

Report for: Scrutiny (Monday 16th November 2015 at 7pm)

Item number:

Title: School Places – Scrutiny.

Report

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Ward(s) affected: All

Report for Key/

Non Key Decision: Non key - Scrutiny

1. Describe the issue under consideration

- 1.1 This report provides a broad overview of school places, including school place planning, including scene and context setting and models of schooling.
- 1.2 The key challenges for school places looking forward is centred on changing models and the impact of the provisions in the emerging Education and Adoption Bill, the effective tracking of demand and supply for school places and how we can support the borough's regeneration thorough the provision of an outstanding education for all of our children and young people.

2. Cabinet Member Introduction

NA

3. Recommendations

There are no recommendations made in this report.

4. Reasons for decision

There is no decision arising from this report.

5. Alternative options considered

NA

6. Contribution to strategic outcomes

School places links to Priority 1 – enable every child and young person to have the best start in life, with high quality education.

7. Use of Appendices

These are found in a separately attached document and referenced to within this document

8. Local Government (Access to Information) Act 1985

External web links (to the GLA London School Atlas) have been provided in the main body of the report. Haringey Council is not responsible for the contents or reliability of linked websites and does not necessarily endorse any views expressed within them. Listings should not be taken as an endorsement of any kind. It is your responsibility to check the terms and conditions of any other web sites you may visit. We cannot guarantee that these links will work all of the time and we have no control over the availability of the linked pages.

9. **Background information**

9.1 This report provides a summary of school place provision in our borough. Each year we produce a School Place Planning Report that provides detailed information on the take-up of places at our primary, secondary and secondary schools and at our post 16 settings. This report summarises much of the information provided in the SPPR but seeks to explore in more detail the challenges we expect to deal with across our schools in the coming months and years.

Headlines

9.2 We use school roll projections provided to us by the Greater London Authority (GLA) to inform school place planning. Our aim is to ensure school place sufficiency across the primary, secondary, post 16 and special school phases for up to ten years ahead. The GLA projections are informed through a number of sources including:

- Latest birth rate data from the ONS (Office for National Statistics)
- Actual school roll data including data from PLASC (pupil level annual school census)
- The borough's housing trajectory which provides an estimated delivery of housing units per year over a 5 year period for schemes either with planning permission or identified in a planning document in London Borough of Haringey. This ensures that emerging new residential development is taken account of as part of the overall projections thereby ensuring that school place planning responds to an increased demand for school places as a result of new development.
- National census data (2011)

9.3 In recent years our focus has been on increasing provision at primary reception level as a result of rising birth rates and migration into the borough. Our successive annual [School Place Planning Reports](#) set out year on year the additional school place provision that has been made across the borough and the current (2015) report provides projections up to and including 2025 on the number of school places we expect to need across our primary and secondary sectors.

9.4 Current (2015) projections (which are informed by recently released 2011 Census information on migration) suggest that we are at the end of the recent year on year increase in demand for reception places and that demand for reception places looking forward will reduce. London wide birth rates support this downward trend as for the second year in a row the Capital's birth rate fell.

- 9.5 Closer analysis of borough wide figures shows that future demand is not spread evenly across the borough and that additional capacity **will** be required in our regeneration areas (planning areas 4 and 5 - see Appendix 16 for a map showing the five planning area of the borough that we use to plan school places) from 2020. The projected rising demand in these areas coincides with anticipated new development as part of major regeneration in Tottenham Hale, Northumberland Park and Heartlands (Wood Green).
- 9.6 The current projections do mark a step change in previous years' projections which had shown an almost year on year increase in the number of children expected to come forward for a reception place each September. The current projections move us from a position of planning to increase the number of reception places available to a position where we expect to have overall borough sufficiency of reception places **but** with variations across the borough ranging from areas where additional capacity will be needed by 2020 to other areas where we may need to consider the reduction in the number of overall places to prevent schools holding too many surplus places which can lead to financial difficulties for those school(s). Reasons for the change in projections can be summarised as:
- Birth rates fell in London as a whole for the second consecutive year and there is general acknowledgement that this fall marks the end of the era of rapidly rising fertility rates that London saw over the last decade.
 - Recently analysed migration data from the 2011 census shows less inward migration to Haringey than had previously been assumed.
 - Previous projections had assumed a greater proportion of women age 20-40 in Haringey and this is responsible for the large projected increase in births. For the latest projections the increase is limited to those over 30. This leads to a much smaller increase in births than was previously projected.
 - While current projections move us to a position of a reduced overall demand for reception places, there are a number of other ongoing and emerging factors that mean we consider the projections to possible future volatility. These factors include:
 - Fertility rates in Haringey and more widely in the UK have proved to be volatile (open to change) in recent years and we must ensure our planning for school places takes account of a further step change in projected demand further into the future;
 - The scale of new development in Haringey introduces a degree of additional uncertainty with regard to population projections. The impact of large scale housing development is challenging to predict due to the simplifications that must be made in the model when balanced against the child yield that might result from any given development. The projections are cognisant of future housing development and a projected child yield is built into the projections. This is reflected in the central and eastern parts of the borough where the

planned regeneration projects are coupled with projected unmet demand for school places in the coming years.

