

# APPENDIX 2

## TAMESIDE SCHOOL PLACE PLANNING ANNUAL REPORT JANUARY 2024

### 1. FUTURE SCHOOL PLACES REQUIREMENTS IN TAMESIDE

#### Context

- 1.1 All local authorities have a statutory duty to ensure that there are sufficient school places to meet demand in the area. These may be school places available at provision maintained by the local authority, academies, or other non-maintained schools. In order to carry out this statutory duty, Councils need to carry out school place planning and forecasting.
- 1.2 Planning for fluctuations in demand for school places is an important function which needs to be carried out at a local level and will differ depending on the phase of learning, for example, pupils will travel further to secondary schools than primary schools. The compact geography of the borough and the mix of types of school eg single sex means that place planning happens at a level higher than wards or towns.
- 1.3 School place planning is a complex process, that takes account a range of factors including the number of births in the borough, in year movement and cohort survival rates as well as parental preference and planned housing development. With rapid shifts in economic conditions for families and changing patterns of migration, planning for basic need for school places requires a proactive approach to best respond to both short and medium-term demand for places.

#### Strategic Planning

- 1.4 Planning school places is a dynamic process. Tameside Council has taken the view that, in the current situation of fluctuating demand for places, our strategy needs to be refreshed on a regular basis to be responsive to fluid and contemporaneous data. In order to do this, the Council's Executive Cabinet receives recommendations on an annual basis through the annual determination of admission arrangements process. The annual report highlights current issues and potential solutions in advance of the annual consultation on admission arrangements that includes consultation on changes to published admission numbers.

#### Factors affecting demand

- 1.5 The main factors affecting demand for school places are birth rates, in year movements within and without the borough, travel to learn patterns of pupils into schools in other local authorities, and equally pupils travelling to schools in Tameside from other boroughs, housing developments and availability of social housing and parental preference. Many of these are subject to quite short-term uncertainty and are difficult to plan for on a long-term basis.
- 1.6 In October 2023, the Department for Education published its latest national projections for the number of pupils in schools. The table below gives the headline figures for primary and secondary age children. Similar to the pattern in Tameside, the overall trend is down for primary age pupils but the rate of increase for secondary age pupils is slowing down. The population in special schools has been increasing and is projected to peak around 2025 before starting to slowly drop. This is primarily driven by the decrease in the overall population from the same point.

|                        | Actual population in 2023           | Projection for 2028 |
|------------------------|-------------------------------------|---------------------|
| Primary age children   | 4,593,497                           | 4,180,930           |
| Secondary age children | 3,193,260                           | 3,191,441           |
| Source                 | DfE national pupil projections 2023 |                     |

#### Factors affecting supply

- 1.7 The main factors affecting the supply of school places are the availability of capital funding, land and premises. Expansion of existing schools is affected by the capacity of premises, the

size of sites as well as wider considerations of their location. Establishing any new schools requires a longer lead in time through the competition framework. Equally, additional places can be introduced into the system through expansion proposals by governing bodies or admission authorities and the establishment of Free Schools that receive approval by central government. When numbers are falling it is important to consider mitigations for high levels of surplus capacity that can lead to inefficiencies and budget management issues with less pupil led funding coming into schools.

### Challenges affecting planning to meet demand

- 1.8 The main issues that can affect the Council's strategic plans are late applications and in-year admissions that complicate planning both at school and at local authority level. Previously well-understood trends are changing and are proving difficult to predict, including short term tenancies, mobile populations and other changes in the housing market. Patterns of parental preference are also difficult to predict.

