



CABINET

Subject Heading:

Children and Young People Education
Place Planning Plan 2023-2027

Cabinet Member:

Councillor Oscar Ford, Cabinet Member
for Children and Young People

SLT Lead:

Robert South, Director of Children's
Services

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Policy context:

The Strategy has implications for all wards
in the borough.

Financial summary:

No financial implications from approving
the strategy, however, there will be
significant financial implications arising
from its delivery.

Is this a Key Decision?

Yes

When should this matter be reviewed?

August 2023

Reviewing OSC:

Children & Learning

The subject matter of this report deals with the following Council Objectives

People - Things that matter for residents **X**

Place - A great place to live, work and enjoy

Resources - A well run Council that delivers for People and Place.

SUMMARY

In Havering we have seen an increase of 52% in the number of births between calendar years 2002 to 2016. This includes a 19% increase in the birth rate from 2012 to 2016. However, since the birth rate peaked in 2016, we have seen a year on year reduction in the birth rate in Havering, with the birth rate decreasing by 11% between 2016 to 2021.

The birth rate in Havering has declined from 2016/17 onwards which in turn has resulted in a decrease in 0-5 population.

In the early years phase – the most recent data (2022) shows that the total number of 3 and 4 year old accessing 15 hours of free provision in all schools and settings has decreased from 3392 in 2020 to 3161 in 2022.

It is placed within the context of the coronavirus (COVID-19) pandemic which continues to have a significant impact on families resulting in a changed demand for childcare. The scale of the impact may take some time to be fully understood.

In the primary phase, the birth rate peaked in 2015/16 and has declined year on year since. This has resulted in lower Reception intakes in 2021/22 and 2022/23 following the peak intake in 2020/21.

It is too early to predict whether low primary rolls will continue in Havering. The school place planning team will continue to oversee School Organisation issues, monitoring each new release of school rolls and projections throughout the year to assess how schools can continue to be supported during this period of fluctuating demand for school places.

In the secondary phase, current projections indicate that there is no immediate demand for a new secondary school in Havering, as earlier projections had indicated. Plans for a new secondary school have therefore been paused.

To meet the growing need in SEND, Havering has submitted an application to the DfE for a new 300 place all through free school, to meet the growing need for children and young people aged 5 to 19 years old who have complex or severe ASD, SEMH and SLD needs.

Similarly, to meet the growing need for Alternative Provision places, Havering is applying for a new 150 place all through AP free school through the AP free school application wave, in partnership with KORU Independent provider.

This plan is intended to update the Cabinet on the latest school places data and set out the proposed approach to meet that growing demand for the next five

years, in the context of new national expectations about this changing role. The plan is also intended to:

- help the school community understand the longer term population trends and the implications for their schools;
- 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;
- outline to potential sponsors of new schools, such as Academies and Free schools, contextual information about Havering's changing school population.

RECOMMENDATIONS

That Cabinet:

1. Approve the draft Children & Young People Education Place Planning Plan (C&YPEPPP) in Havering 2023-27;
2. Approve the circulation of the draft C&YPEPPP for consultation to all stake holders in early years and school place planning;
3. Delegate the determination of the final C&YPEPPP, to the Cabinet Member for Children's Services in consultation with the Director of Children's services;
4. Approve for the LA to launch a competition to select a proposer for the new special free school if the application is successful.
5. To note that a further report will be going to Cabinet, that will set out the details of each proposal, the consultation process and indicative costs and funding for each scheme.