- Additional demand for school places could come from migratory factors that are hard to predict and account for. Examples include the significant impact of the 2004 EU Accession and the potential impact of absorbing refugees or migrants from conflicts in Libya and Syria.
- We are also still too early to assess the longer-term impact of the lifting of migration restrictions (2014) for Romania and Bulgaria, but latest data does show that these two countries are significantly represented in the latest international inflows into London. Finally, net domestic outflows from London to the rest of the UK are now evidenced as being on the increase following a fall at the time of the 2008 recession. This outward flow is seen as an indicator of the acknowledged recovery of the economic and housing markets that allows for greater mobility among families.
- USAC (unaccompanied asylum seeking children) might impact on demand for our schools although latest intelligence for 2015 shows that we receive approximately 30 children a year into Haringey who are USAC which has little or no impact on our ability to efficiently plan for school places.

- 9.7 A breakdown of the number and type of schools we have at primary and secondary level are including in the Appendices to this report together with detail on how many people apply for places at Haringey schools.

Challenges for the Future

- 9.8 Reception demand - we recently held a wider consultation on increasing capacity in the Muswell Hill area to meet an expected rising demand for reception places and projections that showed we would run out of local school places for local families if we did not increase capacity. This consultation sought views on increasing the following schools by an additional one or two forms of entry – Coldfall Primary, Muswell Hill Primary and St James C of E Primary.
- 9.9 Towards the end of this consultation and the associated feasibility work we received our current school roll projections (2015) which showed a projected step change in demand for places and moved us from a position of projected local deficit in the coming years to one of surplus. As a result of the current projections Cabinet agreed in September 2015 that we would **not** proceed with the expansion of any Muswell Hill school at the current time but that we would keep a watching brief on future projections as well as actual demand and we would take further action if we once again held intelligence that suggests a deficit of local reception places for local families.
- 9.10 In moving us to an overall sufficiency of reception places borough wide we do know that if current projections play out that we will also need to look at reducing the supply of places **in some parts of the borough**. While Haringey's place planning in recent years has had to focus on providing additional capacity our current projections show that for some parts of the borough our place planning will move

from providing additional places to reducing capacity. In simple terms we will need to reduce the number of reception places we currently have available in some parts of the borough.

- 9.11 The potential need for a reduction in the number of places is particularly evident in the following planning areas – planning area 1 (Muswell Hill, Fortis Green and Alexandra wards), planning area 2 (Crouch End, Highgate, Stroud Green and Hornsey wards, and planning area 3 (St Ann’s, Seven Sisters and the southern half of Haringey wards). Further information on projections on a planning area basis (with wards defined) is set out in **School place planning headlines at Planning Area level** (page 8, 9.31-9.36)
- 9.12 Secondary demand - recent years have seen a focus on increasing capacity at primary level, most specifically reception places, to meet rising demand for Haringey places as a result of a rising birth rate and inward migration. The larger cohorts that have entered our primary schools in recent years are now transferring into our secondary schools and we now have a projected rising demand for year 7 places over the next ten years *if* class sizes in the secondary sector remain as they are at the moment – 27 pupils per class. This will be debated as part of the consultation on the National Funding Formula predicted for 2016/17.
- 9.13 We know that we will need to add additional capacity to year 7 in the year 2018 *if* class sizes remain as they are – at 27. To assist with place planning we will continue to work with all schools to ensure that all of Haringey’s secondary settings are popular and do not hold surplus places going forward. As part of this work we will liaise with senior leadership and governors in our one single sex school to understand whether single sex status is a barrier to take up in the school and further, if this is indicative of a broader London or national wide take up in single sex schools. This work is already underway and is of particular importance as our one single sex school sits in an area that parents and carers frequently tell us has insufficient secondary school places.
- 9.14 Regeneration in the borough – The vital role access to high quality educational provision plays in supporting the successful regeneration of an area is unquestioned. It is reflected in Priority 1 of our **Corporate Plan** - enable every child and young person to have the best start in life, with high quality education. We have three defined regeneration areas in the borough – Tottenham Hale, Northumberland Park and Heartlands.
- 9.15 The borough’s housing trajectory provides an estimated delivery of housing units per year over a 5 year period for schemes either with planning permission or identified in a planning document in Haringey. The resultant child yield and increase in demand for school places that will come from this regeneration is reflected in the school roll projections we have for these areas and we know that we need to increase capacity as a result of this regeneration.
- 9.16 The challenge to us through this period of regeneration will be twofold: while we can model likely child yield and ages of children based on data we hold and calculations provided to us by the GLA, any large scale residential development will always remain open to some fluctuation in the number and age of additional children depending on uptake of the accommodation once it is built. Further the timing of the delivery of new housing units as part of any regeneration can be erratic and we need

to ensure our place planning responds to actual development as and when it is delivered on the ground. Further take up of occupancy at such development does not always coincide with a new school year and we will need to be responsive to in year uptake across all age ranges from 4 – 19 as and when it happens.

