

LONDON BOROUGH OF CAMDEN	WARDS: ALL
REPORT TITLE: 2019 Annual School Places Planning Process	
REPORT OF: Director of Education, Education (Achievement and Aspiration), Supporting People.	
FOR SUBMISSION TO: Children, Schools and Families - Scrutiny Committee	DATE: 9 September 2019
<p>EXECUTIVE SUMMARY OF REPORT:</p> <p>School places planning forecasts are reviewed by the authority every year. The 2019 annual school places planning report highlights current capacity, pressures within the borough, forecasts of increasing <u>or</u> falling demand and reasons behind these, including potential impacts of changes within neighbouring authorities. It is linked to ambitions within Camden 2025. In 2025: 'Camden should be safe, strong and open, and everyone should be able to contribute to their community, schools being a vital part of Camden's community'. 'Camden should be a clean, vibrant and sustainable place, within built and sustainable development'. Reporting fulfils our statutory duty to ensure there are sufficient school places in our local authority area for every child who wants one. Ensuring school place capacity responds to change effectively, by using this comprehensive analysis to inform the 'School Organisation and Collaboration Strategy'. This is essential in the changeable school places planning environment in Camden, which is anticipated to continue for the foreseeable future in Camden and Greater London.</p> <p>Camden school place planning reporting is fully transparent, by providing the latest available data and analysis. Included within the report and appendices A-F are the following key data sources: Births. Greater London Authority (GLA) Population Projections, GLA 2017-BPP (2019). GLA School Roll Projections GLA SRP 2019. Camden's latest housing development trajectory provided to 2017/18 with additional housing development anticipated to 2033/34, including estimated additional child yield as a consequence. Other background information is included to provide a clear narrative throughout, fundamentally important considering the fast pace of recent trends.</p> <p><u>Uncertainty is an ongoing theme within current national government</u>, and continues into 2019. Brexit is creating a range of uncertainties which <u>could</u> have ramifications for future school places planning by impacting population trends, and thus creating a less stable environment in which to plan. <u>Caution</u> is therefore recommended when interpreting forecasts. These uncertainties are principally; (i) the implications of a new deadline to leave the EU with or without a deal on the 31 October 2019; (ii) the possibility of a minority Conservative government add to uncertainty by increasing the possibility of a snap general election in the next few months. The Local Government Association (LGA) reported last year that population growth in London could slow dramatically as a result of Brexit. Following consultation the Council announced the closure from 31 December 2019 of St Aloysius RC Primary school due to falling numbers. The Diocese of Westminster is reporting a significant fall in the number of Catholic Eastern Europeans coming to London which is affecting the rolls of RC schools.</p> <p>The education landscape has changed considerably in Camden, and across London in recent years, particularly from reception. As reported previously concerning Camden, falls in primary reception numbers are partly due to the sudden downward trend in births from 2013. Variances in secondary numbers are largely caused by changes to parental/student preferences. A 'deep dive' analysis taking a root and branch review for primary and secondary sectors was commissioned by Camden's 'Supporting People' directorate in 2018, reporting outcomes in March 2019.</p> <p><u>The report factors in the following known issues:</u></p>	

- Mapping primary and secondary Camden surplus.
- Low births and total fertility rate.
- Lower recent GLA forecasts from 2018 following the correction of an ONS error.

Potential demographic changes are also a concern including:

- New building developments, despite provision of larger family sized units provided through Camden's Community Investment Programme.
- 'Gentrification', where high cost small units are created in some areas.
- Student accommodation, where residential properties are being bought up and converted into student accommodation.
- Investment or empty properties.
- Economic factors including the high cost of living in Camden, and effects of Government welfare reforms such as the bedroom tax.
- A sharp rise in Airbnb and other temporary letting web platforms of whole home units in recent years.
- Local effects of HS2.

The deep dive analysis led to **primary medium term strategic recommendations** for temporary PAN capping of up to 7FE - initially from 2019/20, and to inform the '**School Organisation and Collaboration Strategy**'. There are no actions for secondary currently, however they will be included at a later stage of the programme, as the lower primary numbers eventually roll through to secondary in five years' time.

PERTINENT POINTS FROM SCHOOL PLACES PLANNING 2019:

Current Context (sections 4 and 5)

DfE confirmed on 30 July 2019 there are no proposed 'pipeline' Camden primary or secondary academies or free schools planned.

***DfE** require the use of net capacity **surplus** for many planning purposes or statutory returns, considering surplus between 5-10% a reasonable margin for meeting parental/student preferences. Camden is above this margin in all areas at primary and secondary, officers advise caution though, as net capacity uses all available school space including built and unused. Covering primary reception to year 6, and secondary year 7 to post 16, which is likely to distort surplus further; at primary there are more unfilled places from reception in recent years, and 1FE unused provision at Kingsgate, whilst secondary has unused provision of 2FE at Regent High, and 1FE at Haverstock.*

***Camden** officers use a different **surplus** calculation for internal reporting, providing a more realistic 'in use' picture on the ground using PAN compared to actual school reception/year 7 rolls in January to 2018/19, and providing a surplus trend whilst referencing any unused capacity in schools. Surplus calculations for **DfE** and **Camden** are included.*

Primary: Final temporary bulge classes continue to work through schools, whilst new and expanded provision of recent years continues to fill from reception. Kingsgate (PA1) reduced PAN from 4FE to 3FE from 2017/18, and has 1FE of unused provision. Edith Neville is being rebuilt as 1FE provision, operational from autumn 2019. No further expansions are planned in the current lower actual birth/GLA forecast environment. The future of Abacus Belsize 1FE provision is uncertain, with its catchment area remaining in PA3. Abacus temporarily situated within PA4, it recently submitted a revised application for a 1FE permanent school at Rosslyn Hill (PA1). The Camden Supporting People Directorate, and some schools objected to the application based on local intelligence including: Rising borough school surplus. Reduced borough GLA forecasts. Impacts to existing schools within the PA1 proposed location. A decision on the latest planning application is awaited, and could be decided on the 17 October 2019. The King's Cross Academy (PA4) opening as 2FE in 2015/16, rather than 1FE originally recommended by Camden, continues to add surplus pressure to PA4 schools. Due to falling school rolls, and a budget deficit, St Aloysius Roman Catholic primary school in PA4 will close by 31 December 2019. The majority of school places for children attending

St Aloysius are being provided by neighbouring schools, notably Our Lady's and St Michael's.

School PAN/capacity reductions suggested in the 'deep dive' analysis, originally recommended options for up to a 7FE reduction in school places from reception from 2019/20 through temporary capping arrangements. Three 2FE schools agreed to reduce PAN by 1FE from 2019/20 initially (3FE in total): Carlton PA2, Rhyl PA3, and St Aloysius PA4. These schools met criteria of high surplus for at least three years, and were situated in areas of high surplus. Following the St Aloysius closure announcement on 18 July 2019, there will now be a 4FE reduction in PAN from 2019/20, fully reflected in reporting 2019: Temporary PAN capping at Carlton (PA2) to 1FE, and Rhyl (PA3) to 1FE, and full closure of 2FE St Aloysius (PA4). These changes are anticipated to reduce surplus in these specific areas, and the borough in 2019/20. If triggers including continued high surplus over a number of years are met, it may be necessary for further PAN reduction measures recommended in March 2019. (section 4.2)

Camden internal actual PAN surplus increased in the borough at reception in 2018/19 to 17%, increasing from 12% in 2017/18, compared to 3% in 2015/16. In 2018/19 this varies by PA: PA1; 7%, PA2; 15%, PA3; 12%, PA4; 32% (greatest), and PA5; 19% (second). St Aloysius (PA4) reported unsustainable surplus at 63% in 2018/19. All areas except PA1 being outside a preferred 5% to 10% surplus range, if the 1FE Kingsgate unused capacity was included, surplus in PA1 and the borough would be higher.

DfE net capacity surplus increased for the borough to 14.6% in 2018/19, up from 12.7% 2017/18. The greatest net capacity surplus is located in the southern part of the borough in 2018/19: PA4 at 23.7%, up from 19.2% in 2017/18 (King's Cross academy continues to fill, St Aloysius location), followed by PA5 at 14.5%, up from 12.1% in 2017/18. Surplus increased mainly due to the falling actual registered birth trends impacting primary considerably, and will rise further as lower child cohort's move throughout school years.

National reception offers data for Camden 2019/20 shows the same number of overall applicants compared to last year. PA1 schools in the north-west continued to see the greatest borough pressure, with no available school places at offer day, and five unplaced Camden residents. All residents have now been offered a school place, with vacancies available. (section 5.2)

Secondary – Parental/Student preferences largely impacted school rolls in recent years, although officers anticipate, with all Camden secondary schools rated 'good' or outstanding' since July 2019, this could have a positive uplift on future secondary school rolls from year 7. There are no bulge classes currently, or planned in Camden. Unused capacity is available at: Regent High 2FE as bulge provision, Haverstock 1FE since a PAN reduction in 2018/19. The UCL academy is likely to provide 12 additional permanent school places from year 7 in 2020/21, included in planning assumptions, although Camden doesn't support these places as they are likely to increase surplus pressure in other Camden schools. Maria Fidelis has been rebuilt and consolidated onto the Phoenix Road site by PSBP, funded by ESFA, and now fully operational. Research is ongoing following a meeting with the Leader of Camden Council, and councillors to understand reasons behind secondary school application choices in Camden at year 7, this is linked to the Holborn School Campaign, South of the Euston Road. (section 4.3)

Camden internal actual PAN surplus decreased in the borough at year 7 in 2018/19 to 5%, from 8% in 2017/18, compared to 6% in 2016/17. Surplus is anticipated to fall over the next few years as the actual registered birth rate for secondary remains high, and following the latest positive Ofsted rating in July 2019. Surplus would be higher if unused capacity at Haverstock 1FE, and Regent High 2FE was included.

DfE net capacity surplus decreased to 15.6% 2018/19, from 15.9% last year. Surplus fluctuated over the past five years due to parental/student preferences, and generally increasing or higher school rolls in the younger ages. Secondary overall surplus is likely to fall further as need continues to increase.

National year 7 offers data for Camden 2019/20 shows an increase in overall applicants compared to last year, although there was a reduction in Camden residents following an actual registered birth fall for this cohort. There were 50 unplaced Camden residents at offer day in 2019/20, a minimal increase from 48 reported 2018/19. Following usual churn there are no unplaced children for 2019/20, and vacancies available. (section 5.3)

Key Findings (section 6)

Births (section 6.2)

Actual registered births in Camden increased for three decades from the mid 1970's until peaking in 2007, plateauing at a high level, followed by falls and fluctuation from 2013. Births follow a downward trend i.e. in 2013 at 2,861, to the latest 2018 at 2,498. Except for a couple of instances in 2015 and 2016, where a brief increase was recorded. The latest actual registered births in 2018 are the lowest in Camden since the mid 1990's, when school provision was less. Falling births are reported throughout Greater London. The GLA birth forecast is though higher than the latest actual registered birth data reported in 2018, and higher over the whole period to 2029.

Latest Housing and Estimated Child Yield (section 6.3)

Housing development data is updated to 2017/18 in 2019, anticipating development to 2033/34, and estimated child yield data. This is higher overall than reported last year, increasing with an upward trend, with variations by planning area, and due to updated developments and changes to phasing over the past year, development is high in Camden. Estimated cumulative child yield data from latest development shows increases: 2018/19 to 2022/23 +3-4FE, 2023/24 to 2027/28 +3-4FE, 2028/29 to 2033/34 +3-4FE, or total 2018/19 to 2033/34 +9-12FE. Greatest Development growth anticipated in PA4/south 2033/34 (40%).

GLA Population Projections (section 6.4)

Latest Camden 2019 GLA population projections are revised with base data updates to mid-2017 (GLA 2017-BPP), changing considerably since last year due to updated inputs, assumptions and enhancements. Forecasts are checked for consistency against actual known data, aligning well, and considered a good basis for modelling forward. There is an enhanced GLA revision in 2019 to address issues with the official ONS population estimates, first identified and actioned by GLA in 2018, which were previously inflated artificially. Forecasts are impacted by the fall in Camden actual registered births, low total fertility rates, the GLA ONS error mitigation, and housing development phasing updates. GLA 2017-BPP population projections show the following in Camden to 2029:

Primary borough forecasts are lower for children aged 4 years old, than the previous two years, forecasts fall from 2019 before stabilising to 2029. There is a decrease reported over the same period for those aged 4-10 years old. (section 6.4.14)

Secondary borough forecasts are lower for children aged 11 years old than the previous two years, falling between 2019 to 2029. There is a decrease reported over the same period for those aged 11-15 years old. (section 6.4.18)

GLA SCHOOL ROLL PROJECTIONS PRIMARY & SECONDARY: (section 6.5)

GLA SRP consolidate all data elements into their model to produce annually updated forecasts covering a ten year period to 2028/29, showing:

Primary: Following falling school rolls in recent years, and reductions in PAN by 1FE at Kingsgate in 2017/18, then 2FE temporary capping at Carlton and Rhyl, and the 2FE closure of St Aloysius in 2019/20. It is anticipated with lower GLA SRP 2019 there are more than sufficient school places in Camden, and in the majority of planning areas to 2028/29. Only PA4 in the south could potentially experience a shortfall towards the end of the reporting period of under 1FE, although being based on development assumptions, this will be monitored very closely over the next few years. If this scenario becomes a reality, there is sufficient capacity in surrounding schools/PA's. The rising borough surplus and additional unused capacity will be considered as part of the '**School Organisation and Collaboration Strategy**'. (section 6.5.12)

Secondary: GLA SRP 2019 forecasts are considerably reduced in the borough. Sufficient surplus capacity is forecast over the whole planning period, and within the current PAN

without available unused 3FE provision (Haverstock 1FE, Regent High 2FE), and the 12 additional school places at UCL Academy proposed for 2020/21. This is a different message to last year, where GLA forecasts anticipated the use of unused capacity, and potentially more besides in the future. Borough surplus and additional unused capacity will be considered as part of the '**School Organisation and Collaboration Strategy**', reporting in the future for secondary. (section 6.5.13)

LOCAL GOVERNMENT ACT 1972 - ACCESS TO INFORMATION:

The following documents have been used in the preparation of this report:

Appendix A: General (with Tables 1-5)

Appendix B: Primary (with Tables 1-7)

Appendix C: Secondary (with Tables 1-6)

Appendix D: Additional (with Figures 1-5)

Appendix E: Latest housing development to 2017/18 and estimated child yield

Appendix F: Glossary of school places planning abbreviations, report references

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RECOMMENDATION(S):

The Scrutiny Committee is asked to:

Comment and note the contents of the report.

SIGNED:



Peter Dudley

Director of Education

DATE: 13 August 2019

1. WHAT IS THIS REPORT ABOUT?

- 1.1. The 2019 Camden school places planning report is a single, comprehensive report providing detailed analysis, and interpretation of information relating to both primary and secondary provision in the borough.
- 1.2. Reporting includes the latest: Births, GLA 2017 based Camden development population projections (2019), GLA 2019 school roll projections, the Council's latest housing development data, and other essential background data sources. The report should be used in conjunction with **Appendices A, B, C, D, E, and F**, providing detailed tabular analysis, mapping and additional information underpinning analysis.

2. WHY IS THIS REPORT NECESSARY?

- 2.1. The authority, in its role as commissioner of new school places, has a statutory duty to ensure there are sufficient school places in the borough for every child who wants one. The changing face of school provision in recent years, with the introduction of Academies/Free schools, and with existing schools being able to convert to academy status, coupled with changes in education legislation through the Academies Act 2010, has made the local authority role more complex. Local authorities are no longer able to put forward proposals for new community schools. Camden addressed need in recent years through the expansion of existing provision. Despite the changes in local authority powers to open new schools, they retain the duty to ensure sufficient school places, and are open to legal challenge in the courts if they fail to provide them sufficiently.
- 2.2. The Camden education landscape has changed considerably in recent years, and widely across London. These demographic changes are experienced at the school gate, and reported annually in school places planning analysis, where fluctuating trends have been monitored very closely, and actioned previously i.e. reductions of 1FE in Kingsgate, and 1FE in Haverstock. However, as actual registered births continued to fall to 2017, and with surplus places increasing from primary, and GLA school roll forecasts higher than actual school rolls, the 'Deep Dive' analysis review was commissioned by Camden's 'Supporting People Directorate' in 2018, reporting outcomes in March 2019. Taking a root and branch review, with a key focus on the primary sector pupil population, including new underlying data and some existing, to unpick potential demographic changes thoroughly. The secondary sector was reviewed at the same time.
- 2.3. The 'Deep Dive' analysis firmly set out the context of challenges facing Camden, against a backdrop of similar patterns faced widely across London, and following SPP reporting from recent years flagging issues, including: Rising and high recent surplus in primary schools, and pockets in some schools or areas of the borough. GLA forecasts reduced considerably following adjustments to an ONS data error first raised and actioned from 2018. Lower actual registered births since 2013, against falling school rolls from reception. Very low Camden total fertility rate compared to Greater London, England and Wales. Potential demographic changes in Camden included: New building developments, despite provision of larger family sized units provided through Camden's Community Investment Programme (CIP). 'Gentrification', where high cost small units are created in some areas. Student accommodation, where residential properties are being bought up and converted into student accommodation. An increase in higher education

resident students. Investment or empty properties. Economic factors including the high cost of living in Camden, and effects of Government austerity or welfare reforms such as the bedroom tax. A sharp rise in Airbnb or other temporary letting web platforms in recent years. Local effects of HS2 with potential impacts to future school rolls, although reported by some headteachers as already potentially impacting. In an article published by BBC news in July 2019, London's Airbnb market alone has quadrupled since 2015 from 20,000 to 80,000 listings. This is clearly a concern in Camden, as this is only one part of a wider market, letting property which could alternatively be rented to families with children. Camden analysis of Airbnb data from December 2018 suggested 3,540 entire home listings in the borough, with 56% located in southern and central areas. These whole home holiday rentals could potentially impact Camden actual registered births and subsequent school populations. The GLA is yet to run analysis of their own, but aim to do so soon, they anticipate significant London impacts.