### Tameside track record

- 1.9 The Council has been proactive in tackling the issue of rising births over the last 15 years. The Published Admission Number (PAN) increased by almost 18% in primary and 14% in secondary schools to accommodate increased demand. The number of places available is now beginning to decrease as illustrated in the table below.

| Tameside primary school places – total places for reception entry |       |       |       |       |       |       |       |       |
|---|-------|-------|-------|-------|-------|-------|-------|-------|
| 16/17   | 17/18 | 18/19 | 19/20 | 20/21 | 21/22 | 22/23 | 23/24 | 24/25 |
| 3195  | 3175  | 3175  | 3160  | 3145  | 3140  | 3110  | 3065  | 3065  |
| Tameside secondary school places - total places for Year 7 entry  |       |       |       |       |       |       |       |       |
| 16/17   | 17/18 | 18/19 | 19/20 | 20/21 | 21/22 | 22/23 | 23/24 | 24/25 |
| 2806  | 2818  | 3035  | 3080  | 3172  | 3269  | 3224  | 3199  | 3074  |

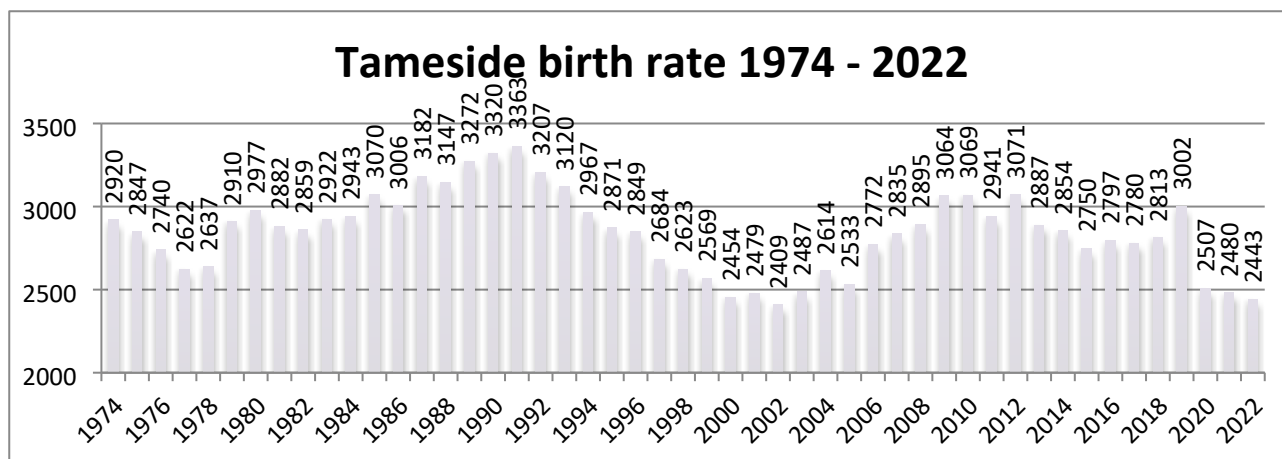
- 1.10 By being proactive, the Council has been able to meet its statutory duty to provide sufficient school places. This has been done whilst also managing to maintain high levels of meeting parental preference and usually, at a higher level than the national average.

| Preference allocations on national offer day | 2019                    |       | 2020   |       | 2021   |       | 2022   |       | 2023   |       |
|--|-------------------------|-------|--------|-------|--------|-------|--------|-------|--------|-------|
|  | <b>SECONDARY SCHOOL</b> |       |        |       |        |       |        |       |        |       |
|  | T'side                  | Eng   | T'side | Eng   | T'side | Eng   | T'side | Eng   | T'side | Eng   |
| % 1st preference                             | 83.9%                   | 80.9% | 85.6%  | 82.2% | 85.4%  | 81.1% | 85.0%  | 83.5% | 85.9%  | 82.6% |
| % any preference                             | 95.8%                   | 94.9% | 96.9%  | 95.6% | 95.8%  | 95.5% | 95.7%  | 96.4% | 96.1%  | 95.6% |
| <b>PRIMARY SCHOOL</b>                        |                         |       |        |       |        |       |        |       |        |       |
| % 1st preference                             | 91.5%                   | 90.6% | 91.5%  | 90.2% | 94.3%  | 91.8% | 93.3%  | 92.2% | 91.9%  | 92.5% |
| % any preference                             | 97.8%                   | 98.0% | 97.9%  | 97.8% | 98.5%  | 98.5% | 99.1%  | 98.5% | 98.3%  | 98.6% |

