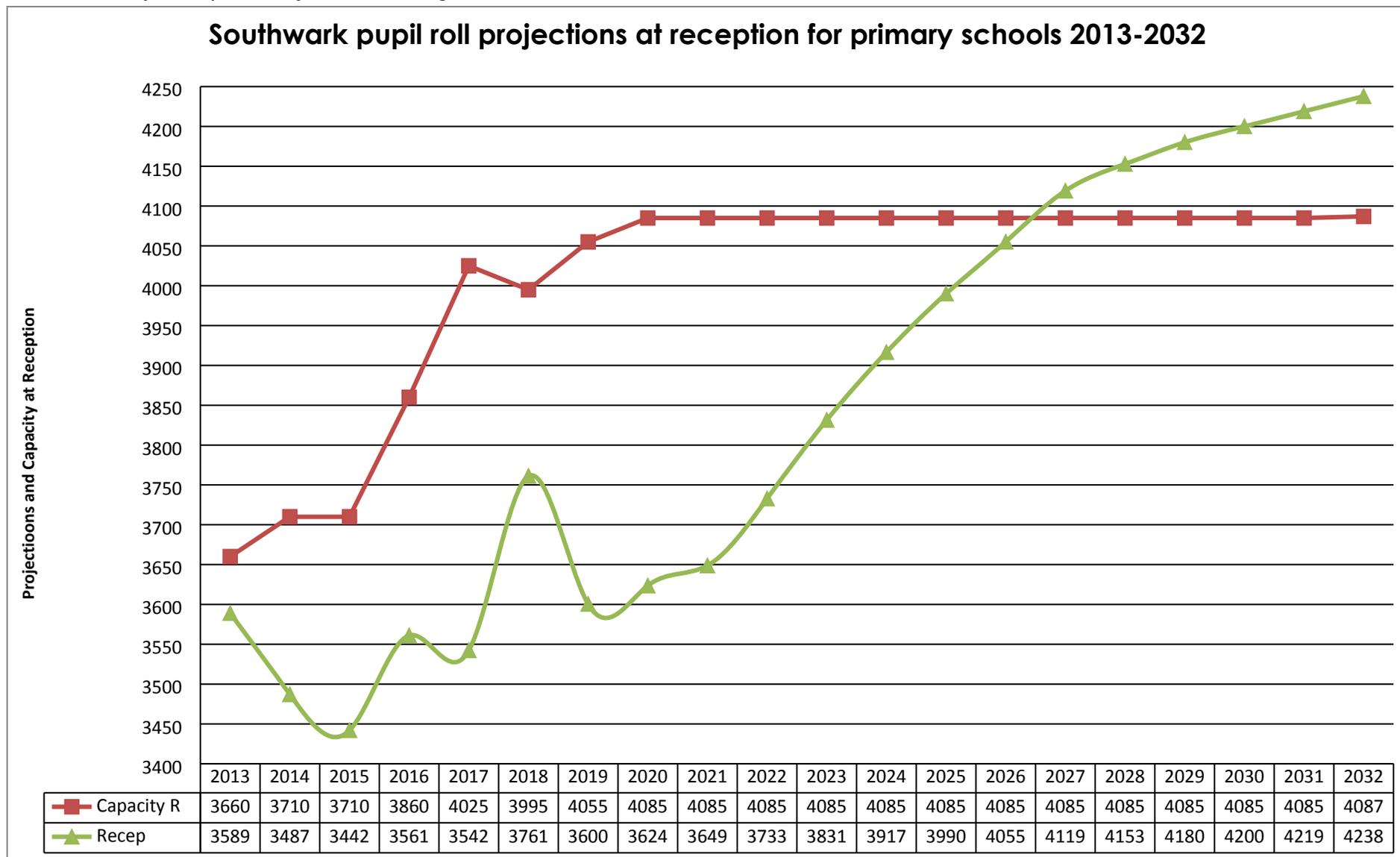
attend private schools inside and outside the borough. The number of private primary places in the authority area at the nine registered private primary schools has not altered significantly in recent years, and amounts to around 8% of all primary age pupils attending schools in Southwark as a borough.

27. Quality assurance of the projections reveals that the year on year “margins of error” for primary predictions were 0.4%. This is within DfE statistically accepted norms.

