

**Draft**

**Commissioning School Places in Havering 2012- 2016**

***Meeting the Challenge of Changing Demand***

Introduction

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Introduction

Significant changes to the pupil population of Havering and to the school planning role of the Council have prompted this revised plan for commissioning school places in the borough.

Since the last plan in 2003 the birth rate has grown substantially and this has begun to have implications for the sufficiency of places in primary schools, especially in the first year of entry. Most importantly, whereas in the past the Council was expected to provide sufficient places to make up any shortfall they now have responsibility for commissioning those places.

This plan is intended to help the school community to understand the longer term population trends and the implications for their schools. It aims to let parents and the wider community of Havering know what changes are planned and how their views and preferences have contributed to key planning decisions. It is also of use to potential sponsors of new schools, such as Academies and Free schools, who want to understand more about Havering, where places are needed in the borough and by when, and what parents' preferences are.

## 1. National context

The government outlined its intention for local authorities to have a more strategic role as champions for parents and families, for vulnerable pupils and for educational excellence, including responsibility for:

- Supporting parents and families through promoting a good supply of strong schools – encouraging the development of Academies and Free schools which reflect the local community
- Ensuring fair access to all schools for every child

“For the immediate future, the majority of schools will remain as local authority maintained schools...But we anticipate that, as Academy status becomes the norm, local authorities will increasingly move to a strategic commissioning and oversight role”

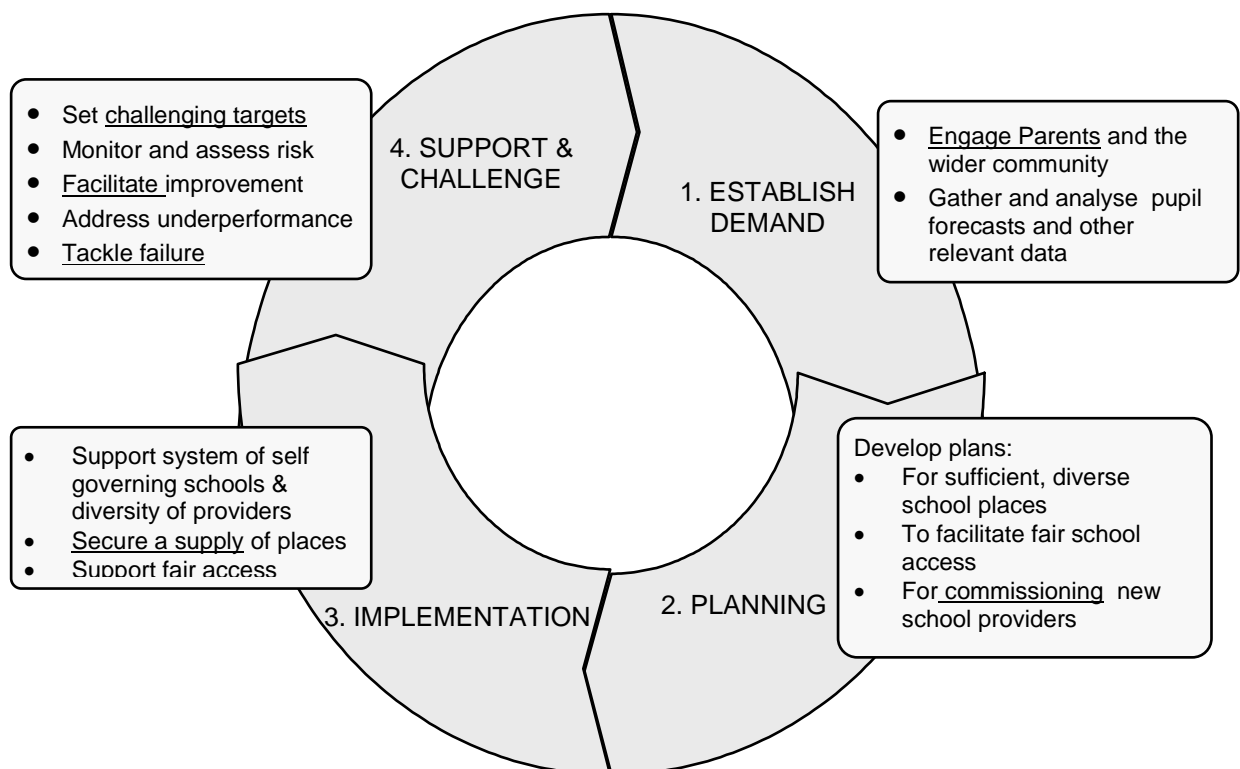
*Source: The Importance of Teaching: The Schools White Paper 2010).*