## 2 Current demand

- 2.1 In common with many areas of the country, Tameside experienced a surge in births between 2002 and 2012. The birth rate rose from a low of 2,409 in 2002 to a high of 3,071 in 2010, a 27% increase. The birth rate fell by 9% from 2010 to 2018 with a blip increase in 2019 but fell significantly again to 2443 births in 2022. This decrease has been sustained for three years.
- 2.2 As can be seen from the graph below, over the last 48 years, the birth rate in the borough has followed a distinct cycle which appears to repeat over a 25 year period. Birth rates form the basis for any school place planning model. To manage the fluctuations in numbers the

Council has adopted a practice of having a mix of permanent and temporary places when increases were needed to try and avoid significant levels of surplus places when the birth rate decreased.

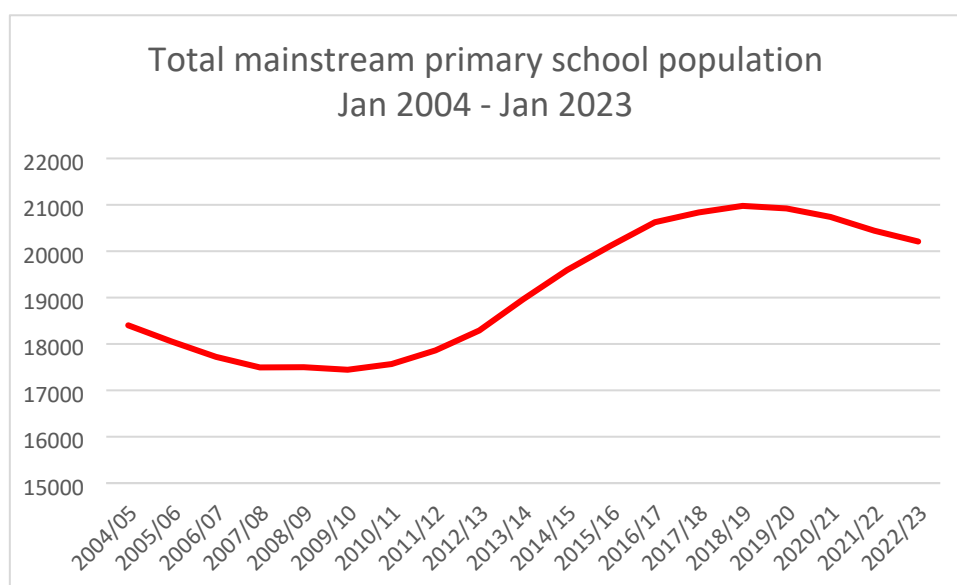


2.3 A number of factors are used to predict how many year 7 places will be needed in the borough and to some extent planning to meet secondary needs is easier as pupils are in primary schools already. These include birth rates, the number of pupils in primary schools, in year pupil movement and planned housing developments. These factors give a range within which demand for school places need to be assessed. For many years, the Council has used an average of Year 6 numbers plus 5% to give an indication of demand; however, this increased to 6% for several years but has now fallen back to less than 4%.

