

Cabinet **14 January 2019**

Report title: Pupil Place Planning and Resultant Capital Programmes

Wards: All

Portfolio: Deputy Leader of the Council (Children and Young People): Councillor Jenny Braithwaite

Report authorised by: Strategic Director for Children, Adults and Health: Annie Hudson

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Report summary

This report details the demand and projections for primary and secondary school places in the borough and the current and proposed capital delivery programme associated with them.

Primary school applications for places have flattened off in the last three years with a slight fall in birth rate and have been less than previously projected. Our figures indicate that there should be sufficient overall primary places for the next few years, although there are still some localised pressures from specific developments. In the long term there will remain more pressure on primary places in the south of the borough but a surplus in the north. Secondary demand is beginning to increase significantly as the rapid growth that began in primary schools around 7 years ago works its way through to secondary.

Lambeth is currently a net exporter of pupils at secondary level but with increasing demand across London it is likely the borough will export fewer pupils and potentially become a net importer. The effect of shortages in places in adjoining boroughs, which has proved difficult to predict, is more significant at secondary level but we project that despite the recent programme of expansion, further secondary provision will be needed from 2019/20. Secondary expansion is therefore the more immediate priority and this report sets out proposals for addressing the latest needs.

This paper does not deal with special school places though a considerable number have been created in recent years to ensure sufficient capacity locally so that children can be educated in their local communities wherever possible.

Finance Summary

There is currently £6,977,692 of uncommitted funding available in the Council's Capital Investment Programme (CIP), plus £1,046,454 of Section 106 funds for education projects yet to be included and committed in the CIP. This results in a total of £8,024,146 available funds. There are potential risks within the existing programme totalling £413,568 which, if realised, would reduce the amount available.

This sum is in addition to the £32,773,100 funds already committed in the CIP to deliver the existing primary and secondary schools expansion programme.

There is an additional £2,092,976 of expected Education Section 106 monies where developers' projects are yet to be started and where funds are not yet available or banked by the authority. This has not been included in the above figures, but is expected to become available in future years.

Recommendations

1. To note the planned primary expansions and Planned Admission Number (PAN) changes for the period 2019 to 2021.
2. To note the falling rolls in Lambeth's primary schools because of population changes and the potential impact on schools' finances.
3. To note that the proposed primary school provision on the New Park Road/'Telferscot 2' site is no longer required.
4. To note the projections of demand for places and the priority for creating additional secondary school places
5. To approve the approach to planning additional secondary school places potentially in the form of temporary bulge classes, permanent development or expansion.
6. To note the agreement with the Education and Skills Funding Agency (ESFA) for an additional 6FE (Forms of Entry) secondary school which is expected to be delivered by 2020 on part of the Glenbrook primary school site.
7. To agree to the proposed programmes of work subject to appropriate statutory consents.
8. To delegate further decisions to the Deputy Leader of the Council (Children and Young People) on the final capital programme to meet demand.
9. To delegate the power to authorise virements of available funds to the Deputy Leader of the Council (Children and Young People) for the programme as a whole, to manage risks at they arrive.

1. Context

- 1.1 Lambeth Council has a statutory duty to ensure that all school-age children living in the borough receive a school place. In addition, Lambeth has had an objective for many years to provide sufficient places locally to minimise travel distances and enable parents to get their child into a school of their preference.
- 1.2 Over the past seven years a primary expansion programme has seen construction projects across 20 primary school sites providing 27.2 additional forms of entry at a cost of circa £113.9 million. This was funded by circa £96.2 million grant, £16.6 million council contribution and £1.1 million Section 106 funds. In the same time period there have been four secondary expansion projects providing 13.5 additional forms of entry and 450 additional sixth form places at a cost of circa £80.7 million, funded by circa £77.7 million grant, £0.5 million council contribution and £2.5 million Section 106 funds.
- 1.3. In addition to the above, 165 additional Special Education Needs and Disabilities places have been provided or are under development across 11 sites, funded by council contributions of circa £12 million. This is supporting the increasing number of children with Education Health and Care Plans (EHCPs) to be educated in borough alongside their peers. Due to open in 2020 is the 78 place Vanguard special 'free' school which has been developed in association with the National Autistic Society.
- 1.4. There was a 19% increase in applications for Reception places by Lambeth residents between 2009 and 2014 due to a "baby boom"; the highest increases were in the Norwood and Streatham areas. There has since been a drop in applications of 13.8% since 2015, highest in the Brixton and Streatham areas. While it is expected that the numbers will rise again in the long term due to the additional developments being built in the borough and a projected increase in the birth rate which started in 2016/17; in the short term, falling rolls and a decrease in casual admissions will impact on school budgets and the sustainability of small schools.
- 1.5. Demand for school places is affected by a range of factors (described in Appendix B). At primary level there has recently been a significant reduction in applications. It is difficult to be sure what has led to this recent reduction in both Reception applications and casual admissions especially from Eastern Europe, but it is likely to be linked to the reduction in the birth rate as well as welfare reform, increasing house prices and private rents and the anticipated impact of "Brexit".
- 1.6. There is a clear need for additional secondary places in the coming years as the 'bulge' goes through secondary schools. Neighbouring boroughs have noted an increase in Year 7 pupils entering their secondary schools, as has Lambeth; so, it is therefore anticipated that by 2019/20 a greater proportion of the Year 6 residents who would have previously gone out of borough for secondary school may stay in Lambeth. Consequently, Lambeth could export fewer pupils and potentially become a net importer of secondary school pupils. The number of places, or lack of them, in adjoining boroughs is very much more significant in secondary place planning than in primary, because of the greater mobility of pupils at this age. Secondary expansion is therefore the more immediate priority. Whilst complicated by the possibility of creation of free schools, and the uncertainty of projection due to the cross-borough effect, it is clear that more school places will be needed; 1.5FE bulge classes have been arranged for 2018 and a 6FE secondary "free" school is opening in 2020.

2. Proposal and Reasons

- 2.1 In 2015 an external peer review was requested by Scrutiny and was undertaken by an external consultant to examine Lambeth's pupil place planning processes and systems. The overall conclusion from this review was "that the Lambeth systems and methodologies for calculating demand and projections for primary and secondary school places are fit for purpose. The methodologies are based on a sound approach, grounded in the right data sources and are shared appropriately within the local authority and with elected members".
- 2.2 Lambeth has large housing targets to meet. The London Plan 2016 sets a minimum target for Lambeth of 1,559 net additional dwellings per annum (dpa) between 2015 and 2025. The Draft London Plan published for consultation in December 2017 proposes a small increase in Lambeth's minimum housing target to 1,589 dpa between 2019 and 2029. This new target will not be finalised until the new Draft London Plan has undergone examination (Spring 2019) with final publication expected late 2019. This proposed new target is reflected in the Draft Revised Lambeth Local Plan, which underwent public consultation between October and December 2018 following a Cabinet decision in October 2018, and is expected to undergo its own examination during 2019/20. In order to meet the housing targets set, there is anticipated to be new housing developments in Lambeth in the 2020s and this will of course generate more pupils of all ages. Additional "child yield" has been factored into our projections. A formula is applied to planned housing development data which determines, for each size and tenure of anticipated units, the number of children of each age group likely to arise from these each year. Forecasts indicate that around 250 children of Reception age and around another 250 children age 11 are likely to be added to the population by September 2022. More than half of these being in the Vauxhall and Clapham areas where a significant number of homes are to be built. Appendix A describes "child yield" in more detail. Because of other factors as described above it is difficult to predict 'child yield' accurately.

Primary

- 2.3 Live births dropped every year between 2010/11 and 2015/16 which led to a drop in the 2015/16 to 2020/21 school-age estimates. GLA projections indicate that the birth rate began to rise again from 2016/17 and will continue to do so by around 1% each year until 2020/21 when it will be likely to flatten off. Further detail is given in Appendix B.
- 2.4 Between 2007 and 2015, 33.5 'bulge' classes were set up in primary schools across the borough. Bulge classes are disruptive to schools and distort application priorities. Further bulge classes have not been needed since 2015 and are not expected to be needed for the next few years. There have been 23.2 permanent class expansions to Primary Schools between 2010 and 2016. There were also 4 primary expansions from September 2016 where additional 4.1 Forms of Entry (FE, where 1FE = 30 pupils) was added at Reception. The tables in Appendix C show the recent expansions in each town centre.
- 2.5 Despite the dip in overall applications, there has recently been a greater demand for places in the south of the borough, likely to be because house prices and rent is cheaper in the south. The schools' capital building programme has addressed much of this demand with a comprehensive building and expansion programme.

