



Portsmouth

CITY COUNCIL

EDUCATION, CHILDREN AND YOUNG PEOPLE
SCRUTINY PANEL

**A REVIEW INTO HOME TO SCHOOL TRANSPORT AND ACCESS TO
PRIMARY SCHOOL PLACES**

Date published: 2 March 2016

Under the terms of the Council's Constitution, reports prepared by a Scrutiny Panel should be considered formally by the Cabinet or the relevant Cabinet Member within a period of eight weeks, as required by Rule 11(a) of the Policy & Review Procedure Rules.

PREFACE

The Education, Children and Young People Scrutiny Panel undertook a review into home to school transport and access to primary school places.

The aim of this review was to look at developing proposals around home to school transport especially where children have been unsuccessful in being allocated a place at their first choice school and to consider the more general issues relating to access to primary school places and the distance away from their home.

During the review which was carried out between September 2015 and March 2016, the Panel received evidence from a number of sources, which it used to draw up a series of recommendations to submit to the Cabinet. The Panel noted that the issue of primary school places has now largely been addressed and the focus now needs to be on secondary school places. With regard to home to school transport, the recent introduction of the new policy has reduced the non-statutory travel assistance and there has been a reduction in the overspend on this budget.

I would like to convey, on behalf of the Panel my sincere thanks to all the officers and witnesses who contributed to making this review a success.

.....
Councillor Will Purvis
Chair, Education, Children and Young People Scrutiny Panel.

Date: 2 March 2016

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EXECUTIVE SUMMARY

1. To understand the current admission arrangements at Portsmouth City Council, including parental preference

The Panel received evidence from the Admissions (Exclusions and Re-Integration) Manager about the current admission arrangements in the city. The law states that local authorities must do everything they can to meet parents' preference within the limits of 'efficient education and the efficient use of resources'. The panel learned that an 'Equal Preference Scheme' is used to allocate school places to children and the process of allocating places was explained to the panel. Portsmouth City Council rank the catchment criteria is above sibling, however officers advised that the Government is currently undertaking a consultation on the Admissions Code whether to move the sibling criteria to the top of the list.

Members received evidence on the percentage of children who are allocated their first, second and third preferences for the last three years. This showed that a high percentage of children were allocated their first preference school. However, pupil forecasts show that a significant number of schools are at capacity so the panel felt that it is inevitable that there will be an increase of children not being allocated their first preference school.

2. To gather evidence on, and understand the existing home to school transport arrangements, in particular for children who have not been allocated a place at their first preference school.

The Panel heard from the Service Manager for Vulnerable Groups about the home to school transport policy and arrangements for children who have not been allocated a place at their first preference school. The panel were reminded that the council's home to school transport policy was approved by Cabinet in 2014 and the revisions came into effect at the start of the academic year 2014/15. This introduced exceptional circumstances criteria which determines how the local authority would use its discretionary powers to grant transport support. The panel were informed of the process for assessing transport applications and how appeals are dealt with. Figures of the number of statutory and non-statutory transport for the last three years were provided. This indicated that the number of statutory school transport remained stable but the number of non-statutory school transport had reduced in 2015/16 to date due to the changes to the policy.

3. To understand the primary pupil projections for the city.

The Panel received evidence from the pupil place planning team on primary pupil projections for the city and received data on the total number of pupils on roll from since 1993. This showed that pupil numbers across the city have been steadily increasing since 2009/10. This has meant the local authority has needed to put in a great number of places at primary level over the last few years therefore the majority of obvious expansions have now been completed. The panel learned about pupil place forecasting methodology and small area population forecasts (SAPF) which

are provided annually by Hampshire County Council to determine the population of four year old children. The SAPF data takes into account planned developments in an area and includes all sites that have full planning permissions or that have been allocated in local plans for the next seven years. The pupil place planning team work closely with planning officers regarding projections on where and when new developments are likely to come forward. Assessments are then made on the size of units, the split between houses and flats and between market and affordable units, as these factors can have a significant bearing on the number of pupils likely to be in a development and have an impact on school places.

4. To understand how PCC is planning to meet the demand for primary school places and where the proposed primary school expansions in the city

The Panel received evidence from the pupil place planning team and Principal Planning Officer regarding how the two teams work together and share intelligence to forecast for school places. They informed members of the school sufficiency programme which had secured an additional 1065 school places in the primary sector between 2013/14 and 2014/15. In September 2015 the Cabinet Member agreed to the reallocation of funding to support the primary school places expansion programme. This included re-allocation of £650,000 from phase 2 of the sufficiency programme to complete works at Mayfield Schools and Westover Primary School and the re-allocation of £592,000 of the sufficiency capital funding to expand the capacity of Moorings Way Infant School.

5. To understand the interaction between town planning and pupil place planning.

The Panel received evidence from the Principal Planning officer on how town planning links with pupil place planning. The panel learned about the National Planning Policy Framework (NPPF) which has a requirement that local authorities make objective assessments of their housing needs. This involves setting the number of dwellings needed to meet the need over a 15-20 year period. Planning officers annually update the Strategic Land Availability Assessment (SHLAA) to identify sites for housing and make allocations for housing drawing on the information from the SHLAA. The council has included school places (primary and secondary schools) on its Regulation 123 list. This indicates that the council will use community infrastructure levy (CIL) receipts as a means of funding school places needed as a result of development.

Conclusions

Based on the evidence and views it has received during the review process the Panel has come to the following conclusions:

1. Following the introduction of the new home to school transport policy in 2014/15, there has been a sharp decline in non-statutory travel assistance and a reduction in the overspend on the transport budget for 2014/15.
2. There has been no marked increase in the number of home to school transport appeals in the last few years.
3. There are currently a sufficient number of primary school places available in the city; however they are not necessarily in the places they are needed. There is no way to predict which schools will be popular choices for parents each academic year as this can depend on a number of factors.
4. All the 'quick wins' in terms of increasing school places in the city have now been completed although contingency plans are in place so that some schools can run a 'bulge year' if required. The local authority will face a challenge over the next few years to find additional school places if demand increases.
5. Although school places is on the City Council's regulation 123 list setting out those infrastructure projects that should be funded through the CIL, there is often a delay between identifying that further places are needed and providing those places.
6. Due to pressure on primary school places and the council's admission policy stating that catchment criteria is above sibling criteria, parents with multiple children are finding it increasingly difficult to get their children into the same school which means school drop off and pick up times are very difficult for them.

Recommendations

1. That the home to school transport policy continues to be closely monitored and if there is a sufficient uptake in the number of school transport appeals the policy will need to be revisited. (conclusions 1 &2).
2. That the School Organisation Plan be kept under constant review to ensure that there is strategic planning in place for the primary school estate. The feasibility of rebuilding an existing school should also be considered as an option to increase primary school places. (conclusion 3&4).
3. That consideration be given for community infrastructure levy to be received in time for any school project to be planned and delivered to meet the needs of the development. (conclusion 5).

4. That consideration be given to move the sibling criteria above catchment for primary schools to ensure that parents with multiple children can get their children into the same school and can safely drop them to and from school each day. (conclusion 6).
5. Whilst it is recognised this is outside of the scope of the review, the panel heard evidence that the issue of primary school places has largely been addressed and is being monitored and the main focus is now on secondary school places. The panel agreed that catchment should remain the top criteria however a catchment area review should be considered for secondary schools and consideration be given to overlapping catchment areas. (conclusion 6).

The budgetary and policy implications of these recommendations are set out in section 11 on page 29.

1. Purpose.

The purpose of this report is to present the Cabinet with the recommendations of the Education, Children and Young People Scrutiny Panel following its review into home to school transport and access to primary school places.

2. Background.

- 2.1 The Scrutiny Management Panel agreed on 31 July 2015 that the Education, Children and Young People Scrutiny Panel's first topic this municipal year should be to look at developing proposals around home to school transport especially where children have been unsuccessful in being allocated a place at their first choice school and to consider the more general issues relating to access to primary school places and the distance away from their home.
- 2.2 The review of home to school transport and access to primary school places was undertaken by the Education, Children and Young People Scrutiny Panel, which comprised:

Councillors Will Purvis (Chair)
Ryan Brent
Ken Ferrett
Paul Godier
Hannah Hockaday
Suzy Horton

Standing Deputies were: Councillors Ben Dowling, John Ferrett, Margaret Foster and Lynne Stagg.

- 2.3 At its meeting on 21 October 2015, the Panel agreed the following objectives:
 - To understand the current admission arrangements at Portsmouth City Council, including parental preference.
 - To gather evidence on, and understand, the existing Home to School Transport arrangements in particular for children who have not been allocated a place at their first preference school.

- To understand the primary pupil projections for the city.
- To understand how PCC is planning to meet the demand for primary school places and where the proposed primary school expansions in the city.
- To understand the interaction between town planning and pupil place planning.