- 9.17 The changing legislative landscape in education provision has made place planning more challenging. A significant proportion of free school primary and secondary provision has been in the east of the borough and some of the provision made has not had optimum uptake. As at 28 October a significant proportion of the surplus reception places in the east of the borough (75 places – representing 45% of Haringey's total surplus reception places) are concentrated in two free schools – Brook House and Harris Academy Tottenham. Our projections, buoyed by regeneration in this area, show that we expect demand for places in the future, specifically from 2020, to mean that local demand will fill available school places and that additional provision may be needed. A further Harris primary free school with 60 places, originally planned for opening in the Tottenham Hale area in September 2016, has now been deferred by the Department for Education (DfE). The DfE has advised that delivery of this school will take place at a later date and, based on future projections, these extra places at a date beyond 2016 are likely to satisfy future unmet demand assuming associated parental preference for the school when it opens.

Performance of Haringey secondary schools from an Ofsted perspective

Overall effectiveness

- 9.18 The percentage of Haringey secondary schools judged good or outstanding by Ofsted has overtaken the London wide average since 2010. In 2010, 50% of Haringey secondary schools were judged good or outstanding compared to 100% in 2014 and 2015. The figures across London were 71%, 82% and 85% respectively (see also see Appendix 5a).

Performance of Haringey secondary schools – GCSEs

- 9.19 The percentage of pupils attaining 5 A*-C grades inc. English & Mathematics has fluctuated between 2009 and 2015 though always remaining marginally lower than the overall London average.
- 9.20 The lowest attainment percentage was 48% (2010) whilst the highest was 64% (2013). Between 2010 and 2015 the percentage for London has fluctuated between 58% (2009/10) and 65% (2012/13) (see also Appendix 5b).

Pupils' behaviour

- 9.22 The percentage of Haringey secondary schools with behaviour being judged good or outstanding by Ofsted in terms of pupil behaviour has increased steadily to exceed the London average by 2014-2015. As at 2015 Haringey has all (100%) of schools rated good or outstanding on this criteria compared to a London wide average of 93% (see also Appendix 5d).

The quality of teaching

- 9.23 Similarly the percentage of Haringey secondary schools judged good or outstanding on the quality of teaching has increased steadily to exceed the London average by 2013-2015. As at 2015 Haringey has all (100%) of its secondary schools rated good or outstanding on this criteria compared to a London wide average of 85% (see also see Appendix 5e).

The effectiveness of leadership and management in embedding ambition and driving change

- 9.24 The percentage of Haringey secondary schools judged good or outstanding has increased and has exceeded the London wide average since 2013, increasing from 75% (2010) to 100% (2015) (see also see Appendix 5f).

Haringey's Corporate Plan

- 9.25 The Corporate Plan 2015 – 18 explains our priorities for the borough, and the work that the Council will do to achieve these. It sets out how the council will spend our budget in support of these priorities and how we will know what progress we are making. The objectives of Priority One 'Outstanding For All' are encapsulated across the range of functions of Education Services including our work to support our schools as well as working alongside other agencies to build an early help model to support children and families with additional needs.
- 9.26 School place planning work underpins Corporate Priority 1 by ensuring that the supply of school places is calibrated effectively to meet demand across Haringey. Corporate Priority 1 is also underpinned by our School Place Planning Principles which informs all of our work and which are:

- 1) Seek to meet demand for places within established, new or emerging local communities, having regard for the role of schools at the heart of sustainable communities;
- 2) Supporting work to make all our schools good or outstanding, ensuring that every child has a place at a good or outstanding school. Where expansion is needed to meet demand for places, we should favour the expansion of schools where there is proven demand and well-established and successful leadership and management at a good or outstanding school;
- 3) Have regard to the impact of any changes on the viability and standards at existing and new schools;
- 4) Bring forward proposals that make best use of scarce capital resources;
- 5) Work with schools to provide the optimum forms of entry appropriate to the capacity of the school site and the level of demand for that particular school, giving each school the capacity to meet our aspirations.

Overall school place planning headlines

- 9.27 In London as a whole there has been an overall upward demand for reception places. As set out above, the rising demand for reception places in London has been reflected in a rising demand for places in our borough, particularly between the academic years 2010/11 and 2015/16. Larger cohorts in the primary phase are now beginning to work their way into the secondary phase. However, current projections show a slowing in the demand for primary and secondary places between now and 2024.
- 9.28 The current projections from the Greater London Authority (GLA) reflect a significant change to the number of projected births in our borough. The impact of this

downward revision is that the projected demand for reception places has been forecast to fall by 530 places (<11%) by the year 2026¹.

- 9.29 For primary schools, we now expect to have an overall borough-wide surplus of reception places of between 126 (2015/16) and 246 places (2018/19). By 2024/25 we are projected to have a borough wide surplus of 178 places. As set out below in 9.31-9.36, this surplus is not evenly spread with some planning areas (PAs1, 2 and 3) showing an overall surplus while planning areas 4 and 5 show a deficit of places from 2020 onwards. Appendix 7 sets this information out in more detail in data form.
- 9.30 For **secondary** provision in Haringey there is a long term upward trend in the demand for places in the borough based on the larger cohorts working their way through the primary phase and into the secondary phase. Our 2015 projections show that we expect demand, based on current provision, to be exceeded from 2018/19 onwards. This is based on a class size of 27 across almost all of our secondary schools. If class size moves to 30 pupils per class we would have an overall surplus of year 7 places even allowing for the rising demand projected between now and 2024. Further data on demand for year 7 places is set out in Appendix 10. This Appendix shows that we are projected to need additional secondary places from 2018/19 based on a class size of 27.