Local authorities are expected to encourage good schools to expand and to introduce Free schools and Academies as new providers in areas of demographic growth:

- LAs will be required to focus on supplying enough good places rather than removing surplus places
- Where there is a need for a new school, the first choice will be a new Academy or Free School
- LAs will be required to identify and work with sponsors who take over weaker schools and transform them into Academies. Authorities will be able to use their wider position in local regeneration, employment and community development, and their knowledge of existing schools when seeking sponsors who will fit the character of the local community.

*Source: The Importance of Teaching: The Schools White Paper 2010.*

This Commissioning, as opposed to provider, approach is represented as follows:



At a local level in 2006 the Council launched a consultation on *The Future Vision of Primary Schooling in Havering*, with a vision to provide better buildings for primary children and ensure the school infrastructure was appropriate for meeting future demand. Amongst the results of the consultation, at a time of long term falling rolls, were a set of agreed principles for planning places which form part of the current planning context:

- School closure or amalgamation may need to be considered where the number of children attending makes it educationally and financially unviable
- In the interests of making the best use of resources the Council sets a target for the removal of surplus places, where applicable, as recommended by the Audit Commission
- At the end of the review of primary school provision there should be no schools with more than 25% surplus places as recommended by the Audit Commission.
- Where there is a continuing need for a school with surplus places any space not required by the school will be considered for alternative complementary uses.
- In any re-organisation of our schools we should continue to provide a range of school size, but that the proportion of two form entry schools should increase.
- When establishing new provision, primary schools (age 4-11) should be preferred rather than separate infant and junior schools
- In principle, primary school admissions should be based on multiples of 30
- Schools are a local community resource and their potential for meeting a wide range of local needs should be developed. This will be progressed where possible through joint projects in support of the borough's strategies for regeneration, social inclusion and neighbourhood renewal.
- The supply of places should match as closely as possible pupils' and parents' needs and wishes
- Children, where possible, are able to attend a local primary school within a reasonable walking distance of their home

## 2. Needs assessment

National guidelines have identified a number of key issues local authorities need to understand at a local level to plan school places effectively:

- When and where growth in the birth rate requires changes to primary and secondary provision
- How population movement, both migration (new arrivals) and local (within and between areas of the borough) is changing the pattern of demand for places
- How major changes in the housing market and uncertainty over new developments are creating difficulties in planning

*Source: NFER, School Place Mapping, 2012*

The number of primary pupils in Havering is set to increase by 2,833 (15%) between 2011/12 and 2016/17.

At secondary level the pattern is different with a downward trend until 2015/16, and a rising roll from 2016/17. Due to the current dip in secondary numbers there are currently no places to expand secondary schools. Further discussions may be needed at a later date.

The factors that have contributed to the rise in primary pupil numbers have been identified as the:

- substantial increase in the number of births within the borough
- increase in the cohort growth between those born in Havering and those entering Year Reception
- increase in the cohort growth across all primary year groups

### Birth rate – Driving the growing demand

Nationally the birth rate has been rising since 2002 and is projected to continue to rise until 2014. *Source: 2010-based National Population Projections Mar 2012 ONS.*

Since 1991 in Havering, when the annual birth rate was 2,822, there was a steady fall until 2001 when it reached the lowest point of 2,226. This trend reversed between 2006/07 and 2010/11 when the birth rate rose by 16.2%.