REPORT DETAIL

1. Introduction

- 1.1 In Havering we have seen an increase of 52% in the number of births between calendar years 2002 to 2016. This includes a 19% increase in the birth rate from 2012 to 2016. However since the birth rate peaked in 2016, we have seen a year on year reduction in the birth rate in Havering, with the birth rate decreasing by 11% between 2016 to 2021.
- 1.2 This reduction in birth rate is also reflected in a reduction in the total fertility rate- that is the average number of live children that a group of women would bear if they experienced the age-specific fertility rates of the calendar year throughout their childbearing lifespan. It is a better measure of trends than the number of livebirths, since it accounts for the size and age structure of the female population of childbearing age. In Havering in 2016, the total fertility rate was 1.97. By 2021, this had reduced to 1.66, similar to the rates seen 20 years ago. This shows that on average, the number of children women of childbearing age are having has reduced.
- 1.3 The lower birth rate and the lower total fertility rate all indicate that there will be a reduction in demand for mainstream education and school places in the future, due to fewer children being born in the borough.
- 1.4 The number of primary age pupils (Years R- 6) in Havering schools is expected to rise from 23,223 in 2021-22 to 24,619 in 2026-27. Despite the declining birth rate, the projected primary demand in Havering is driven by the new housing planned in the Romford and Rainham areas, hence the expected increase in the primary population between 2021-22 to 2026-27. By 2031-32, pupil numbers are forecast to be 24,246 (this is lower as a result of a declining Reception intake from 2021/22).
- 1.5 The number of secondary age pupils (years 7-11) in Havering schools is expected to rise significantly from 14,929 in 2021-22 to over 17,331 in 2028-29 (the end of the standard forecasting period). Beyond this point, the longer term strategic forecasts indicate that pupil numbers will continue to rise, although this estimate is heavily influenced by projections of new housing development beyond 2025, the principal driver for Havering's long term strategic forecasts. Any further major housing developments in any of the secondary planning areas may require new school sites and school provision in order to accommodate the school place demand.
- 1.6 The number of Havering pupils with an EHCP is expected to rise significantly from 2138 in 2021-22 to 3167 in 2026-27 – a 48% increase. A new special school and new SEND Units will be needed to meet this growing need.

1.7 This substantial change in primary, secondary and SEND population requires an agreed plan to enable the Council to continue to meet its responsibility to ensure there are sufficient school places available for children and young people in the right areas and at the right time to meet demand, whilst maintaining a focus on high quality education as well as enabling a culture of high performing and financially sustainable schools.

2. Early Years Education and Childcare

2.1 We are aware that assessing the childcare market and ensuring a sufficiency of provision is both a complex and a constantly moving challenge. Analysis of childcare places for 0-4 year olds shows that there continues to be sufficient across the borough.

2.2 Overall there is a decline in the 2,3 and 4 year olds projections in line with the decline in birth rate and 0-5 population.

2.3 We are projecting an increase in demand for 2,3 and 4 places in the following wards Beam Park, Rush Green & Crowlands and St Edward's. This is due to the amount of housing planned in those wards. Both new primary schools due to be open to meet demand in those areas will have a nursery.

3. Primary Places

3.1 As a result of declining birth rate we are projecting a decline in the Reception Intake from 2021/22 onwards.

3.2 In some planning areas, we will need to closely monitor and put measures in place to address surplus.

3.3 Primary School Forward Plan by planning area- Reception need

Planning Area	Surplus/Deficit of places				
	By 2022-23	By 2023-24	By 2024-25	By 2025-26	By 2026-27
Collier Row	2	2	3	4	2
Elm Park and S. Hornchurch	0	0	1	1	0
Harold Hill	1	1	2	2	1
Hornchurch	1	1	2	2	1
Rainham	0	-1	0	0	0
Romford	0	0	0	0	-2
Upminster and Cranham	1	0	1	1	0

**To note the 2026/27 forecast is based on a projected birth rate.*

3.4 Options to address surplus/deficit by planning area:

- **Collier Row**- In the immediate term will need to assess each year whether in-year variation(s) will be needed to manage the surplus in this area. Permanent PAN reduction is required in order to reduce the surplus in this area.
- **Elm Park and South Hornchurch**- No action required. A school in this area has already determined a lower PAN going forward via the determined admission arrangements in order to manage the surplus in this area.
- **Harold Hill**- In the immediate term will need to assess each year whether in-year variation(s) will be needed to manage the surplus in this area. A school in this area has already determined a lower PAN going forward via the determined admission arrangements in order to manage the surplus in this area. Further permanent PAN reduction is required.
- **Hornchurch**- In the immediate term will need to assess each year whether in-year variation(s) will be needed to manage the surplus in this area. Permanent PAN reduction is required in order to reduce the surplus in this area.
- **Rainham** - No action required. As part of the Beam Park development in this area a new 2FE primary school is due to be delivered in 2026-27.
- **Romford**- As part of the Bridge Close development in this area a new 3FE primary school is due to be delivered in 2026-27.
- **Upminster**- A school in this area has already determined a lower PAN going forward via the determined admission arrangements in order to manage the surplus in this area.

