

Report for: Cabinet

Title: Determination of the Council's School Admission Arrangements for the academic year 2024/25

Report

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Ward(s) affected: All

Report for Key/

Non Key Decision: Key Decision

1. Describe the issue under consideration

- 1.1. To continue to meet statutory requirements Cabinet are requested to determine the proposed admission arrangements for the school year 2024/25. These arrangements are in respect of the borough's community and voluntary controlled (VC) schools. Recommendations below (para. 3) also ask Cabinet to agree to their publication on or before 15 March 2023 on the Council's website, such details to include advice on the right of objection to the Schools Adjudicator.
- 1.2. This year the proposed admission arrangements for community and voluntary controlled (VC) schools included a proposal to reduce the published admission number (PAN) for 8 primary schools by one form of entry (1FE) (i.e. 30 Reception pupils each) from September 2024/25. Table 1 at para. 5.6 below displays the list of schools where a reduction in PAN is being sought.
- 1.3. On 8 November 2022 Council's Cabinet agreed that statutory consultation should be carried out on the proposed admission arrangements between 25 November 2022 and 6 January 2023.
- 1.4. This report provides details on, and an analysis of the representations received on all of our admission arrangements and makes recommendations on those proposed admission arrangements at para. 3 below.

2. Cabinet Member Introduction

- 2.1. As a result of a very full consideration of all the available evidence, the paper recommends that Cabinet agree to the proposal to reduce the published admission number (PAN) for the 8 primary schools listed in table 1 below by one form of entry (1FE) – 30 Reception pupils each. The full range of reasons for agreeing to the proposal are set out below from para 4.1 – para 7.6.

3. Recommendations

Cabinet is asked:

- 3.1. To consider and take into account the feedback from the consultation undertaken which is set out in appendix 8 and a summary included from para. 7.1 – para. 7.6 of this report.
- 3.2. To consider and take into account the equalities impact assessment of the proposals on protected groups at appendix 7.
- 3.3. To agree the recommendation set out in this report to proceed with the proposal to reduce the published admission number (PAN) for the 8 primary schools listed in table 1 below by one form of entry (1FE) – 30 Reception pupils each from September 2024.
- 3.4. To determine the Council's admission arrangements for the academic year 2024/25 as set out in Appendices 1 – 4.
- 3.5. To agree Haringey's fair access protocol as set out in Appendix 5 to come into force from 1 March 2023.
- 3.6. To agree that the determined arrangements for all maintained primary and secondary schools in the borough are published on the Council's website by 15 March 2023 with an explanation of the right of any person or body, under the School Admissions (Admission Arrangements and Co-ordination of Admission Arrangements) Regulations 2012, to object to the Schools Adjudicator in specified circumstances¹.

4. Reasons for decision

- 4.1. In common with many London authorities, Haringey has experienced a decrease in demand for reception school places for several years. This is due, in part, to the turbulence brought about by Covid-19 and Brexit. However, the decrease in applications is likely to reflect a wider set of factors at play that have been impacting demand for primary reception places for the past few years.
- 4.2. Following years of rising demand due to the growth in Haringey's population, Haringey is in a position of needing to reduce capacity because of a flattening birth rate and a higher than projected increase in out-migration. This has contributed to a higher than necessary number of reception places in some of Haringey's educational planning areas where supply is predicted to outstrip demand.
- 4.3. This report sets out our response to the change in demand for reception places in the borough and seeks agreement from Cabinet to proceed with the proposal to reduce the published admission number (PAN) for the 8 primary schools listed in table 1 below by one form of entry (1FE) – 30 Reception pupils each from September 2024.

5. Background information

¹ Paragraphs 19 – 24 of the Regulations

- 5.1. The School Admissions Code 2021 requires all admission authorities to determine admission arrangements every year, even if they have not changed from previous years. Regulation 17 of the School Admissions Regulations 2012 also requires admission authorities to determine admission arrangements by 28 February in the determination year.
- 5.2. In addition, the Regulations require the admission authority to publish on its website by 15 March in the determining year the determined arrangements of all maintained primary and secondary school and academies in the borough, advising the right to object to the Schools Adjudicator, where it is considered that the arrangement do not comply with the mandatory provisions of the School Admissions Code 2021.
- 5.3 The Council consults on its admission arrangements annually irrespective of whether or not there is a proposed change to the arrangements. This is to ensure transparency and openness on the contents of the admission arrangements and to allow all stakeholders to make representations which can then be considered as part of the determination of the arrangements.
- 5.4 **Is there any change this year and what is the potential risk?** There are too many reception places in London currently as birth rates flatten and outward migration from the Capital increases. Most London boroughs are currently considering how to adjust the number of reception places so that it more closely tracks demand for those places. In Haringey, reductions in primary reception rolls have necessitated the Council to consider measures to reduce the PANs at some primary schools, where this provision exceeds local demand. This would allow schools to provide places where they are needed and to ensure they are financially and organisationally on a stronger footing than at present.
- 5.5 The Code sets out the requirement for all admission authorities to undertake statutory consultation where they propose a decrease to the published admission number (PAN) of schools. We are asking Cabinet to proceed with the proposal to reduce the published admission number (PAN) for the 8 primary schools shown in Table 1 below for entry to September 2024/25.
- 5.6 These schools have all been concerned about changes in their local demand for the past few years and all the governing bodies support the reduction since it will enable the schools to focus their budget and resources better for the reduced number of pupils resulting in a reduced number of fuller classes, so supporting school improvement. All the governing bodies agree they will support an increase should local demand for places rise. Importantly, whilst the process to reduce PAN requires considerable data and consultation, it is easy to reverse, so admissions authorities can quickly respond to a rise in demand and decide to admit over PAN on a temporary or permanent basis if and when this is needed.
- 5.7 In the case of schools that are their own admission authority (St Mary's Priory Infants and St Francis de Sales RC Infant), the governing bodies delegated the responsibility to consult on a reduction in PAN to the Local Authority and Council's Cabinet for determination. The governing bodies have agreed to keep numbers under review and if necessary, can decide to increase their PAN or add places on a temporary basis for a year at a time. Both these schools do not

intend to revise their admission arrangements for 2024/25 and decided not to consult on this aspect.