Havering's birth rate is forecast to continue to rise until 2015/16 when it will peak at 3,200 births and this peak is projected to be sustained up to 2025. By this time, projections indicate that there will be 32% more children born to Havering residents than in 2005. (*Source: GLA 2011 Round Demographic Projections*).

The increased birth rate 2006/07 to 2010/11 is estimated to vary cross planning areas (Appendix C) as follows:

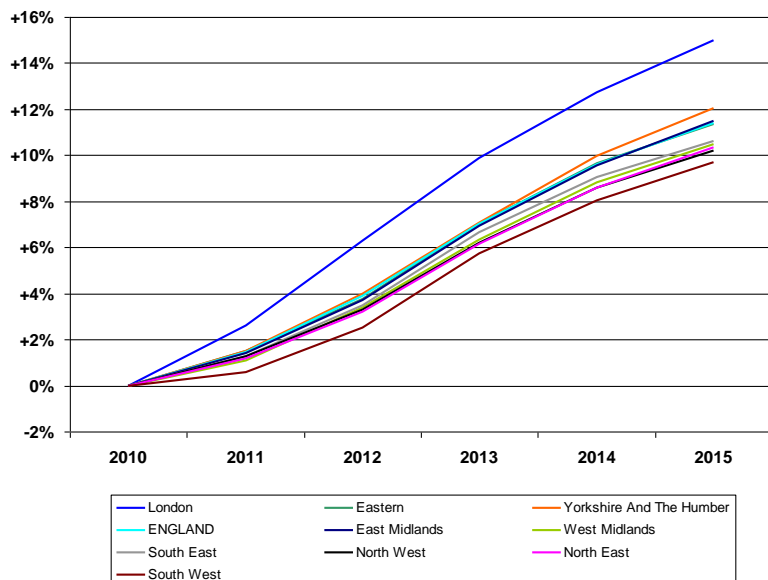
Romford: 25.2%  
Rainham, South Hornchurch and Elm Park 17.1%  
Collier Row and Mawney 16.4%  
Upminster & Cranham 15.6%  
Harold Hill & Harold Wood 11.2%  
Hornchurch 10.5%

### Primary Pupil Numbers

Total pupil numbers in Havering Primary schools began to increase in 2007/08 and by 2020 are projected to rise by 27% compared with 2011 (Appendix A). Nationally the increase in primary numbers began in 2010 and by 2020 is projected to increase by 20% compared with 2011, reaching levels last seen in the 1970s. (*Source: DfE Statistical Release: National Pupil Projections. Future Trends in Pupil Numbers, Jan 2012*).

By 2015 primary in Havering numbers are projected to increase by 12.3%, below the London average of 15% but above the 10% national average. (*Source: as above*).

**Fig 1. Population aged 5 to 10 (age at mid-year):  
 Projected change in population size by government office region  
 Years: Mid-2010 to mid-2015  
 Coverage: Government office region in England**



Total primary numbers peaked in Havering in 2000 at 19,770 and began to fall the following year, reaching a low of 18,284 in 2007/08, due to the downward trend in birth rate during the 1990s. (Source: School Census 2000 – 2006).

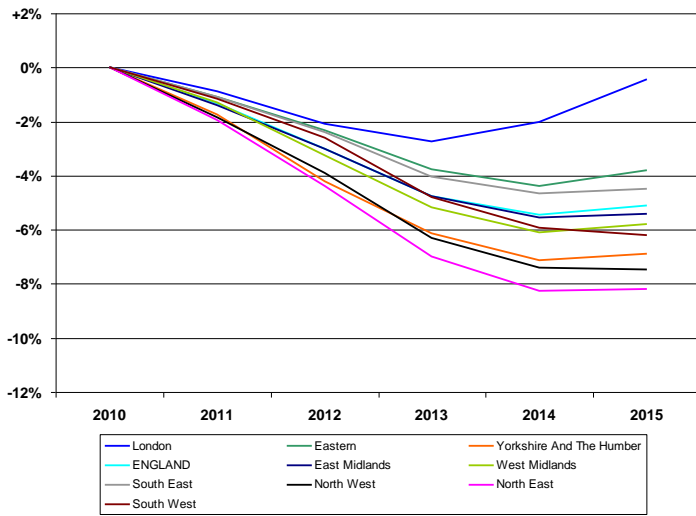
Nationally primary pupil numbers in state funded schools peaked in 1999 at 4.3 million and began to fall in 2000, reaching a low of 3.95 million in 2009 (Ref A). In Year R, the first year of entry to compulsory schooling, numbers in Havering are forecast to rise by 17% by 2016/17, compared with 2011/12 and by 24% by 2020/21. (Appendix B)