2.4 The Panel met formally to discuss the review on three occasions between 21 October and 18 November 2015.

2.5 A list of meetings held by the Panel and details of the written evidence received can be found in *appendix one*. A glossary of terms used in this report can be found in *appendix two*. The minutes of the Panel's meetings and the documentation reviewed by the Panel are published on the council's website www.portsmouthcc.gov.uk.

3. To understand the current admission arrangements at Portsmouth City Council, including parental preference

3.1 The panel received evidence from the Admissions (Exclusions and Reintegration Manager) on the school admission arrangements. He explained that the local authority (LA) has a statutory responsibility to co-ordinate all school applications for starting school, junior and secondary transfers in the city. It is the admissions authority for all maintained community and voluntary controlled schools. Academy schools are responsible for determining their own arrangements. The LA works in partnership with its own admission authorities and offer advice and support with their arrangements.

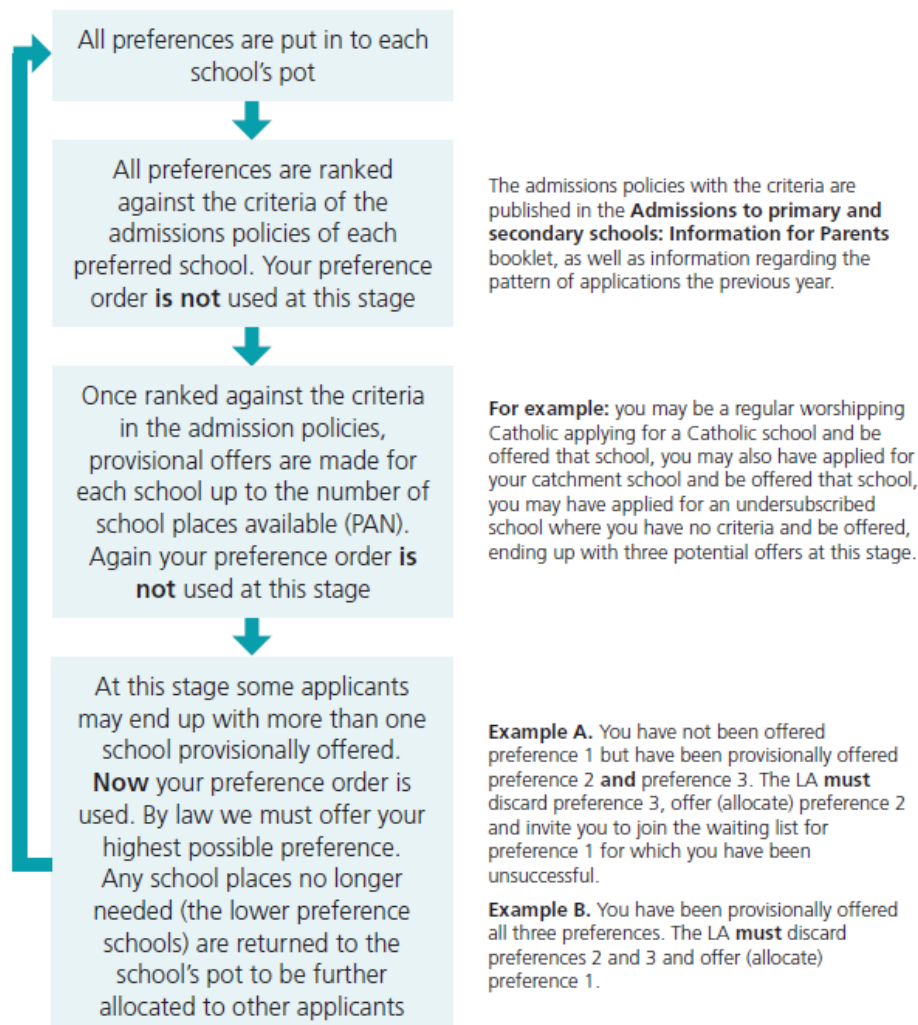
3.2 In accordance with the School Admissions Code, the LA has to go out to public consultation on any changes to the admission arrangements for a period of six weeks. Following the consultation window there is sometimes a change to the order or criteria. Academy schools make their own arrangements for consulting on their admission policies. Some local authorities have made the decision to put sibling above catchment however this would be a big change and there would be lots of things to consider before making this change. The Admissions (Exclusions and Re-integration) Manager advised that he had contacted Southampton City Council to obtain their view on the impact of this change who had advised that they were unsure whether it has had enough of an impact for Portsmouth to consider this. Historically when the council has consulted on the admissions criteria, catchment is the one that remains the highest criteria. PCC is part of the south east network who regularly discusses issues around access to school places.

3.3 The Admissions (Exclusions and Reintegration Manager) advised that the Government is currently undertaking a consultation on the Admissions Code and whether to move the sibling criteria to the top of the list. This would mean that as long as a family live within the catchment area and one of the children is at the school already, there should be a right for any further children to attend that school.

Admission process

- 3.4 The law states that the LA must do everything it can to meet parents' preference within the limits of 'efficient education and the efficient use of resources'. Whether or not a place can be offered will depend upon the number of other applicants who want places at the school and the number of places available. If a place is not offered at any of the schools the parent requested, the child's name will automatically be added to the waiting list for the schools. Parents will then be asked to confirm if they wish to remain on any waiting lists.
- 3.5 Parents submit only one application form stating up to six preferences for starting school and junior applications or up to three preferences for secondary and in-year applications. The Council use an 'Equal Preference Scheme' (see figure 1 below). This means at the first stage, each of the preferences are considered for that school regardless of the preference order. If a school is oversubscribed by the number of applications, places will be allocated strictly according to the admission criteria stated in the admission policy for that school. If a school is under subscribed then places can be offered to all applicants.

Figure 1 - Equal Preference Flowchart



- 3.6 If the admissions authority is able to potentially offer a place at more than one of the preferences, the place will be allocated at the school which the child has ranked the highest. If a place cannot be offered at any of the preferred schools, a place will be offered at the catchment area school (if places remain available), or the next nearest school with places available. Parents will also be advised of alternative schools with places available at that time.
- 3.7 If parents do not apply to their catchment area school as one of their preferences they will not automatically be offered a place there if they are unsuccessful with their other preferences (as the catchment area school may already have filled with preference requests). For pupils who are making in-year transfers to their catchment school that is oversubscribed, the admissions team would look at other schools within a reasonable distance to offer a place at. This would be in line with their preferences or where no preferences can be allocated because they are oversubscribed, the LA will allocate to the next nearest school with spaces.
- 3.8 If the admissions authority is unable to offer a place at any of the preferred schools, there is the right of appeal to an independent panel, which is set up under Section 94 of the School Standards and Framework Act 1998. This right of appeal may be for more than one school. Parents may only appeal where they have applied and have been refused admission to a school. Parents have 20 school days within which to state that they intend to appeal or by the specified deadline date.
- 3.9 The admissions booklet explains detail to parents on what a realistic preference is and gives information on each school including the number of applications received in the previous year, the admission limit for the school and the criteria on which the last place was allocated. The admissions team also visit school open days to advise parents of the process. The link to the admissions booklet is available online when parents are completing their forms online.
- 3.10 The admissions booklet also has a section to explain for each school how many applicants were successful, and admission criteria used in the allocation process including the criteria that the last place was allocated under for the previous year's intake. A high percentage of children are allocated their first preference school as highlighted in table 1 below. The pupil forecasts show that a significant number of schools are at capacity so it was inevitable that there will be an increase in children not being allocated their first preference school. Currently the majority of catchment area children are allocated a place at their catchment school.

Table 1 - the percentage of children who are allocated their first, second, third etc. preference. Note: 6 preferences were introduced for starting school and junior transfer.

	Primary	Junior	Secondary
2013			
1 st pref	85%	95.0%	95.0%
2 nd pref	7.60%	2%	2.70%
3 rd pref	2.80%	0.80%	0.60%
4 th pref	N/A	N/A	N/A
5 th pref	N/A	N/A	N/A
6 th pref	N/A	N/A	N/A
2014			
1 st pref	85.10%	92%	93.40%
2 nd pref	7.80%	3.80%	4.20%
3 rd pref	2.20%	0.70%	0.90%
4 th pref	N/A	N/A	N/A
5 th pref	N/A	N/A	N/A
6 th pref	N/A	N/A	N/A
2015			
1 st pref	87%	92.00%	86.20%
2 nd pref	7.60%	3.10%	6%
3 rd pref	1.40%	1%	1.90%
4 th pref	0.20%	0.40%	N/A
5 th pref	None	0.10%	N/A
6 th pref	0.08%	none	N/A

4.0 To gather evidence on, and understand the current home to school transport arrangements, in particular for children who have not been allocated a place at their first preference school.