School place planning headlines at Planning Area level

- 9.31 A map of the Planning Areas that the borough is divided into and the schools within those planning areas can be found at Appendix 16. At primary level there is an expectation from parents that they will be able to send their child to a local school.
- 9.32 In Planning Area 1 demand was projected to outstrip supply by approximately one form of entry (1fe) in 2015/6 and is projected to do so again in 2017/18 before a 1fe surplus by 2017/18. By 2023/24 the surplus is projected to rise to 3fe (90 places).
- 9.33 In Planning Area 2 a surplus of places is projected to grow from 2014/15 reaching 1fe by 2015/16 and growing to 4fe by 2023/24.
- 9.34 In Planning Area 3 an average surplus of between 1-2fe is projected between 2014/15 and 2024/25.
- 9.35 In Planning Area 4 supply is projected to meet demand up until 2020/21. Thereafter there will be a deficit of 1fe places growing to 102 (4fe) by 2024/25.
- 9.36 In Planning Area 5 demand is projected to outstrip supply by approximately 1fe from 2021/22.

Actual and perceived areas of pressure for reception places in Haringey

- 9.37 Some of our schools are more heavily oversubscribed (in terms of families wanting a place at those schools) than others. As a result of this popularity the associated data we collect can lead to a skewed picture about where there is a surfeit or deficit of places across the borough. In areas with schools that are very popular (e.g. Muswell Hill and Crouch End) there has been enough places to meet local demand for 2015

¹ The reduction in projected births by the GLA has been given greater weight by the recent release (June 2015) of the latest Office for National Statistics Mid-Year Estimates (MYEs). The ONS data for 2014 give Haringey births of 4,090, close to the 2014 GLA round estimate of 4,141.

entry, but because demand for those schools comes from much further afield than the local area, there can be a perception that there are not enough school places. This is exacerbated by the preferences that parents and carers put on their forms. For example in Crouch End parents have listed popular and oversubscribed schools but have omitted schools in Crouch End that they would be offered a place at if they had listed them on their form.

- 9.38 In recent months there has been much media coverage of these issues particularly in Crouch End where parents and carers have expressed dissatisfaction at not getting a local school even though there was still a small number of local places available as of 1 September in St Mary's CE Primary in N8. A map showing the furthest distances offered under the distance criterion as at Reception National Offer Day 2015 (16 April) is set out in Appendix 17 and illustrates how supply has, overall, kept pace with demand for Haringey schools. The number of local places increases between national offer day and the 1 September each year as some families move away or take up a school place in a private setting.

Demand for year 7 places

- 9.39 There are twelve secondary schools in Haringey (excluding the Tottenham UTC). Ten of these schools are oversubscribed, i.e. there are more families wanting a place at these schools than there are places available. All ten of these schools therefore carry waiting lists.
- 9.40 Two of our secondary schools do not fill on preferences and we allocate pupils to year 7, that is we offer places at these schools to families who have not listed them as one of their preferences. These two schools are Hornsey School for Girls (HSFG) and Greig City Academy. Both schools are Ofsted rated "good"
- 9.41 In the case of HSFG data we hold shows that the school almost exclusively take pupils from outside of its immediate location with very few pupils on roll who live in the west of the borough.
- 9.42 Data from the [GLA Schools Atlas](#) shows that of the current cohort of pupils, more than 60% originate from a ward in the east of Haringey. The most popular home wards for pupils attending the school are White Hart Lane, West Green, Harringay, Noel Park, Stroud Green and Tottenham Hale.
- 9.43 Greig City Academy has similar characteristics to Hornsey School for Girls in terms of intake. While it is located in N8 its take up in terms of home address shows that it is popular with pupils in the east rather than the west of the borough. Data from the GLA Schools atlas shows that of the current cohort of pupils, the most popular wards of origin are Tottenham Hale, White Hart Lane, Bruce Grove, Noel Park, Northumberland Park, Tottenham Green and West Green.
- 9.44 In terms of providing local places for local families both Greig City Academy and Hornsey School for Girls would benefit from broadening their appeal to pupils throughout Haringey.

Position of neighbouring authorities

- 9.45 The annual School Places Planning Report (SPPR) collates information from all neighbouring boroughs in terms of the supply of primary, secondary and sixth form places in those boroughs. The Greenwich Judgement makes it illegal for a council or

school to allow any preference in admissions to a family living in their borough. There is cross borough movement of families at primary level and at secondary level. On the whole Haringey is a net importer of pupils at primary level and a net exporter of pupils at secondary level. The highlights from the 2015 SPPE include:

- 9.46 **Barnet** has had an extended programme of expansion of its primary schools, with secondary expansions now beginning to be implemented. This is supplemented by a number of free schools opening in the borough. The latest DfE list on applications also shows and 4 additional 4 new schools approved to open from September 2015 (possibly later). These include 1 primary school. There is quite a lot of movement between Haringey and Barnet to take up school places.
- 9.47 **Enfield's** pressure for primary places continues to grow, particularly in the south east of the borough. Conversely Enfield currently has a secondary surplus as a result of the recent addition of three academy schools though this surplus is projected to reduce by 2018/19. An additional two free schools are set to open from September 2015 based on the latest DfE list.
- 9.48 **Islington** has a new free school opening in September 2017 for ages 3 to 17. There were also several primary 'bulges' (one off classes) and expansions planned for 2014 and 2015. There are currently no plans to add any additional secondary provision from September 2015
- 9.49 **Hackney** has recently expanded several primary schools and 4 new primary schools are planned for 2015 and 2016 providing an additional 6 forms of entry. Two primary bulges have also recently been supplied. At secondary level, Hackney Wick Academy is due to open in 2016 and will provide 5 forms of entry. The latest DfE figures shows 5 successful applications for free schools including two secondary, two alternate provision and one primary.
- 9.50 **Waltham Forest** has added a large amount of reception places in recent years though bulges and via free school provision. One of their secondary schools was expanded by 2 forms of entry for 2015/16. The latest DfE figures shows three additional Free schools have been approved for opening in the borough.
- 9.51 **Camden** added 1 primary bulge class in 2015 and an academy also opened in 2015 providing 2 forms of entry. A primary school in the north west of the borough will be expanding by 2 forms of entry for 2016/17.

Movement in and out of borough at primary, secondary and sixth form phases

- 9.52 As part of our place planning work we have tracked the flow of pupils into and out of Haringey schools from other boroughs. At primary level we found that:
- As of Reception 2015, Haringey is a net importer from other boroughs taking 312 children whilst exporting 201 children².
 - This net difference is +111 or approximately 4 Forms of Entry (FE).
 - The most popular home borough for these pupils is Enfield (102) followed by Barnet (89) and Islington (70).

² Please note these figures are marginally larger than those shown in Figure 1 and 2 since these Figures only include the main 6 transfer boroughs.

- The most popular destination for Haringey reception pupils is Enfield (-79) followed by Islington (-50) and Hackney (-44).

9.53 At secondary level the data showed that:

- As of secondary transfer for 2015, Haringey is a net exporter to other boroughs exporting 514 children and importing 279 children³.
- This net difference is -235 or approximately 8 FE (forms of entry, based on a class size of 30).
- The most popular destination for Haringey pupils is Enfield (-138) followed by Hackney (-117) and Barnet (-91).
- The most popular source of secondary pupils from outside Haringey is Enfield (105) followed by Barnet (68) and Islington (51).

9.54 Appendix 11 and 12 provide a graphical representation of the above data.

9.55 At sixth form Haringey has a pronounced east/west split. The majority of secondary schools in the west of the borough have established sixth forms as part of their 11-18 provision and most of these sixth forms are over-subscribed. In the east of the borough, most sixth form provision is supplied by Haringey Sixth Form centre as opposed to an integrated 11-18 school.

9.56 Haringey Sixth Form Centre (HSFC) has not always filled all of its available places as more than half of the post 16 pupils who live or have attended schools in the east of the borough choosing to take up places at an out-of-borough sixth form setting. Data from the 2014 Destinations Survey (as at 1 November 2014) showed that of the 2013/14 Year 11 cohort of 2,019, some 958 were studying in borough and 1,061 out of borough.

Models of schooling in Haringey

9.57 Section XX of this report above sets out the different models of school organisation that currently exist in Haringey. Below is a summary of the legislative framework for how education is delivered and monitored together with an exploration of how models might evolve in the coming months and years as evolving legislation continues to shape it.

9.58 Local education and sector led systems in England are evolving in different ways to respond to extensions of school autonomy. By system we mean the connections between groups of schools, teaching school alliances, academy sponsors, dioceses, the local authority and other local leaders and by education we mean (i) school improvement and intervention, (ii) school place-planning, and (iii) supporting vulnerable children.

9.59 **Legislative framework** - There is a statutory responsibility as set out in the Education Act 1996⁴, for local authorities to promote high standards in primary and secondary education. The School Standards and Framework Act 1998 and the Education and Inspection Act 2006 (EIA 2006) gives LAs statutory powers to intervene in maintained schools where there are concerns. For academies and free

³ Please note these figures are marginally larger than those shown in Figure 3 and 4 since these Figures only include the main 6 transfer boroughs.

⁴ Section 13a of the Education Act 1996

schools our powers are non-statutory and limited to “special educational needs and safeguarding”.