Primary programme update

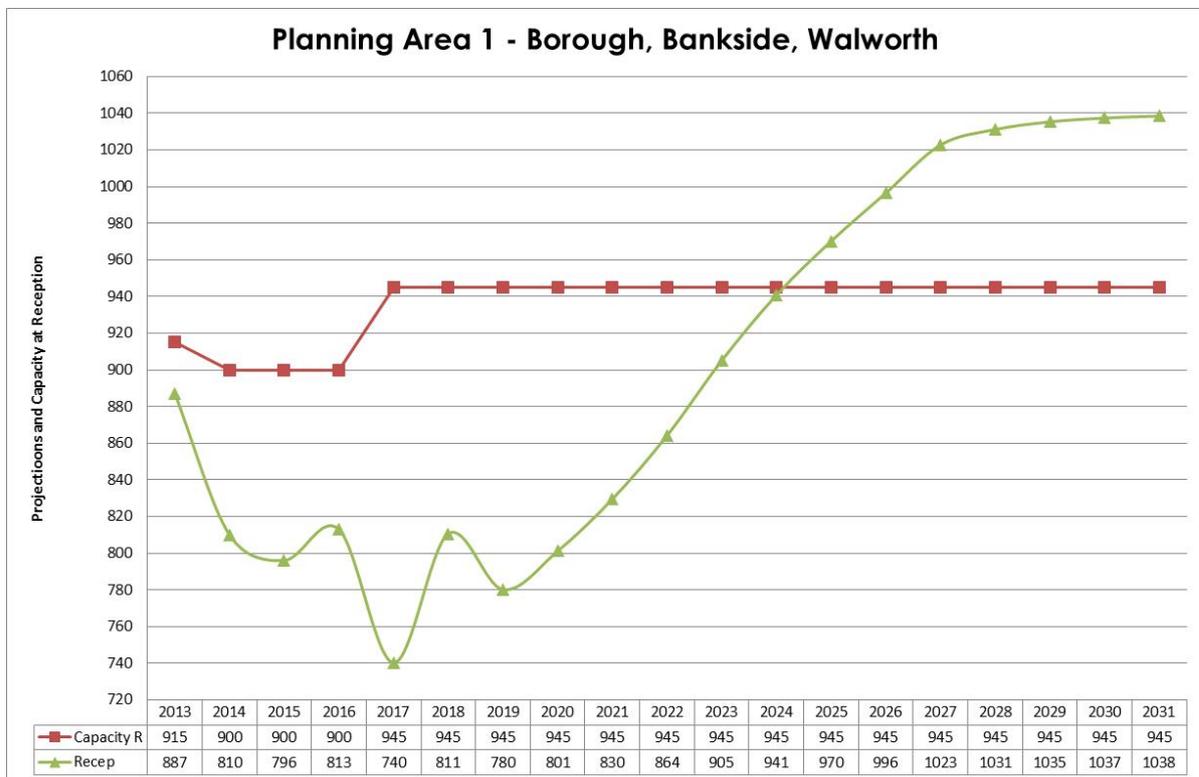
28. As mentioned previously, investment of approximately £200 million in Southwark schools has been committed to increase numbers and address capacity issues. This is being funded mainly by council capital with contributions from Section 106, schools and ESFA capital grant.
29. The main components of the programme were, at the outset
- *2 new primary school rebuilds (Albion: redevelopment and regeneration of the site) and Bellenden (a new 2FE on new site)*
 - *8 primary school expansions. Ivydale, Grange, Crawford, Keyworth, Phoenix, Robert Browning, Charles Dickens, Redriff.*
 - *2 new free schools; Belham and Galleywall*
30. All but one (see para 31 below) of the above have delivered the additional capacity required with builds completed or due to complete in the immediate future.
31. Negotiations are ongoing with the City of London Academies Trust on the delivery of a 1FE expansion at Redriff, subject to funding being made available to support the council’s contribution of £4.1m. The school have taken three 1FE expansions in successive years from 2015/16, 2016/17 and 2017/18.

Table 1 – Primary Reception Projections Boroughwide 2013-2032



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

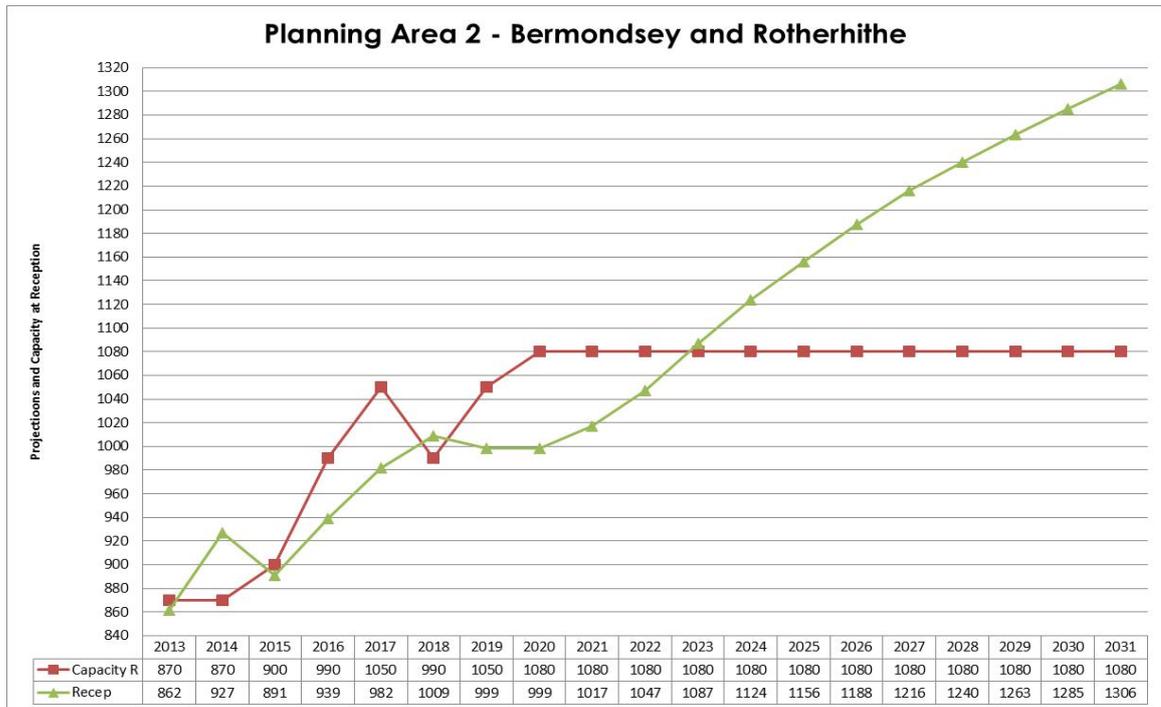
32. Births in the planning area have remained static or reduced slightly since 2009, but are projected to increase substantially by 2023 (by 35%), which could potentially feed through to increased reception numbers towards the middle and end of the next decade.
33. The authority added 90 reception places (2.5FE) from September 2016 onwards. This was provided at Robert Browning Primary (0.5FE), Charles Dickens (0.5FE), and Keyworth Primary (1.5FE).
34. Projections show that there is sufficient capacity until September 2024, although there will only be around 1FE projected spare capacity in September 2023. In September 2025, capacity will be exceeded by demand, and will increase to a 3FE deficit by September 2027. The graph below shows reception capacity against projected demand up to 2031. The potential exists in a number of schools in the planning area to expand, subject to capital funds to finance these expansions.
35. A substantial amount of development has occurred along Borough High Street, and at “Elephant Park” (the development replacing the Heygate Estate immediately adjacent to the Elephant and Castle Shopping Centre). However, the purchasers and lessees of these properties have, until now tended not to be residents with children, and we have seen a substantial drop in enrolment at 3 schools in the immediate locality – St Jude’s C of E Primary, Charlotte Sharman Primary, and St George’s RC Primary. We will continue to monitor enrolment at schools in this area.