- 4.1 The panel received evidence from Richard Harvey, Service Manager for Vulnerable Groups. He explained that the LA is under a statutory duty to provide transport as set out in the Education Act 1996 which outlines the categories of children and young persons of compulsory school age (5-16) who are eligible for free school transport. Revisions to the Home to School and Home to College Transport Policy were made and approved by Cabinet in March 2014. These revisions came into effect at the start of the academic year 2014/15. The council's policy is to provide free school transport to those categories of eligible children in accordance with its legal obligations. Otherwise it will be at the LA's discretion where there are exceptional circumstances.
- 4.2 The policy was revised to ensure that a fair and consistent approach to assessing and granting transport assistance was in place and, in particular, how the LA makes use of discretionary powers to grant transport support.
- 4.3 After consultation with stakeholders, the policy was revised and an exceptional circumstances criteria was introduced. This determined how the LA would use

its discretionary powers. The most frequent responses from the stakeholder consultation were used to help weight a points based eligibility grid.

The process

4.4 Every transport application is assessed by the Entitlement Officer to see if there are statutory grounds for providing transport to school. If there are not, all applications are automatically assess against the exceptional circumstances criteria. Those that receive in excess of 60 points are granted transport support. Those who accrue 45-59 points are referred to the Inclusion Transport Appeal Panel, although all applicants are made aware of their right to appeal. Exceptional circumstances will be assessed by the Access and Entitlement Officer or the Inclusion Support Panel.

4.5 Table 2 below shows the current break down of home to school and home to college transport by category.

Table 2 - break down of home to school and home to college transport by category.

Break down of home to school and home to college transport by category		Oct-15			
	Primary aged pupils	Secondary aged pupils	Post 16	Nursery	Total
Statutory					
Special Educational needs EHC plan or statement	197	191	58	13	459
Distance	117	129	0	0	246
Low income	13	87	0	0	100
Catchment school is full	16	2	0	0	18
Other e.g. parental					3
Non statutory					
Meet exceptional circumstance criteria	7	9	37	9	62
Approved following appeal to Panel	14	5	2	2	23
Currently being held until end of key stage	33	10	13	8	64
Total Exceptional circumstances					149
Total All	397	433	110	32	608
Residential school - day pupils	2	11	3	0	16
Privilege places	3	6	6	0	15
Contributions - post 16 students	0	0	11	0	11
Personal budgets - EHC plan	3	1	2	1	7
Recharges for Harbour/Other Local Authority	11	18	0	0	29
Notes					
Currently 608 pupils transported to school and college - 459 on statutory grounds and 149 on exceptional circumstances					
Some pupils will have entitlement for multiple reason such as distance, SEND and/or low income and are					
Post 16 high as no statutory duty so likely to apply.					

Appeals

- 4.6 In accordance with DfE guidance there is a requirement for a two stage appeal process, with a time frame of 20 working days within which the appeal should be heard.
- 4.7 Stage one of the appeal process is facilitated through the Inclusion Transport Appeal Panel which comprises of a parent representative, a special educational needs officer and is chaired by an education manager. The panel meets on a weekly basis and parents, or their representatives, are encouraged to make a representation, and do some in about half of the cases that are heard.
- 4.8 Applicants who make an unsuccessful appeal to the panel have the right to a stage two appeal that will be heard by the Lead Member for Children's Services and the Director of Children's Services.
- 4.9 The need for a new policy was partly to address the fact that the initial decision making, under the new policy, was not in one place and was not a holistic assessment. Under the old transport policy, there was, in effect, one appeal process to the members panel. This means that the current and past approaches to the appeals process is not a like for like comparison.
- 4.10 Table 3 & 4 below show the number of school transport appeals at both stage 1 and stage two. Table 5 shows the number of statutory and non-statutory school transport over the last three years.

Table 3: STAGE ONE APPEALS	2014/15	2015/16
Appeals to Inclusions Transport Appeals Panel	57	45
Appeals where transport support was granted	29	16

Table 4: STAGE TWO APPEALS	2011/12	2012/13	2013/14	2014/15	2015/16
Appeals to Members Panel *	9	5	10	2	
Appeals to DCS and Lead Member**	x	x	x	4	1

*Of these 26, 4 were approved

**Of these 5 none have been approved.

Table 5	2013/14	2014/15	2015/16
Statutory	421	412	421
Non statutory (exceptional circumstances)	370	348	189*

* Up to November 2015. The number will rise by approx. another 30 across the full year

Projections

- 4.11 The implementation of the current Home to School policy was projected to take three years starting in 2013/14. It is projected that:
- (a) The number of children and young people receiving statutory transport remains stable. However, given earlier identification of children with special educational needs and disabilities (SEND) and possible pressures on school placements, it is projected that the demand for statutory support will rise.
 - (b) The number of children and young people receiving non-statutory support has fallen as the changes to the transport policy have become embedded. Those that were provided with transport support until the end of key stage (up to three years) but have not been eligible under the new policy account for a significant proportion of this fall. It is projected that the number of children and young people receiving support will fall by at least 50 in 2016/17 as they are protected until July 2016.
 - (c) There is likely to be a further impact on both costs and numbers transport by the LA through a greater promotion of personal budgets, especially where arrangements are high cost.
- 4.12 With regard to using a third sector company for the home to school transport, The Admissions (Exclusions and Re-integration) Manager said he was not convinced it would be any more cost effective as the costs are comparable to commercial provision.
- 4.13 A further written response was received from the Fleet Manager regarding this. He advised that the third sector have to follow the same procurement route as any other contractor wishing to compete for home to school transport work otherwise the council could fall foul of procurement rules as well as being seen to be anti-competitive by denying bone-fide commercial operators the opportunity to do business with the council. Third sector operators are more than welcome to join the current dynamic purchasing system (DPS) framework off of which we award contracts based on individual school runs.
- 4.14 It has to be remembered that these commercial operators will potentially be operating under different licencing regimes to the third sector which will ultimately mean more overheads for them. These operators will also be business rate payers and their employees council tax payers.
- 4.15 The DPS also sets out performance and quality standards to which any party wishing to engage has to attain prior to even tendering for work. Once on the framework any party, third sector or commercial, will submit tenders for each 'run'.
- 4.16 The Admissions (Exclusions and Re-integration) Manager advised that there is currently a SEMH (Social, Emotional and Mental Health) review taking place across the city to look at the changing needs and to establish whether the Council are commissioning the right buildings which will affect the non-statutory home to school transport.

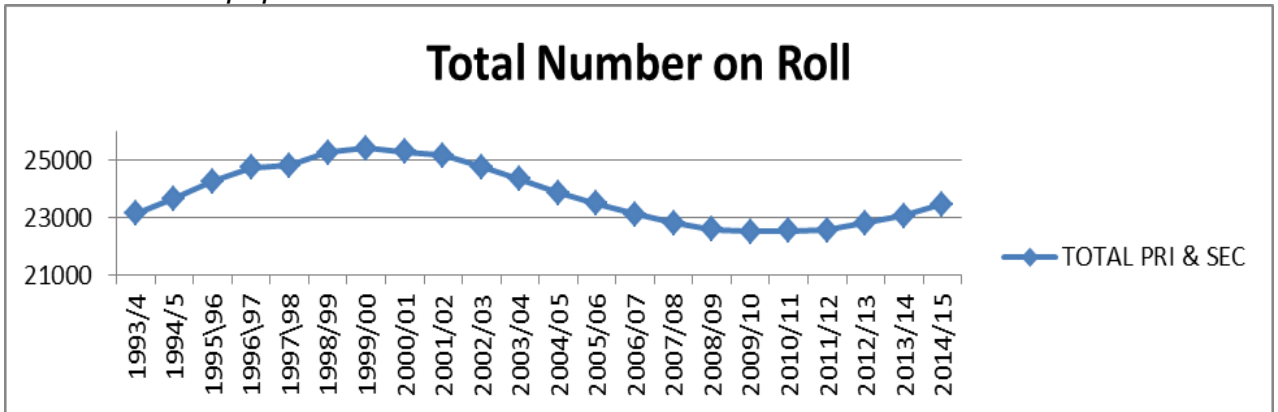
5. To understand the primary pupil projections for the city

- 5.1 The panel received evidence from the Pupil Place Planning & Capital Strategy Officer regarding pupil projections. He advised that the Council published its

five year School Organisation Plan 2013-2018 in April 2013. Since that time there have been a number of changes and developments which have affected the plan so a summary update was prepared in July 2015 which takes into account the new school organisation regulations that came into force in January 2014.