Table 1 Proposed amendments to PANs

Planning Area (PA)	School	Present PAN	Proposed PAN	Reduction
3	St Mary's Priory	60	30	-30
3	Seven Sisters	60	30	-30
4	Risley Avenue	90	60	-30
4	St Francis de Sales	90	60	-30
4	The Mulberry	90	60	-30
4	Bruce Grove	60	30	-30
5	Lordship Lane	60	30	-30
5	Earlham	60	30	-30

Schools in Planning Area 3

- 5.8 **St Mary's Priory** is a Catholic Infant and Junior Voluntary Aided School located at Hermitage Road, N15 5RE and sits within **planning area 3**. A map of Haringey's planning areas can be found on Page 12 below. The school normally admits 2 classes (60 Reception pupils) per year. However, due to a decrease in the demand for school places, we are proposing to reduce the school's PAN to 30 for the 2024/25 academic year. This proposed reduction is due to the school only filling 1 forms of entry in 2022, i.e., admission levels of 30 and that the projected demand for Reception places in planning area 3 suggests no additional need between 2024 and 2030.

The school has seen a reduction in first place preferences from 51 in 2020 to 27 in 2022 whilst first place preferences for all schools in planning area 3 has fallen from 477 to 348. Approval was sought from the Schools Adjudicator for a temporary reduction in PAN² for St Mary's Priory Infant school for entry in September 2022 and a reduction by 1 form of entry was agreed. Our projections indicate that demand is likely to continue to decline and the school will struggle to fill beyond 1 form of entry.

- 5.9 **Seven Sisters** is a community school located at South Grove, N15 5QE and sits within **planning area 3**. The school normally admits 2 classes (60 Reception pupils) per year. However, due to a decrease in the demand for school places, we are proposing to reduce the school's PAN to 30 for the 2024/25 academic year. The school has seen a reduction in first place preferences from 40 in 2019 to 28 in 2022 whilst first place preferences for all schools in planning area 3 has fallen from 477 to 348. The projected demand for Reception places in planning area 3 suggests no additional need between 2024 and 2030.

² The Office of the Schools Adjudicator has jurisdiction to consider a proposed reduction of PAN via an [in-year variation request](#).

Approval was sought from the Schools Adjudicator for a temporary reduction in PAN for Seven Sisters for entry in September 2021 and a reduction by 1 form of entry was agreed. For 2022, the school again struggled to fill two classes, but it was not possible to make an application to the Schools Adjudicator for a temporary reduction in PAN because the number of children offered a place on national offer day just exceeded 30. Since infant class size regulations require the deployment of an additional teacher for more than 30 children in an infant class, the school would find it financially difficult to continue to meet the cost of a second teacher if there were just over 30 children admitted to the school in future years. Our projections indicate that demand is likely to continue to decline in future and the school will struggle to fill its second class to be able to afford the cost of a second teacher. More information on school budgets and how schools are funded (per-pupil funding) can be found below from para. 6.5.

Schools in Planning Area 4

- 5.10 **Risley Avenue** is a community school located at The Roundway, N17 7AB and sits within **planning area 4**. The school normally admits 3 classes (90 Reception pupils) per year. However, due to a decrease in the demand for school places, we are proposing to reduce the school's PAN to 60 for the 2024/25 academic year. This proposed reduction is due to the school only filling 2 forms of entry in 2022, i.e., admission levels of 60 and that the projected demand for Reception places in planning area 4 suggests no additional need between 2024 and 2030.

The school has seen a reduction in first place preferences from 71 in 2018 to 49 in 2022 whilst first place preferences for all schools in planning area 4 has fallen from 726 to 599. Approval was sought from the Schools Adjudicator for a temporary reduction in PAN for Risley Avenue Primary for entry in September 2022 and a reduction by 1 form of entry was agreed. Our projections indicate that demand is likely to continue to decline and the school will struggle to fill beyond 2 forms of entry.

- 5.11 **St Francis de Sales** is a Catholic Infant and Junior Voluntary Aided school located at Church Road, N17 8AZ and sits within **planning area 4**. The school normally admits 3 classes (90 Reception pupils) per year. However, due to a decrease in the demand for school places, we are proposing to reduce the school's PAN to 60 for the 2024/25 academic year. This proposed reduction is due to the school only filling 2 forms of entry in 2022, i.e., admission levels of 60 and that the projected demand for Reception places in planning area 4 suggests no additional need between 2024 and 2030.

The school has seen a reduction in first place preferences from 93 in 2018 to 49 in 2022 whilst first place preferences for all schools in planning area 4 has fallen from 726 to 599. Approval was sought from the Schools Adjudicator for a temporary reduction in PAN for St Francis de Sales Infant school for entry in September 2022 and a reduction by 1 form of entry was agreed. Our projections indicate that demand is likely to continue to decline and the school will struggle to fill beyond 2 forms of entry.

- 5.12 **The Mulberry** is a community school located at Parkhurst road, N17 9RB and sits within **planning area 4**. The school normally admits 3 classes (90

Reception pupils) per year. However, due to a decrease in the demand for school places, we are proposing to reduce the school's PAN to 60 for the 2024/25 academic year. This proposed reduction is due to the school only filling 2 forms of entry in 2022, i.e., admission levels of 60 and that the projected demand for Reception places in planning area 4 suggests no additional need between 2024 and 2030.

The school has seen a reduction in first place preferences from 70 in 2018 to 46 in 2022 whilst first place preferences for all schools in planning area 4 has fallen from 726 to 599. Approval was sought from the Schools Adjudicator for a temporary reduction in PAN for The Mulberry school for entry in September 2022 and a reduction by 1 form of entry was agreed. Our projections indicate that demand is likely to continue to decline and the school will struggle to fill beyond 2 forms of entry.

- 5.13 **Bruce Grove** is a community school located at Sperling Road, N17 6UH and sits within **planning area 4**. The school normally admits 2 classes (60 Reception pupils) per year. However, due to a decrease in the demand for school places, we are proposing to reduce the school's PAN to 30 for the 2024/25 academic year. The school has seen a reduction in first place preferences from 57 in 2019 to 26 in 2021 and 48 in 2022 whilst first place preferences for all schools in planning area 4 has fallen from 726 to 599. The projected demand for Reception places in planning area 4 suggests no additional need between 2024 and 2030.

Approval was sought from the Schools Adjudicator for a temporary reduction in PAN for Bruce Grove school for entry in September 2021 and a reduction by 1 form of entry was agreed. For 2022, the school again struggled to fill two classes, but it was not possible to make an application to the Schools Adjudicator for a temporary reduction in PAN because the number of children offered a place on national offer day just exceeded 30. Since infant class size regulations require the deployment of an additional teacher for more than 30 children in an infant class, the school would find it financially difficult to continue to meet the cost of a second teacher if there were just over 30 children admitted in future years. Our projections indicate that demand is likely to continue to decline in future and the school will struggle to fill its second class to be able to afford the cost of a second teacher.