### Secondary – Year 7-11 Pupil numbers (Appendix D)

Secondary pupil numbers began to fall in 2008/09 and are projected to continue to decline until 2016/17, at which time the increase in primary numbers will start to flow through. By 2015 secondary numbers are expected to have fallen by 3.7% compared with 2011.

In London the year 7-11 secondary age group is projected to rise from 2014 while in all other national regions secondary numbers are expected to decline in each year up to and including 2015. (Source: DfE Statistical Release: National Pupil Projections. Future Trends in Pupil Numbers. Jan 2012).

**Fig 3: Population aged 11 to 15 (age at mid-year):  
Projected change in population size by government office region  
Years: Mid-2010 to mid-2015  
Coverage: Government office region in England**



### School Diversity

The governance arrangements of schools in Havering are becoming more diverse, Of the 80 maintained schools in the borough the majority (68%) are community schools but the proportion of Academies is expected to rise over the next five years inline with government policy.

School category	Primary	Secondary	Special	Total
Community	48	4	2	54 – 68%
Academy – Convertors		10		10 – 13%
Voluntary Aided – Catholic	8			8 – 10%
Foundation	1	3		4 – 5%
Academy – Sponsor led		1		1 – 1%
Foundation (Trust)			1	1 – 1%
Voluntary Aided – Church of England	1			1 – 1%
Voluntary Controlled	1			1 – 1%
Academy – Free school				
<b>Total</b>	<b>59</b>	<b>18</b>	<b>3</b>	<b>80</b>

Primary schools, which include 12 pairs of separate Infant and Junior schools, range in size from 104 pupils on roll to 717.

Secondary schools range from 475 pupils on roll to 1,362, including Post-16 numbers. Six secondaries currently offer Post-16 education. 61% of secondaries are Academies and others have begun the process for conversion. Three secondary schools are single sex, one boy's and two girls', a relatively small proportion of secondaries.

### Parents Survey 2012

Assuring the active involvement of parents is a fundamental tenet of our approach to school planning. Understanding their satisfaction with the existing school organisation system, and their preferences and concerns for the future is essential to the commissioning process.

National data indicates a relatively high proportion of parents residing in the borough received an offer of a place at one of their preferred secondary schools, when compared to the average for Outer London boroughs eg 96.4% of Havering residents receive an offer of one of their top three preferences compared to the 89.3% Outer London average.

	In borough Applications	Sum of all admission nos.	Preference Offer					Alternative offer	Offer made to resident	
			1st	2nd	3rd	1-3	Other		In LA	Other LA
Havering	2,490	3,248	81.3	11.3	3.7	96.4	98.2	1.8	91.4	8.6
Outer London Boroughs Average	50,931	54,907	68.4	14.6	6.4	89.3	95.5	4.5	81.3	18.7

*Source: DfE Statistical Release: Applications and offers for entry to secondary schools in England in for the academic year 2012/13.*

High numbers of parents being offered their preferred school however is not necessarily a reliable indicator of parental satisfaction with the schooling provided in their area. A recent national parental satisfaction survey found that the schools parents indicated were their preferred were in fact often those they felt they had the most realistic chance of being offered, rather than their ideal.