- 2.4. Aims for the 'Deep Dive' review were to set out medium term strategic recommendations to inform the '**School Organisation and Collaboration Strategy**'.
- 2.5. The 'Deep Dive' analysis led to a number of medium term temporary primary PAN capping recommendations, suggesting up to 7FE or potentially 8.5FE later, depending on updated data and implementation dates, aiming to reduce high surplus capacity within primary. Options were presented to headteachers, governors, and an active reference group, with some initial take up from 2019/20, discussed in more detail in section 4. These will be reviewed over the next twelve months, and appraised against new data releases.
- 2.6. The Council is working with schools to develop a '**School Organisation and Collaboration Strategy**' that will involve ongoing support to schools whose viability is put at risk by falling numbers, as well as transparent processes for managing structural change. It will be based on the following four pillars: (i) smarter analysis and early information; (ii) schools and services collaborating to share expertise and space and to prevent duplication of places; (iii) agreed triggers and structured conversations with the Council and (iv) attracting parents who do not currently send their children to Camden schools.
- 2.7. Due to falling school rolls, and a budget deficit, St Aloysius Roman Catholic primary school in PA4 consulted on closure in 2019/20. A decision to close the school by 31 December 2019 was agreed on the 18 July 2019, and finalised on the 26 July 2019. Full details are provided within section 4.
- 2.8. 2016 saw a number of changes to the education landscape under the former Education Secretary, through the White Paper published on the 17 March 2016, 'Education Excellence Everywhere'. Originally setting out proposals with significant impacts for schools and Councils such as Camden, with relatively few free schools and academies, the proposals included a target for all schools to become members of multi-academy trusts by 2020. This was strongly opposed by Camden Council which has a high proportion of good and outstanding schools. Following widespread opposition from schools and parents nationally, the government released a statement on the 9 May 2016 withdrawing compulsory conversion. Although it reiterated the

commitment to an all-academy system, the Queen's Speech on the 18 May 2016 confirmed an 'Education for All' Bill, progressing many White Paper proposals including; removing the council 'standards' duty, and requiring council's to facilitate the academy conversion process.

- 2.9. Uncertainty is an ongoing theme within current national government, and continues into 2019. Brexit is creating a range of uncertainties which could have ramifications for future school places planning by impacting population trends, and thus creating a less stable environment in which to plan. Caution is therefore recommended when interpreting forecasts. These uncertainties are principally; (i) the implications of a new deadline to leave the EU with or without a deal on the 31 October 2019; (ii) the possibility of a minority Conservative government add to uncertainty by increasing the possibility of a snap general election in the next few months. The Local Government Association (LGA) reported last year that population growth in London could slow dramatically as a result of Brexit. It is too early to build these yet unknown implications into school places planning. There is no further information following that provided by the GLA regarding Brexit, other than recent verbal updates, reported in the GLA SRP section of this report.
- 2.10. The last Queen's Speech was on 21 June 2017, there has not been another due to the amount, and complex nature of Brexit legislation needed to pass through the Lords and Commons. The 2017 speech did not announce any new legislation for education up to 2019. There is continued uncertainty over when the next Queen's Speech will be announced.
- 2.11. The Education Secretary announced on the 17 July 2017 plans for an extra £1.3bn schools funding over two years. The £2.5m that was to have been cut from Camden school budgets has remained. However, the money was sourced from existing DfE funds.
- 2.12. Last year on the 11 May 2018 the Education Secretary announced a package of measures to create more school places, to provide parents with more choice and to raise education standards including:
- A new wave of free school applications, building on 212,000 school places created by free schools since 2010.
 - Funding of £50m to expand school places at existing good or outstanding selective schools, including measures providing more disadvantaged pupils the opportunity to attend these schools.
 - Faith schools, new support where there is demand for good school places.
 - A new agreement within the independent schools sector, to improve outcomes for pupils from all backgrounds.
- 2.13. As a result of a sustained communications strategy since 2014, and the work of 'Meet the Parents', coupled with improving secondary results. The number of Camden residents choosing Camden secondary schools, which had been falling, followed an upward trajectory in recent years to 2018/19. An important trend to maintain considering the further downward revision of the GLA forecasts this year.
- 2.14. Ensuring sufficient school places, alongside a duty to make efficient use of resources, is especially pertinent considering current trend fluctuations in Camden, and Greater London. Camden cannot therefore provide for

unlimited choice, as this would compromise the viability of existing good and outstanding schools, which would be both destabilising, and a poor use of public money.

- 2.15. Parental/student preference is something local authorities are required to act on in offering school places, and so is an important factor in school places planning. Parents, for a variety of reasons, choose to send their children to different schools; some in Camden, some in other boroughs, whilst some send them to independent schools, which officers estimate for Camden residents as a high proportion compared to GLA population forecasts. Parental/student preference is difficult to model, it is though an important piece of information to consider alongside others, and in order to be more indicative of actual school places needed. Officers in Camden remain focused on key objectives in school places planning, whilst being fully aware the next twelve months look increasingly likely to see further changes, due to a changing education landscape in Greater London.

3. INFORMATION ANALYSED

- 3.1. Effective planning needs to analyse a wide array of information when anticipating current and future needs including;
- the current capacity of schools, surplus places and/or immediate increasing or decreasing pressures;
 - projected future need including the latest planned housing development trajectory, population projections and school roll projections produced by the GLA;
 - any local variance within the borough; and
 - the impact of any proposed changes in neighbouring boroughs.
- This report provides the current known position as at **August 2019**.

- 3.2. Detailed appendices are provided:

- **Appendix A ‘General’** - births, housing and child yield, GLA population projections including a forecast/actuals data quality checking summary, and independent school estimates.
- **Appendix B ‘Primary’** – places filled and numbers on roll compared to admission numbers, school capacity and surplus trends, reception offers, GLA school roll projection charts and analysis by borough and planning area, Camden school rolls by borough of residence, and Camden residents attending out-borough schools.
- **Appendix C ‘Secondary’** - places filled and numbers on roll compared to admission numbers, school capacity and surplus trends, year 7 offers, GLA school roll projection charts and analysis by borough, Camden school rolls by borough of residence, and Camden residents attending out-borough schools.
- **Appendix D ‘Additional’** provides information including maps showing the location of all Camden schools open in 2019/20 including any bulge classes or school closures for primary (figure 1), and secondary (figure 2), a map of Camden’s housing trajectory (figure 3), the GLA population projection model (figure 4), and GLA school roll projection model (figure 5).
- **Appendix E ‘Housing development summary’** provides an overview of latest key housing developments, provided by planning colleagues.
- **Appendix F ‘Glossary of abbreviations and terms’** provides an overview of abbreviations and terms used in school places planning reporting.

- 3.3. Analysis of school places is considered for the borough as a whole for both primary and secondary, with further analysis being completed at primary level by five planning areas (PAs) within the borough, these smaller areas were inherited from the former ILEA. Primary planning areas help to explain and report on data effectively, we know children cross areas and borough boundaries, and this is fully accounted for in GLA forecasts using the national pupil database. This analysis model is in keeping with other local authorities, so the council can balance its school place planning duty with the efficient use of resources. PA's do not provide an indication of catchment areas for admission purposes, and pupils are not constrained by them.

4. CURRENT CONTEXT – PROVISION

- 4.1. School provision updates are included in 2019 analysis, including; temporary bulge classes, permanent expansions, proposed or planned closures, PAN reductions, PAN temporary capping arrangements, and free school or academy plans where known. A short summary is included below, one form of entry (FE) equals 30 school places in any given year group.
- 4.2. **PRIMARY**
- 4.2.1. Temporary bulge classes were provided in the growth period to 2015/16 addressing need and shortage of school places experienced on the ground in specific areas, and at the subsequent schools. In 2018/19 temporary school places follow pupils through primary education, admitted at reception to year 6: Emmanuel and Kingsgate schools 1FE each (PA1) 2012/13, Kingsgate school 1FE (PA1) 2013/14, Kingsgate and Hampstead Parochial schools 1FE each (PA1) 2014/15, and Kingsgate school 2FE (PA1) 2015/16.
- 4.2.2. Expanded permanent provision was provided at the following schools: Emmanuel 0.5FE (PA1) 2011/12. Kingsgate/Liddell Road (PA1) 2FE 2016/17, reduced to 1FE in 2017/18 in the new Liddell Road building from September 2017. This year saw the completion of all expansion works at Kingsgate primary school including a new hall and library at the upper school site. PA1 provision in particular was provided to address an increased need demonstrated on the ground over a number of years, expanding choice for residents, particularly in the most pressured area in the north/north-west part of the borough, and before GLA forecasts were adjusted considerably. Hawley Primary expanded from Infant only into new buildings from September 2016 at a new site as part of the Hawley Wharf Development 1FE (PA3) 2016/17. Edith Neville (PA4) is being rebuilt on its existing site, which is due to be operational during autumn 2019. Edith Neville will remain a 1FE school, built with core facilities adaptable to allow it to expand to 2FE. Although expansion is not anticipated due to falling borough primary school rolls, and reduced GLA forecasts over the current reporting period to 2028/29, any expansion would be dependent of future forecasted need and identified funding.
- 4.2.3. Additional permanent provision was provided through free schools/academies: St Luke's school 0.5FE (PA1) 2011/12. Abacus Belsize school 1FE (PA3) 2013/14, temporarily located at the Jubilee Waterside Centre (PA4) with their catchment remaining in PA3 (latest information below). King's Cross Academy 2FE (PA4) 2015/16, originally planned to open as 1FE, but increased this to 2FE prior to opening, as the school is its own admissions authority.

- 4.2.4. All previous planned and additional permanent primary capacity has been provided in the borough, and there is no more planned or necessary at the current time. School places planning is addressing new challenges faced following the significant falls in actual registered births from 2013, and the changing primary landscape in Camden, and Greater London. Leading to difficult decisions over the past year, to address a rising primary surplus.
- 4.2.5. As sighted in the previous section, the 'Deep Dive' review suggested initial recommended options for up to a 7FE reduction in school places from reception through temporary capping arrangements. Three 2FE schools opted to reduce PAN by 1FE in 2019/20 initially: Carlton PA2, Rhyl PA3, and St Aloysius PA4. These schools met criteria of high surplus for at least three years, and were situated in areas of high surplus.
- 4.2.6. However, since the 3FE PAN reduction was agreed, St Aloysius RC primary school consulted on closure in 2019/20, a decision to close the school by 31 December 2019 was agreed on the 18 July 2019, and finalised on the 26 July 2019, full details are included on the Camden website: <https://www.camden.gov.uk/st-alloysius-primary-school-proposed-closure>. The majority of school places for children attending St Aloysius are being provided by neighbouring schools, notably Our Lady's and St Michael's. St Aloysius had the highest surplus of any school in the borough at reception in 2018/19 (January) 63%, and reception to year 6 at 41%, this is in the PA4 area of the borough with the highest surplus at 32%. There were only a small number of applicants and offers for reception in 2019/20 at St Aloysius, and surplus increased rapidly over the past three years. The Diocese of Westminster is reporting a significant fall in the number of Catholic Eastern Europeans coming to London, which is affecting the rolls of RC schools.
- 4.2.7. To summarise, in 2019/20 there will be a 4FE reduction in PAN fully reflected in school places planning analysis: Temporary PAN capping at Carlton (PA2) to 1FE, and Rhyl (PA3) to 1FE, and full closure of 2FE St Aloysius (PA4). These changes are anticipated to reduce surplus in these specific areas, and across the borough in 2019/20, when comparing latest GLA forecasts. If triggers including continued high surplus over a number of years are met, it may be necessary for further PAN reduction measures in Camden. Any discussions would though be based on new data. A **'School Organisation and Collaboration Strategy'** steering group is working collaboratively and meeting regularly to address these challenges.
- 4.2.8. Abacus Belsize 1FE free school is situated temporarily at the Jubilee Waterside Centre, with its catchment area located in Belsize ward and some selected streets outside. Whilst the school has been operating at its temporary location, the Camden/London education landscape has changed considerably, and pupil numbers have fallen sharply. Abacus Belsize recently submitted a planning application to Camden Planning for a 1FE school at the proposed permanent site, at the former Hampstead Police Station, Rosslyn Hill (PA1). The site was purchased by the Education and Skills Funding Agency (ESFA), and if successful its catchment area will remain in PA3. Camden's Supporting People Directorate/Director of Education Commissioning, formally objected to the application based on local intelligence i.e. rising borough surplus school places, reduced borough forecasts, and potential impacts to existing schools in the PA1 location if the school was to move permanently. A decision on the latest Abacus Belsize

application is awaited, and could be decided on the 17 October 2019. The previous 2FE school application was refused by the Camden Planning Committee on the 28 July 2016 due to unsuitability of the site/development, and Highways/Transport concerns. Additional 1FE capacity would have increased excess surplus at existing Camden schools. Abacus Belsize is currently included within Camden forecasting assumptions as a 1FE school.

4.3. **SECONDARY**

- 4.3.1. Secondary forecasted 'need' was addressed a number of years ago in the borough through the previous Labour government, and the 'Building Schools for the Future' (BSF) programme, including: A new 6FE UCL academy, opened in 2012/13. Regent High school was expanded and fully remodelled providing an additional 2FE provision, the 2FE provision is not being used as originally intended, but could potentially be utilised if existing school capacity was exceeded in Camden. It was anticipated in previous SPP reporting, and based on higher GLA forecasts, bulge provision using part or all of the 2FE built could have been necessary from 2019/20 onwards. In addition, analysis based on GLA forecasts suggested additional bulge provision in Camden could have been necessary beyond.
- 4.3.2. Whilst changes in the primary sector are well documented. Secondary has faced its own challenges in recent years. The previous GLA secondary forecasts prior to the GLA ONS migration adjustment were considerably higher than they are now, the bulge effect from primary isn't materialising as anticipated to date, and parental/student preferences impacted to 2019/20.
- 4.3.3. Haverstock school temporarily reduced their PAN by 1FE from 2018/19 due to changes in parental/student preferences, spare capacity could be released in future, and school rolls should improve following its 'good' overall effectiveness Ofsted rating in July 2019.
- 4.3.4. There are currently no secondary bulge classes provided in Camden schools, and based on latest analysis, any additional provision looks an unlikely scenario over the next ten years, but officers continue to monitor closely following recent the Ofsted rating improvement.
- 4.3.5. The UCL Academy is likely to offer an additional 12 permanent school places from year 7 in 2020/21, whilst SPP 2019 doesn't support these additional school places due to an increased surplus, and PAN reduction at Haverstock, it is built into scenario analysis this year. This will be closely monitored over the next twelve months.
- 4.3.6. Planned enhancements at other Camden schools include: Acland Burghley currently undergoing refurbishment works, due to complete in autumn 2019. Works are ongoing at Parliament Hill and William Ellis for considerable refurbishment, including new and reconfigured buildings, and a new post 16 LaSWAP building which is already operational. The rebuilding of Maria Fidelis is part of the Priority School Building Programme (PSBP), managed and funded by the ESFA (remaining 5FE, but incorporating a larger 6th form for 300 pupils). The Maria Fidelis school building is now fully operational and all students moved to the new site in the summer term 2019. As part of the PSBP, Hampstead has undergone a major building replacement programme, with a number of buildings replaced with more modern and

efficient spaces, completed in early 2018. A new stage of the project involves refurbishment the remaining two large blocks.

- 4.3.7. The Holborn School Campaign (THSC) for a 4FE secondary school south of the Euston Road (SER) was rejected by DfE in 2015. A statement was released in March 2016 on 'whereismyschool.org' confirming any future application was on hold due in part to the DfE change in guidance i.e. demonstrating clear 'basic need'. Following a meeting with the Leader of Camden Council, Councillors and Camden officers, a Camden resident analysis is being carried out by community researchers. The aim of this research is to understand more behind the reasons of selection of certain schools, and when making applications for school places at year 7 secondary transfer, to report results in the first instance.

5. CURRENT CONTEXT – SCHOOL ROLLS, APPLICATIONS & OFFERS

- 5.1. Current context is put into perspective within this section, considering school rolls in Camden and neighbouring boroughs, where available. The statutory school capacity/SCAP return is submitted annually to the Education and Skills Funding Agency/Department for Education (ESFA/DfE), and offers data from Camden Admissions includes and details Camden resident/non-resident data (statutory DfE return). This detailed analysis has been provided as part of the attached appendices B and C for primary and secondary areas, and succinct points drawn, and included below with references to tables clearly indicated.
- 5.2. **PRIMARY (refer to Appendix B, tables 1 to 6)**
- 5.2.1. Numbers and percentages of school places filled by year group, Borough and PA, are based on Camden school rolls for 2018/19 are shown in Appendix B, Table 1. Historic capacity pressures to 2015/16 flow through to older year groups in this chart in most areas, except the south where there has been a fall. The north-west (PA1) part of the borough continues to face the greatest pressure for school places from reception, the same area where bulge classes were required, and the outstanding Kingsgate school was expanded permanently from 2016/17. Kingsgate is full as reception 3FE provision, but was impacted by the sudden London fall in actual registered births, and the Kilburn Grange free school opening in Brent close by. In 2018/19 surplus capacity varies across the borough, there was more capacity available in year R to year 2, ranging from 83% to 87% full. Whereas year 3 to year 6 saw less capacity from 90% and 93% full. This continues to confirm, following years of unprecedented primary growth particularly in the younger age ranges, there has been an overall shift in pressures faced, and an increasing surplus. Reviewing localised areas shows: PAN reduced by 1FE in PA1 in 2017/18 explaining the increase in year 1 at 89% from year 2 at 88%, with year R an encouraging 93% full. School place pressure is stable at 85% in PA2 from year R to year 3, and is lower in PA3 at year R at 88% compared to year 1 at 89%. Pressure eased and surplus increased further in the south of the borough in PA4 year R at 68% from year 1 at 81%, and PA5 year R at 81% from 86% in year 1.
- 5.2.2. A summary of unfilled school places over a five year period to 2018/19 for reception and year 1 is set out in Appendix B, Tables 2A, B and C. This shows that up to and including 2016 at reception, even with additional capacity provided, there were lower numbers of unfilled places across the

borough, and limited spare capacity due to high actual registered births. The primary landscape has recently changed significantly in Camden, with an increase in unfilled reception places across the borough from January 2017 (182), 2018 (214), and 2019 (292), although spare capacity varies by locality. Reception data is analysed specifically in the wider north-west area due to historical pressures, this includes Kingsgate school (Table 2C). Even within this higher pressured area, there was an increase in percentage surplus available from 2% in January 2016, to 9% in 2017, reducing from 2018 to 5% following the reduction of available Kingsgate school places to 3FE, then increasing marginally to 6% in 2019.