Planning Area 2 (Bermondsey & Rotherhithe) – PA2

36. Births in the planning area have been increasing since 2013, and by 2023, will have increased by 9%.
37. A total of 5.5FE opened from September 2016 onwards at Albion (+1FE), Phoenix (+2FE), and Grange (+0.5FE) primaries, and the Galleywall City of London Primary Academy opened on the 1st September 2016 with a PAN of 60 (+2FE) all adding to the local area capacity. Projections also include 2FE from a new free school (see paragraph 39), and an anticipated 1FE permanent expansion at Redriff Primary Academy, subject to funding being secured by the Academy Trust.
38. An analysis of application and enrolment trends, as well as pupil projections and engagement with the developers evidenced a need for additional provision in Planning Area 2. To this end, we engaged with schools in the area and ascertained that Rotherhithe Primary School would be the first most suitable for expansion – presently, the school is a 2FE school housed in a variety of buildings that are in a poor state of repair. The expansion envisaged would take the school to 3FE. Cabinet approval was sought and given on 21st July 2015 to proceed to formal consultation for the expansion of the school. The school has already temporarily expanded for 2015-2016, and 2016-2017. Council officers have engaged with the school on potential designs for expansion, a final proposal together with funding options will be brought to Cabinet for decision.
39. John Donne Primary Academy (an existing Southwark-based academy school in Planning Area 3) made a successful application for a 2FE free School –called the "*John Keats Primary Free School*". Whilst a site in Planning Area 1 was provisionally identified, a location on Rotherhithe New Road that had been earmarked for the now closed Southwark Free School has been leased to the school by the ESFA. The school is scheduled to open its doors in September 2018, and this additional capacity has now been incorporated into the 2017 projections.
40. Projections show that there is sufficient capacity until September 2022 but that there will only be 1FE projected spare capacity at that time. Spare capacity across the whole of the north of the borough will be completely full by September 2024, growing to an 11FE deficit by 2031. A medium to long-term strategy is needed to address this likely scenario.
41. A review is currently being undertaken of existing schools to determine their capacity to expand. In identifying proposals for new provision, priority would be given to expanding existing schools where it is feasible to do so, then consideration will be given to the provision of new schools where there is no further capacity from existing provision.
42. Consideration will also be given as part of the Old Kent Road Area Action Plan, 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.

43. 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 being to ensure that pupils attending schools in all parts of the borough have access to environments for teaching and learning of comparable standard.



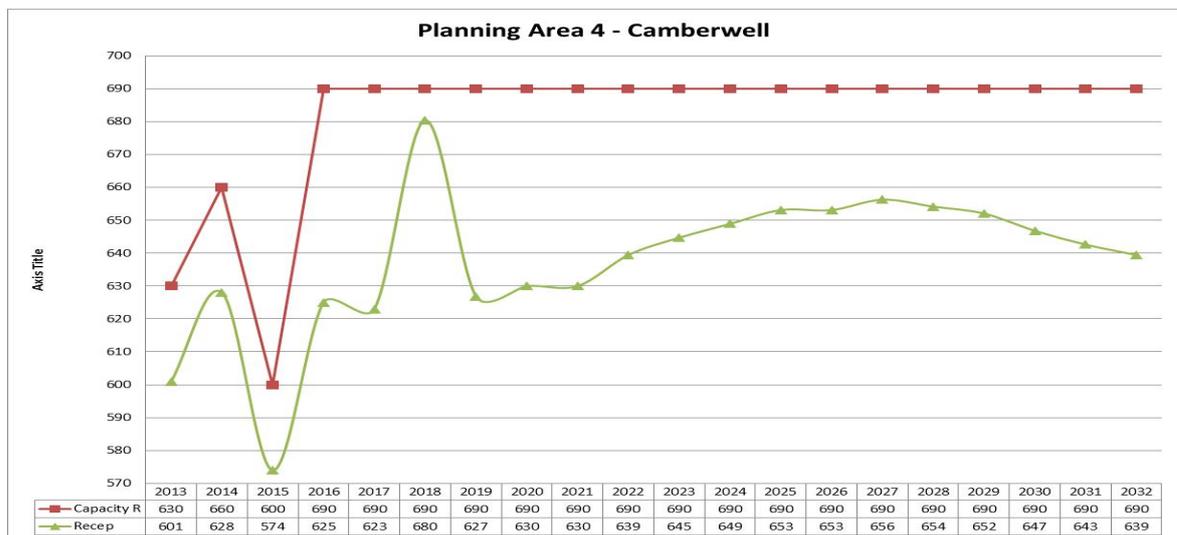
Planning Area 3 (Peckham & Nunhead) – PA3

44. Births in the area have decreased since 2013 and are projected to remain steady over the next 10 years.
45. An anticipated shortage in 2015/16 was resolved in part by the opening of the 2FE Belham Primary Free School in adjacent planning area 4. The expansion of Bellenden Primary from 1FE to 2FE and Ivydale Primary from 2FE to 4FE has gone some way to create a cushion of choice for places in this planning area. There are presently around 100 spare reception places (3FE) across PA3 – 12% of all reception places.
46. Projections received from the GLA in May 2017 showed that a previously anticipated (small) shortfall for this planning area is now not scheduled to occur until 2035/2036. That said, any spare capacity in this planning area has the potential to be overtaken by adjacent planning areas, and neighbouring authorities.