This national survey identified the factors that affected parental choice of school, their satisfaction with local provision and their attitude to proposals for new providers. The key findings were:

- proximity of a school, exam results and reputation were the most important factors influencing choice. While local authorities cannot change the location of a school they could influence levels of satisfaction by providing up to date information on improvements that can have a bearing on reputation.
- parents generally said they were making informed decisions about preferences for schools but in areas where they believed their choice was limited they did not necessarily select the ideal school for their child. It was clear that in making choices, 'first choice' schools were not necessarily the preferred choice, they can be the realistic choice in the circumstances

- parents supported in principle a diversity of school types and a demand for more school types in their area, a need for more grammar and single sex schools was cited mostly. While there was support for the involvement of partners in schools, the level of support for different types of provider varied. Further and Higher Education institutions were viewed very positively, while faith groups and independent groups received less support. When promoting the involvement of partners in schools it would be easier to win parental support if those partners were universities or colleges.

In May 2012 Havering conducted its own Survey of Havering Parents to find out what they felt about the existing school provision and what they would like to see in the future. A detailed analysis will be produced and made available in due course later in the year.

### 3. **Supply analysis**

#### Primary Places

In 2011 there were a total of 19,464 primary places in the borough for 18,429 pupils, an occupation rate of 95%, above the 90% rate recommended by Audit Commission to allow flexibility for parental preferences to be met and population movement. Of the 59 primary schools in Havering in 2011, 18 were full or had pupils in excess of their capacity and 41 had one or more unfilled places.

Total primary pupil numbers are forecast to rise from 2010/11 by 12.3% by 2015, and by 27% by 2020. We expect that this rise will be sustained longer term, driven mainly by the underlying increase in annual birth rate which is projected to rise to 3,200 in 2015/16 and to continue at this increased level for the foreseeable future.

Changes to the housing benefits system is anticipated to lead to a movement of families with school age children from housing in expensive central areas of London to the more affordable housing available in outer London boroughs such as Havering.

The most significant growth is projected for Year R (the Reception year) the first year of entry to compulsory primary education. Numbers are forecast to rise from 2,826 in 2011/12 to some 3,310 in 2016/17 (17%), and to 3,513 (24%) by 2020/21.

When pupil projections for Year R are broken down into school place planning areas (Appendix C) and compared with the availability of places in the area, the forecast need for places is assessed in forms of entry as follows:



School Place Planning Area	Projected Shortfall of School Places by Planning Area					
	2012/13 Bulge Classes	2013/14 FE	2014/15 FE	2015/16 FE	2016/17 FE	Total FE
Romford	2	3	1		1	5
Harold Hill/ Harold Wood	1	2		1	1	4
Rainham, S Hornch, Elm Pk	1	2		1	1	4
Collier Row/ Mawney	1	2			1	3
Hornchurch	1	2			1	3
Upminster	0.5	1			1	2
<b>Total</b>	<b>6.5</b>	<b>12</b>	<b>1</b>	<b>2</b>	<b>6</b>	<b>21</b>

- Bulge classes are a temporary expansion of one class of 15 or 30 for one year, with no necessary commitment for future years
- FE is a 'form of entry', the need for 30 places for each of the seven primary year groups (YrR-6) ie 210 places per form of entry.

There is limited diversity among primary schools, with community and voluntary aided Catholic making up 95% of schools. The growth in pupil numbers will present an opportunity longer term to introduce new schools to the borough which will be required to be Academies or Free schools.

### Secondary Places

There were a total of 17,924 secondary places (11-19) in 2011 for 16,672 pupils, giving a 93% occupancy rate which is slightly above the 90% recommended by Audit Commission.

Of the 18 schools in the borough in 2011 two were full or had pupils in excess of their capacity and the remaining 16 had one or more unfilled places, a total of 1,297 unfilled places across all secondaries.