5.2 The table below shows the historical pattern of change in the total number of pupils across the City since 1993.

Table 6: Actual pupil numbers



5.3 The total number of pupils on rolls peaked in 1999-2000 and following this they decreased until 2009/10. Since 2009/10 the number of primary school pupils has increased steadily. This has meant that pupil place planning in Portsmouth has moved from a scenario where excess school capacity was managed to having to provide additional places in Portsmouth schools. In light of this and the acute pressures facing Portsmouth, the Council has adopted for planning purposes a minimum level of surplus of 2% for both primary and secondary places.

5.4 The two tables below show for the infant and junior phases how the number of pupils on roll (NOR) in Portsmouth schools and number of available places have increased since 2009/10. These graphs also show the projected NOR for the next few years.

Table 7: Total Number of Infant places (Year R - Year 2)

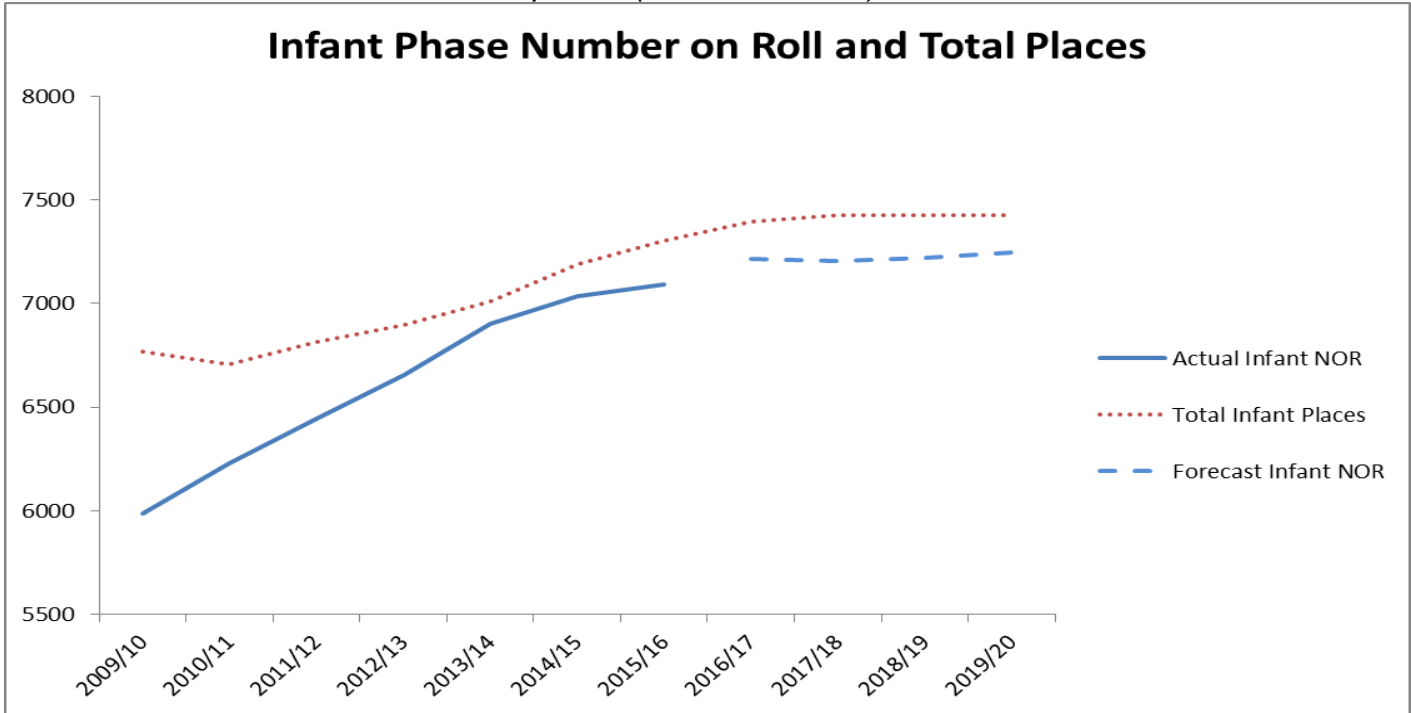
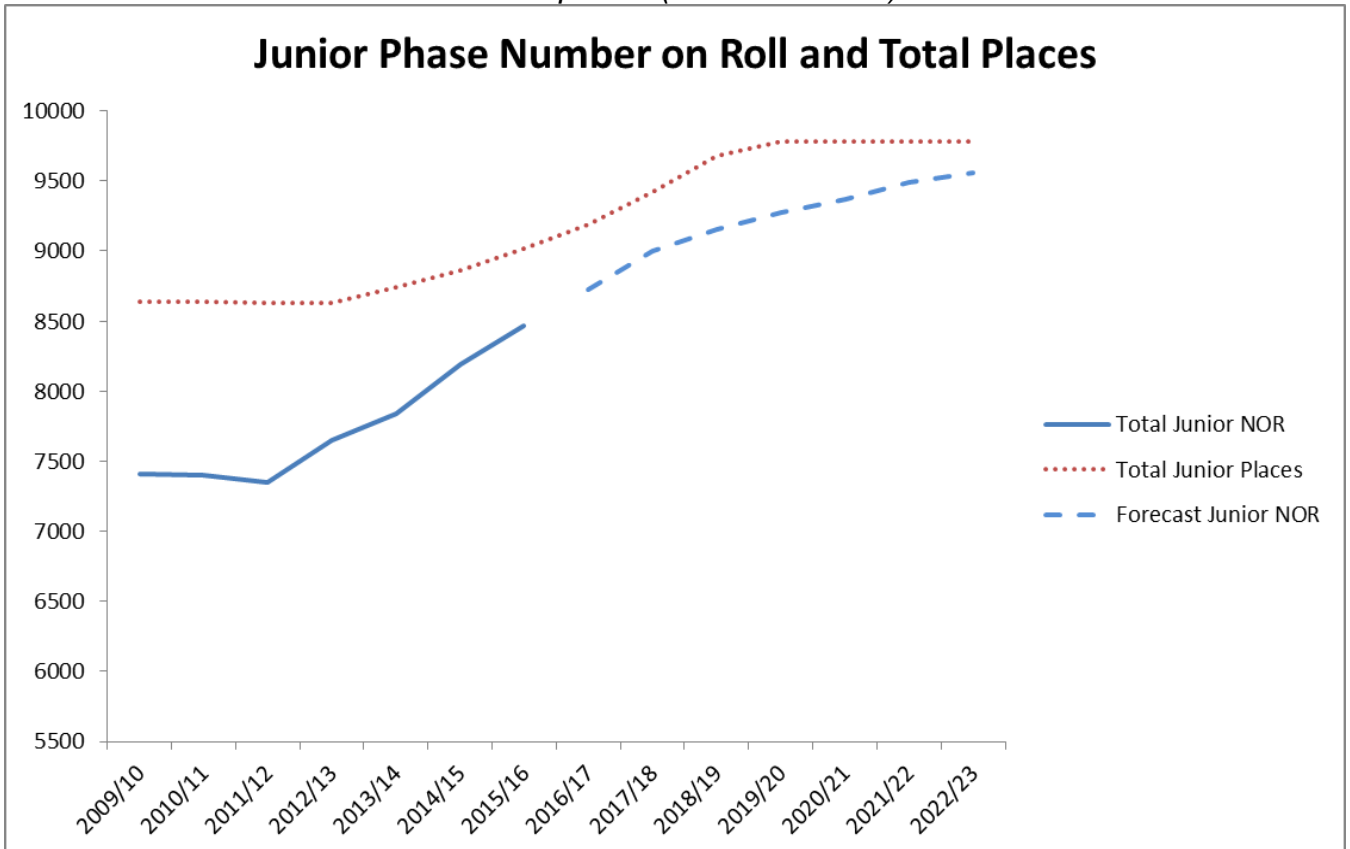


Table 8: Total Number of Junior places (Year 3 - Year 6)



5.4 The Council has needed to put in a great number of places at primary level. As a starting point the LA looked at schools that had reduced their published admission numbers (PAN) and had spare accommodation. The PAN for these schools was then increased. The LA has built in contingency planning

including temporary classrooms at Langstone Infant and Junior school, for the bulge years which are very useful to have, especially when down to the 1-2% surplus in places. There have been several opportunities to do this in various schools however a lot of the obvious 'quick wins' have been completed. It therefore becomes more problematic to expand schools in the future due to a lack of development space. Many schools in the city were built in the Victorian period and are on constrained sites, which is an issue.