Planning Area 4 (Camberwell) – PA4

47. Births in the area have decreased since 2013 and are projected to reduce over the next 10 years.
48. In September 2015, 60 reception places were added to the area total (+2FE) with the opening of the Belham Primary School (presently temporarily located in Planning Area 3). The authority also added 2FE from September 2016 onwards – Bessemer Grange (+1FE) and Crawford (+1FE) Primary schools.
49. There is presently a 2FE excess of places this year, reducing to 1FE in September 2024, with a plateau of demand thereafter. No permanent expansion of places in Planning Area 4 is therefore envisaged to be required until at least 2032/3.



Planning Area 5 (Dulwich) – PA5

50. Births in the area have decreased since 2013, and are projected to reduce over the next 10 years. Actual births within the Dulwich planning area fell by 6% from 2009/10 to 2015/16 (latest available birth figures)
51. 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 bilingual English–German primary free school, Judith Kerr Primary Free School.
52. With these in place, there is presently a cushion of around 2FE in this area, which is projected to remain steady at this level until at least 2032/2033. No permanent expansion of places in Planning Area 5 is therefore envisaged to be required until then, at the earliest.
53. Reception pupil numbers have increased by 35% over the same time period, including additional 22% primary pupils from outside the planning area. 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 would potentially be primarily abstractive of other planning areas and schools from neighbouring boroughs and may not be meeting any demand from local residents.



Primary expansions in adjacent boroughs

54. Paragraph 25 drew attention to the fact that a small percentage of Southwark children of primary school age attend schools outborough (and outborough 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

55. In September 2016, 3,120 Year 7 places (the equivalent of 104FE) were available for secondary pupils in Southwark. There was an uptake of around 3,030 of these, leaving only around 90 places (3FE) spare – 3% of places. Overall, there are 14,080 11-16 secondary places, with a take up of around 13,134, leaving 946 vacancies across secondary schools years 7-11 – a 7% vacancy rate overall.

56. In last year's report, cabinet were advised that overall there was sufficient capacity within Southwark schools to meet the demand for year 7 places until 2018 but that a shortage of places was forecast from September 2019 onwards, rising steeply in subsequent years. This year's projections (see table 3) show that there is now a projected small shortfall in September 2018 of around 67 pupils (between 2 to 3FE), but that this will fall back to around a 1 to 2FE shortfall from 2019 to 2021, rising to around a 4FE shortfall in 2022. After this, Y7 projections fall below the capacity before rising again towards the end of the next decade.

57. The council has worked with the ESFA and Free School sponsors to add a total of 14FE to the 104FE already in place.

58. 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 does not have sufficient capacity to allow the school to open at its planned 8FE so has operated with a smaller intake of 4FE in 2016/17 and 2017/18 and will have an intake of 6FE in 2018/19. It is currently proposed it will operate at 8FE from September 2021, when the works at the Dulwich Hospital site are scheduled to complete. These are the assumptions we have made making when calculating capacity and need.

59. The Haberdashers' Borough School on the old Fire Station site on Southwark Bridge Road has received DfE approval to open from September 2018 onwards. A planning application for the school on the site was submitted in February 2017, with an amended opening date of September 2019 – at the earliest. Planning or construction delays could potentially push this back to September 2020 or later.

60. The following changes to PANs have also been factored in
 - *a temporary expansion at Kingsdale School to 13FE in 2017-18 and 10FE in 2018-19 (from 8FE)*
 - *1FE expansion of St Michaels in September 2017 (to 5FE from 4FE)*
61. The projections show there is a probably need for some temporary expansions starting in September 2018. Discussions with schools have ascertained a high likelihood of 2FE of additional capacity being made available for September 2018. 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) towards the end of the next decade.
62. Bacon's College has 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 permanently expand, but the low percentage of pupils attending the school from Southwark could potentially mean any permanent expansion at this site may not benefit Southwark pupils. The Council welcomes the interest and will continue to explore whether an expansion of benefit to Southwark pupils could be secured through alternative admissions arrangements.
63. Consideration is now being given to identifying a site (or sites) for a new school or expanded schools that will enable the provision of good quality internal and external teaching areas in accordance with DfE and council design guidance.
64. As the council no longer has any directly managed secondary schools in the borough and as there is a legal requirement that new schools will be free schools/academies, the role of the council is to assist and facilitate individual schools in developing proposals, applying for funds and implementation, rather than as direct provider. The ESFA relies on the council's input of the demographic issues in the borough and looks to us to provide guidance. The council has successfully influenced outcomes through its liaison and partnership working, as well as the town planning process, and will continue to work to effect this.
65. 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. This is explored in more detail in Appendix D.
66. 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 (a 99.9% 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.
67. Imports and exports to neighbouring boroughs, (mainly Lewisham and Lambeth), sit equally around 22% but the broad effect is neutral for Southwark. This has not changed perceptibly over the last four years. 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 places in the authority area at the seven registered private secondaries has not altered significantly, nor those receiving education at home. Private secondary school places account for around 17% of secondary school places in the authority area.
68. 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.
69. For these reasons, the projections are refreshed on an annual basis to maximise accuracy and actual demand year on year is closely monitored by officers to inform the scale and timing of temporary or permanent expansions. Quality assurance of the

projections reveals that the year on year “margins of error” for secondary predictions was 2%. This is within DfE statistically accepted norms.

70. A map of existing secondary schools is included as Appendix B.

Secondary expansions in adjacent boroughs

71. Paragraph 67 draws attention to the fact that around a fifth of Southwark-resident children of secondary school age attend schools outborough, and, conversely outborough 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 below.

SEND Schools Update

72. Whilst there has been a reduction over time in the (total) number of children identified as having special educational needs and disabilities (SEND) (– i.e. those at “SEND Support” and with and Education, Health and Care Plans (EHCPs) taken as a group together), the latest figures from the draft Southwark Joint Strategic Needs Assessment (JSNA) show 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.
73. 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.
74. 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 and capacity of SEND places in Southwark.
75. 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 September 2018. These plans and proposals for the expansion of other SEND provision are given in table 4 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.