- 9.60 Responsibilities of LAs are expected to change further as a result of the Education and Adoption Bill which is likely to give the DfE the ability of issue enforced academy orders where schools are in an Ofsted category, coasting (against measurable indicators currently being defined) or deemed to be causing concern. The only way to get a new school now is through the academy and free schools agenda.
- 9.61 **Providing more places** - Where an LA thinks a new school needs to be established in their area, section 6A of EIA 2006 places the LA under a duty to seek proposals to establish an academy (free school) and to specify a date by which proposals must be submitted to the LA.
- 9.62 In considering the need for a new school, LAs should factor in any other free school projects that the department has approved and are due to open. Statutory guidance from the DfE⁵ informs how existing schools can be expanded to provide more places.
- 9.63 In recent years in Haringey places have been needed to respond to rising birth rates and migration into the borough. These additional places have been provided in the following ways:
1. **Expansion of existing primary community schools** that meet the LA’s Cabinet agreed Place Planning Principles for school expansion (see Appendix 11) e.g. Rhodes Avenue, Welbourne and St Mary’s CE Primary have been expanded in recent years;
 2. **Reinstatement of the published admission number (PAN)** where a school’s size has previously been reduced to respond to fluctuating demand e.g. Alexandra Primary was reinstated to a PAN of 60 having admitted only 30 reception children for a number of years;
 3. **Change to the PAN of an academy** – e.g. Noel Park (an academy) changed its PAN from 60 to 90 in 2014;
 4. **Free school provision** – a number of free schools have opened in the borough in recent years including Eden Primary in Muswell Hill, Brook House Primary in Northumberland Park, Harris Academy Tottenham in Tottenham Hale and a University Technical College (UTC) in Northumberland Park. A further Harris free school primary has been agreed for Tottenham and was originally going to open in 2016 but this date has been put back to 2017 or beyond following an agreement between the proposed school’s provider (Harris) and the DfE.
- 9.64 Our school place planning data shows that larger cohorts in the primary sector are now working their way into the secondary sector and that we will need to increase capacity within the secondary sector (if class size remains at 27 pupils per class) to

⁵ DfE – Department for Education

meet rising demand by 2021 (sooner if the PAN for Harris Academy Tottenham does not increase from its current 90 to 180 for the Year 7 intake).

- 9.65 **Raising the participation age** - The Education and Skills Act 2008 made a phased change to the participation age for education and training. In 2013 the age was raised to 17 (affecting those who started secondary school in 2007) and in September 2015 the age will be raised to 18 (affecting those who started secondary school in September 2009). Raising the participation age (RPA) does not necessarily mean young people must continue in school; they are able to choose one of the following options:
1. full-time education, such as school, college or other training providers;
 2. work-based learning, such as an apprenticeship;
 3. Part-time education or training if they are employed, self-employed or volunteering for more than 20 hours a week.
- 9.66 Despite the raising of the participation age we still continue to have sufficiency of post 16 places in the short and longer term although there are some post 16 full time settings that are more popular than others.
- 9.67 In an increasingly knowledge-based labour market, participation rates of young people in education and training are viewed as an important indicator, both of future economic competitiveness and of young people's prospects for employment and progression. While the UK has made progress in expanding participation rates in recent decades, its record still lags behind many international competitors leading to a commitment to raising the age at which young people cease to participate in education. RPA brings about benefits of reducing the number of borough NEETS (not in employment, education or training), raising the skills and competitiveness of the future workforce, increasing wages for young people and savings for the Exchequer (in terms of additional tax revenues and foregone benefits payments). However, the challenge remains to ensure reforms are effectively implemented, sufficiently resourced and widely supported locally within both local and national government policy and educational establishments.
- 9.68 **Future possible models** - The educational landscape and the role local authorities play has changed significantly in recent years with LAs moving from being a provider of places to one of commissioner/broker. In all aspects of place planning and school standards the local authority strives to work positively and collaboratively with maintained faith and community schools, alternative provision, early years settings, special schools, academies, free schools, sponsors, independent schools and further and adult education providers, all of whom comprise an integral part of the mixed economy of local education provision.
- 9.69 Nationally, there has been a decisive shift towards schools-led partnerships leading local school improvement. They include schools-owned and schools-led not-for-profit companies, local strategic partnerships, teaching school alliances, sponsor-led academy chains, federations, diocesan networks and national education organisations.

- 9.70 The majority of Haringey schools have actively chosen to retain their close working relationship with the LA. Most schools and education providers work in Network Learning Communities (NLC) and these communities help schools to maintain links with each other and with the LA. This way of working, which is being encouraged, is a feature of world-class education systems and this allows best practice to spread to all schools. This is a strong feature of a sector beginning to lead on improvement, recognised in the 2014 LGA Peer Report.
- 9.71 Local systems have developed ways of planning places to meet demand. By working proactively with free schools and academies we are able to increase the chance of meeting basic need and other priorities for provision. We have a strategic pupil place planning group that seeks to ensure property, admissions and school improvement work in an integrated and strategic way, using accurate projection data.

Success factors of effective local place planning

Feature	Success factors	System inhibitors
Leadership	Principled leadership, moral imperative – ‘These are our children’	No clear leadership – responsibility dispersed
Data	Reliable, robust, accurate	Often inaccurate – ‘We do not trust the numbers, we ignore them and do our own’
Consultation	‘If it affects you, we will consult you’	Behind closed doors – ‘Why wasn’t I asked?’
Planning	Long-term, strategic plan – clear direction of travel	Ad hoc planning, individual schools left to decide on their own
Expertise	Local authorities have retained expertise – people who know the schools and know place-planning	Lack of expertise and knowledge
Governance	Forum for schools to make collective decisions	Decisions taken in an ad hoc fashion with individual schools, and which lack transparency
Partnerships	Strategic planning and decision-making is done with other services (especially health, housing and immigration)	No line of sight to other services – birth data, housing developments, migration