5.2.3. **Camden** internal actual **PAN surplus** is shown in Appendix B, Map 2D. Mapping reception surplus 2018/19 (January 2019) by borough, and primary PA, overlaying school surplus based on PAN. Considered a more realistic internal Camden surplus calculation based on in use school PAN capacity from reception, rather than all school space available as used in DfE net capacity. Information analysed provides an interesting mapped visual interpretation of the challenges facing Camden schools in different localities. Borough surplus stands at 17%, varying by PA: PA1: 7%, PA2: 15%, PA3: 12%, PA4: 32%, and PA5: 19%. All areas except PA1 being outside a preferred 5% to 10% surplus range, although this would be higher if the 1FE additional capacity at Kingsgate was included. King's Cross Academy opening as 2FE rather than 1FE as originally planned, exacerbates current PA4 surplus. By overlaying schools, their surplus, and comparing to planning area surplus, highlights contradictions to surplus patterns i.e. in PA1 New End has high surplus (37%) in a lower surplus area (7%), and vice versa, low school surplus is recorded in PA4 at King's Cross Academy (0%), and St Mary & St Pancras (3%) in high surplus area (32%). A summary of similar school and planning area surplus trends based on PAN from 2012/13 to 2018/19 (January) are provided for reference in Appendix B, Table 2E. St Aloysius RC school in PA4 has the highest recorded reception surplus 2018/19 (63%), compared to 2015/16 (12%), and 2014/15 (7%). Camden needs to balance the maintenance of a reasonable level of surplus, and choice for residents with its duty to use resources efficiently. Ensuring any surplus does not become too large, particularly in the current climate.

5.2.4. Appendix B, Tables 3A/3B include **DfE school net capacity surplus**¹ and a five year trend summary up to 2019. The DfE requires the use of net capacity² (NC) for many planning purposes, and considers a range from 5% to 10% a reasonable margin for meeting parental/student preference, providing a good level of choice. Net capacity includes all school space available, including built and unused provision, and school rolls reception to year 6 i.e. 1FE unused at Kingsgate in PA1. Camden primary overall is above this measure, standing at 14.6% including free schools, increasing from 12.7% last year. This is higher than any period over the past five years, and is reflective of lower school rolls in Camden and changes to net capacity, following the actual registered births fall. There are variations in net capacity surplus across Camden, with the majority reporting additional surplus this year, reflective of primary trends across Greater London, the only exception

¹ Included in the statutory school capacity return (SCAP) submitted to the ESFA/DfE annually

² Net capacity is determined by comparing actual capacity (based on space within school and how many rooms are utilised) against surplus places based on numbers on roll years R-Y6. It is important to note where a school is new/expanded and still filling from reception there will be a temporary skew in capacity figures.

being PA3. The greatest net capacity surplus is located in the southern part of the borough in 2019: PA4 at 23.7%, up from 19.2% in 2018 (King's Cross academy continues to fill, St Aloysius location), followed by PA5 at 14.5%, up from 12.1% in 2018. Middling surplus is located in: PA1 at 12.5%, increasing from 10.7% last year, and PA2 at 11.7%, up from 9.9% in 2018. The only positive reduction to surplus was in the central swathe of the borough within PA3 at 10.7%, reducing from 11.6% the previous year (slight increase in rolls, and Abacus continues to fill).

5.2.5. Analysing the first tranche of actual potential future school roll data prior to the new school year in the autumn term for reception offers made, is a useful early indicator identifying pressure points, and potential surplus in schools. Provided across the borough, and set out in Appendix B, Table 4A/4B. Information is used to compare GLA SRP 2019 forecasts and historic trends, considering drop off between offer day and the autumn, and ensuring robustness of GLA SRP forecasts. Camden resident applicants fell in 2019/20 to 1,589, from 2018/19 at 1,613. Whilst other borough resident applicants increased to 512 in 2019/20, from 474 in 2017/18, balancing the reduction in Camden residents, possibly due to excellent Camden schools attracting pupils from further afield. Overall this meant total applicants remained the same for 2019/20, compared to the year before at 2,101. The past two years has seen a very small number of unplaced Camden residents in April at national offer day within PA1, at 12 in 2018/19, reducing to 5 in 2019/20. In 2019/20 there were no vacancies within PA1 in the north-west part of the borough, compared with vacancies available in all other areas, highest in PA4 (48), PA5 (31), and PA2 (30). Pressure within PA1, although reduced this year, shows the additional 1FE permanent provision at Kingsgate was helpful in reducing numbers of unplaced Camden residents in a higher 'need' area. PA4 includes the King's Cross academy which opened as 2FE rather than the originally anticipated 1FE, and St Aloysius RC school closing in 2019/20. In April 2019 St Aloysius was anticipating offering a reduced 1FE, although only 15 of these places were offered to children, Carlton offered nearly 2FE of places, although with higher allocations (25) and the inevitable drop off, they have since temporarily 'capped' at 1FE. Since national offer day all unplaced reception children in PA1 have been offered a school place for September 2019.

5.2.6. Monitoring Cross border mobility of Camden and non-Camden residents attending Camden primary schools to 2018/19, is a helpful comparator for a central London borough. Appendix B, Table 5A shows 87% (2018/19) of children on roll were Camden residents, less than 2017/18 at 88%, and the lowest over the past five years (90% in 2014/15). This could be due to primary place pressure easing at schools in Camden, lower Camden resident births, with more availability and choice in our excellent Camden schools. Appendix B, Table 5B provides a percentage breakdown by school and planning area over the same period, and as might be expected, schools closer to the border have a higher percentage of non-Camden residents on the school roll.

5.2.7. An analysis of Camden residents attending other borough primary schools has been provided for the past five years to 2018/19 in Appendix B, Table 6. Camden remains a net 'exporter' of primary aged children with 1,479 Camden resident children attending out-borough schools in 2019, although this is the lowest in five years, against 1,404 residents from other boroughs

attending Camden schools, almost parity i.e. net export of only +75, lower than +172 reported last year, a closing gap. Westminster continues to stand out as the borough with the greatest number of Camden resident 'exports' (727), but relatively few Westminster resident 'imports' (76) to Camden primary schools. It is assumed this is in part parental preference, but also geographical with some schools close to the Camden border.

5.3. **SECONDARY (refer to Appendix C, tables 1 to 5)**

- 5.3.1. Appendix C, Table 1A shows the number of pupils on roll in Camden secondary schools in years 7 to 11 in 2018/19. Providing a comparison between numbers on roll and the school admission numbers, including Camden overall, and percentages full. Within Camden borough overall, schools are 91% to 95% full across all year groups. Year 7 capacity full is the highest in any year group i.e. only 90 vacancies and 95% full, although caution is recommended as this includes the 1FE reduction at Haverstock for the first time. Schools with the lowest capacity full at year 7 include: Haverstock 63%, Maria Fidelis 90%, and La Sainte Union 94%, this compares to oversubscribed schools: Acland Burghley and Parliament Hill both 102% full. Actual school rolls continued to fall at Haverstock, although this should improve following their recent Ofsted 'good' rating. Maria Fidelis has seen significant building works which could have impacted school rolls temporarily, however as the new school is in use, this should begin to impact positively. Acland Burghley has benefitted from a tremendous turnaround in pupil numbers in the past year, under the headship of Nicholas John, and his new senior leadership team, the school is judged 'good' overall with outstanding leadership and management (Ofsted, March 2018).
- 5.3.2. **Camden** internal actual **PAN surplus** for year 7 actual school roll trends from 2012/13 to 2018/19 are provided for all schools in Appendix C, Table 1B, including; PAN, number on roll, and number/percentage of unfilled places. Considered a more realistic internal Camden surplus calculation based on in use school PAN capacity from year 7, rather than all school space available as used in DfE net capacity surplus. At borough level there has been a small increase from 2017/18 at 1,590 to 2018/19 at 1,602, and compared to 1,528 in 2012/13. The percentage of unfilled year 7 school places are a useful comparator over time, showing the majority of schools have few places available at the current PAN i.e. less than 2%. There were no vacancies at Acland Burghley in 2018/19 for the first time in six years. Haverstock is one to watch as it's been above 10% for the past four years, and would be higher in 2018/19 at 37% without the 1FE PAN reduction, and is being monitored closely. Maria Fidelis is also being monitored closely with an increase to 10% in 2018/19, from 5% the previous year.
- 5.3.3. Haverstock most recently saw its year 7 roll fall to 114 in 2019. Previously judged as requires improvement by Ofsted in January 2017, Haverstock reduced their admission number to 180 from 2018/19, accounting for temporary changes in parental/student preferences at this time. Since the previous Ofsted inspection the school appointed a new headteacher, James Hadley, who with his Governing body and staff successfully turned the school around, obtaining a 'good' overall effectiveness Ofsted rating in July 2019, which could impact school rolls positively in the future.
- 5.3.4. As highlighted within primary, the DfE consider a range 5% and 10% to be a reasonable margin for meeting parental/student preference. **DfE**

secondary net capacity surplus (NC) covers the whole secondary age ranges from year 7 to post 16, and includes all space available within schools i.e. spare capacity at Haverstock 1FE, and Regent High 2FE. Appendix C, Table 2A shows school rolls, NC and percentage surplus places in 2018/19 based on these measures. There are four schools with higher NC above 10% surplus in 2019: Acland Burghley 26.9 %, down from 31.1% in 2018 (higher recent school rolls), Haverstock 21% up from 14.4% last year (lower school rolls, and 1FE unused capacity), Maria Fidelis 35.9% from 29.1% in 2018 (potentially building works whilst new school built, and net capacity), and Regent High 31.3% down from 35.7% in 2018 (improving school rolls, but with 2FE additional built capacity). Acland Burghley surplus is anticipated to reduce further following its 'good' Ofsted, Haverstock rolls could improve in the future following its 'good' Ofsted, and Maria Fidelis surplus is anticipated to reduce with the new school building being operational. Parental/student preference does impact schools at different times, as demonstrated, although with secondary school rolls set to increase slightly over the next four years, surplus should fall too. There is likely to be a knock on impact of pressures for secondary school places in surrounding London local authorities.

- 5.3.5. Appendix C, Table 2B provides borough summary net capacity trends for Camden over the past five years to 2019. This shows a positive decrease in overall surplus from 15.9% in 2018 to 15.6% in 2019, the five year trend has fluctuated, due to different factors including parental/student preferences. Over the past five years, the UCL Academy has distorted figures as the school filled from year 7, although the school is now full. Regent High school has become increasingly popular in recent years, following remodelling and expansion, but carries 2FE of additional capacity which distorts NC surplus. Other schools with higher surplus largely attributable to roll changes include: Acland Burghley although reducing, Maria Fidelis increasing, and Haverstock increasing with 1FE additional capacity and lower school rolls.
- 5.3.6. Year 7 secondary transfer offers are a useful indicator of potential admission numbers in Camden secondary or other local authority schools in the year ahead, although some caution is recommended following the usual churn until autumn. Appendix C, Table 3 shows a three year trend to 2019/20, overall applicants increased in 2019/20 to 3,170, up from 2018/19 at 3,104, and 2017/18 at 3,113. On March 2019/20 year 7 national offer day, numbers of applications received from Camden residents were down compared to the previous year: 1,576 in 2019/20, compared to 1,626 in 2018/19, actual registered Camden births dipped for this cohort of children. This decrease was balanced out by an increase in other borough residents to 1,594 in 2019/20 from 1,478 in 2018/19, potentially due to increasing pressure faced in home boroughs, and an excellent Camden school reputation. The same data shows 50 unplaced Camden residents at offer day in 2019/20, a slight increase from 48 reported 2018/19. Following usual churn in the system as offers are accepted, rejected and reoffered, there are no unplaced children for 2019/20, with vacancies available in the borough.
- 5.3.7. Cross border movement is especially helpful to consider in actual school roll data, as secondary aged students choose, for a variety of reasons, to travel further distances to school. Appendix C, Table 4 shows numbers and proportions of Camden and other borough residents attending Camden secondary schools in years 7 to 11, between January 2015 and 2019. In

2019 Camden residents comprised of 5,111 or 64% of the secondary total roll, an increase of 101 or 1% on the previous year. Proportions of other borough resident children in Camden school rolls have remained broadly similar over recent years, with the largest import from neighbouring Islington at 1,057 pupils (13%).

- 5.3.8. Camden residents attending secondary provision in other boroughs between 2015 and 2019 for years 7 to 11 are shown in Appendix C, Table 5 and based on January DfE school census. Summary Camden resident data was requested, and voluntarily provided by other boroughs, figures are not always directly comparable i.e. data may be missing in some years, this is clearly indicated. The number of Camden residents attending schools in other boroughs is similar, but slightly higher in 2019 at 1,941, compared with 1,924 the previous year. There are variations in figures between years, interestingly Camden residents attending Islington provision continue to decline, falling to 575 in 2019 from 691 in 2017, perhaps an impact of Acland Burghley in the past three years? Whereas Camden residents attending Westminster schools climb to 849 in 2019, from 768 in 2017.
- 5.3.9. Camden continues to be an overall net 'importer' of secondary aged pupils (years 7 to 11) with 1,941 Camden residents attending out-borough schools compared to 2,824 other borough residents attending Camden schools, a positive gain of +883 in Camden schools. Schools in surrounding Westminster (44%), and Islington (30%) take the greatest proportion of Camden resident pupils. In the case of Westminster though, the export is significantly greater than the number attending Camden schools with 849 exported against 239 imported. This could be due to a mix of parental/student preference and geography in terms of schools close to the Camden border, plus the effect of Westminster primary schools acting as feeder schools to Westminster secondary schools. The number of Camden residents choosing Camden secondary schools which had been falling for some years, continued to increase i.e. 5,111 in 2019, compared to 5,010 in 2018, and 4,768 in 2015.

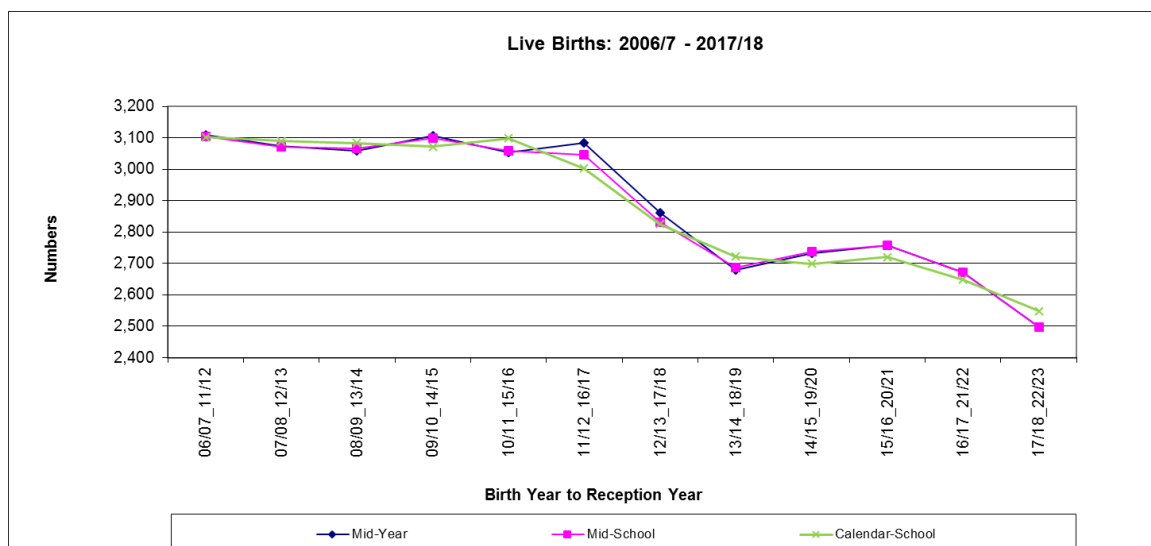
6. KEY FINDINGS

- 6.1. School places planning covers a broad area, and there are multiple datasets and analyses underpinning annual reporting. This section aims to untangle the following key reporting areas:

- Birth data
- Latest housing development data and estimated child yields
- GLA population projections at primary and secondary ages
- GLA school roll projections at primary and secondary

6.2. **BIRTHS (refer to Appendix A, tables 1A, B and C)**

- 6.2.1. Birth information is provided by the Office for National Statistics (ONS), by mid-year i.e. July to June, or calendar year. Neither is consistent with a school academic year between September to August, and birth information is adjusted for consistency purposes, however differences are usually negligible within +/- 0.5%. The chart below shows a continuing downward trend in mid-year registered births, which have been adjusted to the school year, and calendar year births i.e. reception school year.



Appendix A, Table 1A – chart showing live births to reception year: 2006/07 – 2017/18

6.2.2. Actual registered births are an important element of change, and are included within the Greater London Authority (GLA) resident population and school roll projection models (BPP/SRP), and it's helpful to comment on trends separately. As there is not always a clear and observable correspondence between actual registered births and subsequent demand for school places, due to numbers turning up on roll each year i.e. gaps due to independent school take up, cross border school mobility etc.