- 2.6 Planned additional places are due to be added in 2020 in the Vauxhall Keybridge area where significant developments are being built. The scale of development would require children to travel a long way to school if action is not taken. The Council is funding the schemes by a combination of Vauxhall Development Infrastructure funding and contributions from a partnership with developers as well as S106 monies. The current primary expansion programme includes provision for the following primary expansions and planned Admission changes:

Table 2.6: Planned primary expansions and Planned Admission Number (PAN) changes

Norwood	2018	Rosendale have increased their Pan from 90 to 120(1FE) from September 2018 for one year only. This is an *unplanned bulge class decided by the governing body of the school.
Brixton	2020	Sudbourne planned expansion from 1.5 to 3FE, 45 to 90 places
North Lambeth	2020	Wyvil planned expansion of 2FE from 60 to 120 places

Updated: 17/10/18

**not agreed as part of overall borough strategy*

- 2.7 Pupil projections, or forecasts, for Reception in Lambeth are an estimate of future demand for places as this relies on the resident population rather than the current provision of places. Appendices D-E describe the current number of places available, pupils on roll and recent trends in applications for Reception places. Appendix F shows the model for projecting demand for places in Lambeth compared with the estimated rising-five population and the Planned Admission Numbers (PAN) in Lambeth schools.
- 2.8 The charts in Appendix G show the PANs and projected demand for schools situated within each Town Centre area.
- 2.9 It is normal to apply a “planning factor” to provide a contingency in case demand increases faster than projected. Bearing in mind that projections show that within the next few years there will be more places than applicants, there is likely to be sufficient contingency for the next few years. Due to variability of projections this must be regularly monitored.
- 2.10 Small schools in particular are vulnerable to fluctuations in application numbers and it is important that schools work together with the local authority on agreeing pupil numbers to ensure stability. It should be noted that the overall PAN in Lambeth primary schools has reduced over the last 2 years which has a future impact on the Dedicated Schools Grant revenue funding for schools. If the PANs projected do not materialise in future years this has an ongoing pressure to the schools’ operational funding as they do not generate funding via Dedicated Schools Grant for empty places leading to long term budget pressures for running costs in schools.
- 2.11 The expected surplus or deficit is the difference between the PAN and the projected demand. It is important to note that at primary, this difference is specific to residents and doesn’t consider those who live in other boroughs and take up places in Lambeth schools. Also, that it assumes residents of each Town Centre (or planning area) would like to have a place in a school situated in their Town Centre whereas it is likely that this will not always be the case, although it remains desirable to have enough places in each area to match the demand. The table below shows the forecasted number of surplus places in Reception classes in Lambeth.

Table 2.11: Surplus places in Reception classes in Lambeth schools based on forecasted application numbers

Remaining Places	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Brixton	126	138	207	206	201	195	192
Clapham & Stockwell	122	143	141	143	139	136	133
North Lambeth	157	199	238	221	209	197	188
Norwood	-10	-54	9	4	6	8	11
Streatham	-29	-18	46	23	19	17	16
Total	366	408	641	597	575	553	540

Updated: 17/10/18

2.12 The table shows that once existing planned expansions have been completed there is likely to be sufficient overall provision in the borough. There is not likely to be need for any further expansion of primary schools in the south of the borough for the next few years. For this reason it has been decided not to progress with the New Park Road/ 'Telferscot 2' primary school development though consideration of its use for other educational provision will be made.

2.13 Lambeth has a mobile population which means that there are a considerable number of casual, or in-year, applications for places. In 2017/18 there were 126 casual admissions for Reception (a reduction of almost 20% from 2016/17) which is an additional 3.9% on the number of applications that year. Surplus can be usually be accounted for with the expected in-year applicants, though with falling numbers this should be monitored. It is important that there are sufficient places to cope with these in-year admissions.

Secondary

2.14 There was a 17% increase in the number of Y7-11 pupils on roll in Lambeth's schools between 2011/12 and 2017/18. The additional numbers in Lambeth's primary schools are now moving into Year 7 so the secondary school population is expected to grow further.

2.15 Lambeth is a net exporter and historically year 7 was approximately 50% smaller than year 6. However, this has increased significantly over recent years and the number of year 6 pupils retained in Lambeth is increasing, with the number of year 7 pupils in 2017/18 being 80% of the number of year 6 pupils in the previous academic year. This percentage figure is known as the transfer rate and it is a net effect as some will move to other boroughs or to private schools and others will come into Lambeth from elsewhere.

2.16 Lambeth has seen a significant expansion of places in recent years for secondary provision. Four new schools were created between 2004 and 2013, and in addition DfE approved the creation of additional secondary places at Durand Academy, the Oasis Academy "free" school and the Trinity secondary "free" school. With the uncertainty of where free schools are going to open in the borough it is difficult to forecast places available. This can have detrimental effects on our existing schools and their intakes.

2.17 Durand Academy has now closed its secondary department and has not been taking secondary pupils from September 2018. Durand Primary Academy has now been

rebrokered by the Department for Education and is now sponsored by Dunraven Education Trust and renamed 'Van Gogh Primary School'.

2.18 Woodmansterne secondary department opened in September 2017 to become an all-through school. This is to be for 5FE with a 150 place 6th Form. It has opened with 3FE from September 2017 using temporary spare capacity in the recently expanded primary school, and will take a further 2FE in September 2019 after completion of the new secondary facility.

2.19 The Education and Skills Funding Agency (ESFA) with the Harris Federation are planning a 6FE secondary “free” school in Lambeth. After a strenuous search by the ESFA had been undertaken, supported by Lambeth Council, part of the Glenbrook primary school site has been identified as the only available site that will accommodate six forms of entry. Planning permission has now been granted for this work to begin. A new build of Glenbrook primary school on its section of the site has now been completed.

2.20 Secondary projections for Lambeth are based on the demand-based Year 6 projections and adjusted for the anticipated increasing transfer rate as pupils move to Year 7. Appendices C-E describe the current number of places available, pupils on roll and the model for projecting roll in Lambeth.

2.21 The expected surplus or deficit is the difference between the PAN and the projected demand. The table below shows the forecasted number of surplus places in Year 7 classes in Lambeth schools. The calculation is adjusted to account for the PAN at the time each cohort started in Year 7. The table below includes all current planned provision including the 6FE secondary free school opening in 2020 as described in 2.19 above.

Table 2.21: Surplus places in Year 7 classes in Lambeth schools based on forecasted application numbers

Remaining Places	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Year 7	60	-119	74	128	131	95	95
Year 8	289	43	-91	96	152	138	93
Year 9	265	305	107	-32	157	195	140
Year 10	246	239	322	117	-20	151	196
Year 11	315	317	351	430	233	85	153
Total	1,175	785	763	739	653	665	677

Updated: 17/10/18

2.22 The difficulty of accurate projection should be noted. The projections show that there is likely to be a shortfall of places in 2019 which can be accommodated with bulge classes. There is potentially spare capacity in existing schools which can cover minor fluctuations. Negotiation with some schools could utilise this capacity as bulge classes as needed.

2.23 A feasibility study to expand Bishop Thomas Grant has indicated that expanding the school largely within the existing facilities would yield, at a budget of circa £7,000,000, a further 2 forms of entry (FE) however discussion with the School Governing Body has currently placed this option on hold, with the school's preference for possible wider expansion outside of the existing envelope.

- 2.24 A further feasibility study has taken place at Norwood School on the land adjacent to the rear of the school, which had previously housed the temporary accommodation for students during the Building Schools for the Future (BSF) refurbishment works. Initial indications are that a 1FE expansion could be accommodated at a budget of circa £7,000,000. While not as economical as the Bishop Thomas Grant expansion, from a practical perspective, this would be the easiest scheme to progress. The proposal would be to replicate the accommodation which previously existed on the site in this location and use that for the bulk of the additional teaching space; with the land adjacent to the previous temporary accommodation being used for an additional teaching space for science.
- 2.25 Depending on the outcome of the above feasibility studies Lambeth would be able to progress a 1 or 2 FE expansion, at a budget of circa £7,000,000 if needed.

Table 2.25: Summary of potential expansions at secondary

Proposed Expansion	Status	Cost	Additional Forms of Entry
Secondary Free School	New School	£nil (EFSA)	6FE (Academy “free” school, mixed)
The Norwood School	Permanent	£7 million	1FE (community school, mixed)
Bishop Thomas Grant	Permanent	£7 million	2FE (faith school, mixed)

Updated 17/10/18

- 2.26 Now that confirmation of the 6FE secondary “free” school has been received and planning permission granted it is less likely that a permanent expansion of a Lambeth school will be needed.
- 2.27 It is therefore recommended that following conclusion of the feasibility studies that a commitment be made to deliver the best value solution of bulge classes or permanent expansion within the available funds if needed. The remaining expansion options should still remain under consideration for as and when further funds are identified and future expansion is required.

3. Finance

- 3.1 The Department for Education’s Central Capital Unit allocates funding to all Local Authorities based on their annual school capacity return (SCAP). In summary this return shows the current spare capacity in all schools and the likely future demand. A higher need to meet demand attracts higher funding. Currently sufficient funds are retained to undertake the recommendation referred to in 2.27 above.

Availability of funding

- 3.2 The current total available funds contained in the CIP over the next three years to fund primary and secondary expansion is £41,343,362, with an additional sum of £1,046,454 for secured Section 106 funds identified for Education Projects. This gives an overall total funding availability of £42,389,816 as set out in Table 3.2 below:

Table 3.2: Summary of available funding

Funding Area	Opening Budget	
Primary Expansion	£	21,238,756
Secondary Expansion	£	20,104,606
Sub-total	£	41,343,362
Banked and Available S106 Education funds	£	1,046,454
Total	£	42,389,816

- 3.3 Of the £42,389,816 funds available for expansion, £32,773,100 is already committed in the CIP to on-going projects. A total of £1,592,570 adjustments to Sudbourne Primary and Woodmansterne Secondary budgets, which results in a total of £34,365,670 committed to expansion projects. This therefore leaves £8,024,146 available for any further expansions, subject to no additional costs being realised within the existing programme, where risks totalling £413,568 have been identified. Spend in-year is forecast at £19.326m.
- 3.4 The Section 106 funds are made up of £1,046,454 yet to be allocated in the CIP. There is an additional £2,092,976 of expected Section 106 money where developers' projects are yet to be started and where funds are not yet available or banked by the authority. Although this funding is likely to be available for spending on educational projects in future years, it is not yet confirmed. This is being reported purely to demonstrate likely additional future funding which at present can serve as a contingency.
- 3.5 The current primary expansion programme includes no financial provision, other than a small sum to cover Council direct costs, for the development of an education facility at the expansion site at New Park Road/'Telferscot 2'. It is assumed that any new facility would be substantially funded by others, or S106 funds.
- 3.6 It should be noted that the total available funds for primary and secondary expansion set out in Table 3.2 above and Table 3.7 below do not include the separately available funds supporting programmes for SEND expansions and enhancements of £1,905,958, Schools' Capital Maintenance costs of £4,239,186, and a provisional capital allocation of £1,200,000 for SEND provision over the next three years.
- 3.7 The above translates into the following funds being available for the provision of additional places.