3.5 Over the period of the plan, the projected primary demand in Romford and Rainham is driven by the new housing planned for these areas. As the future primary need is led by housing there is a need to ensure that the new schools planned to help meet the school place demand from the new housing are delivered at the right time. If the schools open and the housing is delayed, this will lead to surplus places that will impact all schools in the area. The timing of opening new schools is crucial in order to ensure school places are delivered in the right place at the right time.

4. **Secondary Places**

4.1 In the secondary phase, current projections indicate that there is no immediate demand for a new secondary school in Havering, as earlier

projections had indicated, and as the future demand is linked to housing being delivered, plans for a new secondary school have therefore been paused.

4.2 The current surplus capacity for Year 7 is 13 % across Havering, however this varies across planning areas. By the end of the forecasting period (2028/29) there is projected to be a capacity deficit of 1% in Year 7 across the borough (based on current capacity data).

4.3 Secondary School Forward Plan by planning area- Year 7 need

Planning Area	Surplus/ Deficit of places						
	By 2022-23	By 2023-24	By 2024-25	By 2025-26	By 2026-27	By 2027-28	By 2028-29
North	0	-1	-1	-1	-2	-2	-2
Central	4	1	1	0	-2	-5	-3
East	4	3	3	3	2	1	1
South	4	3	3	3	2	1	2

**To note the 2026/27 forecast onwards are based on a projected birth rate.*

- **Secondary-** Please note that both schools in the North planning area have already undergone permanent expansion; Redden Court has expanded by 2FE and Drapers' Academy has expanded by 1FE having declined to expand further. Therefore, the need for places in this planning area will have to be met by available places in the neighbouring Central planning area.
- The projected need in the Central planning area is towards the end of the planned period; however, this is linked to housing in the area being delivered. The need can initially be met via available places in secondary schools in the South and East planning areas.
- The 2027/28 year 7 intake represents the peak primary cohort transferring to secondary school and it is expected that after this year the year 6 cohorts transferring to secondary school the following year will be smaller. Therefore, the aim would be to implement temporary increases in PANs if needed in order to accommodate the larger cohorts transferring from primary to secondary, on the understanding that future year 7 intakes would start to reduce. Permanent solutions would be considered if the growth in 2027/28 were sustained.
- In the secondary phase, current projections indicate that there is no immediate demand for a new secondary school in Havering, as earlier projections had indicated, and as the future demand is linked to housing being delivered, plans for a new secondary school have therefore been paused.

- Nevertheless, we will closely monitor the year 7 intakes for future years and if it appears that the growth in year 7 in 2027/28 will be sustained, we will need to start discussions about the need for a new secondary school.

5. Post-16 Provision

- 5.1 Demographic forecasts from the GLA show that the 16-19 cohort in Havering is projected to increase over the next few years.
- 5.2 The projections show that the number of Havering residents accessing full or part time education is projected to continue to increase from 2022/23 onwards. The projected increase in demand can be met within the existing capacity of Havering Sixth Form College and FE college.
- 5.3 The projections show that the number of students expected to study at a Havering school sixth forms is projected to increase from 2024/25 onwards. The Harris Federation will open a new, co-educational, 16-19 sixth form in Rainham in September 2023. The new sixth form will have 400 places and partner with the sixth forms at Harris Academy Chafford Hundred and Harris Academy Riverside, once it opens. It will offer academic A-levels and Level 3 BTECs. The projected increase in demand will be met by the new sixth form.
- 5.4 Future priorities over the plan period - Post 16
- To secure sufficient resources for world class learning so that all young Havering residents are able to access such opportunities, particularly for learners with support needs.
 - Ensuring that the technical education reforms and the introduction of the Technical study programmes including the new T Levels help address Havering's need for a highly skilled workforce. The two year qualifications as an alternative to A Levels, other post-16 courses or an apprenticeship.
 - Improving the availability of high quality careers guidance throughout Havering raising aspirations amongst local young people. This includes increasing the need for schools and colleges to engage with employers in order to meet the Gatsby Benchmarks.
 - Continuing to promote and develop the Apprenticeship offer in Havering, including the Higher level Apprenticeship opportunities up to level 7.