Schools in Planning Area 5

- 5.14 **Lordship Lane** is a community school located at Ellenborough Road, N22 5PSZ and sits within **planning area 5**. The school normally admits 3 classes (90 Reception pupils) per year. However, due to a decrease in the demand for school places, we are proposing to reduce the school's PAN to 60 for the 2024/25 academic year. This proposed reduction is due to the school only filling 2 forms of entry in 2022, i.e., admission levels of 60 and that the projected demand for Reception places in planning area 5 suggests no additional need between 2024 and 2030.

The school has seen a reduction in first place preferences from 67 in 2019 to 38 in 2022 whilst first place preferences for all schools in planning area 5 has fallen from 600 to 549. Approval was sought from the Schools Adjudicator for a

temporary reduction in PAN for Lordship Lane school for entry in September 2022 and a reduction by 1 form of entry was agreed. Our projections indicate that demand is likely to continue to decline and the school will struggle to fill beyond 2 forms of entry.

- 5.15 **Earlham** is a community school located at Earlham Grove, N22 5HJ and sits within **planning area 5**. The school normally admits 2 classes (60 Reception pupils) per year. However, due to a decrease in the demand for school places, we are proposing to reduce the school's PAN to 30 for the 2024/25 academic year. The school has seen a reduction in first place preferences from 51 in 2020 to 27 in 2022 whilst first place preferences for all schools in planning area 5 has fallen from 600 to 549. The projected demand for Reception places in planning area 5 suggests no additional need between 2024 and 2030.

Approval was sought from the Schools Adjudicator for a temporary reduction in PAN for Earlham Primary school for entry in September 2021 and a reduction by 1 form of entry was agreed. For 2022, the school again struggled to fill two classes, but it was not possible to make an application to the Schools Adjudicator for a temporary reduction in PAN because the number of children offered a place on national offer day just exceeded 30. Since infant class size regulations require the deployment of an additional teacher for more than 30 children in an infant class, the school would find it financially difficult to continue to meet the cost of a second teacher if there were just over 30 children admitted in future years. Our projections indicate that demand is likely to continue to decline in future and the school will struggle to fill its second class to be able to afford the cost of a second teacher.

Can any risk be mitigated?

- 5.16 The proposals for reductions in PAN are to improve schools' ability to efficiently plan their staffing and educational provision and not reducing could lead to schools suffering financial pressures leading to deficits, which in the maintained schools could then require a loan, further adding to the pressure in the Dedicated Schools Grant.
- 5.17 The admissions arrangements and the PANs are proposed and agreed by admission authorities 18 months before implementation, in accordance with the requirements of the Code. Reducing the PAN for entry in September 2024/25 (with scope for early implementation from 2023) gives these schools sufficient time to review their internal structure so that any potential impact on staff reorganisation can be minimized. It will allow the school leadership teams in offering a more accurate number of places and also help with long term planning.
- 5.18 Equality consideration was given to the selection of these specific schools for a reduction in PAN to help frame any potential impact on protected groups. Any amendment to PAN 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.

- 5.19 An equalities impact assessment (EqIA) is included at Appendix 7 and has identified a disproportionate impact on the basis of gender. There is a possibility that this proposal could adversely impact female teachers / female teaching assistants as several staff members at each school may be made redundant or re-deployed. This may be unavoidable as there is a greater ratio of female to male teachers and teaching assistants in primary schools across Haringey and across the country as a whole.
- 5.20 In terms of mitigating the impact on this equality characteristic, affected staff should be supported by appropriate HR procedures. The Council will support schools in ensuring all staff affected by the proposal are given access to redeployment options and support to find alternative roles within Haringey. To mitigate against any negative impact on staffing as a whole, we have ensured that the timing of the consultation and determination of admission arrangements allows the schools sufficient time to review staff structure, including needing to take no action as a result of staff moving to jobs outside the school as part of a natural process, taking steps to redeploy staff to other departments/schools, not renewing short-term contracts or reducing the use of agency staff.
- 5.21 In the event that it is not possible for schools to avoid making posts redundant, where appropriate, the Council will consider defraying some of the costs of redundancy. Such matters will be considered on a case-by-case basis taking into account the schools' budget as well as what other options are or may be available to the schools.
- 5.22 Our proposal will not adversely impact on families trying to access their local school with high quality provision. A projected surplus of school places in the planning areas where these schools are located means that we expect sufficient places to still be available for local children.
- 5.23 Almost all of Haringey primary schools are rated 'Good' or 'Outstanding' by Ofsted and are able to support children with a wide range of abilities, special needs, disabilities and learning difficulties, from able, gifted, and talented pupils to those with multiple and significant disabilities, medical conditions and learning difficulties. Even with these reductions in the overall number of reception places, we are confident that the needs of the community can be met at local schools. We will continue to closely monitor the number of primary applications received and, in the event that there is an increase in demand for primary school places and additional places are required, our schools can revert to their original PANs. In summary, at the current time, we don't expect a reduction in PAN at these schools to mean that any local children can't be offered a local school place.
- 5.24 Adjusting the number of school places upwards or downwards is a key and statutory function of place planning so as to respond to demand. We continually monitor the number of school places we have available to ensure we are able to meet demand for places but not create an over or under supply of places. Without careful place planning, we would either fail in our statutory duty to provide sufficiency of places or we oversupply places which creates a risk of serious financial burden on many of our primary schools. This in turn can negatively impact on schools' budgets and thus the quality of educational

provision. School place planning is a statutory function for the Council and this consultation will help us to ensure that we are able to continue to meet this duty but not to overprovide places.

- 5.25 The main part of a school's budget is made up of AWPU (Age Weighted Pupil Unit) from per-pupil funding and our schools being full contributes towards financial security in our schools. A benefit of planning places judiciously to account for fluctuations in demand is that it keeps rolls relatively buoyant across and beyond any local area (also known as a school place planning area) as the number of places available closely matches the birth rate and inward migration to our borough.
- 5.26 More details on how we plan for the sufficiency but not oversupply of school places is set out in our annual school place planning report, available to view at www.haringey.gov.uk/schoolplaceplanning.