Table 3.7: Available funding

	Funding
Primary and Secondary Expansion	£41,343,362
Committed Funding	£34,365,670
Remaining Uncommitted Funding	£ 6,977,692
S106 Education funds	£ 1,046,454
Uncommitted Funding Available	£ 8,024,146

- 3.8 The total secured funding of £8,024,146 as set out in Table 3.7 above is available to address the expansion requirements as set out in this report.

3.9 The funding position will very probably be improved when further government funding is announced, anticipated in early 2019 and when further Section 106/DiF/CIL funds are available and banked.

4. Legal and Democracy

4.1 Education authorities have statutory duties to:

- Ensure sufficient school places (Education Act 1996 Section 14).
- Increase opportunities for parental choice (Section 2 of the Education and Inspections Act 2006, which inserts sub-section 3A into S14A of the Education Act 1996).
- Section 13 Education Act 1996 imposes a statutory duty on local authorities to secure that sufficient education is available to meet the needs of the population in their area.
- Comply with any preference expressed by parents provided compliance with the preference would not prejudice the provision of efficient education or the efficient use of resources (School Standards and Framework Act 1998 Section 86).
- Ensure fair access to educational opportunity (Section 1 of the Education and Inspections Act 2006 inserts sub-section 1(b) into S13A of the Education Act 1996).
- The Information as to Provision of Education (England) Regulations 2016 The Regulations impose a duty on local authorities to provide the Secretary of State each year with a report containing information about:
 - The number of registered pupils and the capacity of schools in their area (regulation 3 and Schedule 1).
 - The admission of pupils living in their area to primary and secondary schools, (regulation 4 and Schedule 2).
- Education (Pupil Registration) (England) (Amendment) Regulations 2016:
- The Regulations make amendments to the pupil registration requirements in the Education (Pupil Registration) (England) Regulations 2006 (SI 2006/1751) (2006 Regulations), including:
 - The insertion of a new paragraph in regulation 5 of the 2006 Regulations requiring that a school's admission register must include any new address at which a pupil will be living and any new school which a pupil will be attending, when a person authorised by the proprietor of the school has been given notice of this information by a parent of the pupil (regulation 3).
 - Extending the duty to make a return to the local authority with information in relation to a pupil whose name has been deleted from the school's register (regulation 5).

4.2 Paragraph 94 of the National Planning Policy Framework (NPPF - July 2018) states that the Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities, and that local planning authorities should take a proactive, positive and collaborative approach to meeting

this requirement, giving great weight to the need to expand or alter schools to meet the needs of communities, including where this is as a result of housing development.

4.3 Special Educational Needs & Disabilities (SEND). The Children and Families Act 2014, along with associated statutory guidance (SEND Code of Practice 2014) and other legislation, sets out the Council's duties towards children and young people with special educational needs or disabilities. In addition, schools and local authorities have a duty to provide reasonable adjustments for disabled pupils under the Equality Act 2010.

4.4 This proposed key decision was entered in the Forward Plan on 28 September 2018 and the necessary 28 clear days' notice has been given. The report will be published for five clear days before the decision is approved by Cabinet. A further period of five clear days - the call-in period – must then elapse before the decision is enacted. If the decision is called-in during this period, it cannot be enacted until the call-in has been considered and resolved.

5. Consultation and co-production

5.1 Statutory consultation for all projects is carried out according to DfE guidelines.

6. Risk management

6.1 All of these pupil place planning forecasts should be considered with caution, as they will inevitably include a degree of uncertainty. The further ahead the projections the more likely they are to be subject to change. Welfare reform, house prices and "Brexit" will have an impact on forecasts. In recent years Lambeth has seen migration outwards to Croydon and Merton which will begin to affect the numbers in Lambeth's schools

6.2 The risk of failing to provide sufficient school places would be a significant risk for the Council as their statutory duty to provide school places would not be met.

7. Equalities impact assessment

7.1 This has been deemed a low risk activity and the justification for not completing an Equalities Impact Assessment is appended to this report as Appendix K.

8. Community safety

8.1 The implications are such that the council needs to ensure all pupils have a school place in both primary and secondary schools. Failure to provide such places could be detrimental to the safeguarding of these young people.

9. Organisational implications

9.1 None.

10. Timetable for implementation

10.1 As noted in body of report.

Audit Trail				
Consultation				
Name/Position	Lambeth cluster/division or partner	Date Sent	Date Received	Comments in para:
Cllr Jenny Braithwaite	Deputy Leader of the Council (Children and Young People)	18/11/18	20/11/18	Comments added and returned on 22/11/18
Annie Hudson	Strategic Director, Children's Services	3/12/18	5/12/18	
Sue Foster	Strategic Director, Neighbourhoods and Growth	13/11/18	5/12/18	
Andrew Ramsden	Financial Planning & Management, Corporate Resources	18/10/18	23/10/18	
Henry Langford	Democratic Services, Corporate Resources	18/10/18	29/10/18	
Andrew Pavlou	Legal Services Corporate Resources	18/10/18	23/10/18	
Cathy Twist	Director, Education, Learning and Skills	15/10/18	16/10/18	
Rachel Sharpe	Director, Strategic Capital Programmes, Neighbourhoods and Growth	18/10/18	5/12/18	

Report history	
Original discussion with Cabinet Member	
Part II Exempt from Disclosure/confidential accompanying report?	No
Key decision report	Yes
Date first appeared on forward plan	28 September 2018
Key decision reasons	Meets community impact test
Background information	No
Appendices	Appendix A – Population projections: Child yield Appendix B – Population projections Appendix C – Recent Primary School Expansions Appendix D – Current Primary school places and roll Appendix E – Applications for Reception Places Appendix F – Projections of demand for Reception places Appendix G – Town Centre Charts Appendix H – Current Secondary school places and roll Appendix I – Cross Border Information Appendix J – Year 7 Projections Appendix K – Equalities Impact Assessment

Appendix A – Population projections: Child yield

Local large-scale developments in the borough are likely to have an impact on the child population. This is known as “child yield”. A formula is applied to known planned housing development data which determines, for each size and tenure of potential units, the number of children of each age group likely to arise from these each year. The formula is created from analysis of the difference in the size of the resident population between the Population Census of 2001 and 2011 which directly resulted from new developments.

Lambeth’s housing trajectory is constituted of historic completions data and projected completions from development of large and small sites (conventional supply), non-self-contained units and vacant dwellings brought back into use, drawn from the following data sources:

- Lambeth’s own data on actual and projected completions over the plan period;
- Further Alterations to the London Plan (FALP) housing target for LB Lambeth; and,
- data on capacity for new housing in Lambeth from the GLA’s Strategic Housing and Land Availability Assessment (SHLAA) 2013 for London.

Although there is much interest in some of the larger sites such as Vauxhall Nine Elms and Clapham Park Homes, all sites’ projected child yield are included in these projections throughout the borough.

Table A1: The possible number of additional residents aged 4 (rising 5) as a result of known developments in Lambeth

Age 4 Child Yield	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Brixton	11.5	13.9	12.1	4.5	4.5	4.5	9.1
Clapham & Stockwell	7.7	7.6	8.8	14.1	9.8	9.8	11.0
North Lambeth	14.7	40.9	26.0	20.8	14.0	20.6	30.2
Norwood	3.8	2.7	2.7	2.7	2.7	2.7	2.9
Streatham	3.1	5.4	5.0	3.6	3.6	3.6	3.7
Total	40.9	70.5	54.7	45.8	34.7	41.3	57.0

Updated: 25/07/18

Table A2: The possible CUMULATIVE number of additional residents aged 4 (rising 5) as a result of known developments in Lambeth

Age 4 Child Yield	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Brixton	12	25	37	42	47	51	60
Clapham & Stockwell	8	15	24	38	48	58	69
North Lambeth	15	56	82	102	116	137	167
Norwood	4	7	9	12	15	17	20
Streatham	3	8	13	17	21	24	28
Total	41	111	166	212	246	288	345

Updated: 25/07/18

Table A3: The possible number of additional residents aged 11 as a result of known developments in Lambeth

Age 11 Child Yield	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Brixton	11.0	13.2	11.4	4.3	4.3	4.3	8.7
Clapham & Stockwell	7.4	7.2	8.4	13.4	9.3	9.3	10.5
North Lambeth	14.0	38.8	24.7	19.7	13.3	19.5	28.7
Norwood	3.6	2.6	2.6	2.6	2.6	2.6	2.8
Streatham	2.9	5.1	4.8	3.5	3.5	3.5	3.5
Total	38.8	66.9	51.9	43.4	32.9	39.2	54.1

Updated: 25/07/18

Table A4: The possible CUMULATIVE number of additional residents aged 11 as a result of known developments in Lambeth

Age 11 Child Yield	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Brixton	11	24	36	40	44	48	57.2
Clapham & Stockwell	7	15	23	36	46	55	65.3
North Lambeth	14	53	77	97	110	130	158.6
Norwood	4	6	9	11	14	17	19.3
Streatham	3	8	13	16	20	23	26.7
Total	39	106	158	201	234	273	327.1

Updated: 25/07/18

Appendix B – Population projections

Birth rate

The number of children born in the area gives a good idea of upcoming changes in the resident school-age population. The number of children born is not the same as the number still resident in the borough five years later when they need to start school but the trend is a good indicator.