Current pupil place forecasting methodology

5.5 Sources of data

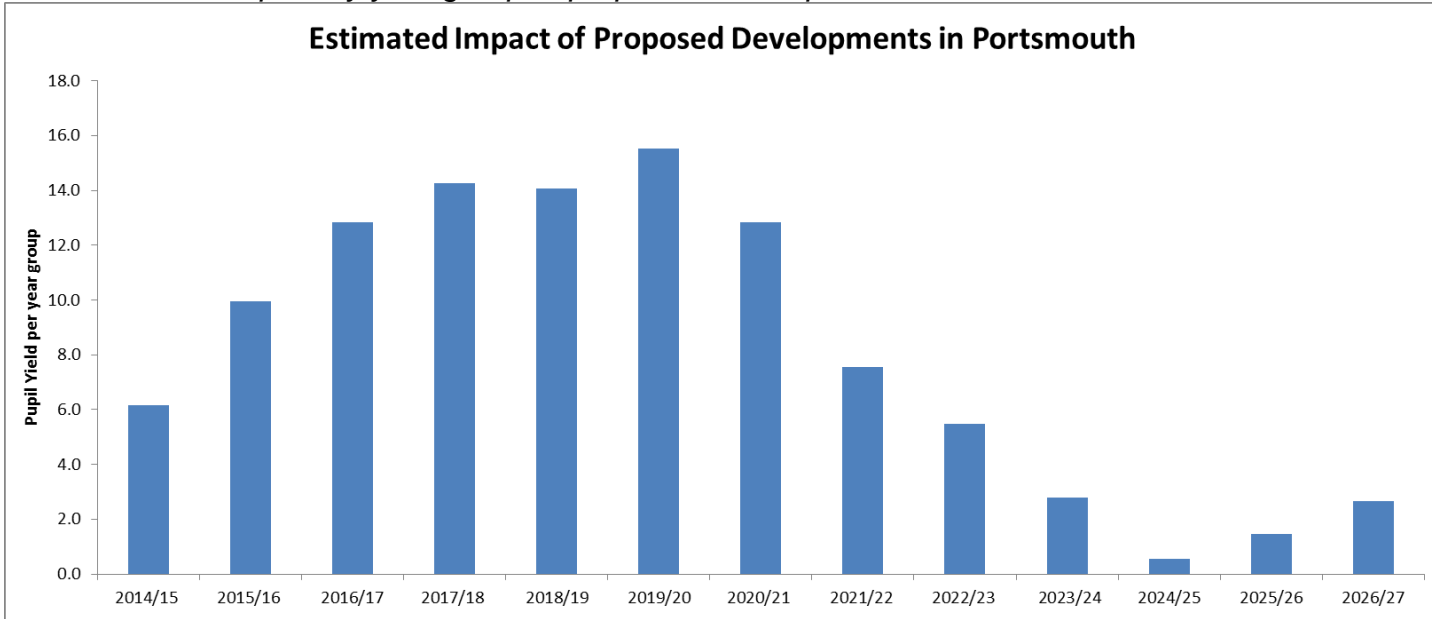
Actual numbers for pupil data are derived from the School Census. Schools produce this information from their Management Information Systems, using guidance provided by the Department for Education (DfE) with support from the LA. Pupil number forecasts are updated annually and reported to the DfE each July through the Schools Capacity Data Collection. The popularity of schools can be influenced by parental perception, for example new build schools are usually popular choices for parents and also if the parent(s) went to a particular school themselves and had a good experience, they will often want their child to attend the same school.

5.6 Small Area Population Forecasts (SAPF) are provided annually by Hampshire County Council's Research and Intelligence Group in the early spring to determine the population of 4 year old children (Year R). The general SAPF model produces forecasts of the resident population by age and sex in each Census Output Area (OA) in the City and is based on census, birth and child health data and dwelling supply information.

5.7 SAPF data takes into account planned developments in an area and includes all sites that have full planning permission or that have been allocated in local plans for the next seven years. Within SAPF the size and tenure of each development is included, and a population yield calculation determines the number of children expected to live in the development. SAPF's methodology is updated periodically (for areas such as child yield) and changes in the SAPF projections inevitably result in changes in the Council's pupil place planning projections.

5.8 Table 9 below shows a summary of all Portsmouth developments that were known at the time of writing, the 2015 pupil number forecasts and their estimated impact on all year groups which is included in our forecasting assumptions.

Table 9: Impact by year group of proposed developments



5.9 Planning Officers provide detailed projections on where and when developments are likely to come forward, taking information from allocations in the local plan, planning applications, and officers' knowledge or predictions of other sites that may come forward in the future (e.g. from pre-application discussions or knowledge of possible future disposals of land or their own reviews of land across the city). Assessments are made on when each site may be completed, the size of units, the split between houses and flats, and between market and affordable units etc. as these factors can have a significant bearing on the number of pupils likely to be in a development and the resulting impact on schools.

5.10 The panel learned during the review that the number of children yielding from a new housing development is changing. For example where one bedroom flats used to be unlikely to have children we are now seeing couples with two or three children living in these. Officers also know from local knowledge that certain developments, such as waterfront developments are unlikely to yield children. It is therefore important that the LA have as much detail as possible about any proposed developments and also obtain as much local knowledge from schools and closely monitor this to establish the likely effect on future pupil numbers.

5.11 Appendix 5 shows these known developments and their total pupil yields. The top half of the table shows a list of developments that officers are aware will come forward to be developed for housing but where a planning application has yet to be submitted. The bottom half of the table are developments that are included in the forecasting.

How the raw data is processed to arrive at final figures

5.12 Forecasting at the primary and secondary aggregate level is based on the cohort survival method that assumes pupil numbers will roll forward from one year group to the next at the end of each academic year. Year on year

changes, which may be influenced by such factors as migration, turbulence, demographic and building changes, are projected forward by using a 5-year weighted average. The general SAPF model produces forecasts of the usually resident population by age and sex in each OA in the city and is based on: census; birth and child health data; and dwelling supply information.

Primary forecasts

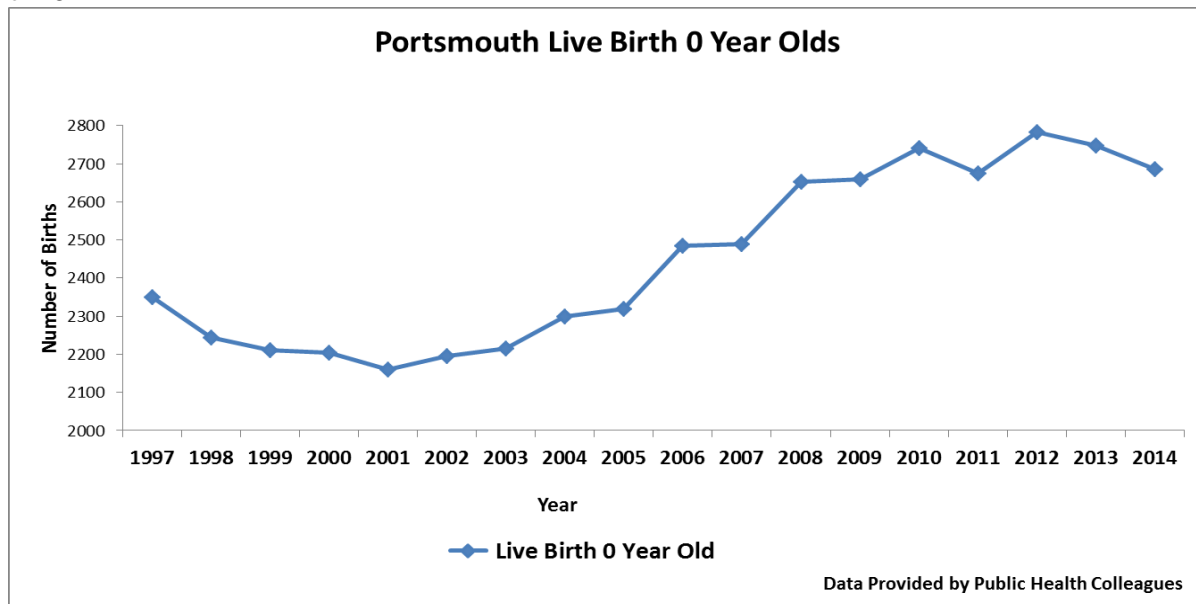
- 5.13 At the individual school level, the primary forecasting system collects the number of 4-year olds within the boundaries of each school's catchment for forecasting. Using data from the historical school censuses, the participation rate is worked out for each year. The level of participation (as a percentage) is then used to project forward using a 5 year weighted average, adjusted for residuals, to give the expected number of 4-year olds on roll in future years.
- 5.14 The expected numbers of 7 year olds transferring into junior schools are calculated similarly, using the number of Year 6 pupils in the feeder schools and applying an adjusted 5 year weighted average participation rate. The council's pupil number projections are very accurate (within 1.5%). A recent review of the council's methodology stated that "the range of data used to inform Reception projections is impressive". Source data used is based on: census; birth and child health data; and dwelling supply information, migration (first language other than English).

Pupil number projections can be influenced by a number of factors including:

- Difficulty of projections is trying to anticipate when the population may be changing to keep ahead of the curve
- Impact of a changing economy
- Continued testing of conversion rates
- Cross border impact
- Changing education landscape: Academies, Free Schools/UTC/Change to Co-education etc.
- Future catchment area changes

Live Births

Table 10: Chart showing the change in live births over time.