6 Alternative options considered

- 6.4 This year we are not proposing a change to the oversubscription criteria for our community and VC schools for 2024/25. Whilst there are other ways admission arrangements can influence the allocation of school places set out in the Code (e.g., designated catchment areas, identified feeder schools or giving priority in our oversubscription criteria to children eligible for the early years premium/pupil premium) no alternative option is being considered at the time of writing this report.
- 6.5 Although other London authorities have taken radical measures to address surplus capacity at primary level (school closures / amalgamations) this is not currently under consideration in Haringey. We are keen to maintain the mix and spread of all of our existing primary schools so that parents and carers have the optimum choice of school type and location.
- 6.6 Through this process of reducing PANs, we aim to ensure that the number of reception places matches demand. An oversupply of places at a school leads to financial and organisational inefficiency and can be challenging for individual schools to manage. Local Authority officers and school leaders have worked together in the last year to consider options and take steps to address this. A review of the rolls of all primary schools in the borough was undertaken supported by the Isos partnership³ and schools where rolls were falling and/or where spare capacity already existed due to schools not recruiting to their PANs were identified and put forward for reduction.
- 6.7 It has been acknowledged by school leaders and governors that doing nothing would put schools under possibly intolerable financial burden which would likely worsen wider educational outcomes for all pupils. Our overarching aim in reducing PANs is to assist schools in helping to enshrine sustainability and to

³ The [Isos Partnership](#) was commissioned by Haringey to assist with conversations with schools and to work with Haringey Officers and key stakeholders to develop a strategy for addressing the number of primary places and the resulting financial risks for primary schools where places weren't being filled by children. A number of online open events and workshops were held with Haringey school leaders and governors as part of a pre-engagement consultation process.

introduce greater flexibility within our school estate to respond to the increasing rate of variation in population demand.

- 6.8 The London Diocesan Board for Schools and Westminster Diocese were also contacted about the need to rationalise the number of school places available, and their contribution was noted at a number of online open briefings.
- 6.9 The proposal to reduce PANs at the selected schools has been undertaken as part of a fully collaborative process with key stakeholders and with two specific guidelines: a) that parental preference will not be undermined and b) that any school that reduces PAN will be able to immediately revert to their substantive PAN should local demand warrant it. This change seeks to assist schools in their planning for a sustainable financial position and enable school leaders to plan and deliver school provision effectively to meet local demand.

Schools Finance

- 6.10 A large portion of funding received by schools is directly related to the number of pupils attending the school. School funding is largely based on pupil numbers. Schools will face difficult financial challenges if any of their classes are not full. Schools are largely funded on a 'per pupil' basis i.e., how many pupils attend the school.
- 6.11 The Council has a duty of care to ensure children in its schools can receive a good education and to access the full curriculum. Schools with a declining demand for places will be challenged to do this effectively because of the inevitable financial pressures from reduced funding.
- 6.12 As pupil numbers drop, we aim to work with all of our primary schools to take action to avoid too many school places which may mean that some schools move into a budget deficit. We work with community schools (Local Authority controlled) and with academies, free schools, and voluntary aided schools to balance pupil numbers to reflect actual and projected demand. Where rolls are not full there is an inevitable drop in funding and schools then have to take decisions to balance their budgets: this might include some or all of the following:
- reducing the number of teaching and/or support posts
 - Introducing mixed age teaching (i.e. mixing two year groups into one class)
 - Reducing expenditure on other support staff, ICT and teaching resources
 - Capping in-year cohorts
 - Offering fewer enrichment activities for pupils
 - Looking at contracts and other expenditure to maximise efficiency
- 6.13 Even where an individual school takes internal measures to manage staffing costs where there are falling rolls, there is still a ripple effect felt locally as falling demand is rarely evidenced at just one school but is often felt across several.

Demand for Reception places - downward trajectory

6.14 Table 2 below shows the number of Reception pupils between 2012 and 2022 in Haringey has generally been on a downward trajectory from a high of 3,259 in 2012 to a low of 2,683 in January 2022 (equivalent to around 19 forms of entry). The latest projections from our 2022 School place planning report (SPPR) suggest demand for school places will not exceed 2,850 as far as our projections currently extend which is 2030/31. Projections from 2024 onwards show demand falling to a low of 2,600 Reception places in 2029/30.

Reception rolls between 2012/13 and 2021/22

Year	Reception roll as at January	Annual change	Percentage change over previous year	As a proportion of Jan 2013
2012/13	3,259 (Jan 2013)	61	1.9%	100%
2013/14	3,139 (Jan 2014)	-120	-3.7%	96%
2014/15	3,181 (Jan 2015)	42	1.3%	98%
2015/16	3,185 (Jan 2016)	4	0.1%	98%
2016/17	3,067 (Jan 2017)	-118	-3.7%	94%
2017/18	2,979 (Jan 2018)	-88	-2.9%	91%
2018/19	3,029 (Jan 2019)	50	1.7%	93%
2019/20	2,952 (Jan 2020)	-77	-2.5%	91%
2020/21	2,934 (Jan 2021)	-18	-0.6%	90%
2021/22	2,683 (actual Jan 2022)	-251	-8.6%	82%

Source: 2012/13-2021/22 PLASC School Census

6.15 First place preferences data (which is a strong indicator of the overall demand for places) for September 2022 were very marginally higher than in (September 2021) across most of our primary planning areas. PA1: 558 (537) PA2: 604 (582) PA3: 348 (351) PA4: 599 (578) PA5: 549 (514). Though they were still significantly lower than in recent years. Total first place preferences since 2020 are as follows: 2020: 3,039, 2021: 2,562, 2021: 2,658.

6.16 Haringey currently has a surplus of **282** Reception school places (as of January 2023) equivalent to over 9 forms of entry. This equates to a 10% surplus across our primary school estate. This figure takes into account the 5fE reduction (150 places) for schools reducing their PANs temporarily via the Schools Adjudicator for September 2022. Without these temporary reductions there would currently be **432** spare Reception places this year. The proposals set out in this report to permanently reduce the PAN at 8 primary schools will reduce projected future surpluses by 240.

- 6.17 The [2022 School Place Planning Report \(SPPR\)](#) projects further growth in primary school vacancies between 2021 and 2030 which will place a growing financial burden on Haringey primary schools.
- 6.18 Pupil numbers can fluctuate year on year, but the aim is to have 5-10% vacancies which will ensure there will be places to meet parental demand in each planning area and for those moving in mid-year, and secure stability for all schools. Having several schools with a PAN over 30 pupils above the level of their local demand means some schools attract a few pupils from further away requiring more classes to be run, but they are not economic, with a risk that if pupils join or leave, a class may need to be opened or closed. This disrupts education for all the pupils in the year group. To balance school budgets, classes need to include 24 or more pupils.
- 6.19 Schools with declining or volatile rolls face big changes in their annual budget, and consequent cuts in staff and risk financial deficit. The aim of PAN reductions is to match the operational level of schools to local demand and improve the focus of resources in each school on their pupils and reduce the risk of deficits. Meanwhile the physical capacity will remain available if demand rises, when it is possible to increase the PAN immediately, without consultation. It is considered prudent that in future PANs may be increased temporarily a year at a time, whilst parental demand is kept under review.