#### In year transfers

2.4 The School Admissions Team in the Council deal with approximately 3,000 transfer movements every year. Around 2,000 are primary school movements and 1,000 are secondary. This is in common with most areas of the country where house moves are the commonest reason for moving schools. The tables below shows pupil numbers in each year group from 2010 onwards. As can be seen the number of children in Tameside primary schools reached a peak in 2018/19 but is now decreasing. The overall number of children in secondary schools is increasing steadily as the numbers feed through from primary schools and is expected to peak in January 2024.

| January census numbers – primary schools |      |      |      |      |      |      |      |       |
|--|------|------|------|------|------|------|------|-------|
|  | R    | Y1   | Y2   | Y3   | Y4   | Y5   | Y6   | TOTAL |
| 2010/11                                  | 2681 | 2549 | 2600 | 2453 | 2414 | 2397 | 2473 | 17567 |
| 2011/12                                  | 2760 | 2690 | 2574 | 2581 | 2467 | 2420 | 2369 | 17861 |
| 2012/13                                  | 2908 | 2770 | 2701 | 2544 | 2544 | 2430 | 2394 | 18291 |
| 2013/14                                  | 2926 | 2953 | 2773 | 2699 | 2567 | 2581 | 2465 | 18964 |
| 2014/15                                  | 3104 | 2929 | 2931 | 2761 | 2692 | 2597 | 2580 | 19594 |
| 2015/16                                  | 3002 | 3128 | 2929 | 2942 | 2790 | 2725 | 2606 | 20122 |
| 2016/17                                  | 3066 | 3029 | 3127 | 2936 | 2951 | 2789 | 2727 | 20625 |
| 2017/18                                  | 2998 | 3089 | 3009 | 3118 | 2917 | 2926 | 2779 | 20836 |
| 2018/19                                  | 2873 | 3012 | 3094 | 3027 | 3110 | 2923 | 2938 | 20977 |
| 2019/20                                  | 2878 | 2894 | 2993 | 3088 | 3024 | 3127 | 2918 | 20922 |
| 2020/21                                  | 2787 | 2874 | 2896 | 2982 | 3073 | 3008 | 3119 | 20739 |
| 2021/22                                  | 2792 | 2804 | 2891 | 2901 | 2988 | 3062 | 3004 | 20442 |
| 2022/23                                  | 2705 | 2796 | 2847 | 2899 | 2914 | 2978 | 3070 | 20209 |

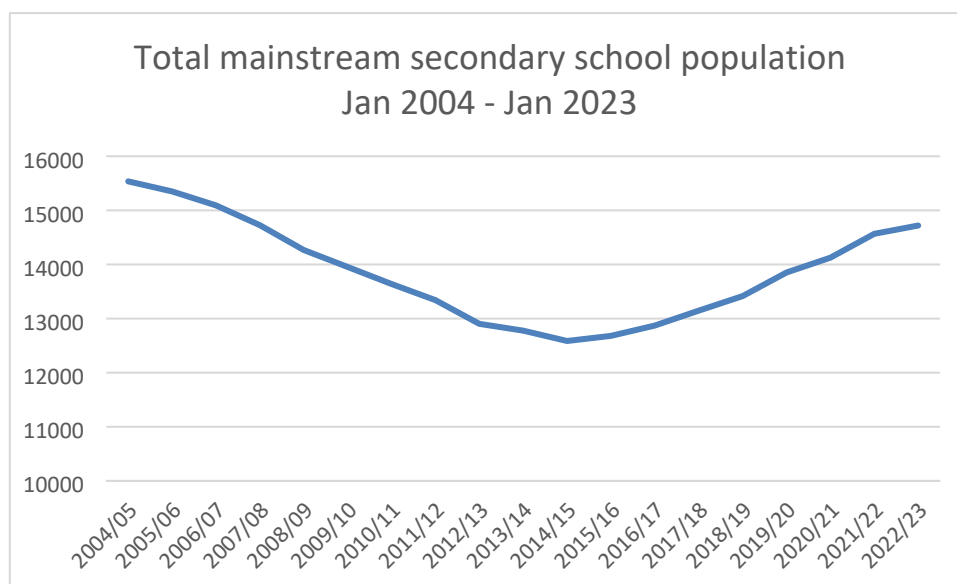


2.5 The table below shows the percentage change in numbers due to in year transfers from one year to the next in Tameside. This shows that, despite the significant amount of in year transfers that occur each year, the numbers in each year group remain relatively stable as they progress through the year groups.