6.2.3. Camden has low birth and fertility rates. Actual registered births (mid-year) in Camden increased for three decades from the mid 1970's until peaking in 2007, plateauing at a high level, until falls and fluctuation after from 2013. Appendix A: Table 1C shows ONS actual registered births to 2018, and GLA projected births to 2029. Actual registered births between 2007 and 2012 show a high stable trend in Camden from 3,109 to 3,084, higher than the six year average of 3,081. This changed following the release of 2013 data, falling to 2,861, and again in 2014 to 2,679, before increasing in 2015 to 2,733, and again in 2016 to 2,758. Although lower than previous highs in the 2000's, and stable early 2010's, it looked as though there could be an upward trend developing. However, the past couple of years of ONS actual registered birth releases have quashed this potential optimism, when 2017 births fell to 2,671, followed by another fall to 2,498. The new low reported in 2018 at 2,498, was considerably lower than previous lows in recent memory i.e. 2014 and 2017, with actual registered births now at similar low levels reported in the mid 1990's. This will continue to be monitored very closely through to the next release in 2020. The first unexpected dip in actual registered births (locally and nationally) 2013 is reflected in Camden GLA SRP 2019 beginning from 2017 at reception, and 2024 at year 7.

6.2.4. The Total Fertility Rate (TFR) provides the average number of births a woman could expect in her lifetime according to current fertility rates. The TFR can be affected by changes in timing of childbearing, completed family size, and population structure. The TFR considered as a replacement level i.e. number of births needed to keep a stable population in the UK, currently stands at 2.1, and anything below requires inward migration to maintain population levels. The Office for National Statistics (ONS) recently revised and updated the TFR data to **2018**, provided in August 2019. The **2018**

TFR has fallen again in: Camden 1.10, Greater London 1.63, also England and Wales 1.70. Down from **2017 which was higher** in: Camden 1.17, Greater London 1.70, also England and Wales 1.76. Compared to **2013 which was also higher** in: Camden 1.26, Greater London 1.74, also England and Wales 1.85. Based on this latest information, Camden has the lowest TFR in Greater London, and nationally. Why is Camden so low? Women's age is important, with the peak age for births in the borough the second highest in London at 33.2 years in 2011, which increases all the time. There could be other reasons behind this in Camden including: The largest student population in London, and associated high numbers of female university students could deflate fertility, whilst living in a borough with typically lower fertility rates. There is a high incidence professional women delaying children. Central Government factors including child limits, benefit caps, and continuing austerity could factor. Private rented sector insecurity and unaffordability are important. Even Brexit, and central government continued uncertainty cannot be discounted. The picture for the next ten years shows forecasted fertility is virtually flat lining, in addition, the GLA confirmed fertility increases at older ages, whilst decreases at younger ages.

6.2.5. Latest GLA birth projections received in 2019 (2017 based) account for actual registered birth trends to mid-2017 i.e. two year dip to 2014, followed by a two year increase to 2016, and greater fall reported to 2017. ONS Calendar births 2017 (2,607), available later than mid-year, and are used as a proxy for mid-2018 (2,498) modelling forward, which was unavailable at the time. The proxy figure used represents a fall on mid-year 2017 (2,671), so it is felt this is a good basis for modelling forward, due to the fall recorded, although it was higher than the latest ONS mid-year actual registered births in 2018. The GLA birth forecast for Camden could be a little optimistic due to the difference in birth figures used, although the proxy figure did represent a fall, which correlated to a fall in the latest actuals. GLA projected births increase to 2019 at 2,707, falling, then increasing between 2025 (2,704) to 2028 (2,717), and falling in 2029 to 2,688. This is a lower GLA birth forecast than received last year over the whole period to 2029, with 2029 (2,688) similar to the previous actual registered birth low reported in 2014 (2,679). (section 6.5.3)

6.2.6. Birth data reviewed at ward and planning area is useful to understand variations in local areas. Past experience has shown need for school places varies across the borough at primary, overall borough birth trends may mask these local differences. Smaller geographical areas though have larger margins of error in the projected figures, so should be interpreted with caution. Latest GLA birth forecasts between 2019 to 2024, and 2019 to 2029 anticipate the following: PA1 2019 forecast (788) is lower than the 2017 actual (824), and decreases -39 to 2024, and -79 to 2029. PA2 forecast in 2019 (388) is lower than the 2017 actual (416), and decreases -43 to 2024, and -43 to 2029. PA3 forecast in 2019 (852) is slightly lower than the 2017 actual (856), and decreases -50 to 2024, and -114 to 2029. PA4 forecast in 2019 (406) is higher than the 2017 actual (319), and increases +95 to 2024, and +178 to 2029. PA5 forecast in 2019 (273) is higher than the 2017 actual (256), and increases +21 to 2024, and +39 to 2029. Areas in the south of the borough up to 2029 forecast an increase in births, with the majority concentrated in PA4, as the substantial

developments at King's Cross impact rolling forward within GLA forecasts, especially towards the latter years.

6.2.7. The actual registered births information informs potential need for reception school places four years later. Although not all births translate to equivalent need, actual numbers of births on their own are not affected by either migration or housing development. However, births in their journey to becoming 4 year olds within the population include migration, influenced by housing development, which is applied at each stage; from actual births to 0 year olds, 0-1 year olds, 1-2 year olds, 2-3 year olds, and 3-4 year olds. Consequently, this information is used to estimate GLA population projections that in turn, alongside existing school roll information, inform GLA SRP. Actual registered birth data on its own, therefore needs to be interpreted with caution. Camden is not alone in experiencing falls in actual registered births, there were similar falls in neighbouring boroughs, London, and nationwide. The latest low actual registered birth figure for Camden 2018 is being monitored closely. Putting the latest change from 2017 to 2018 into the London context shows almost all (31) Greater London boroughs reporting a negative percentage fall, only two show a minimal increase in Bexley and Harrow. Sutton shows the greatest change at over -8%, Kingston, then Camden represent a close second at over -6%, and all other boroughs are around -5% or lower. Neighbouring boroughs show approximately: Brent under -5%, Islington and Westminster under -4%, City -3%, Haringey -2%, and Barnet under -1%.

6.2.8. ONS mid-year estimates (components of change) internal UK migration data shows there continues to be a net outward movement from Camden which is higher amongst children in younger age groups. Data shows for 0-3 year olds -485 in 2018, although lower compared to a seven year average of -529, whereas for 4-10 year olds it was -307 in 2018, slightly higher than a seven year average of -298. Older age groups show a positive migration impact for 11-15 year olds of +621 in 2018, compared to a seven year average of +451.

6.3. **CAMDEN PLANNED HOUSING AND ESTIMATED CHILD YIELD**

6.3.1. Camden's planned housing trajectory data is updated on an annual basis by Camden planning officers. The latest housing data is included to 2017/18, provided in April 2019, and rolling forward one year from the information provided last year, this includes developments to 2033/34. Housing information takes account of the anticipated number of homes which the Council expects will be delivered on housing sites allocated in the Council's Site Allocations Development Plan³, adopted in September 2013. In addition, it takes into account; Regis Road Kentish Town growth area identified in Camden's Local Plan, homes identified as part of the Community Investment Programme (CIP)⁴, other major housing schemes identified through the planning process, all other planning permissions granted on or before 31st March 2018, and trends on smaller housing sites. It does not take account of housing which could be delivered as part of any other unidentified housing sites, regardless of any discussions the Council might be having on those sites.

³ <https://www.camden.gov.uk/site-allocations?inheritRedirect=true>

⁴ <https://www.camden.gov.uk/community-investment-programme?inheritRedirect=true>

- 6.3.2. Camden planned development data is provided to the GLA on an annual basis, and included in GLA population projections, and GLA school roll projections. The GLA projections fully include the latest Camden development data provided in April 2019. However, it is useful to consider latest housing development and subsequent estimated child yield data separately, to understand the planned phasing and mix of developments, by area and overall borough. Cumulative growth by ward and PA is shown in Appendix A, Table 2, and potential number of children estimated to emerge from types and sizes of latest housing development information. Child yield is calculated using latest Camden planned development data supplied in April 2019, and estimates child yield from a formula derived from the '2008 Camden survey of new homes', which is the most up to date available.
- 6.3.3. The Council's Local Plan⁵, adopted on the 3 July 2017, sets out the vision for shaping the future of Camden. Growth is projected across the Borough, primarily in town centres, main Community Investment Programme (CIP) areas, and growth areas, including: King's Cross/St Pancras and Euston (PA4), Kentish Town (PA2), Holborn and Tottenham Court Road (PA5), and the West Hampstead interchange (PA1). Appendix D, Figure 3 shows growth areas by geographical location. Camden is forecasted to experience significant population growth during the Local Plan period, which will result in increased demands being placed on Camden's infrastructure in a range of areas. The Local Plan seeks to meet Camden's objectively assessed housing need of 16,800 additional homes to 2031. The Council will update the housing trajectory regularly to take into account new sources of supply, and maintain a five-year supply of deliverable sites together with a 5% buffer, and will publish the updated trajectory in future 'authority monitoring reports'.
- 6.3.4. Additional cumulative numbers of children estimated to emerge from the latest housing development data supplied in 2019 within Camden are **higher** overall across the borough, when compared to last year in 2018. Information provided is fully reflective of changes to planning applications, housing mix, and the phasing of developments across the borough i.e. between 2018/19 to 2032/33, and comparing the same period, there is an estimated **5,827** additional children this year compared to 5,394 last year, an increase of **+434**. This overall increase masks decreases in PA1 in the far north-west, and PA4 in the south, the only areas showing a decrease compared to last year. All planning areas across the borough are detailed below over the same period to 2032/33, and compared to last year: PA1 - 32, **PA2 +48**, **PA3 +303**, PA4 -105 and **PA5 +219**. Even though a couple of PA decreases are reported compared to last year, it should be noted, all areas continue to show an overall rising housing/child yield trend over the whole period. This is due to high housing development over the whole period, latest housing development data does bolster all GLA forecasts in all areas, with the greatest development planned in PA4.
- 6.3.5. Planned housing trajectory data analysis up to 2033/34, estimates cumulative child yield growth and additional forms of entry (FE) deriving from latest housing development. A chart has been included within Appendix A, Table 2. Every year, there are changes to the distribution of

⁵ <https://www.camden.gov.uk/camden-local-plan1?inheritRedirect=true>

children derived from housing development, this would be expected with updates to planning applications and housing mix, including the phasing of developments. It is important to reiterate it is the latest housing development data from 2019 feeding into GLA forecasts. Estimated child yield information is summarised below for information only.

- Short Term (2018/19 - 2022/23)

It is estimated an additional 2,051 children could be accommodated in new housing developments between 2018/19 and 2022/23 (21 more than estimated last year). This would cumulatively equate to between 2.9-3.8 FE in any particular year group by 2022/23. The greatest additional child yield comes from PA3 housing development (25% or 0.8-1.0 FE), whilst PA1 and PA4 jointly account for the next highest (24% or 0.7-0.9 FE).

- Medium Term (2023/2024 - 2027/2028)

Further to the additional 2,051 children estimated as emerging from housing development until 2022/23 i.e. 2.9-3.8 FE, an estimated further 1,916 children (2.8-3.6 FE) could emerge in the following 5 years until 2027/28. PA2 accounts for the largest increase (37% or 1-1.3 FE), followed by PA4 (19% or 0.5-0.7 FE).

- Longer Term (2028/29 – 2033/2034)

Housing development is sustained well into the next decade when a further 2,168 children (3.1-4.1 FE) are estimated to emerge from housing development by the end of 2033/34, with PA4 accounting three quarters of growth (75% or 2.3-3.0 FE). **In total**, by 2033/34 an additional 8.8-11.5 FE in any particular year group are estimated to yield from housing development, with PA4 accounting for the greatest growth (40% or 3.6-4.6 FE).

6.4. **GLA POPULATION PROJECTIONS**

6.4.1. Population projections are produced annually by the GLA, these show considerable variation over time, as data contributing to them changes, and models are refined. The population projections agreed for use this year are the: 'GLA 2017-Based Population Projections ('decoupled' non-MYE), Camden Development, Capped Average Household Size (AHS)'. The GLA model and methodology is similar to that used to produce the GLA 2016-Based population projection, although due to updated inputs, assumptions and enhancements, forecasts are significantly different to those produced previously. This includes an enhanced revision to address issues with the official ONS population estimates first identified last year by the GLA. The housing trajectory input for Camden is a bespoke, borough and ward level, annual housing development forecast provided by Camden Planning colleagues. Projections used in this report and supporting appendices were received in May 2019, feeding directly in to the GLA SRP 2019. GLA population projections are referenced as **GLA 2017-BPP**.

6.4.2. Early last year, the GLA identified problems with the official Office for National Statistics (ONS) estimates of population and migration of children for London local authorities. Analysis of the official estimates alongside additional comparator datasets revealed individual cohorts of children in many boroughs including Camden, were becoming increasingly inflated over time, indicating an issue with estimated migration flows. The GLA made adjustments to the population projections used as the basis for its

2018 school roll projections in order to mitigate the impact of the problem. These adjustments were applied on a case-by-case basis and took the form of additional age-specific change components, designed to offset an estimated inflationary effect, applied annually within the model from 2011 onwards.

- 6.4.3. Through further GLA analysis and discussion with ONS, the primary cause of the issue was identified as being a miss-match between the age-structures applied to international 'in and outflows' from 2011 onwards, which in turn led to an exaggerated net international inflow of children i.e. as seen in past GLA forecasts.
- 6.4.4. The GLA 2017-BPP made comprehensive changes to the past estimates of population and international migration inputs used within their model, to better account for the overestimation of children by the ONS in official estimates, first highlighted and actioned last year. These latest and comprehensive changes were based on a multi-stage modelling process, which sought to identify a time series of past population more consistent with observed trends in administrative data sources. A consistent series of international migration flows were then created based on these updated population estimates and the standard birth, death and domestic migration components.
- 6.4.5. Domestic migration parameters have been revised in the latest GLA 2017-BPP, whereas before migration was based on a ten year average, coupled with housing development to determine an absolute level of migration. Domestic outmigration rates from London reduced significantly following the financial crisis, leading to more population staying. In recent years outmigration rates have gradually increased to 'normal higher' pre financial crisis levels, leading to higher outflows from the Capital of families and children. GLA 2017-BPP aim to better reflect domestic migration in their standard forecasts by fully accounting for higher migration of recent years, before rates return to a longer term average.
- 6.4.6. It's important to remember not all children identified in actual registered births or population projections move on to Camden school rolls, with some Camden residents potentially choosing other authority schools or the independent sector.
- 6.4.7. The GLA 2017-BPP are produced using a cohort component projection model, and as a base use the ONS mid-year estimate at mid-2011 (directly based on the 2011 Census), using the usual resident population, and those aged 0-3 years are amended/re-distributed to better reflect the pattern of borough births. This includes: All people who usually live in an area, regardless of nationality. Arriving international migrants if they remain for at least a year. Emigrants are excluded if they remain outside the UK for at least a year. Students are taken to be usually resident at their term-time address. The usual resident population does not include visitors or short-term migrants who may be living in an area for less than a year, regardless that they are present. They incorporate the latest 'known' data including: registered births, deaths, and trends in migration, up to mid-2017, hence the GLA 2017-BPP naming conventions.

- 6.4.8. Camden always uses a 'decoupled' version of the GLA population projections where overall migration is determined by dwelling capacity, which all London boroughs are using in GLA 2017-BPP. Research suggests this produces a more reliable projection of the Camden population.
- 6.4.9. Average household size inherent in the projection is 'capped' and thus ensures an adequate population is maintained to fill households in this 'more efficient' way. GLA calculate the average household size (AHS) cap for Camden by comparing the average household size incorporating household formation rates from ONS 2016-Based Household Projections, against the trend implied by population estimates, and the availability of dwellings, rather than the previously used DCLG 2014-based Household Projections. This is an additional change in GLA 2017-BPP, which could produce a higher average household size (i.e. more people assumed to fit within homes) than the equivalent DCLG approach, however any increases are reduced downwards with other updates and assumptions this year. The change to ONS from DCLG rates was informed in part by how well each have aligned with estimated changes since 2011. Housing trajectory input for Camden has been updated for 2019, with latest development data supplied to the GLA, including net annual forecast of completions, feeding through to the GLA model to provide greater accuracy. It is a bespoke, borough and ward level, annual housing development forecast provided by Camden Planning officers.
- 6.4.10. Births registered to Camden resident mothers are available from the ONS mid-year estimates, and are included up to mid-2017 in GLA 2017-BPP. Birth data shows lower actual registered births in recent years than recorded to mid-2012. The resultant GLA birth growth forecast for the borough reduced compared to last year picking up on another yearly fall, impacting GLA 2017-BPP/GLA SRP 2019 on their own. However, GLA forecasts include several other elements within their model, so any downward impacts of GLA birth forecasts could be evened out by these other elements. Camden fertility rates are considerably lower compared to Greater London, England and Wales, with future fertility rate forecasts showing little hope of improvement over the next decade, impacting forecasts trending forward.
- 6.4.11. GLA 2017-BPP are significantly lower than the previous two years due to a combination of these updated data feeds. Accounting for an age four population fall to 2022 before generally levelling to 2029, at age eleven the population projection is set to rise to 2022 before following a downward trend to 2029.
- 6.4.12. It's useful to compare GLA 2017-BPP population forecasts for Camden, to surrounding boroughs, Camden is not an island, and it's helpful to assess pressures faced locally. Surrounding borough resident population projections including borough development data are not available. Officers use an alternative, and the closest comparable dataset from the GLA, based on the Strategic Housing Land Availability Assessment (SHLAA) outputs for all London boroughs, and the standard variant. Neighbouring borough SHLAA projections are provided from 2019 to 2039, and numbers are rounded to the nearest 100 as requested by the GLA, finer trends and smaller numbers could be distorted due to rounding. Caution is

recommended in interpreting information between Camden and other boroughs due to the variations in GLA models i.e. Camden development, compared to other borough SHLAA forecasts, but represent a reasonable comparator for this purpose.