- 9.72 The role of the LA as educational ‘champion’ continues to move to the fore. This *middle tier* is pivotal to ensuring a direct and positive impact on learners and their families. This role of champion supports local leadership through influencing, determination, vision and creating effective partnership, all of which are critical factors in supporting the new landscape of education provision.
- 9.73 The Schools and Learning arm of the Council has drafted an Education Excellence Policy in consultation with Head teachers and school governors in the borough. This policy sets out the statutory role of the LA as champion and recognises key legislation. This paper went before the Council’s Cabinet earlier this month.
- 9.74 The Policy sets out that the LA, as champion, will:

- Promote a more self-improving school-to-school support system and use existing good and outstanding capacity as a local source of help;
- Set ambitious standards and hold schools and providers to account for how well they serve all learners, particularly the most vulnerable;
- Utilise and grow system leaders, our network learning communities, Teaching Schools, Academy chains, and other partners to play a key role in spreading best practice and sharing models for improvement;
- Engage in an influencing role that respects autonomy, intervening directly in maintained schools where there are serious concerns, and working with the DfE, the regional schools commissioner, Ofsted, GLA and our Diocesan and other partners; and
- Support schools to become self sustaining by growing the skills of leaders and governors, and exploring options such as federation as means for creating capacity.

9.75 The Education and Adoption Bill seeks to give responsibility to regional commissioners for making academy orders, and the requirement for potential academy sponsors to consult with the local community would be scrapped. The bill sets out measures to turn all schools deemed to be failing into academies, doubling the current rate.

9.76 Other new measures include:

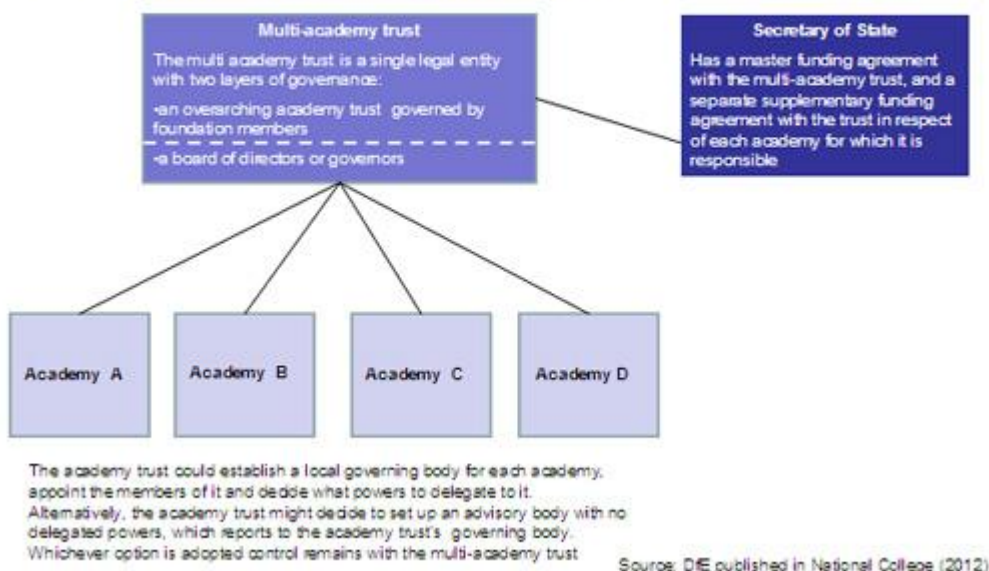
- Duties on local authorities and governors issued with these orders to pursue academy status to a timescale
- Coasting schools would be given notice to improve and offered support but could also have their heads replaced or be forced to become academies

9.77 Given the changes that have occurred in education since the Education Act 2011 and subsequent legislation, as well as the anticipated further change that will come if the emerging Education and Adoption Bill becomes an act, the likely future model of education in Haringey will be a mix of maintained schools, academies, new free schools, colleges and the creation of multi academy trusts (MAT).

9.78 Becoming an academy is not a necessary precondition for schools wishing to set up a formal collaborative structure. It is possible for two or more maintained schools to enter into a hard federation and many have done so successfully nationwide. Federations provide a vehicle for schools of different types, for example Voluntary Aided, Voluntary Controlled, foundation and trust schools to successfully collaborate, although the process for establishing shared governance arrangements in these cases can be more complex. For small schools, they provide means of sharing resources and creating sustainable improvement.

- 9.79 This is the strongest and most formal type of collaborative structure for converter academies. Within a multi-academy trust (MAT), academies are governed by one trust (the members) and a board of directors (the governors).
- 9.80 There must be at least three members, who may be governors from predecessor governing bodies, foundation bodies or trusts, bringing with them the ethos of the constituent schools. Funding is governed through a master funding agreement between the Secretary of State and the MAT, and a supplemental agreement between the Secretary of State and each school within the MAT.