Catchment Areas and Place Planning

- 5.15 The Education Act requires the council to ensure that there are sufficient school places for local children (within 2 miles of the pupils home for Primary and 3 miles for Secondary) who wish to attend a state school.
- 5.16 The DFE requires the council to submit their pupil number projections annually and these inform the Government allocation of "Basic Need" capital funding. Up to 2013, given the small size of the city, city wide projections were used. Establishing planning areas, enables the council to divide the area and consider more local issues.
- 5.17 Portsmouth is densely populated and with an average density of 5,000 people per km² is the most densely populated city in the UK outside of London. The map at appendix 3 shows a two mile radius circle drawn from College Park Infant School, which is approximately geographically central within the city, includes 27 of the potential 37 primary phase schools. Portsmouth parents generally have a broad choice of schools within a small distance and few geographic barriers to movement. The requirement within the primary phase in particular to ensure that children are able to access a school place within a reasonable distance (generally interpreted as two miles) would, for any point within the city, result in a reasonable number of potential schools.
- 5.18 The Pupil Place Planning & Capital Strategy Officer said that it was important to deal with pupil place planning issues first as this will change the education landscape. Recent examples that have had an impact on this include the change of City Boy's School to Trafalgar co-educational school, Mayfield changing to an 'all through' school, Portsmouth Academy for Girls consulting on a proposal to move to co-educational school and the new University Technical College. All of these will have an impact on catchment areas.

Table 11 - Year R pupil information (January 2015 Census)

School Name	PAN Sept 14	Number On Roll	Pupils Mapped To Catchment	Live In Catchment Area Attend Catchment School	%Live In Catchment Area Attend School
Solent Infant	90	90	78	75	96.2%
St Judes CE Primary	60	60	14	12	85.7%
Court Lane Infant	120	120	116	93	80.2%
Meon Infant	60	60	68	52	76.5%
St Georges CE Primary	45	44	54	41	75.9%
Penhale Infant	85	83	79	57	72.2%
Copnor Primary	90	90	73	52	71.2%
Westover Primary	60	55	44	31	70.5%
Gatcombe Park / Northern Parade Infant	120	119	142	97	68.3%
Langstone Infant	90	89	93	62	66.7%
Highbury Primary	60	59	63	40	63.5%
College Park Infant	120	120	96	57	59.4%
Moorings Way Infant	40	43	16	9	56.3%
Arundel Court Primary	75	79	75	42	56.0%
Medina Primary	30	28	33	18	54.5%
Cumberland Infant	60	59	54	29	53.7%
Goldsmith Infant	60	60	43	23	53.5%
Stamshaw Infant	90	88	121	64	52.9%
Southsea Infant	60	61	84	44	52.4%
Wimborne Infant	70	70	64	32	50.0%
Victory Primary	60	56	83	41	49.4%
Milton Park Primary	60	60	76	37	48.7%
Portsdown Primary	60	48	61	27	44.3%
Devonshire Infant	60	62	84	36	42.9%
ARK Dickens Primary Academy	60	56	82	35	42.7%
Meredith Infant	90	90	68	28	41.2%
Flying Bull Primary	60	60	112	38	33.9%
Ark Ayrton Primary	60	59	118	40	33.9%
Beacon View Primary	60	47	73	24	32.9%
Cottage Grove Primary	60	60	73	23	31.5%
Manor Infant	90	74	145	42	29.0%
Mayfield	60	58	657	48	7.3%
Corpus Christ Primary	45	45	N/A	N/A	N/A
St John's Primary	30	30	N/A	N/A	N/A
St Pau'ls Primary	60	60	N/A	N/A	N/A
St Swithun's Primary	45	45	N/A	N/A	N/A

Notes to Tables 11 and 12

- 1 Where catchment areas overlap pupils will be shown as living in both catchment areas.
- 2 Mayfield is an All-Through School and has a large Catchment area that overlaps those of a number of Primary schools
- 3 The catchment areas for Northern Parade Infant and Junior schools overlap completely with Gatcombe Park Primary

Table 12 - Year 3 pupil information (January 2015 Census)

School Name	PAN Sept 14	Number On Roll	Pupils Mapped To Catchment	Live In Catchment Area Attend Catchment School	%Live In Catchment Area Attend School
Solent Junior	93	94	69	63	91.3%
St Georges CE Primary	45	43	41	34	82.9%
St Judes CE Primary	60	59	12	9	75.0%
Copnor Primary	105	105	54	39	72.2%
Court Lane Junior	123	123	118	84	71.2%
Meon Junior	92	94	90	61	67.8%
Westover Primary	45	44	45	30	66.7%
Langstone Junior	93	94	107	71	66.4%
Lyndhurst Junior	120	120	120	75	62.5%
Gatcombe Park / Northern Parade Junior	123	125	155	94	60.6%
Stamshaw Junior	90	77	91	53	58.2%
Wimborne Junior	93	92	77	44	57.1%
Arundel Court Primary	75	74	69	39	56.5%
Medina Primary	30	30	40	22	55.0%
Craneswater Junior	90	92	127	68	53.5%
Milton Park Primary	60	65	62	31	50.0%
Fernhurst Junior	93	93	79	39	49.4%
Victory Primary	60	61	67	32	47.8%
Highbury Primary	45	46	51	22	43.1%
Portsdown Primary	60	52	66	28	42.4%
ARK Dickens Primary	60	60	83	35	42.2%
Cottage Grove Primary	60	59	65	25	38.5%
Flying Bull Primary	60	58	102	38	37.3%
Newbridge Junior	120	118	159	59	37.1%
Beacon View Primary	60	48	71	25	35.2%
Ark Ayrton Primary	45	43	94	27	28.7%
Isambard Brunel Junior	90	70	96	25	26.0%
Corpus Christ Primary	45	45	N/A	N/A	N/A
St John's Primary	30	31	N/A	N/A	N/A
St Pau'ls Primary	60	49	N/A	N/A	N/A
St Swithun's Primary	45	45	N/A	N/A	N/A

Tables 11 and 12 shows the % of pupils that live in the catchment area and attend the catchment school, varies widely from school to school.

5.19 Future Primary School Capacity

Table 13 Projected NOR and places Years R and 3 (including planned expansion at Newbridge Junior School)

	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Year R							
Number on Roll (Actual and Forecast)	2353	2387	2365	2426	2376	2439	2455
Capacity	2385	2445	2475	2475	2475	2475	2475

(Admission Limit including proposed changes)							
Surp/Def	32	58	110	49	99	36	20
Year 3							
Number on Roll (Actual and Forecast)	2053	2222	2251	2307	2330	2368	2370
Capacity (Admission Limit including proposed changes)	2228	2270	2355	2385	2445	2445	2445
Surp/Def	175	48	104	78	115	77	75

Forecasts indicate that Portsmouth will have surplus places in Primary schools for the next few years.

In addition

- Langstone Infant School has the capacity to take a bulge year of 30 pupils if necessary
- Langstone Junior School currently has a bulge year in Year 3, but has the capacity to take an additional form of entry for another year

6. To understand how PCC is planning to meet the demand for primary school places and where the proposed primary school expansions are in the city.

6.1 The panel received evidence from the pupil place planning team on meeting the demand for primary school places. They were advised that a number of primary schools across the city were expanded as a result of the Council's £4.96m sufficiency programme. The programme secured an additional permanent 1065 school places in the primary sector between 2013/14 and 2015/16.

6.2 School Sufficiency Programme

School	No of school places	Increase in Admission Limits	Status
Ark Ayrton Primary Academy	Expanded from 1.5 to 2 form entry (additional 105 places)	+15 for both Year R and Year 3	Completed September 2014
Cottage Grove Primary School	Expanded from 1.5 to 2 form entry (additional 105 places)	+15 for both Year R and Year 3	Completed September 2013
Highbury Primary School	Expanded from 1.5 to 2 form entry (additional 105 places)	+15 for both Year R and Year 3	Completed September 2014
Mayfield School	New 2 form entry	+60 for both	Phase 1 (infants)

	primary provision (as part of an all through school - creating an additional 420 places)	Year R and Year 3	completed for September 2014; Phase 2 (juniors) currently in progress
Portsdown Primary School	Expanded from 1.5 to 2 form entry (additional 105 places)	+15 for both Year R and Year 3	Completed September 2013
Stamshaw Junior School	Expanded from 2 to 3 form entry (additional 120 places)	+ 30 for Year 3	Completed September 2013
Westover Primary School	Expanded from 1.5 to 2 form entry (additional 105 places)	+15 for both Year R and Year 3	Reconfiguration works for Year R were completed September 2014. Temporary accommodation installed September 2015

6.3 On 10 February 2015, Full Council approved an allocation of £11,706,000 for new schemes in the Children and Education Capital programme. This included the second phase of school expansions in order to meet the Council's statutory duty to provide sufficient school places. This allocation is summarised below:

Description of scheme	£
Mayfield and Westover Primary	550,000
Temporary accommodation	300,000
Secondary School Places Feasibility Study	150,000
Primary School Places Expansion 2 (3% surplus)	10,706,000
Total	<u>11,706,000</u>

6.4 In September 2015 the Cabinet Member for Children & Education agreed the following reallocation of funding to support the primary school places expansion programme.