- 6.4.13. In previous years, school places planning background checks have been undertaken by Camden officers using GLA population projections, and NHS GP registrations, in addition to GLA data quality controls. This enables officers to understand any disparities between GLA population forecasts and actual NHS GP registrations of Camden four year old residents. Four year olds are the best comparator for this purpose, because accuracy is higher within NHS GP registration data in earlier years. Parents are very good at registering young children for NHS services, but not so good as a child ages, an example could include a house move and changing a previous registration as a child ages. Using this comparison data, enabled appraisal between forecasts and actual data to test robustness of GLA forecasts. Officers decided to publicise this information in 2019 annual SPP reporting, but also to enhance this with the addition of the actual EIS early years data. The early years service uses the Servelec database recording families/children registered to use children centre services, and includes pregnant women for Camden resident children. To summarise, Camden resident data for those aged four years old in 2019/20 are compared by primary planning area in Appendix A, Chart 3A: GLA 2017-BPP is overlaid on to NHS GP registrations, and EIS EY data. It's helpful to compare what we know in actual data, compared to GLA population forecasts, which are an indication of what we could anticipate in the resident population using the latest data feeds and updates. Appendix A, Chart A shows actual age 4 NHS GP registrations recorded as slightly higher in PA1, PA2, PA3 and PA5 compared to EIS EY data, except in PA4 where EIS EY data is slightly higher. Overlaying GLA 2017-BPP is a good match, being similar to actuals in PA1, PA2, PA3 and PA5, and a little higher within in PA4. Given this is a comparison between GLA resident population forecasts, and two different sets of actuals, it is felt GLA population forecasts form a good basis for modelling forward in 2019, as they align well to actual data for Camden residents. Further accuracy checks are completed on GLA school roll forecasts compared to admission applicants, discussed later.

PRIMARY (refer to Appendix A, tables/charts 3B to 3F)

- 6.4.14. The latest GLA 2017-BPP for 4 year olds in Camden are lower than the previous two years forecasts across the whole period, from 2015 to 2029. Trends followed are reasonably similar in the latest GLA release to previous years until around 2019, although there is a dip in 2016, falling away to a low in 2018 before recovery. This changes from 2020 onwards, and trends follow a different path compared to the previous two years, and to the end reporting period to 2029, falling and stabilising at this lower level. Previous forecasts indicated a gradual rising or generally stable higher trend from the 2018 low. The drop in actual registered births affects all forecasts to 2018, and the latest GLA 2017-BPP is clearly impacted by more recent falls and further revisions to base data, resulting in lower forecasts overall. This includes GLA updates to past estimates of population and international migration, to mitigate the overestimation of children in ONS data, and Camden development phasing changes.

Appendix A, Table/Chart 3B provides a table and chart clearly showing comparisons this year.

- 6.4.15. It is interesting to compare GLA 2017-BPP projections over the next ten year period from 2019 to 2029. Firstly projections fall from 2,460 in 2015, to 2,234 in 2018. An increase is observed in 2019 at 2,262, before falling in 2020 to 2,243, and again in 2021 at 2,183, stabilising at these lower levels to 2029 recording a new low of 2,170. The decrease between 2019 and 2029 is -92 (-4%) for Camden borough residents. This masks changes in localised planning areas from 2019 over ten years i.e. falls in PA1 -83, PA2 -56, and PA3 -112, whereas increases are recorded in the south, largely due to planned development and phasing changes in PA4 +134, and PA5 +24. Increasing population in Camden borough overall experienced in the past, appears to have eased following the actual registered births fall, and are anticipated to remain at mainly lower levels until the end of the reporting period to 2029. A comparison of forecasts by planning area, over three years of forecasts to the latest GLA 2017-BPP, is provided in Appendix A, Chart 3C.
- 6.4.16. Appendix A, Table/Chart 3D shows the whole primary age population for 4-10 year olds. The GLA latest projections are lower compared to last year, and over the next ten years to 2029, although they follow a lower but similar trend. GLA 2017-BPP trends peak in 2017 at 16,408, before falling to 2029 at 15,145. The correlation between actual registered births are clearly reflected in the chart, gradually filtering through from reception to all year groups, later than the higher recent actual registered births (2012) and subsequent fall, and due to all year groups being included. In addition, GLA updates to past estimates of population and international migration, to mitigate the overestimation of children in ONS data cannot be ignored. Between 2019 and 2029 borough forecasts indicate a considerable population reduction of -967 (-6%). Observed variations across individual planning areas show; reductions in PA1 -588, PA2 -428, and PA3 -622, whilst increases are forecasted in the south, again mostly due to development in PA4 +660, and PA5 a marginal +11.
- 6.4.17. Neighbouring borough SHLAA projections are provided in Appendix A, Table 3E, and compared to Camden GLA 2017-BPP for 4 year olds to 2039. Variations between boroughs are quoted below and relate to a shorter period from 2019 to 2029, to tie in with school places planning reporting. Falls are recorded in only two boroughs including, Westminster (-100), and Camden (-100), whilst forecasts remain the same in City (0), all other areas report increasing forecasts, in Islington (+100), Haringey (+200), and Barnet (+500), with the greatest increase anticipated in Brent (+800), a markedly different picture to Camden and Westminster. Appendix A, Table 3F covers all primary ages 4 to 10 years old, so you could expect fluctuations compared to the previous table. Forecasts of primary ages show some borough decreases in population to 2029. The greatest falls are anticipated in Westminster (-1,100), followed by Camden (-1,000), and City (-100). Compared to increases in the majority of boroughs including Haringey (+200), Islington (+300), and Barnet (+1,500), with the greatest increase potentially in Brent (+3,600). Officers will continue to monitor this closely, liaising with school places planning colleagues in neighbouring authorities, and the GLA.

SECONDARY (refer to Appendix A, tables/charts 4A to 4D)

- 6.4.18. The GLA 2017-BPP for 11 year olds are lower over the whole period from 2015 to 2029, when compared to the previous two years of forecasts from the GLA. The overall trend this year shows some similarities over the period, compared to last year, although there are differences shown in 2019, 2023, and 2027 onwards. An earlier dip in GLA 2017-BPP is influenced by births, a dip in GP data, and changes in the national pupil database, also confirmed by the GLA. Overall the latest lower forecasts are attributable to reduced actual registered births, GLA updates to past estimates of population and international migration, mitigating the overestimation of children in ONS data, and Camden development phasing changes.
- 6.4.19. Appendix A, Tables/Chart 4A shows the GLA 2017-BPP between 2015 to 2029 by area, for 11 year olds, and 11 to 15 year olds in Camden overall. Growth for 11 year olds fluctuate, with a first high to 2019 (2,344), before a slight dip, increasing to a peak in 2022 (2,375), before falling to 2029 (2,189), forecasts are lower than received previously. From 2019 to 2029 there is a projected decrease for 11 year olds of -155 (-7%). Between 2019 (11,052) and 2024 (11,353) the latest 11 to 15 year old Camden forecast increases at +301, forecasts fall between 2019 (11,052) to 2029 (10,802) by -249. This is to be expected given actual registered birth trends filtering through to all years.
- 6.4.20. GLA 2017-BPP for 11 year old residents in the southern part of the borough were analysed historically, due to lower numbers of pupils arriving in actual school rolls, and secondary schools in the south. This improved somewhat in recent years, as schools were remodelled/rebuilt, including Regent High and Maria Fidelis, and it is expected these improvements will continue to reflect through increasing parental/student preferences. Continuing to scrutinise this area closely is wise, given the very high surplus within primary schools in these areas, higher than other localities in Camden i.e. PA4 (south) at 32%, and PA5 (south of the Euston road) at 19%. Southern areas are analysed again this year due to continued large scale development particularly in the King's Cross area, represented within Regent's Park/St Pancras & Somers Town wards (**South**), and to a much lesser extent in the **South of the Euston Road** area. Being mindful of rising surplus within primary, which will eventually filter through to secondary school rolls. Appendix A, Table/Chart 4B shows the following. **South**: Between 2019 and 2022 fall by -26, whilst an increase is forecast 2019 to 2029 of +41. **South of the Euston Road**: Between 2019 and 2022 a fall of -41 is estimated, and a greater decrease is forecast 2019 to 2029 of -58. Combining the **South** and **South of the Euston Road** areas: Between 2019 and 2022 fall by -67, and a smaller decrease is forecast 2019 to 2029 of -17. Greatest development is anticipated in King's Cross and surrounding areas, reflected by increasing projected population later towards 2029, although as emphasised previously within Camden development analysis, this is anticipated mostly in the longer term to 2033/34.
- 6.4.21. Neighbouring borough SHLAA projections are provided in Appendix A, Table 4C, and compared to Camden GLA 2017-BPP for 11 year olds to 2039. Variations between boroughs are quoted below and relate to a shorter period from 2019 to 2029, to tie in with school places planning

reporting. Latest 11 year old forecasts are higher in all boroughs, except Camden, and when compared last year. Over the next decade forecasts anticipate a falling or similar population in: Westminster (-200), Haringey (-100), Camden (-100), Islington (0), and City (0). Whilst increases are only anticipated in: Barnet (+200), and greatest in Brent (+400). Appendix A, Table 4D covers secondary ages 11 to 15 years old, similarly to age 11 forecasts, Camden is the only borough showing lower forecasts compared to last year. The majority of borough forecasts anticipate increases in population over the next decade, except in: Westminster (-300), and Camden (-300). All other boroughs indicate an increase to 2029 in: City (+100), Haringey (+400), Islington (+400), Barnet (+2,400), and highest in Brent (+3,100). These forecasts will continue to be closely monitored in the years ahead.

6.5. GLA SCHOOL ROLL PROJECTIONS (SRP)

6.5.1. GLA school roll projections for Camden are provided in Appendices B and C, reviewed thoroughly with pertinent points extracted. School roll projections anticipate trends over the next decade, and are updated every year, based on the latest underlying data available. School places planning aims to unpick components behind school roll projections, drawing meaningful conclusions, and narrating a clear account of changes to forecasts. All bulge classes and planned provision changes are built into analysis presented, this includes planned admission number or school changes. Comments relating to excess or shortage of school places over the next ten years include the latest assumptions, portraying the current position on the ground.

6.5.2. The majority of London boroughs, including Camden, use the Greater London Authority (GLA) school roll projection service expertise and modelling. GLA School Roll Projections (SRP) analysed in 2019, incorporate within their model the, 'GLA 2017-Based Population Projections ('decoupled' non-MYE), Camden Development, Capped Average Household Size (AHS)', also Camden school rolls to January 2019, and local intelligence regarding schools in Camden. Supplied by the GLA in May 2019, and referred to as: **GLA SRP 2019**.

6.5.3. Officers continue to press the GLA for updates, particularly regarding welfare reform and Brexit implications within population, and school roll forecasts. There is limited firm data available on welfare reform, and the Department for Work and Pensions, and other Government departments are reluctant to release what they hold for GLA analysis. There continues to be an incomplete idea of impacts welfare reform has had on the size and characteristics of population, and how this might influence the medium to long term. However, GLA confirm their trend based projections used in Camden, incorporate recent changes in patterns of migration etc, meaning the information is implicitly captured and modelled forward in forecasts. As yearly data is updated and incorporated, the projected population will increasingly reflect the impacts of policies on population. Brexit scenarios are not yet included in GLA forecasts, officers recommended caution in interpreting forecasts into the future due to continued Brexit uncertainty, and the implications of various potential scenarios. How we exit the EU is yet to be decided, and remains undefined, although the potential of a 'no deal' Brexit is rising by the day. The GLA Intelligence team do not usually forecast scenarios at an unknown stage, as there is no certainty in

outcomes, this could also lead to numerous scenarios adding dilution to messages. However, with pressure remaining very high from boroughs, including Camden, for supply of Brexit scenarios covering the most likely Brexit outcomes. The GLA continue to promise analysis, although this is still keenly awaited. The GLA Economics team is planning to develop a model consistent with assumptions for high and low economic forecasts, including 'no deal', providing best and worst case scenarios for population growth in 2019/20, which should be incorporated in future GLA modelling. Camden officers continue to highlight the necessity for inclusion of this information as a priority by the GLA, and in light of the Local Government Association reporting population growth in London could slow dramatically as a result of Brexit, and other dismal predictions. In the next GLA meeting of London boroughs in the autumn, Camden officers will again raise Brexit scenario priorities.

- 6.5.4. Recently there has been greater variation between GLA school roll forecasts and actual school rolls, close monitoring of any reported 'gaps' continue to be scrutinised. Officers work towards a gap of 5% or less between data sources, raising differences with the GLA, who respond with updates and enhancements each year to ensure the most robust set of forecasts are received. Camden raised for example the higher GLA forecasts prior to GLA identifying the ONS error, adjusted from 2018 SPP. Percentage gap analysis between GLA SRP and actual school rolls, is completed by comparing historic GLA SRP forecasts to actual school rolls. In addition, GLA SRP future forecasts are compared to actual admissions data for the year ahead, and before children arrive in the autumn term. This enables understanding of population and school roll forecasts in the context of latest actual data, bringing a 'real' dimension to forecasts i.e. do forecasts measure up to actual data received? In the case admissions applicants and offers data, officers account for potential drop off between offer day and the autumn term by comparing past trends, and calculating potential school rolls in the year ahead, and measuring against GLA SRP.
- 6.5.5. Forecasts are just that, they are not actuals, though are based on the latest known position in boroughs, base data, and roll trends within schools. These provide a sound basis to estimate future need in the borough. Gaps are reported for 2017/18, and the latest available 2018/19, comparing previous GLA forecasts and January school rolls. The earliest officers could assess the 'real' situation on the ground for 2019/20 would be using the October school census results. Although officers have already run consistency checks using admissions data and assumptions, showing GLA forecasts appear accurate based on our consistency checks, these are though dependent on final parental/student preferences taken, which can vary from year to year.
- 6.5.6. At primary reception there was a gap of -6% in 2017/18, reducing to -4% in 2018/19, indicating an improvement, and being within our 5% target, latest intelligence suggests this could potentially reduce further in 2019/20 to approximately +1%. Whilst at secondary from year 7 there was a gap of -4% in 2017/18, increasing to -6% in 2018/19 in historic GLA forecasts, and above our 5% target. Latest analysis suggests this could potentially reduce in 2019/20 to approximately +1%, compared to actual applicants data including potential 'drop off', if this occurs as estimated this would be an impressive turnaround from the previous year. Various factors contribute

to gaps in data reported. In primary the significant dip in actual registered births is being felt across London, including Camden, with surrounding boroughs reporting a growing surplus of primary school places, leading to uncertainty and more choice on the ground. Camden's very low fertility rate compared to Greater London, England and Wales, impacts births in the borough. Parental/student preferences are impacting schools in different localities across Camden, leading to more choice and fluctuating popularity of schools. New housing development should also be considered, especially after 'deep dive' analysis in spring 2019, highlighting potential deflation of residents within housing, from empty properties to short term holiday rentals, and many other possibilities limiting take up of school places. Gaps vary by primary planning area at reception, in 2018/19 within PA4, the area with the greatest surplus also saw the greatest gap at -18%, and well above the 5% target, contributing significantly to the Camden overall gap. Latest intelligence presents a more positive scenario, suggesting a potential reduction in 2019/20 to approximately +4%, which would be within our 5% target. PA4 is changing significantly, with new housing being built, and potentially impacted by the concerns already raised in the area regarding occupancy. PA4 saw the opening of the King's Cross academy as 2FE provision rather than the 1FE originally planned i.e. a perfect storm of falling births, led to greater surrounding school vacancies. PA4 is the location of St Aloysius primary, closing by the end of 2019 due to very low school rolls. In secondary many of the factors raised within primary are impacting too, however to a lesser extent due to actual registered births being higher, and remaining so for the next few years. Analysis of 2018/19 data shows surplus remained high in one school in particular, at Haverstock, even following a 1FE reduction from year 7 in 2018/19, parental/student preference has impacted considerably. Positively, from July 2017 all Camden secondary schools are rated either 'good' or 'outstanding', and officers anticipate a beneficial impact on school rolls, particularly in the next few years tracking higher actual registered births.

- 6.5.7. The GLA SRP are fully updated for 2019. Each year, Camden supplies the latest actual January 2018/19 school roll data to the GLA. Camden officers enhance this further supplying latest local intelligence, to ensure the GLA is fully aware of anything potentially affecting the model or output forecasts i.e. changes to DfE school references, school openings, closures or merges, school specific bulge classes, capacity issues etc. The GLA then provide a school roll projection output, calculating a new Camden school intake, trending forward, and driven by the GLA population projections. Including an enhanced 2019 adjustment to GLA population projections further mitigating the ONS migration error first identified by the GLA in 2018. This affects outputs for both GLA 2017-BPP (2019) and GLA SRP 2019, as illustrated in the appendix tables and charts, but anticipated as closer to current data trends. GLA SRP 2019 are lower this year overall for both primary and secondary. In certain areas the drop compared to previous years is considerable, whilst a couple of primary planning areas report small gains in selected years compared to GLA SRP 2018, and due to a small increase in actual school rolls, bringing them slightly higher than the GLA forecast last year. The significant fluctuation being reported on the ground, and mainly falling/generally lower future forecasts in the majority of Camden localities, follow continuing decreases in actual registered births, a very low total fertility rate, and further GLA adjustments raised

before. These are closely monitored by officers, and further dialog with the GLA Intelligence team will continue throughout 2019/20.