Table 4 SEND proposals

School	Proposal	Capacity	New Capacity	Status
Cherry Garden School	Increase standard number and relocation	46	72	Expected completion date of September 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 – earliest opening Sep 2019
Beormund	Redevelopment of Beormund	40	50	Under discussion with stakeholders

Consultation

76. If statutory proceedings to expand non-academy schools are undertaken, informal consultation will be carried out by Regeneration with individual schools, involving meetings with parents/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

77. The primary planning and investment strategies are aligned to local planning and policy frameworks, including the Council Plan and Children and Young People's 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.

Community impact statement

78. The Public Sector Equality Duty, at section 149 of the Equality Act, requires public bodies 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 ("the approach") commits the council to ensuring that 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 for consideration in the expansion of the schools in question. Enabling the expansion of primary and secondary provision to meet demand have the potential to advance equality of opportunity, and foster good relations between people with protected characteristics and those with none.

Resource implications

79. The July 2013 Cabinet report delegated the authority for the approval and allocation of budgets within the programme for individual permanent expansions of primary school expansion individual to the Strategic Director of Children's and Adults' Services budgets from existing available resources. The council's current capital programme includes £148m for the Primary Expansion Programme, which includes Cherry Garden Special School, which is in addition to over £50m already spent in the past two years on expansion. The costs of the first wave of schools in this report are being managed within this budget.
80. Schools will be responsible for any ongoing revenue implications arising from the expansion. The Dedicated Schools Grant (DSG) will fund the schools for the additional expansion class pupils via the revenue "growth fund" in the first financial year of expansion (agreed by the Schools Forum); and thereafter via the schools funding formula. The "growth fund" is agreed annually by the Schools Forum and funded through a central retention from the DSG. It should be noted that different arrangements apply to some academies and free schools, who are funded by the ESFA based on estimated numbers with funding recouped from the DSG allocation.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

81. 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.
82. 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 that act.
83. 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

84. 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 places from September 2018 onwards; and the intention to work closely with schools and academy trusts to determine a solution in the medium to long term.
85. Paragraph 79 details the budget contained within the council's approved capital programme for school expansion, and explains that the revenue implications surrounding the expansion of schools will be met from the Dedicated Schools' Grant via "growth the fund".

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	School Roll Forecast Methodology
Appendix E	Expansions in neighbouring boroughs

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
School Places Strategy Update– report to Cabinet member for Children's Services - July 2014	Council Offices, 160 Tooley Street, London, SE1 2QH	Andy Brown 020 7525 3755
Link (please copy and paste into your browser): http://moderngov.southwarksites.com/documents/s47494/Report%20School%20Places%20Strategy%20Update.pdf		
School Places Strategy Update – report to Cabinet member for Children's Services – July 2015	Council Offices, 160 Tooley Street, London, SE1 2QH	Ric Euteneuer 020 7525 5018
Link (please copy and paste into your browser): http://moderngov.southwarksites.com/documents/s55562/Report%20Primary%20and%20secondary%20school%20place%20planning%20strategy%20and%20Appendices%201-3.pdf		
School Organisation – Statutory	Council Offices, 160	Ric Euteneuer

Background Papers	Held At	Contact
Guidance for proposers and decision-makers - January 2014 – DfE, School Organisation - Maintained Schools Annex A and Annex B: Guidance for Decision-makers - January 2014 – DfE	Tooley Street, London, SE1 2QH	020 7525 5018
Link (please copy and paste into browser) https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/514548/16-04-06_FINAL_SO_Guidance_PA_Regs.pdf https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/514570/16-04-06_FINAL_SO_Guidance_DM.pdf		
The Essential Guide to the Public Sector Equality Duty 3rd edition April 2011, updated: January 2015	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		

AUDIT TRAIL

Cabinet Member	Councillor Victoria Mills, Children and Schools	
Lead Officer	Nina Dohel, Director of Education	
Report Author	Ric Euteneuer, Principal Strategy Officer (School Place Planning)	
Version	Final	
Dated	12 September 2017	
Key Decision?	Yes	
CONSULTATION WITH OFFICERS/DIRECTORATES /CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	20 October 2017	