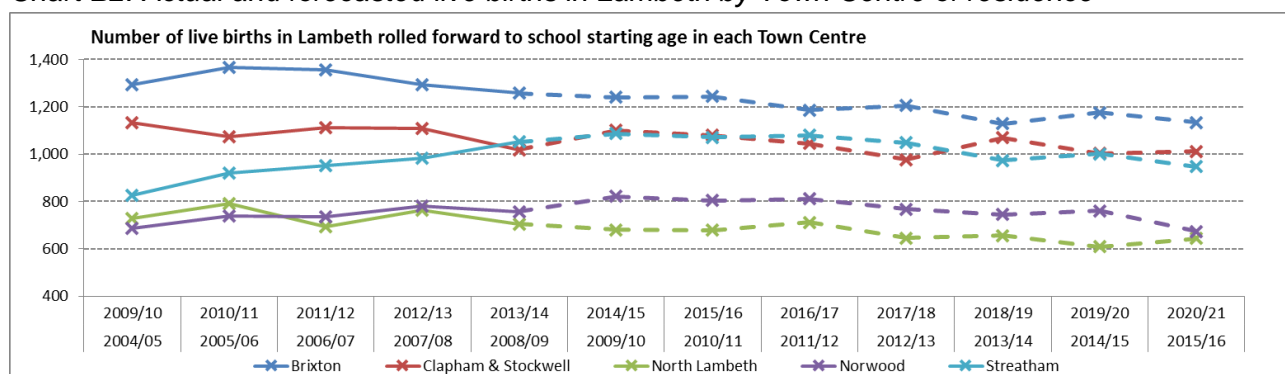
Live births dropped every year between 2010/11 and 2015/16 which led to a drop in the 2015/16 to 2020/21 school-age estimates. Birth rates for 2015/16 onwards are GLA population projections based on migration, housing and fertility trends. GLA projections indicate that the birth rate began to rise again from 2016/17 and will continue to do so by around 1% each year until 2020/21 when it will be likely flatten off.

Table B1: The number of live births to Lambeth residents by Town Centre of residence

Birth year	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
School starting age	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Brixton	1,128	1,176	1,135	1,135	1,145	1,158	1,166
Clapham & Stockwell	1,069	1,004	1,012	1,008	1,015	1,025	1,032
North Lambeth	655	609	643	675	693	714	731
Norwood	745	760	673	683	682	679	674
Streatham	973	1,001	947	988	996	1,003	1,008
Total	4,571	4,549	4,410	4,489	4,532	4,579	4,612

Updated: 25/07/18

Chart B2: Actual and forecasted live births in Lambeth by Town Centre of residence



Updated: 25/07/18

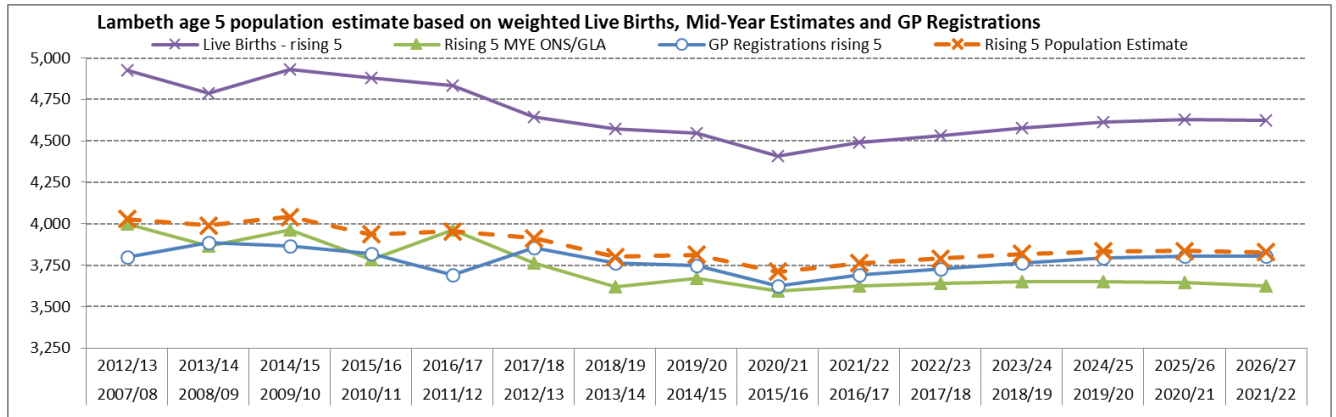
Rising 5 projections

The Office for National Statistics (ONS) produce estimates of the number of residents in each ward who are rising 5. These provide a good estimate of the future changing population. The number of children rising 5 who are registered at a GP in Lambeth can also give a good guide to the population. Most children are registered at a GP even if they are new to the area since, unlike adults, they are more likely to access GP services. Forecasts for GP registrations follow the same pattern as the projections for births.

Resident population estimates

The three sets of population-based estimates: Live births, age 5 estimates and GP registrations, are combined in the form of a weighted average to create the Rising-5 Age 5 population estimate. This estimate (shown as the dashed line in the chart below) is used as the baseline for the rest of the model.

Chart B3: The rising-5 population estimates for Lambeth residents



Updated: 25/07/18

Appendix C – Recent Primary School Expansions

Table C1: Completed primary expansions 2010-2018 for schools situated in each Town Centre

Brixton	+5FE	<ul style="list-style-type: none"> • (Ferndale) Stockwell (+1FE in 2012) • (Tulse Hill) Fenstanton (0 FE in 2013) • (Coldharbour) Loughborough (+1FE in 2013) • (Coldharbour) St John's Angell Town (+1FE in 2015, +1FE in 2016) • (Brixton Hill) Corpus Christi (+0.3FE in 2016) • (Brixton Hill) Orchard Primary (+0.2FE in 2016) • (Ferndale) St Helen's Catholic (+0.5FE in 2016)
Clapham & Stockwell	+1.2FE	<ul style="list-style-type: none"> • (Thornton) Telferscot (phase 1) (+1FE in 2014) • (Clapham Common) Iqra (+0.2FE in 2014)
Norwood	+7FE	<ul style="list-style-type: none"> • (Gipsy Hill) Elm Wood (+1FE in 2013) • (Gipsy Hill) Kingswood (+2FE in 2010) • (Gipsy Hill) Paxton (+1FE in 2015, +1FE in 2016) • (Knight's Hill) Julian's – West Norwood Site (+2FE in 2013)
Streatham	+13FE	<ul style="list-style-type: none"> • (St. Leonard's) St Leonard's CE (+1FE in 2016) • (St. Leonard's) Sunnyhill (+1FE in 2012) • (Streatham South) Granton (+1 FE in 2013) • (Streatham South) Immanuel & St. Andrew's (+1FE in 2013) • (Streatham South) Woodmansterne Primary (+2FE in 2015) • (Streatham Wells) Dunraven Primary (+2FE in 2013) • (Streatham Wells) Hitherfield (+1FE in 2012) • (Streatham Wells) Julian's (+2FE in 2014). Julian's school, (5 FE split over 2 sites) • (Thornton) Henry Cavendish (+2FE in 2010)

Updated: 26/09/18

Appendix D – Current Primary school places and roll

Planned Admission Numbers (Places)

The table below shows the number of places available in Reception classes in Lambeth schools situated within each Town Centre including bulge classes and permanent expansions both implemented and planned.

Table D1: The Reception PANs for schools situated in each Town Centre in Lambeth

Places Available (PAN)	Including bulge classes, expansions and new schools				Planned as at July 2018			
	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
Brixton	850	880	907	847	862	907	952	952
Clapham & Stockwell	770	770	770	770	770	765	765	765
North Lambeth	623	653	653	655	600	620	680	680
Norwood	540	570	600	600	630	600	600	600
Streatham	626	686	720	720	660	690	720	720
Total	3,409	3,559	3,650	3,592	3,522	3,582	3,717	3,717

Updated: 25/07/18

Number on Roll (Pupils)

The table below shows the number of pupils on roll in Lambeth schools, regardless of whether they are Lambeth residents. These are included for reference but are not part of the projection model as they rely on popularity and include pupils who are not resident in Lambeth.

Table D2: The number of pupils on roll in Reception classes in schools situated within each Town Centre in Lambeth

Reception roll	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
Brixton	839	816	795	799	749	715	744
Clapham & Stockwell	758	754	732	706	691	671	640
North Lambeth	588	616	615	585	589	560	532
Norwood	452	471	469	525	549	571	572
Streatham	521	575	632	606	643	697	670
Total	3,158	3,231	3,243	3,221	3,220	3,214	3,157

Updated: 25/07/18

Appendix E – Applications for Reception Places

Applications are made to the borough in which the applicant resides regardless of the location of the school they wish to attend. Applicants can apply for a number of schools, the current system allows up to 6 schools. These are ranked by preference. This will include applicants whose preference was for schools outside of Lambeth, but it is a baseline for potential demand/need for places by Lambeth residents

This model relies on determining the number of applicants (rather than applications) from residents of Lambeth so that there is a picture of the potential future demand. An application is included here if it is:

- For a child within the age range of Reception class for the given year – i.e. becoming age 5 within that school year.
- For a child resident in Lambeth regardless of whether their preference is for a school in Lambeth.
- Made within the school year prior to the year which the child will start in Reception class i.e. up to 31st August of the same year they start school.