Housing development across the borough

- 6.20 At this stage it is unclear how much additional demand for school places will come from planned housing development. Our projections use data from the GLA (Greater London Authority) which make assumptions about the “child yield” from new developments, essentially the number of children that you might expect from the mix of proposed new housing.
- 6.21 In recent years and across most London boroughs these child yields have been considerably lower than anticipated. This may be in part related to the character of new properties, many of which are 1–2-bedroom apartments and which are not necessarily optimal for family living.
- 6.22 Further factors also include the affordability of larger housing in Haringey and across London and the additional impacts of Brexit and Covid-19, both of which have been linked to lower levels of demand for future school places as both factors have impacted birth rates across London and led to out-migration from Haringey and London.
- 6.23 Irrespective of whether new housing or some other dynamic creates additional demand for Reception places in future years the priority now is to ensure the sustainability and broad mix of all our primary schools. This will ensure their continued success today and ability to absorb of potential additional pupils in future years.

Future accommodation needs and reutilisation of space in schools – SEND/AP

6.24 Proposals to reduce surplus capacity across the primary estate have also considered any potential opportunities/options for the reutilisation of space, including, for example, co-locating Special Educational Needs (SEND) facilities or Alternative Provision (AP) as well as options for reconfiguration and remodelling informed by the needs of individual school communities and the wider local area.

Office of the School's Adjudicator – application for early implementation in PAN reductions from September 2023

6.25 The admissions criteria and published admissions numbers (PANs) for community and VC schools are proposed and agreed by Cabinet 18 months before implementation, in accordance with the requirement of the Code. So, PANs for 2023 for Haringey community and VC schools were agreed by Cabinet in February 2021. In order to make any reduction to the number of children to be admitted, the Council is required to carry out consultation as part of the proposed admission arrangements for 2024/25 and then apply for a variation to the Office of the Schools' Adjudicator (OSA), who is authorised to make short notice changes to PANs. Cabinet would agree these proposals for changes in February 2023 and they would then be sent en bloc to the OSA for approval for implementation in September 2023.

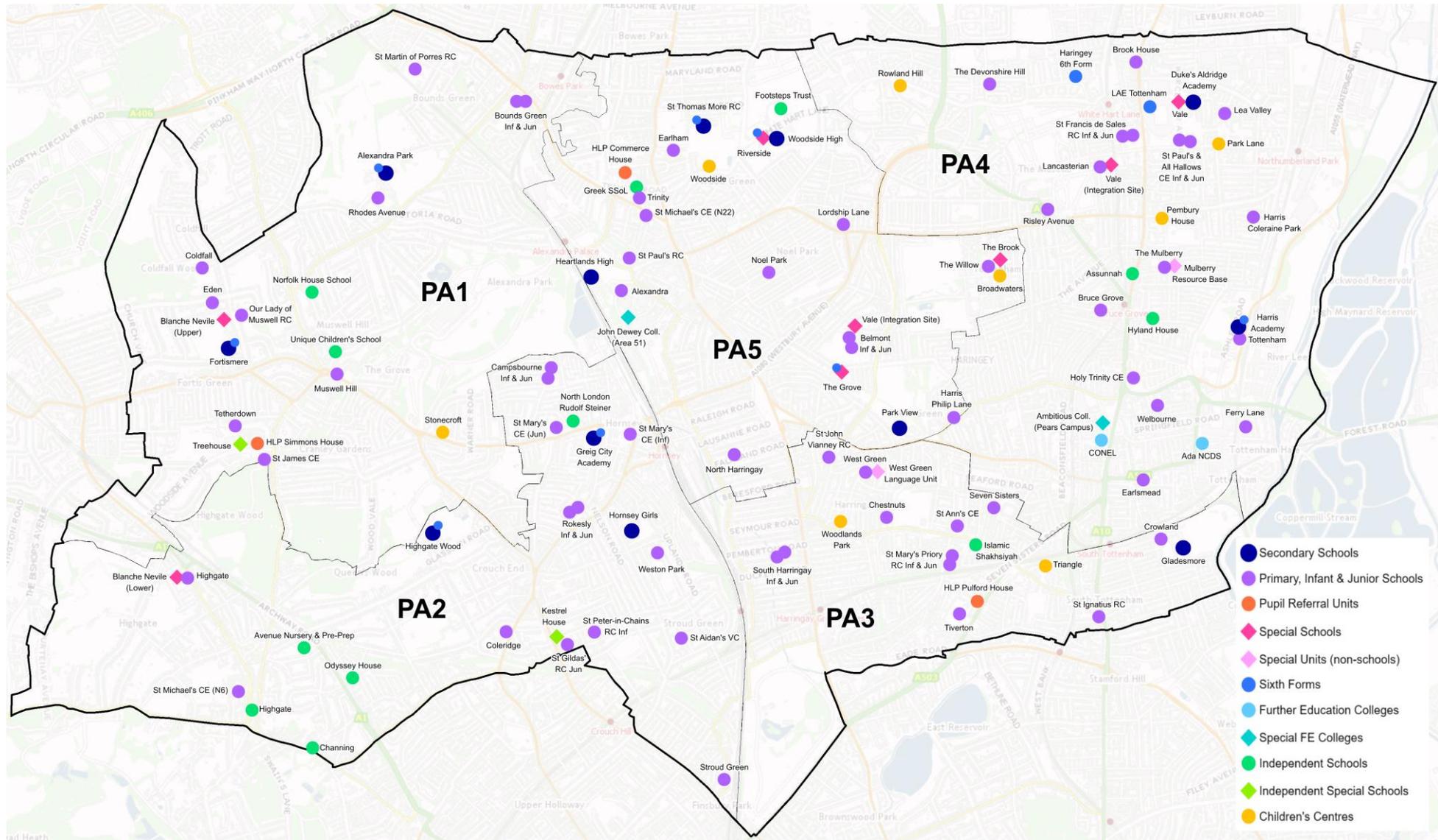
6.26 We intend to approach the Office of the School's Adjudicator with evidence of meaningful consultation and engagement with key stakeholders so that early implementation in PAN reductions can be implemented from September 2023.