APPENDIX A: List of schools by Planning Area

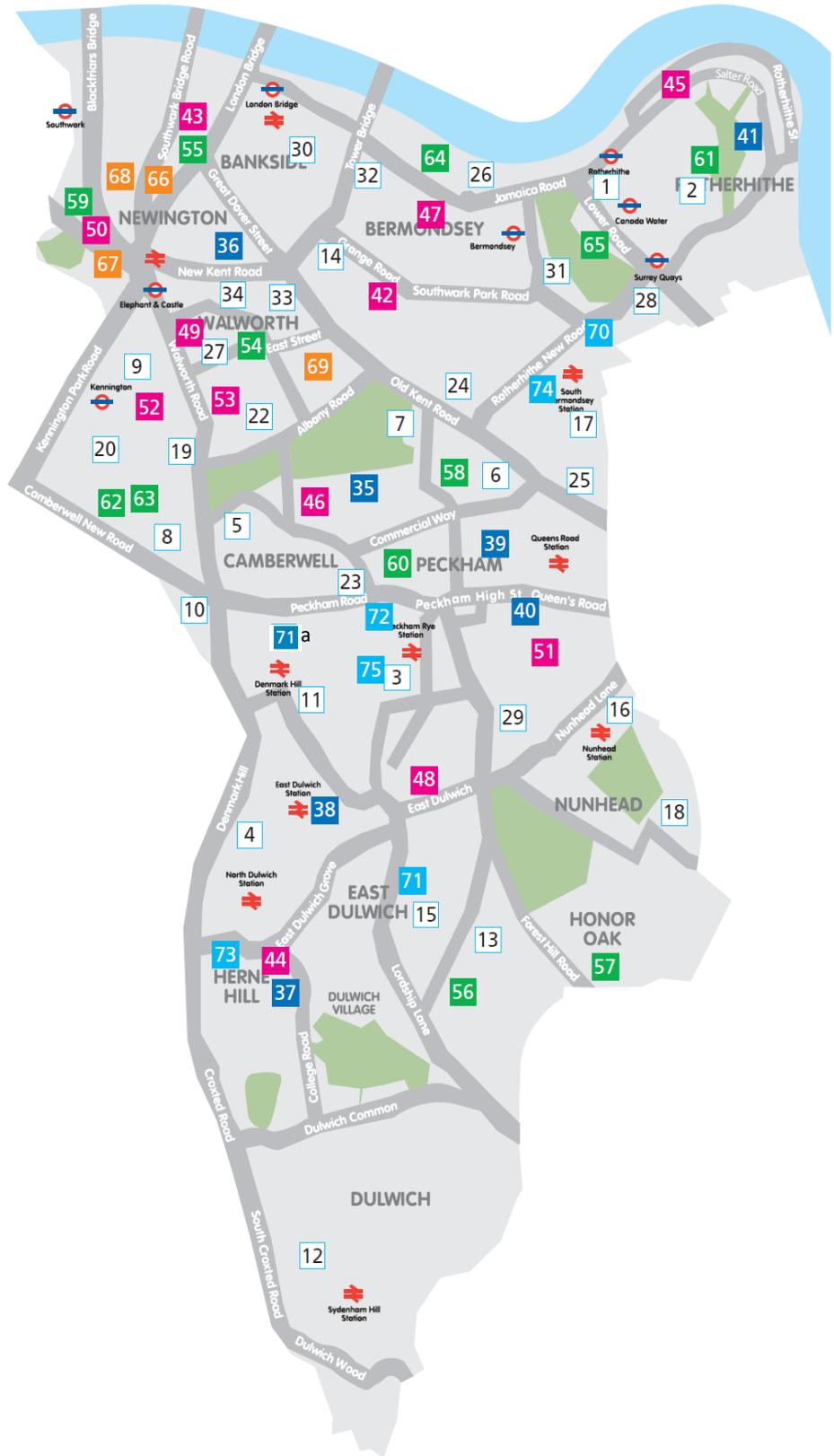
Community Schools *in italics*
 Free Schools **in bold black**
 Foundation Schools **in red**
 Academies **in bold green**
 VA Schools **in bold turquoise**

Name of Planning area (PA)	Council Wards	Primary Schools in PA	
1. Borough, Bankside & Walworth	Cathedrals Chaucer East Walworth Faraday Newington	Cathedral School RC Charles Dickens Charlotte Sharman <i>Cobourg</i> <i>Crampton</i> English Martyrs RC Friars <i>Keyworth</i> <i>Michael Faraday</i> <i>Robert Browning</i>	St Georges Cathedral RC St Johns Walworth C of E St Joseph's (Borough) St Jude's C of E St Paul's C of E St Peters C of E Surrey Square The Globe Academy <i>Townsend</i> <i>Victory</i>
2. Bermondsey & Rotherhithe	Grange Livesey (<i>part</i>) Riverside Rotherhithe South Bermondsey Surrey Docks	<i>Albion</i> <i>Alfred Salter</i> Boutcher C of E Galleywall City of London <i>Grange</i> <i>Ilderton</i> John Keats (open 2018) Peter Hills with St Mary's & St. Paul's C of E <i>Phoenix</i> <i>Pilgrims Way</i>	Redriff <i>Riverside</i> <i>Rotherhithe</i> <i>Snowsfields</i> Southwark Free School <i>Southwark Park</i> St James C of E St Johns R.C. Primary St Joseph's RC 014B St Joseph's RC 026 <i>Tower Bridge</i>
3. Peckham & Nunhead	Livesey (<i>part</i>) Nunhead Peckham Peckham Rye The Lane	Angel Oak <i>Bellenden</i> <i>Camelot</i> Harris Peckham Park Harris Free School (Peckham) <i>Hollydale</i>	<i>Ivydale</i> John Donne <i>Rye Oak</i> St Francesca Cabrini RC St Francis RC Primary St James the Great RC St John's & St Clements CE St Mary Magdalene
4. Camberwell	Brunswick Park Camberwell Green South Camberwell	Belham <i>Bessemer Grange</i> <i>Brunswick Park</i> <i>Comber Grove</i> <i>Crawford</i> <i>Dog Kennel Hill</i>	<i>John Ruskin</i> <i>Lyndhurst</i> <i>Oliver Goldsmith</i> St George's C of E St Joseph's Infants RC St Joseph's Junior RC
5. Dulwich	College East Dulwich Village	<i>Dulwich Wood Primary</i> Dulwich Hamlet Junior Dulwich Village Infants (C of E) <i>Goodrich</i>	Goose Green <i>Heber</i> Harris Primary East Dulwich Judith Kerr Free School St Anthony's RC

APPENDIX B: MAP OF PRIMARY SCHOOLS IN THE BOROUGH

Map of primary schools in Southwark

Map of primary schools in Southwark



Community primary schools

- 1 Albion Primary School
- 2 Alfred Salter Primary School
- 3 Bellenden Primary School
- 4 Bessemer Grange Primary School
- 5 Brunswick Park Primary School
- 6 Camelot Primary School
- 7 Cobourg Primary School
- 8 Comber Grove Primary School
- 9 Crampton Primary School
- 10 Crawford Primary School
- 11 Dog Kennel Hill Primary School
- 12 Dulwich Wood Primary School
- 13 Goodrich Primary School
- 14 Grange Primary School
- 15 Heber Primary School
- 16 Hollydale Primary School
- 17 Ilderton Primary School
- 18 Ivydale Primary School
- 19 John Ruskin Primary School
- 20 Keyworth Primary School
- 21 Lyndhurst Primary School
- 22 Michael Faraday Primary School
- 23 Oliver Goldsmith Primary School
- 24 Phoenix Primary School
- 25 Pilgrim's Way Primary School
- 26 Riverside Primary School
- 27 Robert Browning Primary School
- 28 Rotherhithe Primary school
- 29 Rye Oak Primary School
- 30 Snowsfields Primary School
- 31 Southwark Park School
- 32 Tower Bridge Primary School
- 33 Townsend Primary School
- 34 Victory Primary School