The table below shows the number of applicants including those applying late (up to 31st August) by Lambeth residents for places in Reception classes in schools both in and out of Lambeth. The number of applicants for 2018/19 is down 2.6% (-87) from 2017/18.

Table E1: The number of residents of each Town Centre in Lambeth who applied for a place in a Reception class in a school either in or out of Lambeth

Total Applications	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
Brixton	862	865	903	826	790	805	736
Clapham & Stockwell	768	757	708	679	680	628	648
North Lambeth	513	517	483	451	474	459	443
Norwood	601	609	663	686	652	653	640
Streatham	744	753	789	739	759	698	689
Total	3,488	3,501	3,546	3,381	3,355	3,243	3,156

Updated: 25/07/18

There is usually a difference between the number in the population and the number of applications. This is because of those who apply to schools outside of Lambeth, those who intend to attend independent schools so do not ever apply to school, and those who plan to home school or are moving away. For the same reasons, the number of applications is also higher than the number who end up taking a school place.

In some local areas the number on the school roll is very different from the number of applications (which shows the places needed in the area in question). For example, even with the expansions under way there are significantly fewer places available in Norwood than applicants from that area.

Since there is a mobile population in Lambeth, there are usually many late and subsequent applications made to Lambeth. There are also many in-year, or casual, applications made throughout the year, mostly from new arrivals to the country. There has been a drop of around 20% in-year applications to Reception classes in 2017/18 compared with 2016/17 with applications from new arrivals to the country from Eastern Europe dropping to zero.

Appendix F – Projections of demand for Reception places

In Lambeth, pupil projections, or forecasts for Reception places are an estimate of future demand for places. They are not an estimate of future school roll as that model tends to rely on recent roll trends rather than changes in population. A better forecast is one which includes expected changes to population and considers historical trends in applications to school. Those who are resident in the borough apply for their school place via Lambeth Admissions and the Pan-London Co-ordinated Admissions system regardless of whether they want a school place in Lambeth or another borough, so the number of applications (or rather, applicants) is a good indication of demand for places.

The number of applicants each year from residents of each Town Centre area are used to determine the proportion of the resident population who make an application. The rate is typically 85% but varies within each town centre. This proportion is multiplied by our estimated population (described in Appendix B) to calculate the projected number of applicants. This number is considered as the potential future demand.

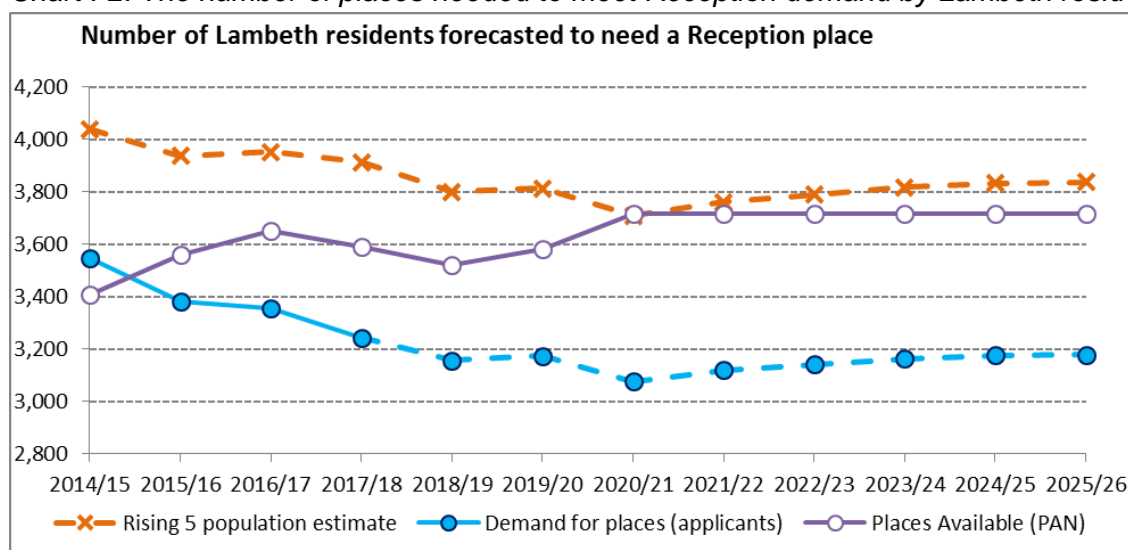
“Child yield”, the number of children likely to be added to the population as a result of known developments (as shown in Appendix A), is included at Reception and added directly to the demand figures for Years 1-11 to show how new developments are likely to affect the demand for school places.

Table F1: The number of residents of each Town Centre who are forecasted to need a Reception place including “child yield” from known local developments

Projected Demand	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Brixton	805	736	769	745	746	751	757
Clapham & Stockwell	628	648	622	624	622	626	629
North Lambeth	459	443	421	442	459	471	483
Norwood	653	640	654	591	596	594	592
Streatham	698	689	708	674	697	701	703
Total	3,243	3,156	3,174	3,076	3,120	3,142	3,164

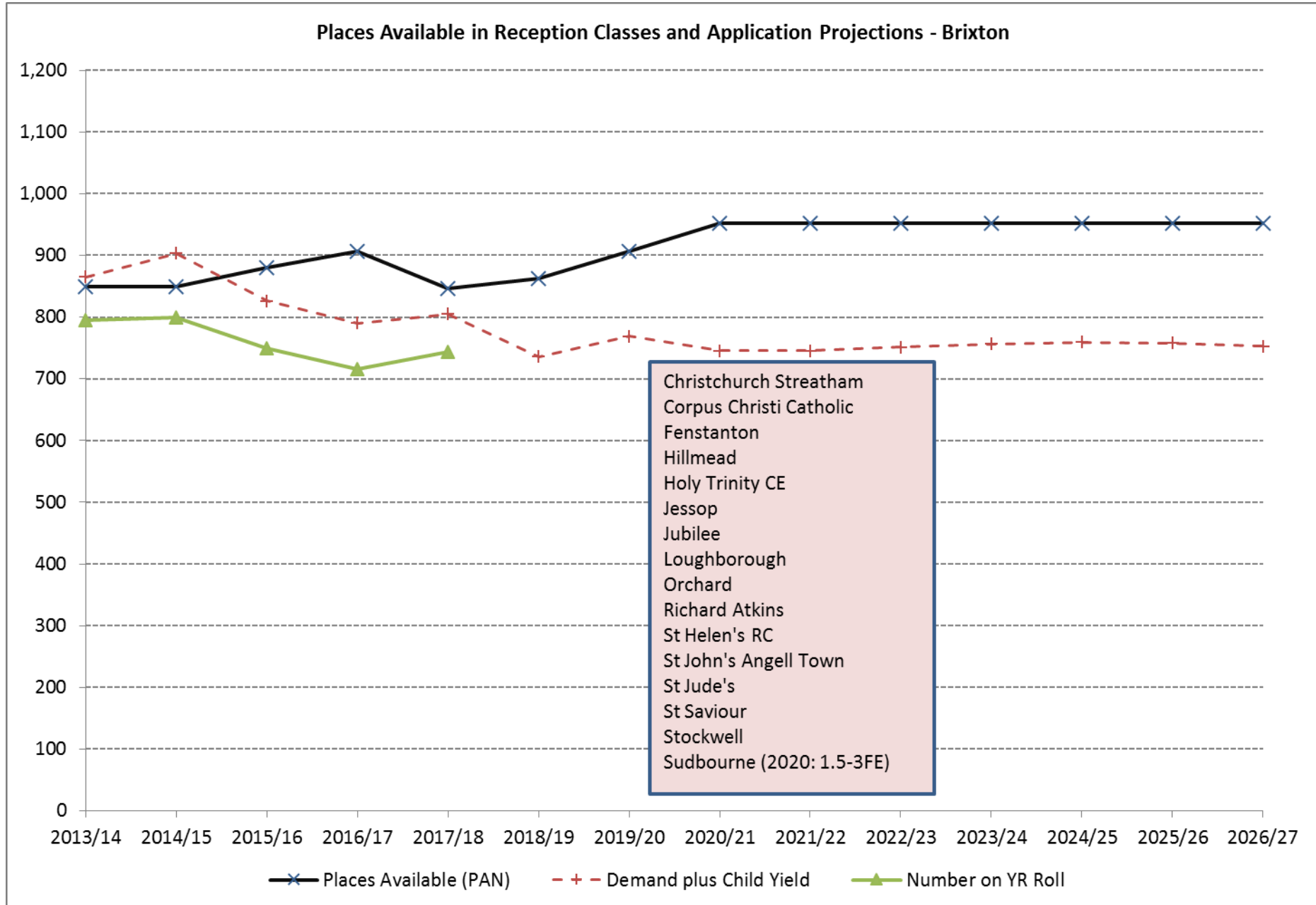
Updated: 25/07/18

Chart F2: The number of places needed to meet Reception demand by Lambeth residents