6. SEND Places

- 6.1 The [Havering High Needs Strategy](#) has been developed and gives details of our local offer and the changes that will be implemented to ensure that the needs of children and young people with SEND are met.
- 6.2 Over the period of this plan we are projecting an increase of 48% in the number of Havering residents with an Education Health Care Plan statement attending primary, secondary, special school and post-16 provision in a Havering or in an out-borough SEND provision.
- 6.3 Borough wide projections for Havering residents with an Education Health Care Plan or a statement attending primary, secondary, special school and post 16 provision in a Havering or in out borough SEND provision.

Academic year	Cognition and Learning	Communication and Interaction	SEMH	Physical and/or Sensory	Totals
2020/21	544	905	272	173	1894
2021/22	574	1057	312	195	2138
2022/23	620	1110	361	191	2283
2023/24	660	1207	417	191	2474
2024/25	705	1310	489	192	2697
2025/26	738	1422	567	196	2922
2026/27	783	1536	642	206	3167

6.4 The table above highlights that for:

- Cognition and Learning – historical trend shows an increase between 2020/21 and 2021/22. We expect this trend to continue going forward.
- Communication and Interaction – historical trend shows a high increase between 2020/21 and 2021/22. We expect this trend to continue going forward.
- SEMH – historical trend shows an increase between 2020/21 and 2021/22. We expect this trend to continue going forward.
- Sensory and/or Physical - historical trend shows an increase between 2020/21 and 2021/22. We expect there to be a small decrease between 2021/22 and 2022/23 and for this to slowly increase from 2024/25 going forward.

6.5 Future priorities over the plan period- SEND;

To meet the growing need for SEND places, the LA will

- Deliver a new 300 place all through free school to meet the needs of children and young people aged 5-19 years who have complex or severe ASD, SEMH and SLD needs by 2026.
- Deliver more SEND Units in mainstream settings to create more places for pupils with Communication and Interaction, Cognition and Learning and SEMH needs, who can best be supported in mainstream provision or a SEND Unit where appropriate.
- Revisit capacity in current local special schools to increase place numbers where possible, investigating the need for additional space to accommodate more children and young people
- Develop a community base in conjunction with a specialist provider and establish a coordinated Education Other Than At School (EOTAS) provision for children with EHCPs to support children and families who are either out of school or who are struggling to attend mainstream school until more special school places are available.

7. AP Places

7.1 Havering's published permanent exclusions data over the last seven years is shown below:

Academic Year	Permanent Exclusions	Withdrawn Exclusions	Reinstated after panel hearing
2015/16	28	0	0
2016/17	44	0	0
2017/18	37	0	0
2018/19	17	0	0
2019/20	4	10	0
2020/21	0	32	0
2021/22	3	62	1

7.2 Havering saw an increase in permanent exclusions in 2016/17 which led to a restructure in 2018, strengthening the Havering's inclusions service and the implementation of the 'School Inclusions Referral Gateway' being established in collaboration with its schools and academies.

With Havering's permanent exclusions reducing year on year, it has given rise to an increase in withdrawn permanent exclusions and directions offsite to AP for a period of support and intervention, as illustrated in the table above.

This trend of withdrawn exclusions has resulted in schools and the local authority utilising alternative provisions to support these pupils who have complex backgrounds, presenting with non-engagement, dysregulation or mental ill health.