Academies

- 35 Angel Oak Academy
- 36 ARK Globe Academy
- 37 Dulwich Hamlet Junior School
- 38 Goose Green Primary School
- 39 Harris Primary Academy, Peckham Park
- 40 John Donne Primary School
- 41 Redriff Primary

Voluntary aided schools

- 42 Boucher Church of England Primary School
- 43 The Cathedral School of St Saviour and St Mary Overie
- 44 Dulwich Village C of E Infants' School
- 45 Peter Hills with St Mary's and St Paul's C of E Primary School
- 46 St George's C of E Primary School
- 47 St James' C of E Primary School
- 48 St John's and St Clement's C of E Primary School
- 49 St John's Walworth C of E Primary School
- 50 St Jude's C of E Primary School
- 51 St Mary Magdalene C of E Primary School
- 52 St Paul's C of E Primary School
- 53 St Peter's Walworth C of E Primary School
- 54 English Martyrs' Catholic Primary School
- 55 Saint Joseph's Catholic Primary School, The Borough
- 56 St Anthony's Catholic Primary School
- 57 St Francesca Cabrini Primary School
- 58 St Francis Catholic Primary School
- 59 St George's Cathedral Catholic Primary School
- 60 St James the Great Catholic Primary School
- 61 St John's Catholic Primary School
- 62 St Joseph's Camberwell Catholic Schools' Federation (Infants)
- 63 St Joseph's Camberwell Catholic Schools' Federation (Juniors)
- 64 St Joseph's Catholic Primary School, George Row
- 65 St Joseph's Catholic Primary School, Gomm Road

Foundation schools

- 66 Charles Dickens Primary School
- 67 Charlotte Sharman Primary School
- 68 Friars Primary Foundation School
- 69 Surrey Square Primary School

Free schools

- 70 Galleywall Primary City of London Academy
- 71 Harris Primary Academy East Dulwich
- 72 Harris Primary Free School Peckham
- 73 Judith Kerr Free School
- 74 Southwark Primary Free School
- 75 The Belham Primary School

APPENDIX C: MAP OF SECONDARY SCHOOLS IN THE BOROUGH

Map of secondary schools in Southwark

Map of secondary schools in Southwark



Key

- Academies
- Church of England
- Catholic
- Free

The schools

- 1 ARK All Saints Academy
- 2 ARK Globe Academy
- 3 Bacon’s College
- 4 Compass School Southwark
- 5 Harris Academy Bermondsey
- 6 Harris Academy Peckham
- 7 Harris Boys’ Academy East Dulwich
- 8 Harris Girls’ Academy East Dulwich
- 9 Kingsdale Foundation School
- 10 Notre Dame RC Girls’ School
- 11 Sacred Heart Catholic School
- 12 St Michael’s Catholic College
- 13 St Saviour’s and St Olave’s School
- 14 St Thomas the Apostle College
- 15 The Charter School
- 16 The Charter School East Dulwich
- 17 The City of London Academy (Southwark)
- 18 University Academy of Engineering South Bank
- 19 Walworth Academy
- 16a Charter School East Dulwich (temporary site)

APPENDIX D – GLA SCHOOL ROLL PROJECTIONS (SRP) FORECAST METHODOLOGY

What is the SRP process in 2017?

The SRP process in 2017 is summarised below.

- 1) LAs provide GLA with development data as an input to population projections
- 2) GLA provides LAs with csv templates for submitting school level roll data (early March)
- 3) LAs complete and return the data as csv files (starting mid-March)
- 4) LAs complete an optional template containing context information (starting mid-March)
- 5) GLA runs SRP model and returns school roll projections (starting mid-March)

The GLA envisages that, as before, roll projections are typically returned to LAs within two working days of receipt of roll data in the correct format.

What data do the projections use?

The three key data inputs for the model are:

- Ward-level population projections
- Pupils on roll data for each school
- National Pupil Database records with pupils' home wards

Population projections

The model uses GLA generated population projections. Local Authorities can have school roll projections run based on the following three population projection variants for their borough:

- Borough Preferred Option (BPO) incorporating development data provided by the borough (**This is what Southwark uses**)
- The latest GLA ward level SHLAA-capped AHS (average household size) population projections for all wards in your LA.
- Zero Development variant

The default population projection used is the BPO; however this is dependent on the Local Authority having provided development data. If no development data has been provided then the GLA will give the option to wait until development data is received, or run the school roll projections with the SHLAA based population projection. The zero development based school roll projections can be used as a comparator to school roll projections based on the other two population projections to give an idea of the effect of developments.

Areas other than the wards in your LA take their population projection from the latest GLA ward level SHLAA-capped AHS (average household size) population projections

The population projections incorporate annual birth, death and migration data to mid-2015. Future birth trends in fertility and mortality are based on the principal assumptions from ONS's 2012-based National Population Projections (NPP) for England. Household formation rates are taken from the 2012-based DCLG (Department for Communities and Local Government) subnational household projections. Past dwelling completions are taken from the London Development Database. Assumed future housing trajectories are derived from the 2013 Strategic Housing Land Availability Assessment..

School roll data

For 2017, subscribing LAs should provide roll data for individual schools split by age of child (at 31st August) and gender for both primary and secondary schools separately. LAs also provide the school DfE number, any previous DfE number that the school has had in the relevant time period, and indicate which planning area each school sits within. LAs can also split their secondary schools into planning areas if they wish.

School/pupil related data

The model also uses additional school related data.

- 1) School maximum pupil age – this is taken from Edubase
- 2) School minimum pupil age – this is taken from the school roll data provided by LAs because of inconsistencies in Edubase

3) National Pupil Database (NPD) years 2012 to 2016 – a cut from the January school census at pupil level including pupil residence (mapped to LSOA), school attended, age and gender

How are school roll projections produced?