- The re-allocation of £650,000 from phase 2 of the sufficiency programme in order to complete the works at Mayfield School and Westover Primary School
 - (a) Note the hold on the St Judes Primary School and Langstone Infant and Junior Schools projects and agree the reallocation of funding to support the expansion of Newbridge Junior School from a 4 to 5 form entry school and a commitment of £495,000 from the Council
- Continue to monitor the pressure on primary, secondary and SEN places and subject to further details approve in principle the sufficiency funding for Arundel Court Primary School, Moorings Way Infant School,

Redwood Park School and Cliffdale Primary Academy.

- 6.5 In February 2016, the Cabinet member agreed to re-allocate £592,000 of the phase 2 capital funding to:
- Remodel Moorings Way Infant School to address the suitability issues; and
 - Expand the capacity of the school to a planned admission number of 40 to 45 to provide additional school places.

Table 14: Primary School places expansion 2:

Primary School places expansion 2 :	
Project:	Current status:
Expansion of Northern Parade Infant and Junior Schools from 3 to 4 Form Entry and re-location of nursery	Feasibility study completed, minor works completed in summer 2015 to ensure Year R and Year 3 additional cohorts for Sept 2015
Expansion of Craneswater Junior School from 3 to 4 Form Entry	Feasibility study underway, minor works completed in summer 2015 to ensure Year 3 additional cohort for Sept 2015
Expansion of Langstone Infant and Junior Schools from 3 to 4 Form Entry and reconfiguration of Year 3 accommodation to address suitability issues	Temporary accommodation installed at the Junior School to accommodate bulge year and provide places whilst Year 3 reconfiguration works are completed - rest of project on hold as pupil numbers in the local area are not demonstrating a need for a permanent expansion. Temporary accommodation will remain at the Infant and Junior School to give the option of future bulge years if required.
Expansion of St Jude's Primary School from 2 to 3 Form Entry	Project on hold due to site constraints - will only be considered if demand becomes particularly acute in the area and funding is available
Trafalgar School (formerly City of Portsmouth Boys' School) - adaptations to support change to co-educational status	Works completed during summer 2015

7. To understand the interaction between town planning and pupil place planning

7.1 The panel received some written evidence from the Principal Planning Officer on how town planning links with pupil place planning.

7.2 Planning for development

In terms of town planning, the starting point for development planning for housing is the requirement in the National Planning Policy Framework (NPPF) for local planning authorities to make objective assessments of their housing needs. The result of this work is the setting of a number of dwellings needed to meet that need over a 15-20 year period.

- 7.3 In order to meet the government's aim to boost significantly the supply of housing, the NPPF is clear that Local Plans should take the need figure, and then provide land to meet those needs in full. Local Planning Authorities should:
- identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements, and
 - identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15
- 7.4 To discharge this duty, planning officers annually update the Strategic Housing Land Availability Assessment (SHLAA) to identify sites for housing, and in making planning policy such as the Portsmouth Plan, we make allocations for housing drawing on the information from the SHLAA.
- 7.5 Portsmouth's Housing Market area extends beyond the city boundaries and therefore we work with neighbouring authorities in the Partnership for Urban South Hampshire (PUSH) to assess housing needs. As development land in Portsmouth is severely constrained, officers also work with neighbouring authorities to see whether they can meet any of the Portsmouth need in their areas. Even once some of Portsmouth's need has been redistributed to other authority areas, the housing number for the city remains significant. The requirement in the last plan period was more than 500 units per year to 2027.
- 7.6 In the context of the limited supply of development land in the city, this means that the city is not in a position to prioritise more suitable sites over less suitable sites on the basis of infrastructure capacity. In an ideal world, if two equally good potential development sites were developable during the plan period, and one was near a school with lots of spare capacity and the other was near a school with no spare capacity, the city council might ideally identify the latter and reject the former from the potential supply list and/or land allocation policies. However, this would only be possible in an authority area with a very large supply of potential housing sites. The reality is that housing sites in the city are severely limited, and in order to meet the requirements of showing a housing supply for the first five years and beyond, all sites must be seriously considered. It is therefore likely that both sites would feature in the SHLAA and potentially be allocated for development.
- 7.7 As well as forward planning, the city council must deal with planning applications when they are made. Planning applications for housing development can be made by anyone, on any site and at any time. The local planning authority must consider each application on its merits and in the context of the Presumption in Favour of Sustainable Development in the NPPF (full wording included in appendix 4).
- 7.8 It is extremely unlikely that development in the city would be refused on the basis that there is no school capacity in the local area. This is for a number of reasons:
- It would be difficult to demonstrate that any particular development would in itself cause sufficient harm to school capacity to justify a refusal. While very

large developments such as urban extensions or new towns may be so large that they in themselves generate a number of pupils likely to require a new school, sites in the city are of a much smaller scale.

- Unlike some other forms of infrastructure, the city council has a direct obligation to make available sufficient school places to meet the needs of its population. This includes the population in new developments. (see Planning for Pupil Places below)
- The council has included 'School Places (primary and secondary schools)' on its 'Regulation 123' list. This indicates that the council will use Community Infrastructure Levy (CIL) receipts as a means of funding school places needed as a result of development. The council is therefore not able to ask developers to enter into a S106 agreement to provide or contribute financially to school places.
NB inclusion on the Reg123 List does not mean that the council has committed to use a certain amount of CIL to fund school places. CIL spend is allocated as part of the Capital Programme, and education must compete for a proportion of the funding against the other infrastructure needs the city has.

7.9 The Pupil Place Planning Officer advised that the proposed developments at Tipner and St James Hospital site will have the most impact in terms of increased pupil numbers. Very little money has been obtained from the CIL towards the school sufficiency programme to date. The CIL money goes into the capital programme and like basic needs funding is not ring-fenced.

Planning for Pupil Places

7.10 Officers in Planning and Education work closely together and share intelligence. The planning team provides detailed projections on where and when developments are likely to come forward, taking information from allocations in the local plan, planning applications, and officers' knowledge or predictions of other sites that may come forward in the future (eg from pre-application discussions or knowledge of possible future disposals of land or their own reviews of land across the city). Assessments are made of when each site may be completed, the size of units, the split between houses and flats, and between market and affordable units etc, as these factors can have a significant bearing on the number of pupils likely to be in a development and the resulting impact on schools.

7.11 Together with a host of demographic data (census; birth and child health data; migration), this data feeds into pupil number projections. PCC pupil number projections are very accurate (within 1.5%). A recent review of PCC methodology stated that "the range of data used to inform Reception projections is impressive".

7.12 The Act requires the Council to ensure that there are sufficient school places for local children (within two miles of the pupil's home for Primary and three miles for Secondary) who wish to attend a state school. The government provide "Basic Need" capital funding for additional school places needed to meet this requirements.

7.13 Given the size of the Portsmouth area, generally we are able to offer a school place within this radius, particularly at the primary level, as a large number of schools lie within the required radius of most homes. Basic Need funding is only allocated when there is a deficit of pupil places identified across the planning area. Only when this demand has been evidenced can a LA make a case for capital funding.

7.14 To meet the demand for primary school places a number of primary schools across the city have expanded. Expanding existing schools where possible, enables the LA to provide local school places at schools where standards are good. If pupil place planning found that the capacity issue was so severe that a new school was needed somewhere in the city, Planning and Education colleagues would work together to identify potential sites and deliver the school. Evidence at present does not suggest that a new primary school is needed anywhere in the city. A review of secondary provision is currently underway but has not yet been concluded.

8 Equalities Impact Assessment.

An equality impact assessment was carried out in 2014 when the home to school transport policy was changed. As the recommendations are not proposing that this be changed, an EIA is not necessary at this stage however if/when it needs to be reviewed an EIA will be required.

9 Legal Implications.

There are no legal implications arising from the recommendations in this report.

10 Director of Finance Comments.

10.1 Changes to the home to school transport policy, which have reduced the amount of non-statutory support available, have reduced the pressure on the budget, although expenditure is still in excess of the budget provision. As the pressure on places continues and children are not able to attend a school in or near their catchment area, then it is likely that the budget will remain under pressure in order to accommodate statutory transport commitments.