- 7.3 As a result 30% of the pupils who were placed into AP were supported to engage with Child & Adult Mental Health Service (CAMHS) and Havering's Special Educational Needs Service, which subsequently diagnosed disorders that in some cases led to the issuing of an EHCP.
- 7.4 During COVID-19 AP referrals reduced by 54% due to school closures. After the pandemic numbers increased by 78%, with cases being presented with more increased levels of complex needs. Havering also experienced over 100% increase in Elected Home Education (EHE) referrals during COVID, with currently there being 308 open cases on Havering EHE register.
- 7.5 As shown in the table below we are also projecting an increase of 59% in the number of pupils requiring an educational entitlement in alternative provision from 2020/21 to 2026/27.

Pupils referred to - AP actuals and predicted to 2026/27

Academic year	Autumn	Spring	Summer	Total
2018/19	133	112	48	293
2019/20	20	110	20	332
2020/21	138	105	142	385
2021/22	237	288	172	697
2022/23	197	198	175	571
2023/24	202	201	178	581
2024/25	205	205	181	591
2025/26	208	209	184	601
2026/27	212	212	187	611

10% of these pupils have been identified as having SEND or an EHCP

7.6 Future priorities over the plan period- Alternative Provision

- To apply for a new 150 place all through AP free school through Wave 2022 with KORU as the Lead provider.
- Further develop the ‘AP Out Reach Offer’ - utilise as an Early Intervention to address needs and avoid suspensions and permanent exclusions.
- To maintain the Havering prospectus of approved provisions, including independent and academy establishments that the Local Authority contributes funding towards to, ensuring Quality Monitoring and Evaluation visits are completed and standards are met.
- Work with schools to enable them to be inclusive, ensure Havering schools are inclusive in supporting vulnerable children and young people by identifying needs early and putting the right support in at the right time to enable them to achieve and be aspirational.
- Improve smooth transition of pupils from primary to secondary and provide extended out of school space and activities for vulnerable pupils who come from deprived and complex backgrounds.

8. Next steps

We are asking the Cabinet to approve the draft C&YPEPPP. The C&YPEPPP would then be circulated for consultation to schools, parents, the Dioceses and all other school place planning stakeholders. Following the end of the consultation period the C&YPEPP plan would be revised appropriately and then subject to approval by Lead Member be circulated as the approved C&YPEPPP for the next four years.

Key Milestones	Date
Cabinet decision on Draft C&YPEPPP	8 March 2023
Consultation Period	April – June 2023
Decision by Lead Member and Director of Children’s Services on Final C&YPEPPP	July/Aug 2023
Circulation of approved plan	Sep 2023

REASONS AND OPTIONS

9. Reasons for the decision:

This decision is necessary to progress the strategy for ensuring there are sufficient school places in Havering to meet the rising pupil population.

10. Other options considered:

It was considered that the Council could proceed with the proposed changes without an agreed C&YPEPPP in place. However as the Council is in the leadership role for implementing any changes necessary to ensure sufficiency, it should be consulting with stake holders on its proposed strategy for meeting the challenge of the rising school population and in so doing reduce the risk of these plans being unsuccessful.

IMPLICATIONS AND RISKS

11. Financial implications and risks:

Approval of the plan, which sets out the authority's aims and aspirations for education provision in the borough, does not give rise to any financial implications. However, implementation of the plan will have significant financial implications. The most significant of these being capital costs arising from the delivery of additional school places and the associated revenue implication once these places are filled.

There are no costs associated with the submission of bids for free school as this will be completed by existing Council officers. A successful bid could attract millions of pounds of investment in providing a new school in the borough which otherwise would need to be funded by the Council. Before any successful bid is accepted the financial implications will be fully assessed.

CAPITAL

There was £21,953,472 of Basic Need grant awarded for 2020/21 and most of that funding is already committed to deliver additional SEND places. The most recent basic need announcement in March 2022 saw an allocation of £2,031,819 for Havering to fund places up to the 2025/26 academic year.

Until detailed plans for the provision of additional school places are formulated, it is difficult to say whether this funding will be sufficient to meet the costs arising. Havering has put in applications for a new special free school and a new AP free school through Wave 2022 of free schools. Both schools are needed by 2025 to meet the growing demand for SEND and AP

places. If the bids are not successful consideration needs to be given on how these will be funded or on alternative delivery options.