The methodology for producing school roll projections has been slightly changed in 2017 following the major update in 2016. The main change this year has been extending the number of years of pupil level data available from the NPD to model mobility patterns and new intake numbers.

Overview

For each ward of residence in London and year of age (ages 4 to 18) and sex, the proportion of children attending each state school is calculated. This proportion is carried forward as the children age so that the proportion for a 6-year old living in ward *x* and attending school *y* in 2017 is the same as the proportion for a 7-year old living in ward *x* and attending school *y* in 2018. Attrition rates are not explicitly calculated except for projections of 6th form – it is assumed that any net loss or gain of pupils as they age through a school is purely due to temporal variations in the population projection of that cohort.

For new children entering a school, for example at age 4, there is currently no information on where members of this cohort are resident. In this case the proportions are calculated as averages over past years, with 4 being the default number of years used, but there is the option to use a different number. The same approach is used at ages 11 and 16, even if the school is a through-school as it is assumed that there will be significant changes in the cohort at this point.

These proportions are then applied to the population projections to give projections of the number of children on roll by school by age and sex. These are then aggregated to planning areas and borough totals.

Projections of pupils aging through 6th form are produced using attrition rates calculated from previous years' data.

Why have the projected rolls changed since last year?

There are many reasons why a LA's projected rolls may have changed when compared to a previous year. LAs should consider the following:

- **Development**

The amount of development projected in a LA will affect that authority's population projections and in turn its school roll projections. More development generally means that the LA will attract more people and its population will therefore rise. If population increases, there will consequently be more children and so school roll projections will also rise.

LAs should assume that significant changes in assumed development will be accompanied with corresponding changes in projected rolls. If LAs are unsure what development assumptions have been used in the past, the GLA is able to provide this information.

LAs should liaise with their demography and planning contacts within their LA to ensure that the most up to date development data is used.

- **Births**

The number of births in an area will have a direct effect on the number of children on roll four years later. 2012 saw the highest number of births in London with these children starting school in either academic year 2016/17 or 2017/18 depending on when in the year they were born. Many areas have seen a fall in birth numbers since and this has led to subsequent projections of future births and therefore rolls, being correspondingly lower.

ONS releases LA level mid-year birth data as part of the mid-year estimates at the end of June each year. Calendar year birth data at local authority level follows in August. The GLA commissions ward-level mid-year birth data from ONS each year which is usually available in November/December.

- **Migration**

In recent years a number of LAs have reported an increase in in-year applications as a result of children moving to the area from both overseas and elsewhere in the UK. Migration therefore could explain why projected rolls have changed.

The GLA has created an Excel based dashboard that allows boroughs to see in-, out- and net flow of children to/from their LA from elsewhere in London. It is available to download from the London Datastore and will be updated annually: <http://data.london.gov.uk/dataset/internal-migration-flows-school-age-children-visualisation>

ONS releases both mid-year international and internal migration data by single year of age and sex at the end of June each year. The former is released as part of the mid-year components of change and the latter as part of the internal migration estimates series.

- **Cross border mobility**

Not all children will go to school in their LA of residence. This is particularly the case in London where the geographic size of local authorities is relatively small and where excellent transport networks mean that children can travel further afield easier than in other parts of the UK. Additionally for children who live close to a borough boundary, their closest school may in fact be in a neighbouring authority.

A school's reputation may affect parental preference when applying for schools. This may mean that some schools will see changes in applications and attendance from children outside of the authority resulting in increasing cross border mobility.

The SRP model explicitly takes into account cross border mobility as pupil level data is used that gives both home and school locations.

A neighbouring borough opening a school could draw pupils from your LA.

APPENDIX E – EXPANSIONS IN NEIGHBOURING BOROUGHS

Table 5 – Outborough primary school expansions by borough

Borough	Schools Expanded	Remarks
Lambeth	Sudbourne Primary planned expansion from 1.5 to 3FE	For 2018/9
	Telferscot Primary 2FE	For 2018/9
	Wyvil Primary planned expansion from of 2FE to 4FE	For 2020/21
Lewisham	Sir Francis Drake (+1FE),	For 2018/9
	St Winifred's (+0.5FE)	For 2017/8
	Our Lady and St Philip Neri (+0.5FE)	For 2017/8
	Ashmead (+1FE)	For 2017/8
	Harris Lewisham Free School (+3FE)	For 2019/20
Croydon	Krishna Avanti (new school) +1FE (2016/17), +2FE (2017/18)	For 2016/17 For 2017/18
	Harris Academy Purley Way (new primary school) +1FE	For 2016/17
	Ark Bayes (new school) +3FE	For 2019/20
	Bulge classes Woodcote Primary +1FE Smitham Primary +1FE Robert Fitzroy Academy +1FE	For 2017/8 For 2017/8 For 2017/8
	Chislehurst (St Nicholas) CE Primary +1FE	For 2017/8
Bromley	Edgebury Primary +1FE	For 2017/8

Table 6 – Outborough Secondary school expansions/closures by borough

Borough	Schools Expanded	Remarks
Lambeth	Gipsy Hill Secondary School NEW 6FE school	Provisionally scheduled to open 2018/19
Lewisham	Citizen Free School (4FE)	CANCELLED – NO SITE
	Bonus Pastor Expansion (1FE)	2018/19
	Addey and Stanhope Secondary expansion – 2FE	2018/19
Croydon	Archbishop Lanfranc – +2.3FE	2017/18
Bromley	Buller's Wood Secondary – NEW – 6FE	2018/19
	Bromley College Technical Academy (14-16)	CLOSED
	Eden Park High School – NEW – 6FE	2017/18
	Bishop Justus – 1FE bulge	2017/18
Westminster	Westminster City School - +0.6FE	2017/18
	St George's Roman Catholic School +1FE	2017/18
	Sir Simon Milton UTC (14-16) – 5.8FE	2017/18