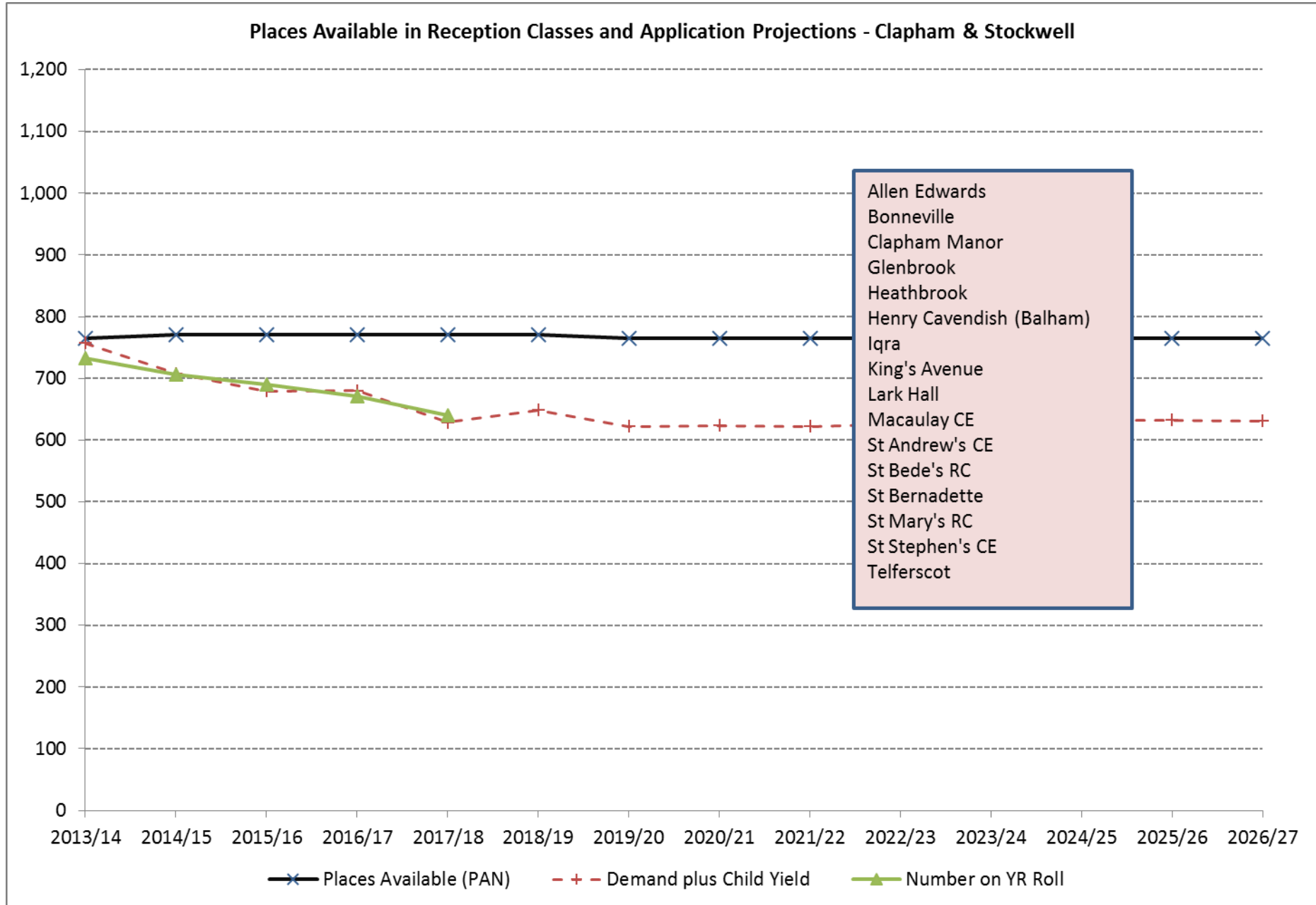
Updated: 25/07/18

Appendix G – Chart G1: Town Centre Chart: Brixton



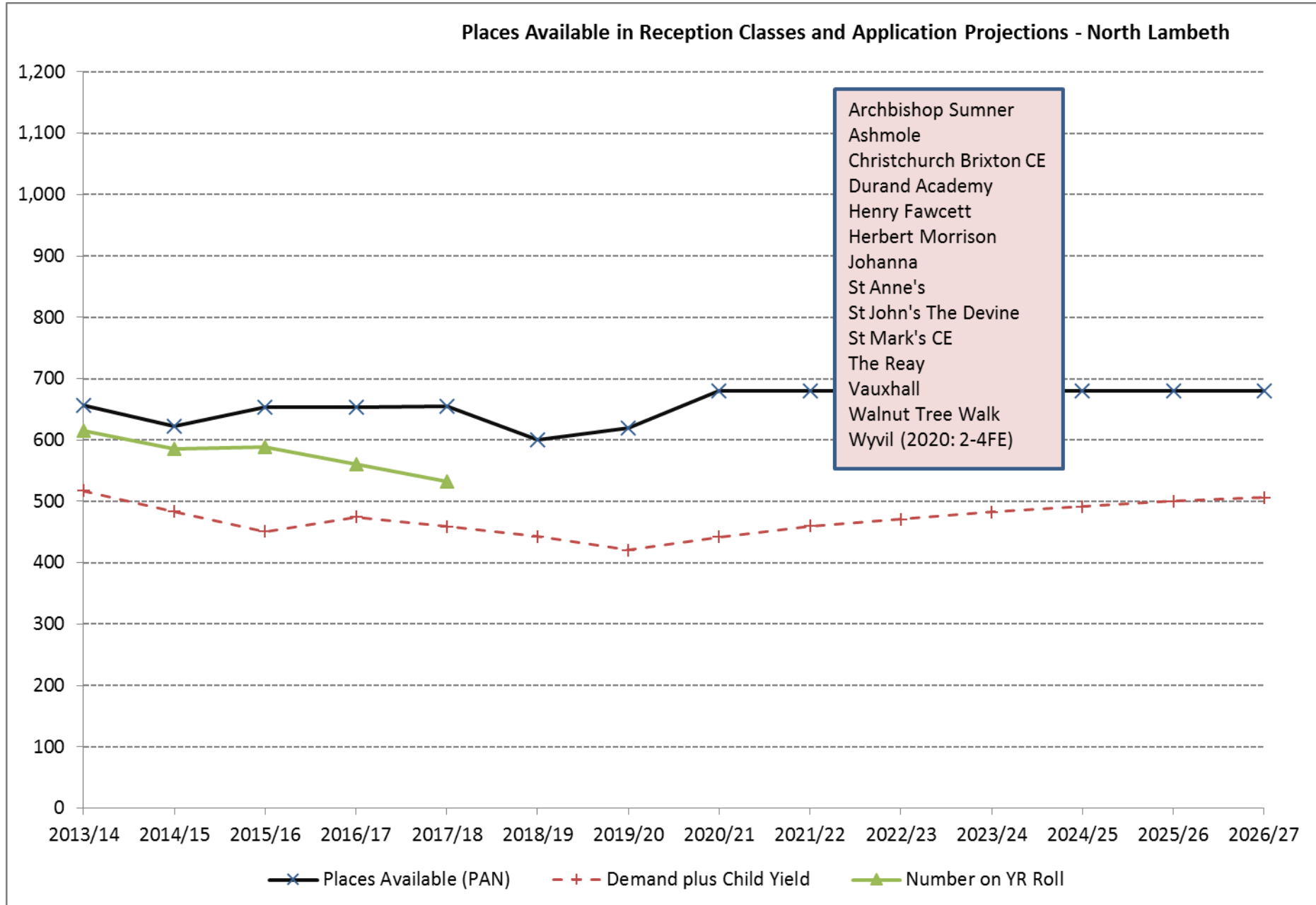
Updated: 25/07/18

Appendix G – Chart G2: Town Centre Chart: Clapham & Stockwell



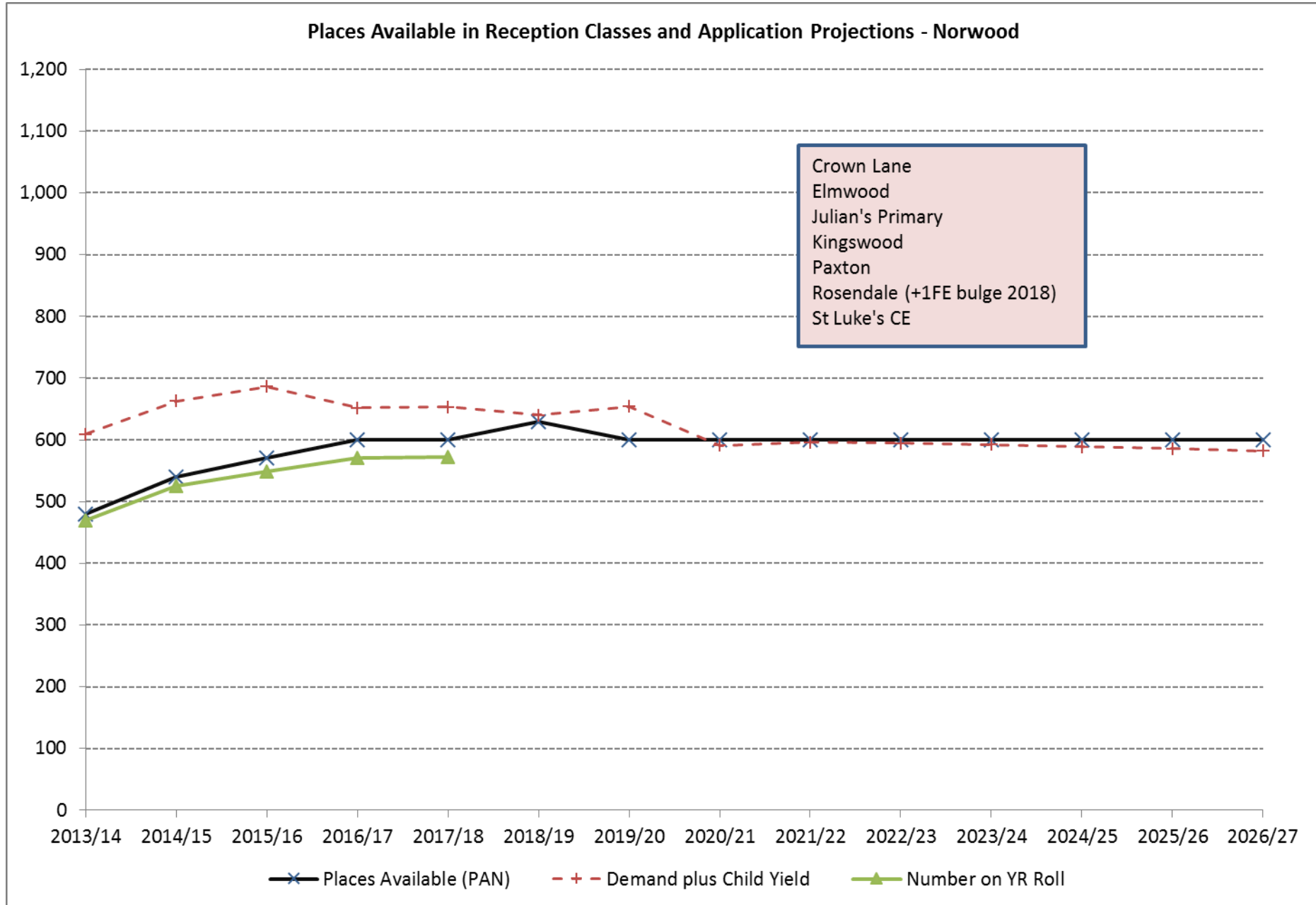
Updated: 25/07/18

Appendix G – Chart G3: Town Centre Chart: North Lambeth



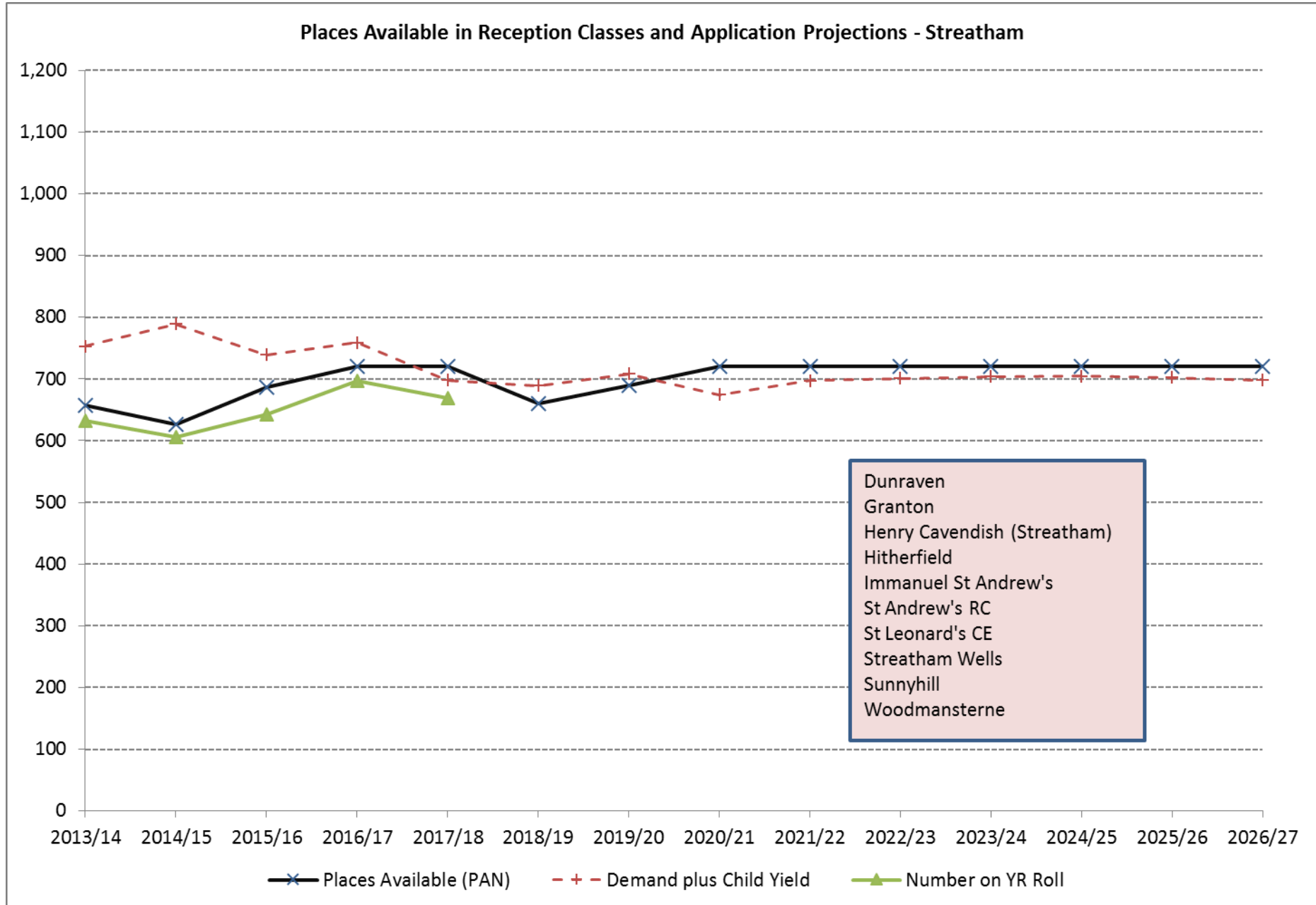
Updated: 25/07/18

Appendix G – Chart G4: Town Centre Chart: Norwood



Updated: 25/07/18

Appendix G – Chart G5: Town Centre Chart: Streatham



Updated: 25/07/18

Appendix H – Secondary: Current places and roll

The table below shows the Planned Admission Numbers for admission to Year 7 in Lambeth's secondary schools. Some schools are their own admissions authority such as state Church schools and academies but all applications for school places from Lambeth residents come through Lambeth's admissions service regardless of the location of the school they wish to attend.

Table H1: The historical Year 7 PANs for secondary schools situated in Lambeth

Places Available (PAN)	Including expansions and new schools						
	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
Total	1,988	2,143	2,440	2,590	2,590	2,590	2,728

Updated: 25/07/18

Table H2: Secondary expansions and Planned Admission Number (PAN) changes for secondary schools:

September 2017	La Re traite increased by 0.6FE to 168 places Norwood increased by 1FE to 180 places Woodmansterne Primary school opened a secondary department of 3FE, 90 places
September 2018	Durand closed its secondary department of 125 places Bishop Thomas Grant took a bulge of 15 places Norwood took a bulge of 30 places
September 2019	Woodmansterne to increase Year 7 intake by 2FE to 5FE, 150 places
September 2020	A Secondary Free school is proposed to open as 6FE, 180 places

Updated: 17/10/18

Table H3: The current and planned Year 7 PANs for secondary schools in Lambeth

Places Available (PAN)	Planned as at July 2018						
	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Planned PANs	2,673	2,643	2,643	2,643	2,643	2,643	2,643