10.2 The current capital programme has identified more than £7m for a range of schemes, aimed at increasing capacity in schools to meet the needs of a rising population, as well as meeting the most critical repairs across the whole school estate.

Appendices:

Appendix 1 – A list of meetings held by the Panel and details of the written evidence received.

Appendix 2 - A glossary of terms used.

Appendix 3 - map showing a two mile radius circle drawn from College Park Infant School, which is approximately geographically central within the City.

Appendix 4 - Presumption in Favour of Sustainable Development (para 14 NPPF) full wording.

Appendix 5 - SAPF Development Sites & Pupil Yield

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Home to School Transport Policy	https://www.portsmouth.gov.uk/ext/documents-external/sch-hometoschltpportpolicy.pdf
School Organisation Plan	https://www.portsmouth.gov.uk/ext/documents-external/cou-policies-school-organisation-plan.pdf

11 BUDGETARY AND POLICY IMPLICATIONS.

The following table highlights the budgetary and policy implications of the recommendations being presented by the Panel:

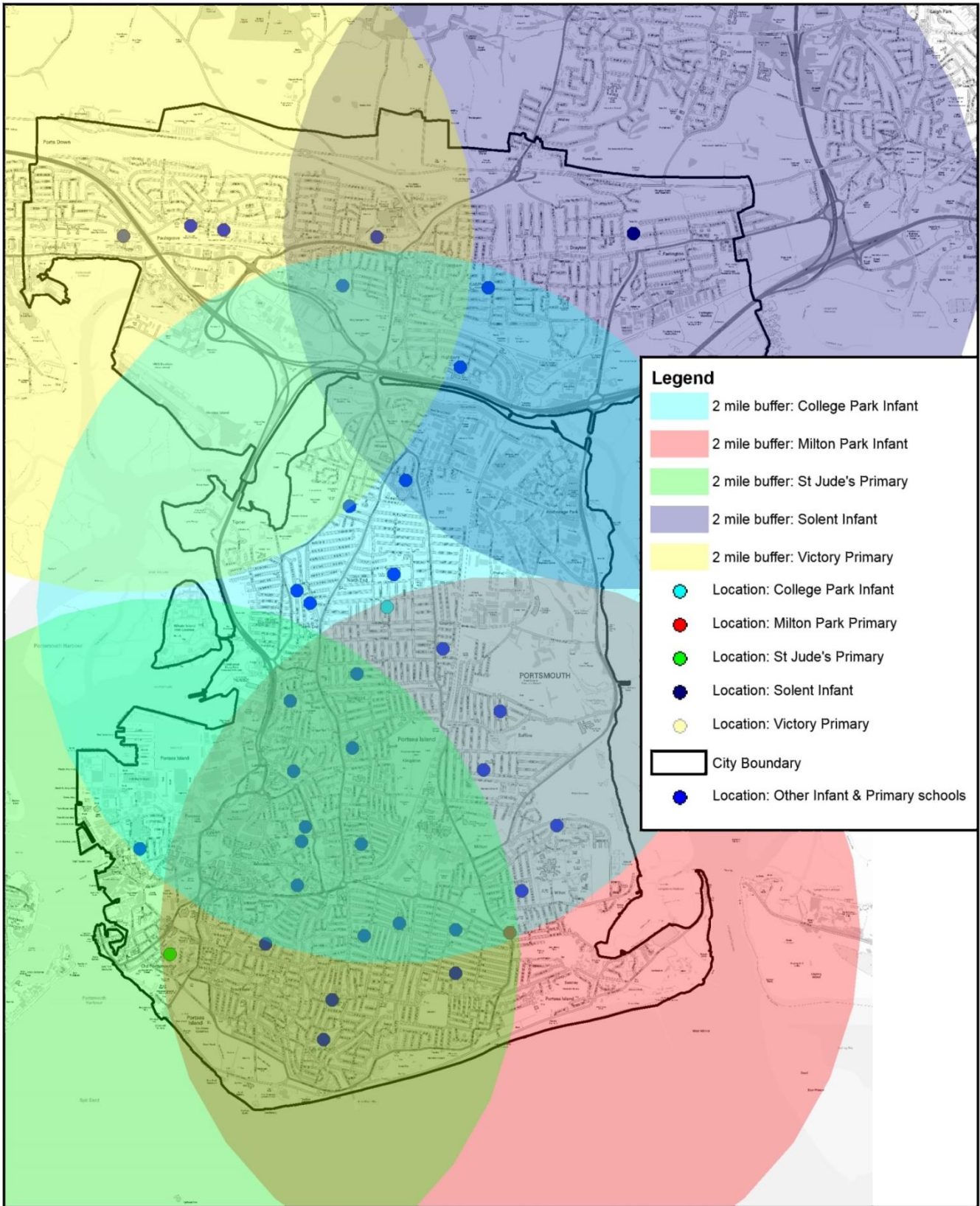
Recommendation	Action by	Policy Framework	Resource Implications
1. That the home to school transport policy continues to be closely monitored and if there is a sufficient uptake in the number of school transport appeals the policy will need to be revisited.	Inclusion Commissioning Manager	No change at present. Subject to monitoring and review	Within current budget
2. That the School Organisation Plan be kept under constant review to ensure that there is strategic planning in place for the primary school estate. The feasibility of rebuilding an existing school should also be considered as an option to increase primary school places.	Pupil Place Planning & Capital Strategy Officer	Subject to Monitoring and Review	Capital allocation agreed (Phase 2)
3. That consideration be given for community infrastructure levy (CIL) to be received in time for any school project to be planned and delivered to meet the needs of the development.	Assistant Director of Culture & City Development	Within existing CIL priorities	None
4. That consideration be given to move the sibling criteria above catchment for primary schools to ensure that parents with multiple children can get their children into the same school and can safely drop them to and from school each day.	Admissions (Exclusions & Reintegration) Manager	Subject to Government consultation	N/A
5. Whilst it is recognised this is outside of the scope of the review, the panel heard evidence that the issue of primary school places has largely been addressed and is being monitored and the main focus is now on secondary school places. The panel agreed that catchment should remain the top criteria however a catchment area review should be considered for secondary schools and consideration be given to overlapping catchment areas.	Pupil Place Planning & Capital Strategy Officer	Policy on catchments will be reviewed	Consultant time required £25-50K for a full catchment area review.

Meeting Date	Witnesses	Documents Received.
24 September 2015	Mike Stoneman, Strategic Commissioning Manager Richard Harvey, Service Manager for Vulnerable Groups	Home to School Transport Assistance Policy Portsmouth School Organisation Plan 2013-18
21 October 2015	Neil Stevenson, Admissions (Exclusions and Reintegration) Manager Richard Harvey, Service Manager	Scoping Document Interaction between town planning and pupil place planning paper from Planning officer Admissions booklets for 2015/16 and 16/17 Breakdown of home to school transport by category SCAP 2015: Pupil forecasts for Years R, 3 and 7 Map of Infant and Primary School Catchment areas
18 November 2015	Chris Williams, Pupil Place Planning & Capital Strategy Officer	Planning for places in Portsmouth Primary Schools paper
2 March 2016	Sign off meeting	

GLOSSARY

CIL	Community Infrastructure Levy
DfE	Department for Education
DPS	Dynamic Purchasing System
LA	Local Authority
NOR	Numbers on roll
NPPF	National Planning Policy Framework
OA	Output Area
PAN	Published Admission Numbers
PUSH	Partnership for Urban South Hampshire
SAPF	Small Area Population Forecasts
SEND	Special Education Needs and Disabilities
SHLAA	Strategic Housing Land Availability Assessment

Appendix 3 - map showing a two mile radius circle drawn from College Park Infant School



Legend

- 2 mile buffer: College Park Infant
- 2 mile buffer: Milton Park Infant
- 2 mile buffer: St Jude's Primary
- 2 mile buffer: Solent Infant
- 2 mile buffer: Victory Primary
- Location: College Park Infant
- Location: Milton Park Primary
- Location: St Jude's Primary
- Location: Solent Infant
- Location: Victory Primary
- City Boundary
- Location: Other Infant & Primary schools



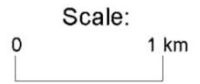
Title: Selected Infant / Primary Schools with 2 mile buffers (as the crow flies).

Note that 27 out of a potential 37 schools are within the 2 mile buffer zone of College Park Infant.

Prepared for: Chris Williams

Prepared by: Education Information Services

Date: 05/08/2015



Appendix 4 - Presumption in Favour of Sustainable Development (para 14 NPPF)

At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

For plan-making this means that:

- local planning authorities should positively seek opportunities to meet the development needs of their area;
- Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:
 - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
 - specific policies in this Framework indicate development should be restricted.

For decision-taking this means:

- approving development proposals that accord with the development plan without delay; and
- where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
 - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
 - specific policies in this Framework indicate development should be restricted.