Woodside High Secondary School – delegated responsibility

6.27 Woodside High Secondary School is an Academy and the Governors set and apply their own admission arrangements. The Governing Body proposed to come into line with the Council's admission arrangements by also introducing a 'children of staff' criterion. The school governing body recognise the importance of prioritising children of staff as part their oversubscription criteria to aid in recruitment and retention of staff.

6.28 Governors delegated the responsibility to consult on this change to the Council as part of our wider consultation in November 2022. A copy of the school's admission arrangements can be seen at Appendix 9. There were no comments or objections received on the proposed admission arrangements for Woodside High. Cabinet is therefore asked to also agree to determine these arrangements on behalf of the Academy.

Map of Haringey Planning Areas



Consultation

- 6.29 In accordance with paragraph 1.42 of the School Admissions Code (2021), a six-week consultation (25 November 2022- 06 January 2023) was carried out to invite anyone of interest to comment or object to the proposed admission arrangements for 2024/25.
- 6.30 A consultation document and questionnaire were used as the basis of informing stakeholders of the proposals to reduce the PAN at the 8 primary schools mentioned in this report.
- 6.31 The purpose of the consultation was to ensure that all voices and views could be heard, enabling parents, schools, religious authorities, and the local community to comment about our proposed admission arrangements and proposals to reduce PANs.
- 6.32 To ensure as wide a consultation as possible, a range of modes and methods of communication were used to inform and facilitate feedback from stakeholders -
- through the bi-weekly (term-time only) Haringey Schools Newsletter which is distributed to the headteacher and chair of governors of all schools in the borough
 - to all children’s centres in the borough
 - to all registered nurseries and child minders and any other early year’s providers
 - on the Council’s online admissions pages
 - Individual school websites and noticeboards
 - via information in all 9 libraries across the borough
 - to all Councillors
 - to both MPs with constituencies in Haringey
 - to the diocesan authorities and any other religious bodies
 - other groups, bodies, parents and carers as appropriate
- 6.33 Stakeholders were given the opportunity to express their views in writing, via a questionnaire – both electronically and via the hard copy attached to the consultation document, by email and post.

Equality and Diversity Monitoring

- 6.34 As part of the consultation process, respondents were asked to complete an equality and diversity questionnaire, looking at Gender, Age, Ethnicity and Disability. The information collected will help identify any special requirements; promote equality; and improve choice and diversity. This information will only be retained and used for as long as is necessary. Where data is no longer required, it will be destroyed in line with relevant destruction policies and processes.

7 Summary of responses

- 7.4 All responses were received via questionnaire. Overall, a total of 27 completed responses were received. A detailed analysis of the responses can be found at Appendix 8. A summary of the responses can be found below.
- 7.5 Of the 27 respondents, 70% (19) or just over 2/3rds of the sample disagreed with the proposed PAN reductions at the selected schools whilst around a fifth (5 / 19%) agreed with the reductions. 3 respondents (11%) were undecided.

Response	Number	Percentage (%)
Agree	5	19%
Disagree	19	70%
Undecided	3	11%
N =	27	100%

- 7.6 Some key themes and concerns emerged from the analysis of the survey. These, and rebuttals to them, are fully explored at Appendix 8. The main concerns related to:
- a) **Anticipated housing developments leading to additional demand**
 - b) **The selection of schools only in the East of the borough**
 - c) **The view that birth rates have increased rather than decreased due to a Covid period baby boom**
 - d) **The view that reducing school capacity would negatively impact school finances.**

Below is a response to the concerns highlighted above and whether the benefits of the proposed change outweigh any potential disadvantages that might be caused to schools or families.

a) Anticipated housing developments leading to additional demand

New housing development is accounted for in our projections. In recent years boroughs across London (including Haringey) have seen the child yield (the number of children you might expect new housing to be responsible for) decline. There are likely to be many reasons for this including changing preferences, desire for smaller or no families, affordability, moving out of London and the suitability of housing itself.

Irrespective of whether new housing or some other dynamic creates additional demand for Reception places in future years the priority now is to ensure the sustainability and broad mix of all our primary schools. This will ensure their continued success today and ability to absorb of potential additional pupils in future years.

b) The selection of schools only in the East of the borough

The proposed reductions have been carefully selected by location and school to ensure a reduction in surplus (not required) school places. It is unlikely that these proposed reductions will have any material impact on the likelihood of parents/carers obtaining a school of their preference. On National offer day

2022, almost 88% of parents/carers obtained their first-place school preference whilst over 97% obtained one of their top three school preferences.

The fall in demand for primary school places has generally been greater in the East of the borough than the West which is one reason why there are a greater number of proposed reductions here. There are also more primary schools located in the East of the borough. We have evaluated those schools that have had and currently have the largest numbers of surplus places. We have also considered which schools are best located (regarding other schools and local levels of demand) and spoken to School Heads and Governors. This has been a collaborative process and we have the support of the proposed schools.

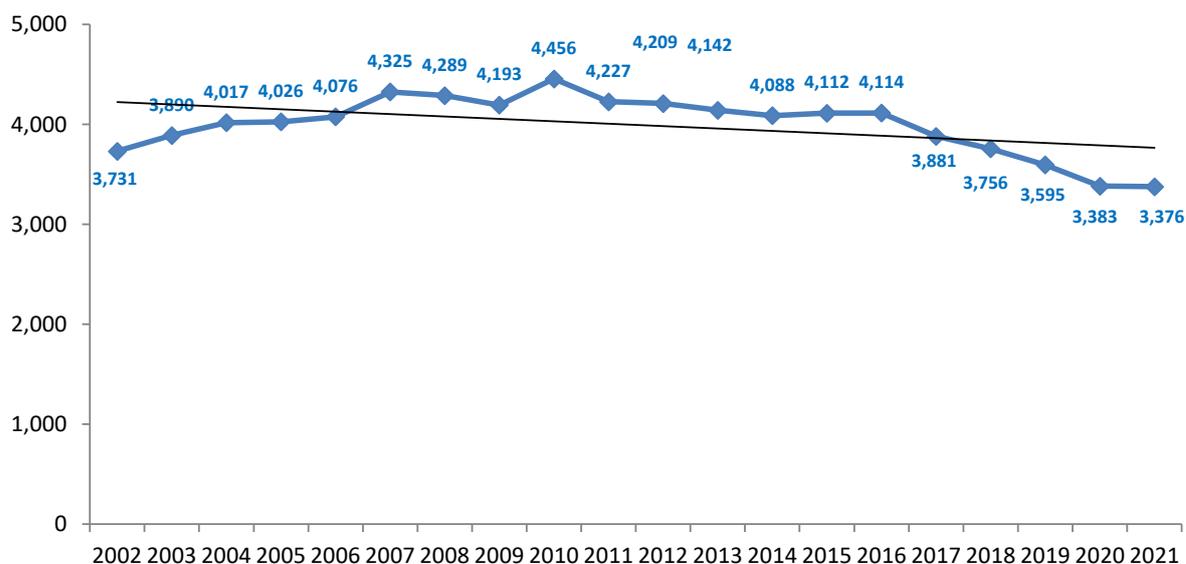
The issue of falling rolls is not isolated to the East of the borough. Some schools in the West of the borough have previously reduced their PAN by one form of entry (St Peter in Chains RC and St Mary’s CE). The governing board of Our Lady of Muswell has also consulted separately to reduce their PAN by one form of entry for 2024/25.