The multi-academy trust model



- 9.81 The MAT has responsibility for the performance of all the academies within the group, and the board of directors oversees the operation of the individual schools. However, the MAT can delegate some or even most of its powers to governing bodies of individual academies to enable more focused local control, though it remains legally responsible for standards across all schools in the chain.
- 9.82 Any group of schools applying to become a MAT will need at least one member to be judged 'outstanding' or 'good' with performance in-line with national standards and this school will need to be able to demonstrate it has sufficient capacity to support other schools in the proposed MAT.
- 9.83 Schools applying to become a MAT do **not** have to be already in a federation before applying. The DfE states that "each application will be considered on its merits, and the Secretary of State will only approve those where he is satisfied the schools have the capacity to enjoy academy freedoms, and where there are mechanisms in place to help weaker schools in the chain improve." Schools judged inadequate wishing to join the MAT cannot join unless sponsored.
- 9.84 Potential benefits are that the MAT can set a strong, shared strategic vision across all the schools in the partnership. Because the MAT is accountable for the outcomes for all pupils in the partnership it can be an excellent mechanism for ensuring that

support and challenge is directed to where it is needed most. The MAT has flexibility about how much or how little power it delegates to individual schools. This enables tailoring to the individual circumstances of the partnership. The MAT is the employer of all the staff. This makes it easier to deploy staff flexibly, draw on a wider pool of opportunities for CPD, and develop a trust-wide approach to staff development and succession planning. Finally the central funding agreement can make it easier to pool resources and achieve economies of scale in contracting.

- 9.85 The process for schools applying to become a MAT is similar to the process for schools looking to convert as a standalone academy. Schools who want to apply as part of a MAT must still apply as individual schools to become an academy, with the individual governing body of each school passing its own resolution to become an academy, but schools can indicate on applying that they would like to convert as part of a MAT. The DfE provides financial support of £25k to each school within the MAT during the conversion process. In addition, a one-off grant of £25K is given to the group of schools converting together if this is in process by the end of June. Only new applications for academy conversion are eligible, i.e. joining an existing MAT doesn't qualify.

Special Educational Needs (SEN)

Number of Children with statements across Haringey

- 9.86 Appendix 13 shows that since 2009, there has been in a rising trend in the number of children with statements across the borough. In 2015, there were 1,455 children with statements in Haringey. The number of children with statements increased year on year between 2009 and 2015. Reasons for this year on year increase include: 1) an increasing 0-19 population, 2) an increase in the 'staying on' rate of the 16-19s age group as a result of provision at the Haringey 6th form centre and 3) an increase in the number of younger children receiving a statement. As of 2015 the number of statements is plateauing with a very marginal increase of 4 (1,455) for 2015 as compared with 2014 (1,451).

SEN Type Trends

- 9.87 Our monitoring shows that since 2009, the numbers of children with diagnoses of autism has increased in the primary sector (+124) though 2015 saw a reduction from 275 to 262. In the secondary sector diagnoses of autism has increased every year since 2009 (+158). All other primary needs have remained relatively stable with the exception of Diagnoses of Speech, Language & Communication Needs which has decreased and then increased since 2009 within the primary sector. Please also see Appendix 14 and 15.

Assessment of SEN provision across the borough

- 9.88 Haringey has responded to the increasing number of children with statements by developing additional places through the establishment of the Inclusive Learning Campuses at The Brook and at Riverside. The Brook caters for 100 planned primary places and Riverside for 120 secondary places, resulting in an additional 45 places overall for children and young people with complex needs (20 primary and 25 secondary places).

- 9.89 A current assessment of SEN provision across the borough shows that around a third of all provision caters for children with autism (33%). The amount of provision generally reflects the current needs identified within the borough.

Number of Haringey Children using SEN Provision across the borough

- 9.90 Data from the 2015 Annual School Census (PLASC) shows that specialist in-borough provision catering for children with Severe Learning Difficulties/Autism and Hearing Impairments are either full or almost at capacity. All of our resource bases are full, with the exception of the resource base at Heartlands. Heartlands admitted its first year 7 cohort in September 2010 and will be full to capacity across year 7 to year 11 from September 2014.

Free School Proposals and HCT New school for Autism

- 9.91 In-borough special provision has been increased in recent years by the establishment of resourced provision for 25 young people with autism at Heartlands High School, altogether generating an additional 70 places since 2011.
- 9.92 The HCT (Heartlands Community Trust) New School for Autism is a DfE approved 4-19 free school in Haringey which is due to open in September 2016 and that will provide 104 places for children between the ages of 5 and 18. At the time of writing its location has not been agreed.
- 9.93 The local authority is a member of the North London Children's Efficiency Programme which continues to monitor pressure for SEN places and any new provisions setting up in neighbouring LAs. Any additional provision either in or close to Haringey will potentially provide an overall greater choice for parents in seeking a school to meet the individual needs of their child.

SEN priorities

- 9.94 We know that we need to plan to provide more in-borough special school places and/or resourced provision to meet the rising needs within the borough with particular emphasis on the following;
- a) Increasing the numbers of places in primary sector for children with autism, including accommodating more complex needs;
 - b) Increasing the numbers of places in secondary sector for children with autism, including accommodating more complex needs; and
 - c) Acknowledge that the proposed HCT New School for Autism due to open in September 2016 will provide an additional 104 places for children between the ages of 5 and 18 and will need to be taken into account when evaluating SEN provision in the borough as a whole.