Secondary numbers are projected to decline until 2016/17, at which time the increase in primary numbers will start to flow through. Currently there are 1,297 surplus places, 7% of total places, which is close to the 10% level recommended by Audit Commission. Rising primary numbers in neighbouring authorities; the raising of the participation age in education, employment or training from 2013/14; the possibilities that some secondaries may apply to become All-through, in response to the need to expand primary places; and the opportunity for some schools to propose to increase their age range by the provision of Post-16 education, could significantly encroach on spare capacity by 2016/17 when numbers are forecast to rise longer term.

An analysis of Year 7 forecasts, the first year of entry to secondary school, projects a shortage of places by 2018/19, and a requirement for up to four class bases to meet the demand. (Appendix E).

There is currently diversity amongst secondaries though evidence from the parents' survey of the need for more single sex provision, especially for girls. Government

policy may lead to further diversification with the introduction of new Free Schools and Academies to meet longer term future demand for additional places.

#### **4. Proposed strategy**

##### Primary

There is a projected need for 21 forms of entry at primary level over the five year life time of this strategy, and a further need into the future.

There is an urgent need to provide primary places by September 2012 and this is being done by providing sufficient 'bulge classes', temporary expansions of one class of 30 for one year, for each planning area of the borough. Suitable schools have been invited to accept a bulge class if they were located within the area of growth and had sufficient existing space to accommodate a single class.

For September 2013 (12) and 2014 (1) there is a projected need for a total of 13 Reception classes and to meet this we propose to expand the capacity of a sufficient number of schools to meet demand.

Suitable schools for expansion are being selected on the basis that they are both popular and successful; they have sufficient site area for expansion; expansion will not lead to the school becoming too large; and the school is located within an area of growth.

In light of the limited number of schools that may be suitable for expansion there may be a need to introduce new schools into the borough by September 2014 and/ or September 2015. However, by 2016/17 there is a projected need to commission up to a further eight Year R classes. This demand may be met by the introduction of new schools. However, if this has not happened there may be fewer schools who are likely to be able meet the criteria for expansion, eg it would normally be against Council policy to expand a Primary beyond three forms of entry, or an Infant or Junior school beyond four forms, because over expansion could affect the ethos and organisation of a school, and be against parental preferences.

For these reasons we are planning to meet the need for places from 2015/16 onwards by commissioning new schools, where possible, and suitable secondaries that have suitable sites for extending their age range to include a primary phase.

Technical feasibility works will be carried out at a number of secondaries to assess their potential for expansion to accommodate a primary phase.

Representations will continue to be made to DfE to explore the opportunities for major capital investment in primary expansion projects.

##### Secondary

While numbers are projected to continue to fall to 2015/16 and there is already 7% surplus capacity across all secondaries, it is important to continue to monitor numbers as applications from neighbouring boroughs may rise significantly flowing from their primary rising rolls.

The DfE will shortly be inviting expressions of interest from sponsors seeking to open new Free Schools or Academies from 2014/15. Havering's Officers are meeting with potential sponsors and providing them, where appropriate, with the evidence they need of a shortage of new places and possible potential sites or accommodation in the borough.

There will be a need to continue to monitor the capacity of secondaries, including Academies, in view of developments such as primary expansions on site and which could affect capacity and constrains the flexibility to provide additional places when they are needed once rising primary numbers reach transfer stage.

## References

- A. DfE Statistical Release, National Pupil Projections: Future Trends in Pupil Numbers – Jan 2012

<http://www.education.gov.uk/researchandstatistics/datasets/a00201305/dfe-national-pupil-projections-future-trends-in-pupil-numbers-december-2011>

- B. DfE Statistical Release, School Capacity 2011

<http://www.education.gov.uk/rsgateway/DB/STR/d001050/index.shtml>

## Appendices

- A. Primary Pupil Population Projections 2012/13 to 2021/22 (D4)
- B. Reception Pupil Population Projections 2012/13 to 2021/22 (D5)
- C. Map showing All Schools by ward boundary
- D. Secondary Pupil Years 7-11 Population Projections 2012/13 to 2021/22 (D7)
- E. Secondary Year 7 Pupil Population Projections 2012/13 to 2021/22 (D8)