| Change in numbers year to year |   |     |     |     |     |     |     |                 |                  |
|--------------------------------|---|-----|-----|-----|-----|-----|-----|-----------------|------------------|
|                                | R | Y1  | Y2  | Y3  | Y4  | Y5  | Y6  | Overall R to Y6 | Overall % change |
| 2004/05                        |   |     |     |     |     |     |     |                 |                  |
| 2005/06                        |   | 12  | -12 | -2  | -3  | -6  | 6   |                 |                  |
| 2006/07                        |   | -1  | -9  | 3   | 7   | -4  | -11 |                 |                  |
| 2007/08                        |   | -22 | 33  | -6  | -18 | 21  | 6   |                 |                  |
| 2008/09                        |   | 10  | 16  | -2  | 13  | 1   | -2  |                 |                  |
| 2009/10                        |   | 3   | 36  | 11  | -23 | -9  | -5  |                 |                  |
| 2010/11                        |   | 0   | 11  | -46 | 3   | -7  | 12  | 13              | 0.5%             |
| 2011/12                        |   | 9   | 25  | -19 | 14  | 6   | -28 | -28             | -1.1%            |
| 2012/13                        |   | 10  | 11  | -30 | -37 | -37 | -26 | -12             | -0.5%            |
| 2013/14                        |   | 45  | 3   | -2  | 23  | 37  | 35  | 12              | 0.5%             |
| 2014/15                        |   | 3   | -22 | -12 | -7  | 30  | -1  | -6              | -0.3%            |
| 2015/16                        |   | 24  | 0   | 11  | 29  | 33  | 9   | 57              | 2.4%             |
| 2016/17                        |   | 27  | -1  | 7   | 9   | -1  | 2   | 46              | 1.9%             |
| 2017/18                        |   | 23  | -20 | -9  | -19 | -25 | -10 | 19              | 0.7%             |
| 2018/19                        |   | 14  | 5   | 18  | -8  | 6   | 12  | 30              | 1.2%             |
| 2019/20                        |   | 21  | -19 | -6  | -3  | 17  | -5  | -8              | -0.3%            |
| 2020/21                        |   | -4  | 2   | -11 | -15 | -16 | -8  | 15              | 0.5%             |
| 2021/22                        |   | 17  | 17  | 5   | 6   | -11 | -4  | 2               | 0.1%             |
| 2022/23                        |   | 4   | 43  | 8   | 13  | -10 | 8   | 4               | 0.1%             |

2.6 For secondary schools, the overall pupils numbers are as follows:

| January census numbers – secondary schools |      |      |      |      |      |              |
|--|------|------|------|------|------|--------------|
|  | Y7   | Y8   | Y9   | Y10  | Y11  | TOTAL        |
| 2010/11                                    | 2582 | 2712 | 2713 | 2813 | 2819 | <b>13639</b> |
| 2011/12                                    | 2519 | 2582 | 2710 | 2721 | 2809 | <b>13341</b> |
| 2012/13                                    | 2438 | 2504 | 2581 | 2697 | 2683 | <b>12903</b> |
| 2013/14                                    | 2538 | 2445 | 2528 | 2580 | 2686 | <b>12777</b> |
| 2014/15                                    | 2538 | 2553 | 2431 | 2513 | 2551 | <b>12586</b> |
| 2015/16                                    | 2677 | 2552 | 2548 | 2429 | 2475 | <b>12681</b> |
| 2016/17                                    | 2694 | 2701 | 2549 | 2517 | 2411 | <b>12872</b> |
| 2017/18                                    | 2791 | 2680 | 2674 | 2506 | 2496 | <b>13147</b> |
| 2018/19                                    | 2870 | 2778 | 2648 | 2646 | 2474 | <b>13416</b> |
| 2019/20                                    | 2957 | 2888 | 2747 | 2620 | 2640 | <b>13852</b> |
| 2020/21                                    | 2960 | 2949 | 2889 | 2724 | 2604 | <b>14126</b> |
| 2021/22                                    | 3141 | 2957 | 2912 | 2850 | 2707 | <b>14567</b> |
| 2022/23                                    | 2999 | 3125 | 2924 | 2868 | 2804 | <b>14720</b> |