Potential options for bridging any funding gap are as follows:

- S106 contributions/Tariffs/CIL
- Contribution from the DSG as agreed by the Schools Forum
- Further grant allocations
- Council Receipts
- Successful bids to the DfE for funding Free Schools within the Borough
- Borrowing (although there would be associated revenue costs)

The financial implications of the whole school expansion programme will be kept under review as details plans for the delivery of additional places becomes clearer. This will consider the estimated capital cost and funding sources plus the revenue implications of schools and the local authority. Any significant issues will be reported through the appropriate channels as necessary. It is expected that an update will be provided to Cabinet in November 2023.

REVENUE

Revenue Implications

Revenue funding for mainstream schools is met from the Schools Block of the Dedicated Schools Grant (DSG). This includes a specific separate allocation for growth and falling rolls.

If the reduction in the number of primary school places is achieved as outlined above, then the funding allocated to schools will fall in line with the reduced Schools Block funding resulting from the overall fall in primary pupil numbers. If the reduction outlined above does not take place then the separate allocation for growth and falling rolls can be used to provide protection to those schools that will be operating with classes that are not filled. The allocation for growth and falling rolls may not be sufficient to provide full protection leading to budget pressures in those schools with unfilled places.

The growth in secondary school places will be met from the separate allocation for growth and falling rolls and by the increase in the Schools Block funding resulting from the overall increase in secondary pupil numbers.

Revenue funding for SEND and AP places is met from the High Needs Block of the dedicated schools grant. If the new 300 place special school is delivered and the application for a new 150 place AP academy is successful, the additional 450 places will need to be funded from Havering's High Needs Block allocation.

The annual cost per place, net of additional funding received, averages £24,000. Although 450 new places will need to be funded, it is expected that overall expenditure in the High Needs Block will be lower if the new places are created than if they are not. This is because pupils attending the new provisions would otherwise be placed in out of borough and independent settings costing more than £24,000 per annum.

12. Legal implications and risks:

The draft C&YPEPPP will be subject to consultation. It is critical to a sound consultation that it is meaningful, in other words the consultees must be given sufficient information and time to comment and their responses must be conscientiously taken into account by the decision maker before the decision is taken to finalise the C&YPEPPP.

The Council has a statutory duty to secure that efficient primary and secondary education are available to meet the needs of the population of their area. (Section 3 Education Act 1996). It is clear that without a strategy to increase the provision within the Borough over the next few years the Council may fall into breach of its statutory duty. Under Section 6A Education and Inspections Act 2006 if a local authority in England consider that a new school needs to be established in their area, they must seek proposals for the establishment of an Academy. The C&YPEPPP indicates that new schools are likely and as and when this arises officers will be provided with detailed legal advice.

Individual proposals will need to be submitted for approval for all those schemes requiring statutory approval. Detailed legal advice will be provided on individual cases as they arise.

13. Human Resources implications and risks:

There are no Human Resource implications of, or risks relating to, the proposed decision

14. Equalities implications and risks:

The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to:

- (i) the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- (ii) the need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
- (iii) foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are: age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

The Council is committed to all of the above in the provision, procurement and commissioning of its services, and the employment of its workforce. In addition, the Council is also committed to improving the quality of life and wellbeing for all Havering residents in respect of socio-economics and health determinants.

If Cabinet approves the C&YPEPPP, then the Plan will be sent to all parents and stakeholders for consultation. A full EQHIA will be carried out when finalising the C&YPEPPP.

15. Health and Wellbeing implications and Risks

There are no health and wellbeing implications of, or risks relating to, the proposed decision.

16. ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS AND RISKS

There are no environment and/or climate change implications associated with this Report.

That said, new builds are encouraged to adopt reduced carbon-centric approaches to development, and this is advanced through the tendering and procurement processes expected in all LBH engagement with external service providers as part of the pursuit of best value.

BACKGROUND PAPERS

Draft Children and Young People Education Place Planning Plan 2023-27