PANs (with Free School)	2,673	2,643	2,823	2,823	2,823	2,823	2,823

Updated: 25/07/18

The table below shows the number of pupils on roll in Lambeth's secondary schools. The number on roll includes those who are not Lambeth residents. In September 2017, 970 residents of Lambeth were offered places in Year 7 in schools outside of Lambeth. Of those, at least 668 (69%) had attended a Lambeth primary school in Year 6.

Table H4: The number of pupils on roll in Lambeth's secondary schools

Number on roll	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
Year 7	1,952	2,050	2,156	2,245	2,277	2,265	2,337
Year 8	1,960	1,920	2,037	2,153	2,254	2,286	2,252
Year 9	1,946	1,937	1,934	1,994	2,141	2,261	2,245
Year 10	1,934	1,914	1,941	1,942	1,979	2,182	2,261
Year 11	1,758	1,860	1,819	1,864	1,870	1,953	2,090
Total	9,550	9,681	9,887	10,198	10,521	10,947	11,185

Updated: 25/07/18

Appendix I – Cross Border Information

Indications from neighbouring boroughs are that expansions are going ahead at secondary but there are still likely to be shortages.

Lambeth have been informed that a new secondary 6FE school is opening in Southwark in 2020 which is likely to take applicants from Lambeth.

Appendix J – Year 7 projections

The overall number of expected Year 7 pupils in Lambeth can be predicted in large part using the number of Year 6 pupils on roll in primary schools, but they need to take account of the transfer rate, the net proportion transferring out of or into Lambeth to/from neighbouring boroughs after primary school.

Table J1: Transfer rate: The number of Year 7 pupils on roll in Lambeth secondary schools as a proportion of Year 6 pupils in Lambeth primary schools the previous year

	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
Year 6 to Y7 transfer rate	82.0%	87.0%	83.6%	83.1%	81.1%	79.7%	84.7%

Updated: 25/07/18

There has been a steady increase in the number of residents applying for Year 7 places. The table below shows the number of on-time applications by residents for places in Year 7 compared with the actual Number on Roll in Year 6 in Lambeth primary schools the previous year.