- 6.5.8. The GLA model is a simplification of complex real world processes, projecting forward from actuals and latest base data, they are projections not predictions, indicating what we could expect in the future, based on latest actuals, assumptions, and base information. As with any model there are limitations when interpreting outputs including; changes to future patterns of births, migration or planned development, changes to parental preferences for schools, capacity constraints of schools, future changes to school provision (opening, closing, change in characteristics, PAN amendments), changes to the future character of local areas (through gentrification or the impact of welfare reforms), national or local events (Brexit, HS2, government or policies).
- 6.5.9. The GLA SRP model calculates the proportion of children resident in each ward who attend each school by national curriculum year and gender. For current pupils, each cohort maintains this proportion as it ages through the future projection years until it has reached the highest national curriculum year of the school. Proportions for projected new intakes to schools are calculated as an average of proportions at that national curriculum year over an agreed number of past years. Projected proportions are converted into projected pupil numbers by multiplying them by the ward level population age and gender. The contribution of pupils from each ward are summed to school level, which are then further aggregated in to planning area and borough totals. The GLA model explicitly accounts for cross border mobility, by using information on pupil home ward from the DfE national pupil database (NPD). Projections take into account births information, which are readjusted to factor in latest GP registrations, and additional children from planned housing development supplied by Camden. Appendix D, Figure 5 provides background SRP information including the model used.
- 6.5.10. As raised in SPP 2018, as part of our regular dialog and meetings with the GLA, they are planning future SRP model developments, although details are currently limited, but appear increasingly likely to be incorporated in 2020 models. The GLA continually work with borough users and other stakeholders to identify additional sources that could be built into the model, thus strengthening it further, this has occurred over the past twenty years of the GLA model evolution. Enhancing accuracy of forecasts is an ongoing priority for the GLA, and is supported fully by stakeholders, as new sources of information become available for use. The GLA are meeting with the DfE regarding the use of London School Preferences information submitted nationally in DfE statutory returns for reception and year 7 school offers data, from March and April, with the aim of building in to future SRP models. The GLA is also researching the use of consumer/local registers i.e. TESCO Clubcard and comparing it to the electoral roll, to identify those residing in specific areas, especially new developments. This option is being discussed with UCL, attempting to identify a sensible solution possibly for inclusion in future SRP models.
- 6.5.11. Changes and trends identified in GLA SRP 2019 are compared to forecasts from GLA SRP 2018, and GLA SRP 2017, these are explained in detail within this section for primary and secondary. At borough the unexpected

drop in actual registered births is represented in GLA SRP 2019, beginning from 2017 at reception, and 2024 at year 7.

PRIMARY (refer to Appendix B, tables 7A to G)

- 6.5.12. Primary compares GLA school roll projections at planning area, and borough level, detailed fully within appendix B. Falling actual registered births, and lower fertility rates are considerably impacting primary school rolls in Camden. This led to Camden, and also other authorities taking action to temporarily reduce planned admission numbers at some schools, and considering longer term school planning with governors and schools, also any necessary closures i.e. including the recent announcement of St Aloysius primary due to very low school roll numbers, making it no longer viable. Following base data changes, inputs, and assumptions, officers anticipate primary accuracy of GLA SRP improving further in 2019, based on Camden forecast robustness evaluation. The planning period analysed and updated in 2019 for GLA SRP runs over the next decade to 2028/29. Rising surplus and additional unused capacity will be considered as part of the **‘School Organisation and Collaboration Strategy’**.

- **Planning Area 1, North West Camden: PA1 (Table 7A)**

Situated in the north west part of the borough. This planning area was previously under sustained pressure for a number of years, with school rolls remaining high to 2015/16. Historically, it was more difficult to offer Camden residents school places, this included the wider area to the western end of PA3. In response, Camden expanded Kingsgate primary permanently to 4FE/3FE, providing an additional 2FE provision (later reduced by 1FE), leading to greater choice and availability of school places for Camden residents, at an outstanding school. This was before GLA SRP reductions due to a continued falling birth trends, and the later GLA adjustments mitigating an ONS error, first amended by the GLA from 2018. Actual school rolls for those aged 4 fell from previous highs in the past three years, the GLA SRP 2019 are considerably lower than in previous iterations, there is a small anticipated increase in 2020/21, before falling away to the end of the reporting period in 2028/29. Surplus capacity is forecast over the whole planning period with more than sufficient school places, from 1FE in 2019/20 to just over 2FE to 2028/29. In addition to this there is an additional 1FE of spare capacity at Kingsgate, which is not currently in use. Whilst the GLA SRP 2019 for 4-10 year olds indicate a much lower forecast compared to previous years to the end of the planning period 2028/29, again with more than sufficient school places. Reception and whole primary ages are well within current PAN. Need though remains relatively high in PA1 compared to other parts of Camden. Reviewing 2019/20 offer data shows only PA1 experienced a need slightly above school places available, unplaced residents were down from twelve the previous year to five, although, following usual churn they were offered a school place shortly afterwards. Factors particularly reducing GLA 2019 forecasts in PA1 include: Lower actual school rolls from January 2019 than forecast by the GLA in 2018, actual school rolls follow a downward trend. Reduced actual registered births in 2017 including falling GLA birth forecasts. Significantly lower GLA 2017-BPP to the end of the reporting period to 2028/29. A slightly lower Camden development increase to 2028/29. Falling primary school rolls in neighbouring authorities should not be discounted, possibly reducing pressure on places. The upward spike in reception forecasts reported in 2020/21, is due to a temporary increase in

actual registered births for this cohort of children. In PA1 as part of the recent 'deep dive' analysis from March 2019, officers recommended reducing PAN temporarily from reception by up to 1FE from 2019/20. Although this was not agreed this year, it will be reviewed following receipt of lower GLA forecasts, and the start of the autumn term actual roll data. PA1 is the physical location of the proposed Abacus Belsize permanent school site (subject to current planning permission). There is considerable local concern on impacts this school could have on surrounding PA1 school populations, especially considering falling school rolls, although the catchment will continue to be based within PA3.

- **Planning Area 2, North East Camden: PA2 (Table 7B)**

Situated in the north east part of Camden. Reception school rolls in this planning area have fallen in the past four years from 2015/16, with greater impact in the past three. Following the 'deep dive' analysis presented in March 2019, a temporary 1FE PAN/capping reduction from reception was recommended. This was agreed at Carlton primary school, with high surplus in reception of over 50% in 2018/19, this should alleviate overall PA2 surplus in 2019/20. Carlton suggests they could potentially keep this PAN reduction in the longer term, if necessary. Impacts will be monitored closely, however additional action to reduce PAN further could potentially be necessary in the future, as raised in 'deep dive' analysis. Latest 4 year old GLA SRP 2019 are considerably lower than past forecasts, indicating a falling trend from 2020/21 to the end of the planning period 2028/29, a small uplift is anticipated in 2019/20. Capacity is more than sufficient and forecast over the whole planning period, at just below 1FE in 2019/20 to approximately 2FE in 2028/29. Not forgetting the 1FE of unused capacity currently in Carlton primary. Forecasts of 4-10 year olds over the next decade to 2028/29 are lower than last year, and follow a decreasing trend, with a large surplus of school places for all year groups. Factors particularly impacting GLA 2019 forecasts in PA2 include: A falling trend of actual school rolls. A reduced GLA birth forecast compared to last year. Lower GLA 2017-BPP to the end of the reporting period to 2028/29. Falling primary school rolls in neighbouring authorities should not be discounted and could reduce place pressure in the future. There was a small positive impact from actual reception school rolls being slightly higher in 2018/19 than forecast by the GLA in 2018, leading to a small increase in the latest forecasts for 2019/20 only.

- **Planning Area 3, Central Camden: PA3 (Table 7C)**

Covering a wide central borough band from east to west, pressure was historically felt most in the western part bordering PA1, Swiss Cottage ward. Including the recently expanded full 1FE Hawley primary school at Hawley Wharf. PA3 includes the main catchment area for Abacus Belsize primary school, although the school remains at its temporary PA4 location, until a decision on its proposed permanent PA1 site is decided. Until this time there continues to be uncertainty surrounding Abacus Belsize and its future plans. Developments relating to Abacus Belsize will be monitored closely, largely due to its proposed physical move to PA1, but also because of primary surplus increases across the borough, and potential impact to PA1 schools. It is important to note Abacus Belsize is included in GLA SRP forecasts as 1FE provision. Following the 'deep dive' analysis presented in March 2019, a temporary 1FE PAN/capping reduction from reception was recommended from 2019/20. This was agreed at Rhyl primary school from

reception, with high reception surplus of over 30% in 2018/19, this should alleviate overall PA3 surplus in 2019/20. Impacts will be monitored closely, however additional action to reduce PAN further could potentially be necessary in the future, as raised in the 'deep dive' analysis. Reception school rolls in this planning area have fallen in the past three years from 2016/17, although in 2018/19 were higher. GLA SRP 2019 for 4 year olds are higher to 2019/20, then generally similar to GLA SRP 2018, before falling, then remaining relatively flat to the end of the planning period in 2028/29. Latest forecasts are though lower compared to GLA SRP 2017. Surplus capacity ranges from just over 0.7FE to under 1FE by 2028/29, although there is the additional unused 1FE capacity at Rhyl. The primary 4-10 year old forecast is also similar to last year, with a declining trend to the end of the reporting period 2028/29, with more than sufficient surplus places. Latest forecasts are much lower than GLA SRP 2017. Factors particularly impacting GLA 2019 forecasts in PA3 include: Higher actual school rolls in 2018/19 compared to the previous year and also the GLA SRP 2018 forecast. Increasing Camden development higher than reported in 2018. It is thought the GLA 2019 forecasts could have been higher without the reduction in actual registered births and reduced GLA 2017-BPP.

Table 7D shows planning areas 1, 2 and 3 combined, and shows surplus capacity in reception from just over 2FE in 2019/20 to just over 5FE by the end of the planning period in 2028/29 in these areas alone. There is additional unused provision, not included in surplus capacity, including: a 1FE PAN reduction at Kingsgate (PA1), and temporary PAN capping at Carlton (PA2), and Rhyl (PA3), if these places were included it would be 5FE to 8FE over the same period.

- **Planning Area 4, South: PA4 (Table 7E)**

This area is situated in the south of the borough above the area south of the Euston Road. Planning area 4 anticipates the greatest development growth compared to other parts of Camden to 2032/33 i.e. more than double of any other planning area. Development is fully included in GLA SRP 2019, as development increases over the planning period, this is anticipated to increase need for school places on the ground. The King's Cross Academy initially opened as a 2FE school rather than 1FE preferred by Camden. As a brand new school it has been full in every year group from reception to 2018/19. Potentially negatively impacting surrounding school rolls, which officers raised as a concern when announced, prior to opening in 2015/16. Based on January 2019 school rolls and admission number, this area reports the highest reception surplus of any planning area at 32% (increasing from 5% in 2015/16), compared to a Camden average which is also high at 17%. Following the 'deep dive' analysis presented in March 2019, temporary 2-3FE PAN/capping reductions from reception were recommended from 2019/20. A 1FE PAN reduction from reception at St Aloysius primary was agreed, no other schools decided to cap PAN in this area. Following the St Aloysius decision to cap by 1FE, due to very low school rolls, and very low numbers of applicants applying for reception in 2019/20, under the reduced 1FE capacity, it was decided to consult on 2FE school closure by year end 2019/20. A decision to close St Aloysius RC primary was taken on the 18 July 2019, with the final closure announced on the 26 July 2019. Most school places for the children have been reprovided by neighbouring schools, notably Our Lady's and St

Michael's (PA4). In 2018/19 this school had an unsustainable reception surplus of 63%, and reception to year 6 surplus of 41%, surplus has increased rapidly over the past three years. Impacts following closure will be monitored very closely within PA4, and surplus should fall to approximately 15% in 2019/20 based on latest data analysis. However, additional action to reduce PAN further could be necessary in the future, as raised in the 'deep dive' analysis i.e. by a further 1FE. GLA SRP 2019 for 4 year olds are considerably lower in 2019/20, and across the whole planning period to 2028/29, although anticipated to rise from the low in 2018/19. Latest forecasts are lower compared to previous years. Surplus capacity ranges from around 2FE in the next couple of years, potentially falling to just under capacity by 2026/27 at -0.2FE, increasing to -0.6FE by 2027/28, and below -1FE by 2028/29, though dependent on housing development. The primary 4-10 year old forecast is also considerably lower than in the past, indicating an increasing trend from 2025/26 and to the end of the reporting period 2028/29, with sufficient surplus places. Factors particularly impacting GLA 2019 forecasts in PA4 include: Lower actual school rolls in 2018/19 compared to GLA SRP 2018, and lower compared to previous school roll trends. A further reduction in actual registered births, especially compared to previous highs, although GLA birth forecasts indicate a rising trend to 2028/29 due to development. GLA 2017-BPP increases to the end of the reporting period (due to development). Latest housing development data does show a considerable reduction, and change to phasing compared to last year over the planning period to 2028/29, although it still indicates a rising trend, explaining an uplift in forecasts. Development is largely concentrated in King's Cross, Euston and the surrounding areas. Caution should be exercised when interpreting forecasts in this area, due to potential concerns around new housing use identified in the 'deep dive' analysis presented in March 2019, where officers anticipate some units could remain empty, or not filled by family units i.e. working sharers/Airbnb. Potential phasing changes could impact future forecasts, if amended, and due to the highest borough development.

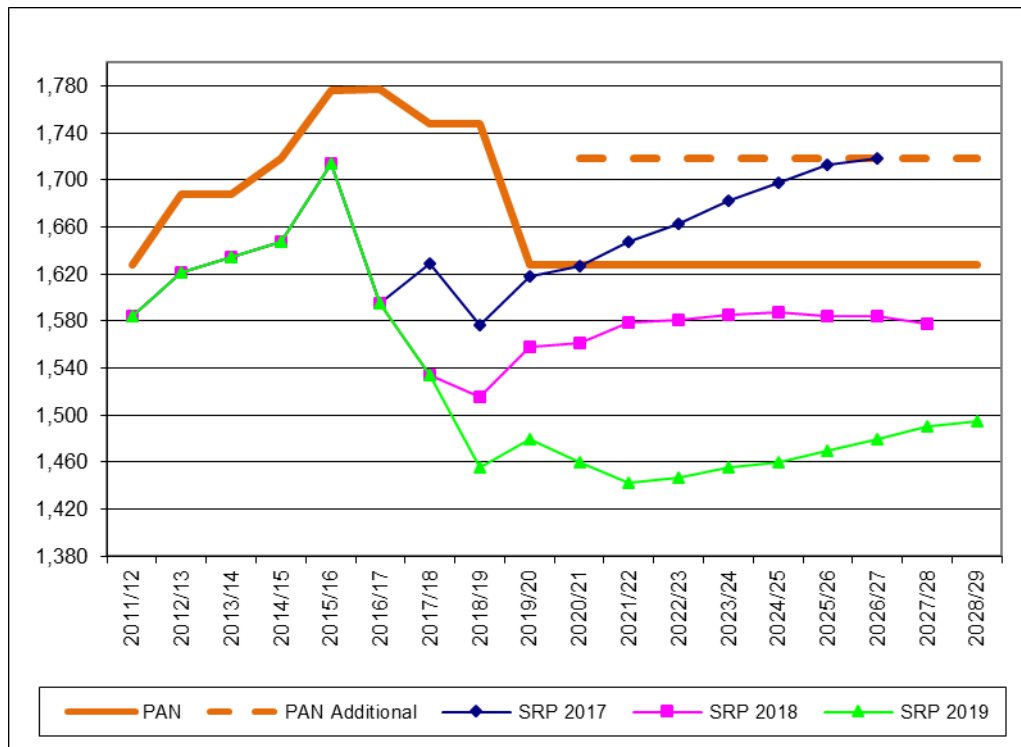
- **Planning Area 5, South of the Euston Road: PA5 (Table 7F)**

This area is situated in the far south of the borough, and South of the Euston Road. Actual school rolls for those aged 4 fell in the past two years from previous highs, now with the second highest reception surplus in 2018/19 at 19%. The GLA SRP 2019 are considerably lower for those aged 4 than previous iterations, there is through an anticipated increase from 2019/20 to the end of the reporting period 2028/29. Sufficient surplus capacity is forecast from approximately 1FE in 2019/20 to 0.3FE in 2028/29. Whilst the GLA SRP 2019 for 4-10 year olds indicate a much lower forecast compared to previous years to the end of the planning period 2028/29, although with a rising trend, and more than sufficient school places. Reception and whole primary ages are within current PAN. Factors particularly impacting the GLA SRP 2019 forecasts in PA5 include: Lower actual school rolls from January 2019 than forecast by the GLA in 2018, and lower than in recent years. Reduced actual registered births in 2017 compared to the previous year. Lower GLA 2017-BPP compared to the previous year, whereas rising Camden development provides and upward trend to 2028/29. Falling primary school rolls in neighbouring authorities should not be discounted, possibly reducing pressure on places. In PA5 as part of the recent 'deep dive' analysis from March 2019, officers recommend reducing PAN temporarily from reception by up to 1FE from

2019/20 or 2020/21, although this was not agreed by schools for 2019/20, and will be reviewed following receipt of lower GLA forecasts, and when new actual roll data is available from later in the autumn term.