c) The view that birth rates have increased rather than decreased due to a Covid-period baby boom

There has been no evidence of a Covid-period baby boom in Haringey or across London. In fact, the latest data from the Office for National Statistics shows further declines in birth rates which are at their lowest level since at least 2002. Please see the latest data below from the Office for National Statistics which shows how significant the fall has been since 2010 when 4,456 births were recorded compared to only 3,376 in 2021.

Figure 16- Births in Haringey, 2002 to 2021

Source: ONS Birth data (2002-2021)



d) The view that reducing school capacity would negatively impact school finances.

The proposals aim to improve the balance of school funding. Reducing capacity so that the balance between pupil numbers and the costs of running a school are more equitable should help to maintain high standards. The alternative, running schools with continued high surpluses of pupil places will undermine school finances far more and have a negative impact on teaching standards as resources are put under more strain.

Next steps

- 7.7 The Council's Cabinet is asked to determine the Council's admission arrangements for the academic year 2024/25 as set out in Appendices 1 – 4.
- 7.8 Based on the responses received during the consultation period, balanced against the ability for schools to be able to operate effectively and efficiently whilst remaining financially viable, the Council's Cabinet is recommended to agree the proposal to reduce the published admission number (PAN) for the 8 primary schools cited in this report. No serious issues or objections were raised in responses to the consultation. Council's Cabinet is therefore asked to agree the reductions, as they will support overall school improvement and effectiveness and financial and other stability.
- 7.9 In addition, Cabinet is recommended to agree Haringey's fair access protocol to come into force from 1 March 2023. The protocol ensures hard-to-place children are given a school place without delay and is a statutory requirement set out in the School Admissions code 2021.

8 Contribution to strategic outcomes

- 8.4 Ensuring we have a transparent and objective school admissions process with oversubscription criteria that is reasonable, clear, objective, and compliant with all relevant legislation, including equalities legislation, underpins Priority 1 in the Corporate Plan which seeks to enable every child to have the best start in life with access to high quality education. By reducing the PANs at some schools, the Council will ensure that schools remain viable, standards are maintained and improved, and that parents and carers still have a choice of good or outstanding schools to choose from for their children.
- 8.5 Ensuring that we prioritise forms of school organisation that will remain financially viable under a range of different funding scenarios (i.e., organisational structures within and between schools that provide flexibility to address population change. Exploring creative and lasting solutions for school re-organisation, that minimise the risk of having to close schools in future and maintaining the current balance of provision across the borough that matches local need and strengthens local communities (including sufficient affordable SEND provision, balance of faith provision and LA/Academy Schools).

9 Statutory Officer Comments (Director of Finance (including procurement), Head of Legal and Governance (Monitoring Officer), Equalities)

9.1 Finance

- 9.1.1 The Chief Financial Officer has been consulted in the production of this report and confirms that apart from a small administrative cost there are no direct financial implications as a result of the proposals. However, it will help reduce the financial pressure on these individual schools and the risk of these schools running into deficit.
- 9.1.2 Reducing PANs to match the demand would reduce school expenditure on staff not required to teach classes that are not required. This is particularly an issue where school accommodates a reception intake (or other year group) that is just over the PAN – for example, 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 5 each class, but 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.
- 9.1.3 Reducing the PAN may mean fewer teachers are required by the schools, there is a risk that this could create redundancy costs in the short term, potentially the reduction could be met by not replacing staff.
- 9.1.4 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. There is a small risk that reducing school capacities could potentially leave the Council vulnerable to legal action for not meeting its target duty to provide sufficient primary school places, if we were in any danger of not being able to offer a “reasonable offer” to an applicant. However, the level of vacancies presently observed would mitigate against that risk.

9.2 Legal

- 9.2.1 The Head of Legal and Governance (Monitoring Officer) has been consulted on the contents of this report and comments as follows: The current School Admissions Code ('the Code') came into force in September 2021 and was issued by the Department for Education under section 84 of the School Standards and Framework Act 1998. The Code is to be read alongside the School Admissions (Admission Arrangements and Co-ordination of Admission Arrangements) (England) Regulations 2012 ('the Regulations'). In determining its admission arrangements for 2024-2025 the Council has a statutory duty as an admissions authority to act in accordance with the Regulations and with the relevant provisions of the Code. It must also as a result of its duty under section 149 of the Equality Act 2010 have due regard to the need to eliminate discrimination, harassment and victimisation and any other conduct which is prohibited by or under that Act, advance equality of opportunity, and foster good relations in relation to persons who share a relevant protected characteristic and persons who do not share it.
- 9.2.2 Paragraph 15 of the Code states that all schools must have admission arrangements that clearly set out how children will be admitted including the criteria that will be applied if there are more applications than places at the school. As part of determining its admission arrangements, the Council must set an admission number (called the Published Admission Number or PAN) for

each school's "relevant age group" i.e. the age group at which pupils are or will normally be admitted to the school.