Table J2: The number of on-time applications by Lambeth residents for Year 7 places

	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
Y7 applications	2,390	2,542	2,523	2,568	2,639	2,687
Y6 roll (rolled on)	2,479	2,684	2,739	2,792	2,933	2,994
Y7 applications as % of Y6 roll		94.7%	92.1%	92.0%	90.0%	89.7%

Updated: 15/08/18

There has also been an increase in the number of residents being offered places at Lambeth schools, as well as an increase in the number of offers to non-residents.

Table J3: The number of offers made for Year 7 places in out borough schools and to non-residents for Lambeth schools on National Offer Day

	2015/16	2016/17	2017/18	2018/19
Lambeth residents offered OOB	752	770	818	787
Lambeth residents offered Lambeth schools	1,771	1,798	1,816	1,894
OOB residents offered Lambeth schools	488	500	516	523

Updated: 15/08/18

There are 4 different scenarios which are modelled for secondary projections:

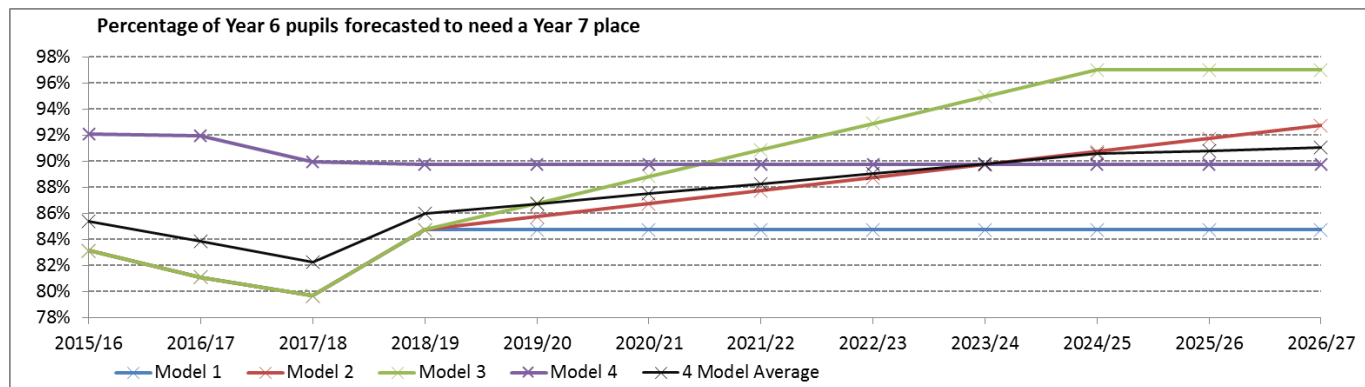
- **Model 1** – assumes that the transfer rate will remain on the current trend;
- **Model 2** – assumes an increasing transfer rate of 1 percentage point every year;
- **Model 3** assumes the transfer rate will reach 97% by 2024/25 and remain at that rate. This is effectively ensuring that there are enough places by then to meet the needs of all Lambeth residents, although as previously explained, admissions policies do not allow it to be controlled such that they can all secure such a place.

Note: A 100% transfer rate is unlikely given that some pupils take places in independent schools.

- **Model 4** assumes the trend in Year 7 applications as a proportion of Year 6 roll (from J2) will remain the same.

The 4 models each produce a percentage transfer rate. The mathematical average (mean) of these gives the projected transfer rate which can be applied to the likely Year 6 roll numbers to calculate a forecast for the demand for Year 7 places.

Chart J4: Models for forecasting the number of pupils needing a Year 7 place in a Lambeth school



Updated: 15/08/18

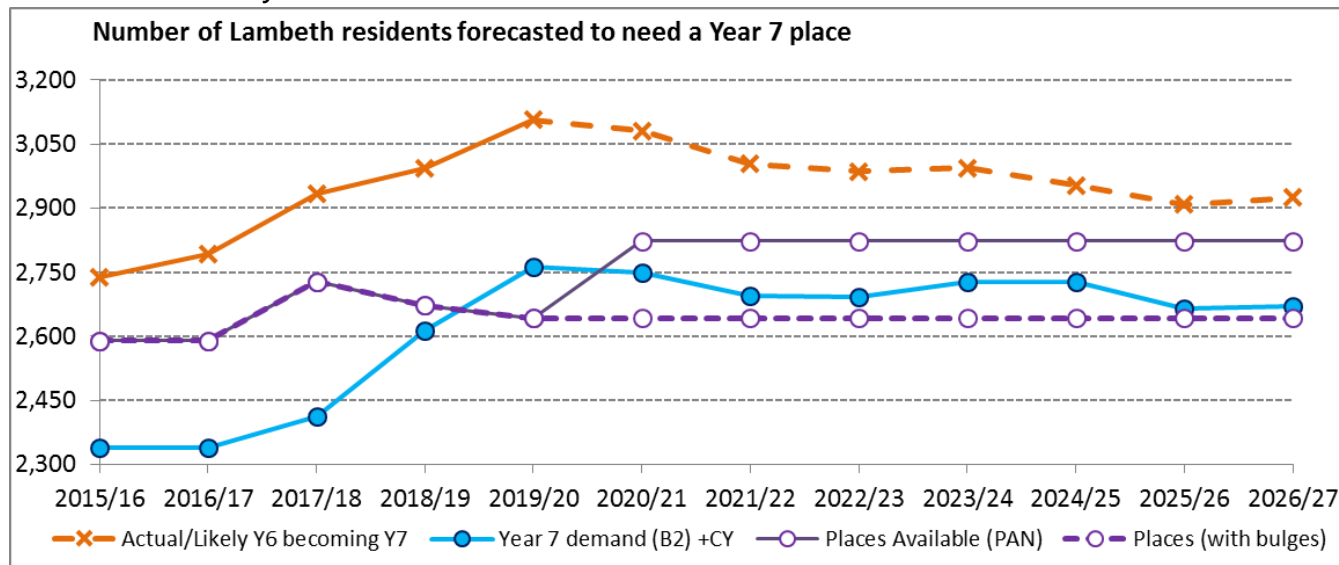
The table and chart below show the number of pupils who are forecasted, based on the method described above, to need a place in Year 7 in a Lambeth secondary school. These figures include Child Yield: the number of age 11 children likely to be added to the population as a result of known developments in each Town Centre.

Table J5: The number of residents forecasted to need a Year 7 place

Forecasted Applicants	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Y7 demand for places	2,613	2,762	2,749	2,695	2,692	2,728	2,728

Updated: 15/08/18

Chart J6: Secondary Chart



Updated: 15/08/18

Appendix K – Equalities Impact Assessment

<h1>Justification for not completing a full EIA</h1>	<h2>Please enter responses below in the right hand columns</h2>
<p>This form should only be completed in rare circumstances if a full equalities impact assessment is not necessary and you believe that there is no equalities relevance to the business change, policy, service, or project and it is not relevant to the Public Sector Equality Duty (see 2.1). Please contact your equality lead officer (or equalities@lambeth.gov.uk) to confirm that you only need to complete this form.</p>	
<h3>1.0 Introduction</h3>	
1.1 Title of policy, service, function, project or strategy	Pupil Place Planning in Lambeth and resultant Capital building programmes
1.2 Your contact details, email and telephone	Maggie Harriott, mharriott@lambeth.gov.uk tel 02079262107
1.3 Business activity aims and intentions <i>In brief explain the aims of your proposal, why is it needed? Who is it aimed at? What is the intended outcome? What are the links to the cooperative council vision, corporate outcomes and priorities? What other changes are going on in this area?</i>	Pupil projections, or forecasts, in Lambeth are an estimate of future demand for places. Places are forecast to include expected changes to population and considers historical trends in applications to school. This modelling system therefore demonstrates the number of children who actually need a place in a school in Lambeth rather than being constrained to the number of places available. Parents have 6 preferences to list for their child's school application and can apply for a school in any town centre or borough. This is their choice and is an inclusive process.
<h3>Please contact your departmental equality lead officer before completing this section.</h3>	
2.1 Please explain why you feel there is no equalities relevance to this decision, or set out why it is not possible to complete the full EIA at this time	Parents have a choice of which school they apply to for their child. Schools are built in Lambeth where there is appropriate space and need. Over 80% of applicants do receive their first choice school to both Primary and secondary. This is an inclusive process and there are schools in the borough which answer religious needs for our multi ethnic community.
2.2 I am confident that this change in business activity has no relevance to the Council's public sector equality duty to:	

<ul style="list-style-type: none"> • Eliminate unlawful discrimination, harassment and victimisation • Advance equality of opportunity between people who share a protected characteristic and those who do not • Foster good relations between people who share a protected characteristic and those who do not 	
<p>The protected characteristics:</p> <ul style="list-style-type: none"> • Race, Gender, Gender re-assignment, Age, Sexual orientation, Disability, Religion and belief, Marriage and civil partnership, Pregnancy and maternity <p>Or the additional characteristics monitored in Lambeth:</p> <ul style="list-style-type: none"> • Language, Socio-economic factors, Health 	
<p>3.0 Service manager sign off</p>	
<p>3.1 Date completed</p>	<p>December 2017</p>
<p>3.2 Service manager signature</p>	<p>M Harriott</p>
<p>3.3 Equalities Board representative /reviewer</p>	