- **Borough (Table 7G)**

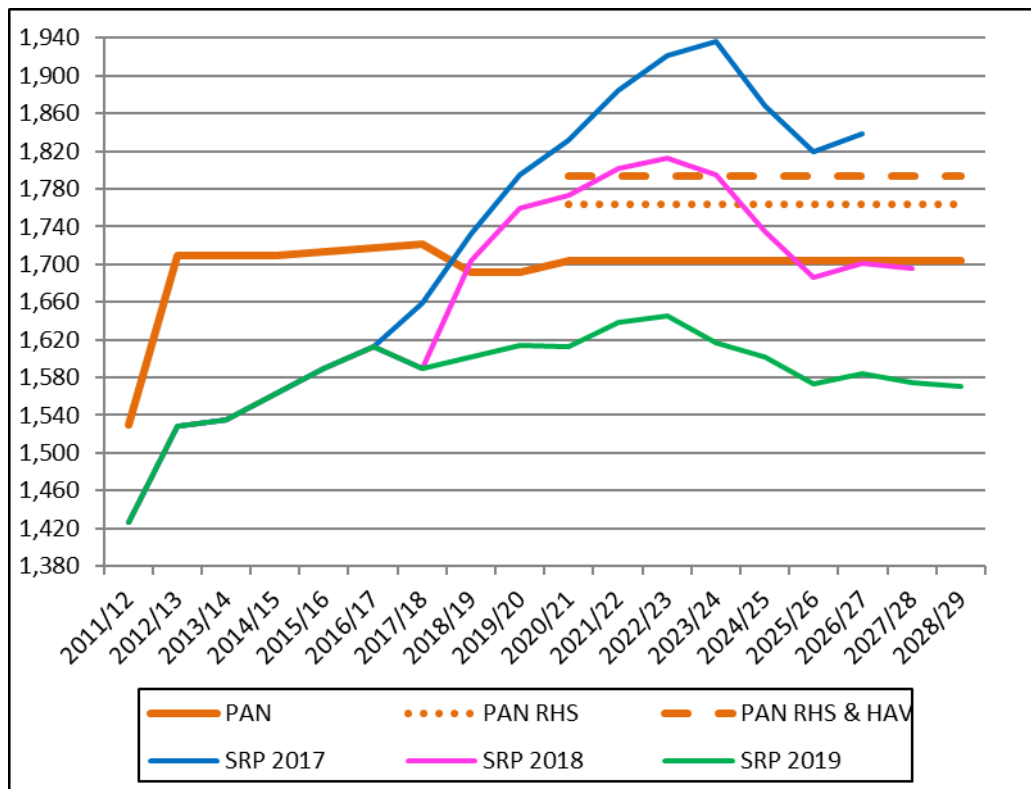
Covering the whole borough, the chart below and detail within the appendix, sets out the GLA SRP 2019 for 4 year olds, and comparisons to the previous two years. Over three years from 2016/17, surplus school places and capacity rose sharply, and kept under close scrutiny within annual school places planning analysis. There is already unused capacity in PA1 at Kingsgate, temporary PAN capping from 2019/20 at Carlton 1FE (PA2), Rhyl 1FE (PA3), and the closure of St Aloysius 2FE (PA4) clearly shown in PAN and additional PAN. The GLA SRP 2019 are considerably lower for those aged 4 than in previous iterations, there is a small increase anticipated in 2019/20, before falling to 2021/22, and gradually increasing in 2022/23 to the end of the reporting period 2028/29. More than sufficient surplus capacity is forecast from approximately 5FE in 2019/20, to 6.2FE in 2021/22, before falling to the end of the reporting period to approximately 4.4FE. Whilst the GLA SRP 2019 for 4-10 year olds also indicate a much lower forecast compared to previous years to the end of the planning period 2028/29, with a falling trend to 2024/25, before mainly levelling to 2028/29. Reception and whole primary ages are well within current PAN. Factors particularly impacting the GLA SRP 2019 forecasts for primary borough include: Lower actual school rolls from January 2019 than forecast by the GLA in 2018, lower than previous years. Significant reduction in actual registered births in 2017 lower than recent years. Lower GLA 2017-BPP compared to the previous year before stabilising. Rising Camden development provides an upward trend to 2028/29. The small increase anticipated in reception 2019/20, is due to an increase in Camden actual registered births for this cohort of children. Falling primary school rolls in neighbouring authorities should not be discounted, possibly reducing pressure on places. As part of the recent 'deep dive' analysis from March 2019, officers recommended reducing PAN temporarily from reception by up to 7FE from 2019/20, and there was a 4FE reduction in capacity in 2019/20. This will be reviewed following receipt of lower GLA forecasts, and when new actual school rolls are received later in the autumn term.



Appendix B, Table 7G – chart showing Reception GLA SRP 2017, 2018 and 2019 with planned admission number (PAN) – Borough level

SECONDARY (refer to Appendix C, table 6)

6.5.13. The chart below sets out an age 11 GLA SRP 2019 forecast for secondary borough schools, and schools population in Camden, compared to past couple of years.



Appendix C, Table 6 – chart showing Year 7 GLA SRP 2017, 2018 and 2019 with planned admission number (PAN) – Borough level

6.5.14. Over the past three years from 2016/17 to 2018/19, the Camden actual secondary school population for those aged 11/year 7, fell from a previous

high in 2016/17, although the 2018/19 actual roll was a little higher than in 2017/18. Surplus school places fell in 2018/19 from the previous year, although they would have done so without the 1FE PAN reduction at Haverstock in 2018/19. In January 2019, year 7 surplus 2018/19 was low at 5%, however it didn't include additional 3FE spare capacity at secondary. There is 2FE of unused bulge capacity located at Regent High school, plus 1FE of available unused capacity at Haverstock school. Previous GLA SRP forecasts indicated this additional capacity could have been used from 2019/20 onwards, even suggesting more could have been required. The UCL Academy plans to provide an extra 12 school places per year group from year 7 from 2020/21, any additional places added at UCL Academy are likely to exacerbate surplus at other Camden schools. The GLA SRP 2019 are considerably lower for those aged 11 than in previous iterations, with an estimated rising trend to 2022/23 before falling to 2025/26, and levelling at this lower forecast to the end of the reporting period 2028/29. Sufficient surplus capacity is forecast over the whole planning period, and within the current PAN 1,692, without available unused provision, also the 12 additional school places at UCL Academy which are included in the chart. Surplus based on current capacity is anticipated to fall to just under 2FE by 2022/23, rising to around 4.4FE to the end of the planning period in 2028/29. Whilst the GLA SRP 2019 for 11-15 year olds also indicate a considerably lower forecast, compared to previous years to the end of the planning period 2028/29, with a rising trend to 2023/24, before gradually falling to 2028/29. There is more than sufficient surplus capacity for whole secondary ages, and well within current PAN. Factors particularly impacting the GLA SRP 2019 forecasts for secondary borough include: Considerably lower actual school rolls in recent years than forecast by the GLA (approximately up to -100 lower at year 7), and lower than recent years, partially impacted by parental/student preference choices. Though officers anticipate potential future increases with all Camden secondaries rated 'good' or 'outstanding' by Ofsted. Lower actual school rolls at a lower level than forecast impacted future GLA forecasts considerably trending forward. Actual registered births for the next five years remain high, which includes the same cohort of children that led to expanded and bulge provision being provided at primary to address need. Unfortunately this has not materialised to date at secondary to expected levels, in part due to the recent changes to parental/student preferences. Actual registered births then follow a downward trend to the end of the planning period to 2028/29, concerning, given the rising current primary surplus, which will have a knock on impact to secondary in the future. The GLA 2017-BPP for resident population is considerably lower than previous iterations, and forecast to decrease towards the latter part of the planning period to 2028/29. Increasing development in Camden overall does help to bolster what would have been lower forecasts if not included. Rising secondary school rolls in neighbouring authorities could potentially increase pressure on Camden school places over the next five years particularly. The GLA SRP 2019 messages are different to previous GLA iterations, where all additional capacity was anticipated as being required from 2019/20 onwards, with more besides at peak periods.

- 6.5.15. Following the latest release of lower GLA SRP 2019 forecasts, it looks increasingly unlikely any additional 'unused' Camden secondary capacity will be required over the whole planning period. However, this will continue to be reviewed regularly as new data becomes available, beginning with

actual school rolls later in the autumn term 2019/20, and applicants year 7 data for 2020/21 at the end of 2019. It is felt the latest GLA forecasts are more reflective of current trends on the ground. It is wise though to caution that if school rolls rise above current GLA forecasts, potentially as a beneficial impact of latest Ofsted school ratings, or surrounding borough school pressures increasing above current estimates, this could impact future iterations of GLA Camden forecasts more positively.

- 6.5.16. Camden is a 'net importer' of pupils from other boroughs at secondary age, receiving more other borough residents in our Camden schools, than Camden residents being exported to out borough schools. Although Camden residents within secondary schools have risen in recent years. This would suggest GLA SRP are buoyed by a considerable number of non-Camden residents attracted to our excellent Camden schools, meaning Camden schools could potentially accommodate more Camden residents with just under 1,950 attending other borough provision. As raised in the last paragraph, pressure on places at secondary in surrounding boroughs, may also increase the numbers of other borough residents seeking places in Camden schools, especially in areas close to the Camden border.

7. NEIGHBOURING LAs KNOWN PRESSURES & PLANS

- 7.1. Understanding potential growth or decline in neighbouring boroughs, and assessing possible effects on imports or exports is clearly important for analysis of potential need in Camden. Latest free school/academy information from DfE was released 30 July 2019, and is incorporated within each borough summary. Officers requested a school places planning update in spring 2019, following national offer day from surrounding boroughs including: Barnet, Brent, Haringey, Islington and Westminster, and these have been summarised. Camden will continue to liaise with local authority contacts and monitor information over the next twelve months, particularly housing developments, free schools/academies, school expansions, or any school closures.

7.2. Barnet

Primary: 2019/20 experienced a slightly reduced demand for primary places at offer day, and compared to the previous year, with all residents receiving an offer of a school place at offer day. Although late applicants were received later. The greatest, and only areas of pressure were felt in the north and north east of the borough, far from Camden. There were no plans for increases to provision in the pipeline. In 2019/20 temporary 1FE caps are anticipated at a few Barnet schools, dependent on demand, another school has consulted on a 1FE permanent reduction from 2020 onwards. An amalgamated through school academy is reducing PAN by 1FE from 2020/21, and a former independent school recently joined the maintained academy sector as a 1FE provision, and is operating on a temporary site. As part of the Brent Cross regeneration programme, plans for additional primary school places are under review.

Latest primary free school/academy information in Barnet, provided by the DfE in July 2019, and announced as pipeline (pre-opening) includes: Saracens primary school. No further information is available.

Secondary: Demand is much higher in 2019/20 when compared to last year, at national offer day all Barnet secondary school places were offered, with no spare capacity. A proposed 6FE secondary free school (High Barnet) is still being considered by the DfE, with the potential site and demand under review. Additional provision in a mix of schools including a new school, permanent expansions, and bulge classes, are being provided through 345 additional school places in 2019/20. As part of the Brent Cross regeneration programme, plans for additional secondary school places are under review.

Latest secondary free school/academy information in Barnet, provided by the DfE in July 2019, and announced as pipeline (pre-opening) includes: ARK Pioneer academy, and The Compton school. No further information is available.

7.3. **Brent**

Primary: In 2019/20 reduced demand was reported compared to last year, with sufficient school places, and a rising anticipated surplus. There were no new free school/academy plans, or conversions anticipated. The possibility of temporary capping was raised, so were two 1FE PAN reductions already confirmed.

Latest primary free school/academy information in Brent, provided by the DfE in July 2019, and announced as pipeline (pre-opening) includes: ARK Somerville primary, and Avanti Brent all-through school. No further information is available.

Secondary: Additional pressure was experienced in 2019/20 at national offer day, although there were sufficient school places in the borough. There could be development of a free school with a catchment in the Wembley area, although no details were available. No PAN changes were planned for 2019/20, although Brent are monitoring this closely as GLA forecasts suggest significant cohort increases. A potential permanent increase of PAN at two schools has been proposed with 2FE additional places available at each, although no decisions have been made, and there is no timeline.

Latest secondary free school/academy information in Brent, provided by the DfE in July 2019, and announced as pipeline (pre-opening) includes: Avanti Brent all-through school, and North Brent school. No further information is available.

7.4. **Haringey**

Primary: Longer term primary demand has reduced, however additional demand is reported in 2019/20 compared to last year at national offer day. There are no plans for temporary or permanent expansions in the borough, or any reported changes to free schools/academies.

There are no primary free school/academy plans in Haringey announced by DfE as pipeline (pre-opening) in July 2019.

Secondary: Additional demand is being experienced in 2019/20 from year 7 at national offer day. Haringey aim to respond to secondary growth through temporary bulge classes or permanent expansions, mindful of the primary sector changes. There are no planned permanent expansions on the horizon, although the situation is fluid and dependent on a number of factors.

In 2019/20 there are 189 additional bulge places being provided, these are in a mix of schools i.e. community, free school/academy etc.

There are no secondary free school/academy plans in Haringey announced by DfE as pipeline (pre-opening) in July 2019.

7.5. **Islington**

Primary: A continued decrease in reception applicants to 2019/20 is reported at national offer day. There are no plans for expanding free schools/academies at present, and no conversions. Temporary changes to school places are not anticipated currently. PAN alterations are reported from 2019/20, at an academy for a two year variation reducing PAN by 1FE, and a permanent increase by 1.5FE in Tufnell Park primary, due to development. Tufnell Park primary school is situated a short distance from the Camden border in Holloway. The distance from the school to Camden PA2 in the north east is only 0.19 miles. Tufnell Park primary is close to the following Camden schools in miles: PA2 Torriano 0.35, PA2 Eleanor Palmer 0.4, PA2 Kentish Town 0.52, and PA3 Brecknock 0.52. Camden officers are monitoring this 1.5FE increase in school places closely, and potential impacts to Camden schools, especially given falling primary school rolls in Islington, and Camden.

There are no primary free school/academy plans in Islington announced by DfE as pipeline (pre-opening) in July 2019.

Secondary: Islington continues to experience increasing secondary need in recent years to 2019/20, at national offer day.

The only change reported this year in all schools, is an 18 place increase at an academy from 2019/20. No other plans were reported.

There are no secondary free school/academy plans in Islington announced by DfE as pipeline (pre-opening) in July 2019, except for post 16 provision.

7.6. **Westminster**

Primary: There was a slight increase in need being reported at reception 2019/20 at national offer day, although Westminster confirmed this was not statistically significant. Demand for places is spread fairly evenly across the borough, but there is less pressure in the south, and there were no unplaced children at offer day. Free schools/academies do not report any new schools or further conversions. Four schools will be implementing informal capping arrangements, reducing from 2FE to 1FE. One school is seeking to formally reduce PAN to 1FE, with no timeline announced.

There are no primary free school/academy plans in Westminster announced by DfE as pipeline (pre-opening) in July 2019.

Secondary: Demand for secondary school places remain high in Westminster. A small decrease was mentioned for year 7 in 2019/20 at national offer day, however it wasn't statistically significant, and there were twenty resident girls without the offer of a school place. Free schools/academies do not report any new schools or further conversions. Temporary expansions are resulting in 150 extra school places, although no timeline was provided. Permanent expansion is being provided by an

academy in 2019/20 by 1FE, and another school is considering a permanent expansion of 1FE in the future.

There are no secondary free school/academy plans in Westminster announced by DfE as pipeline (pre-opening) in July 2019.

8. INDEPENDENT SCHOOLS ESTIMATE

- 8.1. Camden residents attending independent schools in the borough are estimated for primary and secondary age pupils, as there is no publically available information stating where children on roll reside, only total rolls for pupils within independent schools are available. The Independent Schools Council was approached for Camden resident information in spring 2019, although they were unable to provide the requested information, and would not support Camden's request. The GLA SRP 2019 implicitly take account of the proportion of pupils in the non-state funded sector, however it doesn't provide any outputs or data officers can use and interpret. It is therefore of continued relevance to provide an updated analysis comprising the latest GLA 2017-BPP (2019), actual Camden resident Camden school summary data, and other borough school Camden resident summary data. Provided in Appendix A, Table 5 for primary and secondary children by Camden borough, information by planning area is no longer available since 2017 due to financial constraints, and a commitment to a reduced data 'ask', and burden to local authorities. The resident estimate is based on the number of 'unaccounted' Camden residents as a proportion of the underlying resident population. Caution should therefore be exercised because these figures are dependent on GLA population projections, and data is supplied from other boroughs.
- 8.2. Officers estimate in 2018/19 the proportion of Camden residents within the independent sector: **Primary** reduced by -4% to 32%, compared to 36% last year, impacted by lower actual school rolls, and a fall in the estimated GLA population forecast. **Secondary** corresponding estimates reduced, although by a lower -3% to 34%, compared to the previous year at 37%, impacted by lower GLA population forecasts, and the actual school rolls increased on the previous year.

9. CONCLUSIONS

- 9.1. Conclusions from Camden's 2019 annual school places planning report are based on the latest known position in August 2019. Fully reflective of underlying data and information updates since September 2018, this comprehensive report and analysis covers the whole period to July 2020. Analysing and reporting new and revised underlying base data, ensuring our statutory duty is met, and there are sufficient school places in the borough for every child who wants one. Ensuring school place capacity responds to change effectively, by using this comprehensive analysis to inform the '**School Organisation and Collaboration Strategy**'. Proposing further options in the future with our Camden partnership of schools. This is essential in the changeable school places planning environment in Camden.
- 9.2. Camden cannot provide for unlimited school place choice, potentially compromising the viability of other schools, this wouldn't be a wise use of public money. The education landscape has changed considerably in Camden, and across London in recent years, particularly from reception. As reported previously concerning Camden, falls in primary numbers are partly

due to the sudden downward trend in births from 2013, with secondary numbers largely impacted by changes to parental/student preferences. This continues to be monitored very closely, and actioned where necessary. In previous SPP reporting cycles this resulted in PAN reductions at: Kingsgate primary reducing by 1FE, and Haverstock secondary reducing by 1FE. Whilst delaying the use of the 2FE additional built provision at Regent High secondary.