- 9.2.3 School admission arrangements are determined by admission authorities. Generally, the admission authority for community and voluntary controlled schools is the local authority. Admission authorities must set ('determine') admission arrangements annually. Generally, where changes are proposed to admission arrangements, the admission authority must first publicly consult on those arrangements. If no changes are made to the admission arrangements, they must be consulted on at least once every 7 years. Consultation must be for a minimum of 6 weeks and must take place between 1 October and 31 January of the school year before those arrangements are to apply (the determination year). Consultation must be undertaken when proposals are still at a formative stage. It must include sufficient reasons for particular proposals to allow those consulted to give intelligent consideration and an intelligent response, adequate time must be given for this purpose and the product of the consultation must be conscientiously taken into account when the ultimate decision is taken.
- 9.2.4 In relation to consultation the Council must consult with parents of children between the ages of two and eighteen; other persons in the relevant area who in the opinion of the admission authority have an interest in the proposed admissions; all other admission authorities within the relevant area; whichever of the governing body and the local authority who are not the admission authority; any adjoining neighbouring local authorities where the admission authority is the local authority and in the case of faith schools, the body or person representing the religion or religious denomination. The authority must also for the duration of the consultation publish a copy of the full proposed admission arrangements (including the PAN) on its website together with details to whom comments should be sent and the areas on which comments are not sought.
- 9.2.5 It is the responsibility of the authority to ensure that admission arrangements are compliant with the Code and relevant legislation. Arrangements mean overall procedures, practices, criteria and supplementary information to be used in deciding on the allocation of school places. In drawing up the arrangements, the authority must ensure that the practices and criteria used are reasonable, fair, clear and objective and comply with the relevant legislation including equalities legislation. Parents should be able to look at the set of arrangements and understand easily how places will be allocated. It is for the authority to decide which criteria would be the most suitable according to local circumstances.
- 9.2.6 Each year all local authorities must formulate and publish on their website a scheme by 1 January in the relevant determination year, a scheme to co-ordinate admission arrangements for the normal admissions round and late applications for all publicly funded schools within their area. All admission authorities must participate in co-ordination and provide the local authority with the information it needs to co-ordinate admissions by the dates agreed within the scheme. There is no requirement for local authorities to co-ordinate in-year applications, however, Haringey centrally co-ordinates for the vast majority of

schools and has safeguarding protocols in place for tracking pupils admitted directly by some schools that administer their own in-year admissions.

- 9.2.7 The Code requires that the Council must have a Fair Access Protocol, agreed with the majority of schools in its area, to ensure that, outside the normal admissions round, unplaced children, especially the most vulnerable, are offered a place at a suitable school as quickly as possible. Cabinet Members will see the Proposed In-Year Fair Access Protocol at Appendix 5.
- 9.2.8 The proposed admission arrangements for 2024-2025, the proposed co-ordinated scheme, the proposed fair access protocol, and the consultation (that has been undertaken in accordance with the mandated period between 1 October to 31 January for a minimum of 6 weeks) on the proposed admission arrangements for 2024-2025 would appear to be in compliance with the Code and the Regulations.
- 9.2.9 In the event that some school posts are likely to become redundant as a result of a re-structure following reduction of PAN, schools should comply with their statutory duties e.g., under the Employment Rights Act 1996, Equality Act 2010 and any applicable guidance with a view to ensuring that the processes followed are lawful.

9.3 Equality

- 9.3.1 The Council has a public sector equality duty under the Equalities Act 2010 ('the 2010 Act') to have due regard to the need to:
- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act. Advance equality of opportunity between people who share a "relevant protected characteristic" and people who do not share it;
 - Foster good relations between people who share those a "relevant protected characteristic" and people who do not share it.
 - A "relevant protected characteristic" is age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation.

The three parts of the duty apply to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty. Although it is not enforced in legislation as a protected characteristic, Haringey Council treats socioeconomic status as a local protected characteristic.

- 9.3.2 The admission arrangements set out in this report comply with the public sector equality duty and ensure that as an admission authority, the Council's arrangements do not directly or indirectly unfairly disadvantage an individual or group that possesses any of the characteristics defined in sections 4-12 of the 2010 Act.

- 9.3.3 An equalities impact assessment (EqIA) identified a disproportionate impact on the basis of gender - this proposal could adversely impact female teachers / female teaching assistants as several staff members at each school may be made redundant or re-deployed. This may be unavoidable as there is a greater concentration of females than males amongst teachers and teaching assistants in schools across Haringey and the country as a whole. To mitigate against any negative impact on staffing as a whole, the Council has ensured that the timing of the consultation allows schools sufficient time to review their staff structure, including allowing for natural wastage (staff voluntarily moving on), taking steps to redeploy staff to other departments/ schools, not renewing short-term contracts or reducing the use of agency staff.
- 9.3.4 As the reduction in PAN across the borough is being done to remove part of the surplus of school places, there will not be any disproportionate impact on children with protected characteristics.
- 9.3.5 This proposal does not impact the net capacity of schools (the amount of pupils these school can accommodate) any increase in demand for local school place in future can be easily accommodated without even the need for a formal consultation – reinstatement of PAN (planned admission number). paragraph 3.6 of the Code provides the conditions upon which variations to PAN can take place. Admission authorities may propose other variations where they consider such changes to be necessary in view of a major change in circumstances. Such proposals must be referred to the Schools Adjudicator (for maintained schools) or the Secretary of State (for academies⁷¹) for approval, and the appropriate bodies notified.
- 9.3.6 The proposed change is a reasonable and proportionate response to the issue of falling rolls across Haringey schools and will have wider positive benefits for the educational outcomes of Haringey’s children and young people.
- 9.3.7** The publication of clear admission arrangements for all of our schools (a statutory requirement) ensures that admission to schools is a clear and transparent process and that parents and carers are able to select preferences for a school place with full knowledge of how admission to their local school(s) is determined.

10 Use of Appendices

- 10.1 The following appendices support this report:

- Appendix 1** Nursery 2024
- Appendix 2** Reception and Junior 2024
- Appendix 3** Secondary Transfer 2024
- Appendix 4** In-year admissions 2024
- Appendix 5** Fair Access Protocol for Haringey schools
- Appendix 6** Sixth Form 2024
- Appendix 7** EqIA
- Appendix 8** Consultation responses analysis
- Appendix 9** Woodside High Admission Arrangements 2024-25

10.2 The full papers for this report can be viewed electronically on the Council's website at or in paper form at 5th Floor, 48 Station Road, Wood Green, London, N22 7TY.

11 Local Government (Access to Information) Act 1985

This report contains no exempt information.

Background

1. The Schools Standards and Framework Act 1998.
2. The Education Act 2002.
3. The Education and Inspections Act 2006.
4. Education and Skills Act 2008.
5. The School Admissions Code (September 2021)
6. School Admissions (Admission Arrangements and Co-ordination of Admission Arrangements) (England) Regulations 2012
7. The School Admissions (Infant Class Sizes) (England) Regulations 2012.
8. The School Admissions (Appeals Arrangements) (England) Regulations 2012.
9. The Education Act 2011.
10. The School Admissions Appeals Code (2012).