- 9.3. The 'deep dive' analysis taking a root and branch review of primary and secondary was commissioned by Camden's 'Supporting People' Directorate in 2018, reporting outcomes in March 2019. This was in response to SPP reporting in recent years showing: Lower actual births since 2013 and low total fertility rates. The GLA forecasts sometimes being higher than actuals. Rising surplus from reception. Changes in parental/student preferences in recent years at primary and secondary. The report factors in the following known issues including: Mapping primary and secondary Camden surplus. Low births and total fertility rate. Lower GLA forecasts due to an ONS error corrected from 2018 etc. Potential demographic changes in recent years are a concern including: New building developments, despite provision of larger family sized units provided through Camden's CIP. 'Gentrification', where high cost small units are created in some areas. Student accommodation, where residential properties are being bought up and converted to student accommodation. An increase in higher education resident students. Investment or empty properties. Economic factors including the high cost of living in Camden, and effects of Government austerity, or welfare reform such as the bedroom tax. Airbnb and other temporary letting web platforms of whole home units in recent years. Brexit uncertainty. Local effects of HS2.
- 9.4. The deep dive analysis led to primary medium term strategic recommendations for temporary PAN capping of up to 7FE initially from 2019/20, and informed the '**School Organisation and Collaboration Strategy**'. There are no current actions for secondary, however they will be included at a later stage of the '**School Organisation and Collaboration Strategy**', as lower primary numbers will impact secondary in five years' time.
- 9.5. Uncertainty is an ongoing theme within current national government, and continues into 2019. Brexit is creating a range of uncertainties which could have ramifications for future school places planning by impacting population trends, and thus creating a less stable environment in which to plan. Caution is therefore recommended when interpreting forecasts. These uncertainties are principally; (i) the implications of a new deadline to leave the EU with or without a deal on the 31 October 2019; (ii) the possibility of a minority Conservative government add to uncertainty by increasing the possibility of a snap general election in the next few months. The Local Government Association (LGA) reported last year that population growth in London could slow dramatically as a result of Brexit.
- 9.6. The DfE confirmed on 30 July 2019 there are no proposed 'pipeline' Camden primary or secondary academies/free schools.
- 9.7. **Camden** uses its own **surplus** calculation for internal reporting. This provides a more realistic picture on the ground using PAN compared to actual reception or year 7 school rolls (January 2019) to 2018/19. Producing

a trend whilst referencing any spare capacity in schools. This is different to the **DfE** net capacity **surplus** calculation which considers all school rolls (excluding nursery), and all school net capacity including unused space. Picking up later school roll years when there was less surplus, and showing a more diluted surplus places message, rather than the latest. Both *consider surplus between 5-10% a reasonable margin for meeting parental/student preferences*. **Camden** surplus calculations are referenced in primary and secondary.

- 9.8. Low actual births and low total fertility rate, are a constant feature in recent years in Camden, and wider across Greater London. Actual registered births in Camden increased for three decades from the mid 1970's until peaking in 2007, plateauing at a high level, until falls and fluctuation from 2013. Births follow a downward trend i.e. in 2013 at 2,861, to the latest 2018 at 2,498, except for a couple of instances in 2015 and 2016, where an increase was reported. The latest actual registered births in 2018 are the lowest in Camden since the mid 1990's, when school provision was less. In Greater London in 2018 the majority of boroughs reported actual registered birth falls, only two outer boroughs reported an increase, in Bexley and Harrow. The TFR from 2018 has fallen yet again in Camden to 1.10, being lower than Greater London 1.63, or England and Wales 1.70, they were higher in recent years, there is little improvement anticipated over the next ten years i.e. virtually flat lining. The GLA birth forecast for Camden received in 2019 is lower than received last year for the whole period to 2029, there is some variation by planning area largely due to development phasing changes. The GLA birth forecast is though higher than the latest actual registered birth data reported in 2018, and is higher over the whole period to 2029. The GLA birth forecast may be a little optimistic for the future based on recently released 2018 lower actual registered births.
- 9.9. Housing development data is updated to 2017/18 in 2019, anticipating development to 2033/34, and estimated child yield data. This is higher overall than reported last year, although there are variations by planning area, due to updated developments and changes to phasing over the past year, development is high in Camden. Only two PA's show a reduction compared to 2018, in PA1 (north west) and PA4 (south). However development data/estimated child yield indicates an increasing borough/PA trend over the whole period in all areas, even in PA1 and PA4.
- 9.10. The GLA population projections, GLA 2017-BPP (2019), changed considerably in 2018 and 2019 from previous forecasts. The latest 2019 model and methodology is similar to 2018, although due to updated inputs, assumptions and enhancements, 2019 forecasts are significantly different. This includes an enhanced revision in 2019 to address issues with the official ONS population estimates, first identified and actioned in 2018 by the GLA, also a revision to domestic migration parameters. A new chart is provided in 2019 SPP, highlighting data quality checks between GLA 2017-BPP, NHS GP registration data, and Camden early years data recording families/children registered to use children centre services. Although checking accuracy of GLA population forecasts always occurred in the background, it is made available for the first time this year. In 2019 accuracy between actual and forecast data aligns well, indicating a good basis for modelling forward. **Primary** borough GLA 2017-BPP are lower for children aged 4 years old, than forecasts from the previous two years, forecasts fall

from 2019 before stabilising to 2029. There is a decrease reported over the same period for those aged 4-10 years old. There are some variations in planning areas to 2029. **Secondary** borough GLA 2017-BPP are lower for children aged 11 years old, than forecasts from the previous two years, forecasts fall between 2019 to 2029. There is a decrease reported over the same period for those aged 11-15 years old. The GLA 2017-BPP (2019) are fully incorporated within GLA SRP 2019.

- 9.11. Camden's surrounding neighbouring boroughs were contacted in spring 2019. At **primary** the majority reported reduced demand from reception, although with a couple of exceptions (Haringey, Westminster), with most reporting temporary PAN caps, more formal PAN reduction arrangements, or possibly considering PAN actions in the future. Islington increased PAN at Tufnell Park primary by 1.5FE from 2019/20, which could impact Camden PA2 schools close to the border in the north east. At **secondary** all are reporting high or additional need, actions to address this need include a mix of monitoring, adding bulge classes and temporary provision, or permanent expansions. There are some primary and secondary free school/academies announced in the latest July 2019 DfE announcement, but lack detail, although not for all boroughs, or sectors. Officers will continue to maintain dialogue with neighbouring boroughs, whilst monitoring DfE free school 'wave' updates closely to ensure potential pressures, need and surplus capacity, in and surrounding Camden are identified in good time.

PRIMARY

- 9.12. Final temporary bulge classes continue to work through schools, whilst new and expanded provision of recent years fill from reception. Kingsgate (PA1) reduced PAN from 2017/18 by 1FE to 3FE, and has 1FE unused provision. Edith Neville is being rebuilt as 1FE replacement provision, operational from autumn 2019. No further expansions are planned in the current lower birth/GLA forecast environment. The Abacus Belsize 1FE provision is a little uncertain, with its catchment remaining mainly in PA3. The temporary location of Abacus is within PA4, recently submitting a revised application for a permanent 1FE school at Rosslyn Hill PA1. Camden 'Supporting People Directorate', and some schools objected to the application based on local intelligence including; rising borough school surplus, reduced borough GLA forecasts, potential impacts to existing schools within the PA1 area. A decision on the latest planning application is awaited, and could be decided on the 17 October 2019. The King's Cross Academy (PA4) opening as 2FE in 2015/16, rather than 1FE as originally recommended by Camden, continues to add surplus pressure to PA4. Due to falling school rolls, and a budget deficit, St Aloysius Roman Catholic primary school (PA4) will close by 31 December 2019. The majority of school places for children attending St Aloysius are being provided by neighbouring schools, notably Our Lady's and St Michael's (PA4).
- 9.13. School PAN/capacity reductions as raised in the 'deep dive' analysis, originally suggested options for up to a 7FE reduction in school places from reception through temporary capping arrangements from 2019/20. Three 2FE schools agreed to reduce PAN by 1FE from 2019/20 initially (3FE in total): Carlton PA2, Rhyl PA3, and St Aloysius PA4. These schools met criteria of high surplus for at least three years, and were situated in areas of high surplus. Following the St Aloysius closure announcement, there will now be a 4FE reduction in PAN from 2019/20, fully reflected in reporting

2019: Temporary PAN capping at Carlton (PA2) to 1FE, and Rhyl (PA3) to 1FE, and full closure of 2FE St Aloysius (PA4). These changes are anticipated to reduce surplus in these specific areas, and across the borough in 2019/20. If triggers including continued high surplus over a number of years are met, it may be necessary for further PAN reduction measures as recommended in March 2019.

- 9.14. **Camden** internal actual **PAN surplus increased** in the borough at reception in 2018/19 to 17%, from 12% in 2017/18, compared to 3% in 2015/16. In 2018/19 varying by PA: PA1: 7%, PA2: 15%, PA3: 12%, PA4: 32%, and PA5: 19%. St Aloysius (PA4) reported unsustainable surplus at 63% in 2018/19. All areas except PA1 being outside a preferred 5% to 10% surplus range, if Kingsgate was included, surplus in PA1 and borough would be higher.
- 9.15. Looking forward to 2019/20 actual reception applicants/offers data on national offer day is an excellent indicator to assess potential pressure points, and surplus. Camden resident applicants fell, whilst applicants from non-residents increased, balancing 2019/20 to the same overall number of applicants as the year before. PA1 in the north-west where Kingsgate expanded, was the only area of the borough to have no available school places at offer day, with 5 unplaced Camden residents. Showing PA1 pressure remains relatively high compared to other areas in Camden. All unplaced reception children have been offered a school place for autumn 2019/20. St Aloysius only received an unsustainable 15 offers for 30 school places in April 2019, previously a 2FE provision, now closing in 2019/20.
- 9.16. GLA SRP 2019 for borough primary are lower than the previous two years, with surplus capacity anticipated over the whole period to 2028/29. Following years of increasing 'need' on the ground, new and expanded provision, and bulge classes, the upward trend peaked in 2015/16, since then a sharp drop in actual school rolls has been reported. GLA SRP 2019 are considerably lower for those aged 4 than previous iterations, there is a small increase anticipated in 2019/20, before falling to 2021/22, and gradually increasing in 2022/23 to the end of the reporting period 2028/29. Surplus capacity is forecast from approximately 5FE in 2019/20, to 6.2FE in 2021/22, before falling to the end of the reporting period to approximately 4.4FE. Whilst for 4-10 year olds a much lower forecast is anticipated compared to previous years to the end of the planning period 2028/29, with a falling trend to 2024/25, before mainly levelling to 2028/29. Reception and whole primary ages are well within current PAN. Forecasts vary across borough PA's from reception to 2028/29 (including surplus): **PA1** is lower showing a falling trend and anticipated surplus of just over 2FE. **PA2** is lower showing a falling trend and anticipated surplus of approximately 2FE. **PA3** follows a generally similar trend levelling, and anticipated surplus to under 1FE. **PA4** is considerably lower showing an increasing trend and no anticipated surplus at under -1FE in later years (although caution due to development). **PA5** is lower showing an increasing trend and anticipated surplus of 0.3FE (although caution due to development). The potential deficit of under -1FE reported in PA4 (later years) if it was to occur, would be covered by capacity in other local provision in PA3 and PA5. Factors impacting forecasts are detailed thoroughly in the report, and vary at borough and PA level, although to summarise for borough these are: Lower actual school rolls than forecast by the GLA. Significant reduction in actual

registered births in 2017 lower than recent years. Lower GLA 2017-BPP compared to the previous year. Rising Camden development provides an upward trend to 2028/29. The small increase anticipated in reception 2019/20, is due to an increase in Camden actual registered births for this cohort of children. Falling primary school rolls in neighbouring authorities should not be discounted, possibly reducing pressure on places. Whilst actions have already been taken to address Camden primary surplus in recent years. There is unused 1FE capacity in PA1 at Kingsgate, and temporary PAN capping from 2019/20 at Carlton 1FE (PA2), Rhyl 1FE (PA3), and the closure of St Aloysius 2FE (PA4). Any surplus capacity reported this year is in **addition** to unused capacity or temporary capping.

- 9.17. The rising surplus and additional unused capacity will be considered as part of the '**School Organisation and Collaboration Strategy**'. There is no anticipated need for any additional primary provision, with further reductions a more likely scenario over this planning period.

SECONDARY

- 9.18. Parental/Student preferences largely impacted some secondary school rolls in recent years, although officers anticipate with all Camden secondary schools rated 'good' or 'outstanding' since July 2019, this could have a positive uplift on future secondary school rolls from year 7. There are no secondary bulge classes currently or planned in Camden. Unused capacity is available at: Regent High 2FE as bulge provision, and Haverstock 1FE since PAN reduction in 2018/19. The UCL academy is likely to provide 12 permanent school places from year 7 in 2020/21, and is included in planning assumptions, although Camden doesn't support this as it's likely to increase surplus pressure in other Camden schools. Maria Fidelis has been rebuilt and consolidated onto the Phoenix Road site by PSBP, funded by ESFA, and now fully operational. Research is ongoing following a meeting with the Leader of Camden Council, and Councillors to understand reasons further behind secondary school application choices in Camden at year 7, this is linked to the Holborn School Campaign, South of the Euston Road. There are no planned changes to secondary school PAN in 2019/20, remaining the same as last year.
- 9.19. **Camden** internal actual **PAN surplus** decreased in the borough at year 7 in 2018/19 to 5%, from 8% in 2017/18, compared to 6% in 2016/17. Unused capacity is available in the following schools, thus not included in Camden surplus calculations: Haverstock reduced PAN by 1FE from 2017/18, and Regent High 2FE has not used additional provision for additional pupils. Camden borough overall is inside the preferred 5% to 10% surplus range in the three years compared. Analysis shows Haverstock has been above this measure over the same three year period, and in 2018/19 without the inclusion of the 1FE PAN reduction, surplus was at 37%. Although with a 'good' July 2019 Ofsted, officers anticipate improvements for the future.
- 9.20. Looking forward to 2019/20 actual year 7 applicants/offers data on national offer day is an excellent indicator to access potential pressure points, and surplus. Camden resident applicants fell (actual registered births fell for the cohort), whilst applicants from non-residents increased, effectively balancing 2019/20, leading to a higher number of applicants being received in 2019/20 than last year. There were 50 unplaced Camden residents at offer day in 2019/20, a slight increase from 48 reported 2018/19. Following

usual churn there are no unplaced children for 2019/20, with vacancies available.

- 9.20.1. The GLA SRP 2019 forecasts are considerably lower for those aged 11 than in previous iterations, with an estimated rising trend to 2022/23 before falling to 2025/26, and levelling at this lower forecast to the end of the reporting period 2028/29. Sufficient surplus capacity is forecast over the whole planning period for year 7, and within the current PAN without available unused 3FE provision (Haverstock 1FE, Regent High 2FE), also the 12 additional school places at UCL Academy. Surplus capacity is anticipated to fall to just under 2FE by 2022/23, rising to around 4.4FE to the end of the planning period in 2028/29. Whilst for 11-15 year olds a considerably lower forecast is anticipated compared to previous years to the end of the planning period 2028/29, with a rising trend to 2023/24, before gradually falling to 2028/29. Factors particularly impacting the GLA SRP 2019 forecasts for secondary include: Considerably lower actual school rolls in recent years than forecast by the GLA, partially impacted by parental/student preferences, impacting trends forward. Actual registered births remain high for the next five years, before following a downward trend to the end of the planning period to 2028/29. GLA 2017-BPP are considerably lower than previous iterations, and forecast to decrease towards the latter part of the planning period to 2028/29. Increasing development in Camden bolster what would have been lower forecasts without. Rising secondary school rolls in neighbouring authorities could potentially increase pressure on Camden school places over the next five years particularly.
- 9.20.2. The GLA SRP 2019 messages are different to previous iterations, where additional unused capacity was anticipated as being required from 2019/20 onwards, with more besides at peak periods, possibly resulting in bulge provision.
- 9.20.3. It appears increasingly unlikely the additional 3FE unused Camden secondary school capacity, will be required over the whole planning period to 2028/29. Similarly any further expansion or 'bulge' provision looks increasingly unlikely based on current data to 2028/29. *Though caution is advised following the positive Ofsted rating, and increased pressure in surrounding authorities. Both could impact future secondary school rolls positively, potentially raising future forecasts as impacts trend forward.*

10. LINKS TO CAMDEN 2025 AMBITIONS

- 10.1. This report is linked to ambitions within Camden 2025, in 2025; 'Camden should be safe, strong and open, and everyone should be able to contribute to their community (schools being a vital part of Camden's community)'. 'Camden should be a clean, vibrant and sustainable place (built and sustainable development)'.

11. COMMENTS OF THE BOROUGH SOLICITOR

- 11.1. By virtue of sections 13 and 14 of the Education Act 1996, as amended by the Education and Inspections Act 2006, the Council has a statutory duty to ensure that there are sufficient school places available for the children in the borough. In addition the Council must increase parental choice. The Council needs to undertake a school roll projection to ensure that there are sufficient school places to meet the need.

11.2. The Council must take into account its equality duties when exercising its functions, namely to have 'due regard' to the need to: eliminate discrimination, harassment and victimisation and other conduct prohibited under the Act; to advance equality of opportunity between people who share a relevant protected characteristic and those who do not; and foster good relations between people who share a relevant protected characteristic and those who do not (which involves tackling prejudice and promoting understanding). Under the Duty the relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion, sex, sexual orientation. In respect of the first aim only i.e. reducing discrimination etc, the protected characteristic of marriage and civil partnership is also relevant. It appears from the report that the Council in undertaking its statutory duty for school planning, acts in accord with its equalities duties.

11.3. Although there has been no statutory requirement to publish a School Organisation Plan since 2004, it is considered good practice to produce a plan related to pupil place planning. This will show local communities the present and predicted future pupil numbers on roll, together with information about birth rates, school capacity, and new housing. In addition the plan sets out the statutory framework for making changes such as opening, closing or enlarging schools in the Borough.

12. COMMENTS OF THE DIRECTOR OF FINANCE

12.1. In recent years there has been expansion of school premises at Hawley Infants expanding to become a primary school providing additional primary school places and the expansion of the Kingsgate School on the Liddell Road site which delivered additional school places from September 2017. All these places have been factored in to the report while considering the medium to long term needs. The capital programme also includes funding for the rebuilding of Edith Neville School in 2019. The design of the school will allow for future expansion should it be required. An allocation also exists for secondary school expansion in the King's Cross Area. The change in the schools building capital programme reflects the recent reduction in school rolls and the reduced pressure to build for the expansion of place numbers.

12.2. Any change in annual revenue costs (staff, running costs, etc.) arising from new places is covered by an increase in the dedicated schools grant (DSG) provided by the government. DSG is based on the number of pupils at schools and as this number increases or decreases the grant allocation will change accordingly.

APPENDICES

Appendix A: General (with Tables 1-5)

Appendix B: Primary (with Tables 1-7)

Appendix C: Secondary (with Tables 1-6)

Appendix D: Additional (with Figures 1-5)

Appendix E: Latest housing development to 2017/18 and estimated child yield

Appendix F: Glossary of school places planning abbreviations, report references

REPORT ENDS