2.7 The table below shows the percentage change in numbers due to in year transfers from one year to the next in secondary schools in Tameside. This shows that, again, even with high levels of in year transfers, the numbers in each year group decrease as they progress through the year groups.

| Change in numbers year to year |     |     |     |     |     |                   |                  |
|--------------------------------|-----|-----|-----|-----|-----|-------------------|------------------|
|                                | Y7  | Y8  | Y9  | Y10 | Y11 | Overall Year 7-11 | Overall % change |
| 2004/05                        |     |     |     |     |     |                   |                  |
| 2005/06                        | 172 | -7  | -11 | -28 | -62 |                   |                  |
| 2006/07                        | 138 | -3  | -1  | -25 | -26 |                   |                  |
| 2007/08                        | 179 | -7  | -20 | -27 | -27 |                   |                  |
| 2008/09                        | 95  | -13 | 0   | 6   | -14 | -49               | -1.7%            |
| 2009/10                        | 97  | -7  | -32 | -21 | -25 | -42               | -1.5%            |
| 2010/11                        | 51  | -2  | 8   | -16 | -11 | -39               | -1.4%            |

|         | Change in numbers year to year |     |     |     |     |  |     |       |
|---------|--------------------------------|-----|-----|-----|-----|--|-----|-------|
| 2011/12 | 46                             | 0   | -2  | 8   | -4  |  | -65 | -2.3% |
| 2012/13 | 69                             | -15 | -1  | -13 | -38 |  | -29 | -1.1% |
| 2013/14 | 144                            | 7   | 24  | -1  | -11 |  | -28 | -1.0% |
| 2014/15 | 73                             | 15  | -14 | -15 | -29 |  | -31 | -1.2% |
| 2015/16 | 97                             | 14  | -5  | -2  | -38 |  | -44 | -1.8% |
| 2016/17 | 88                             | 24  | -3  | -31 | -18 |  | -27 | -1.1% |
| 2017/18 | 64                             | -14 | -27 | -43 | -21 |  | -42 | -1.7% |
| 2018/19 | 91                             | -13 | -32 | -28 | -32 |  | -64 | -2.6% |
| 2018/20 | 19                             | 18  | -31 | -28 | -6  |  | -37 | -1.4% |
| 2020/21 | 42                             | -8  | 1   | -23 | -16 |  | -90 | -3.3% |
| 2021/22 | 22                             | -3  | -37 | -39 | -17 |  | -84 | -3.0% |
| 2022/23 | -5                             | -16 | -33 | -44 | -46 |  | -66 | -2.3% |

2.8 The data in the tables shows that whilst there might be a large number of transfers in any given year, the overall change in pupil numbers is relatively small.

### Cohort survival rate

2.9 When taken together, all of the above factors give a cohort survival rate. This is the ratio of the relationship of number of pupils from one point in time to another, for example, the birth rate number compared to the number of pupils allocated a place in Reception or the number of pupils in Year 6 in a Tameside school compared to the number of pupils allocated a place in Year 7.

2.10 In order to effectively plan for changes to school places in secondary schools, which starts two years in advance of entry into Year 7, a cohort survival rate based on year 4 numbers is also calculated. A five year rolling average of this ratio is the method used in Tameside to predict the number of places needed in any particular intake year.

2.11 Planning for primary school places is somewhat harder than secondary school place planning as the only constant source of data are the ward level birth rate information. A five year rolling average of birth rates to primary intake is calculated but unlike secondary schools where seven years of data are available from primary schools, only two years of data are available prior to planning commencing.

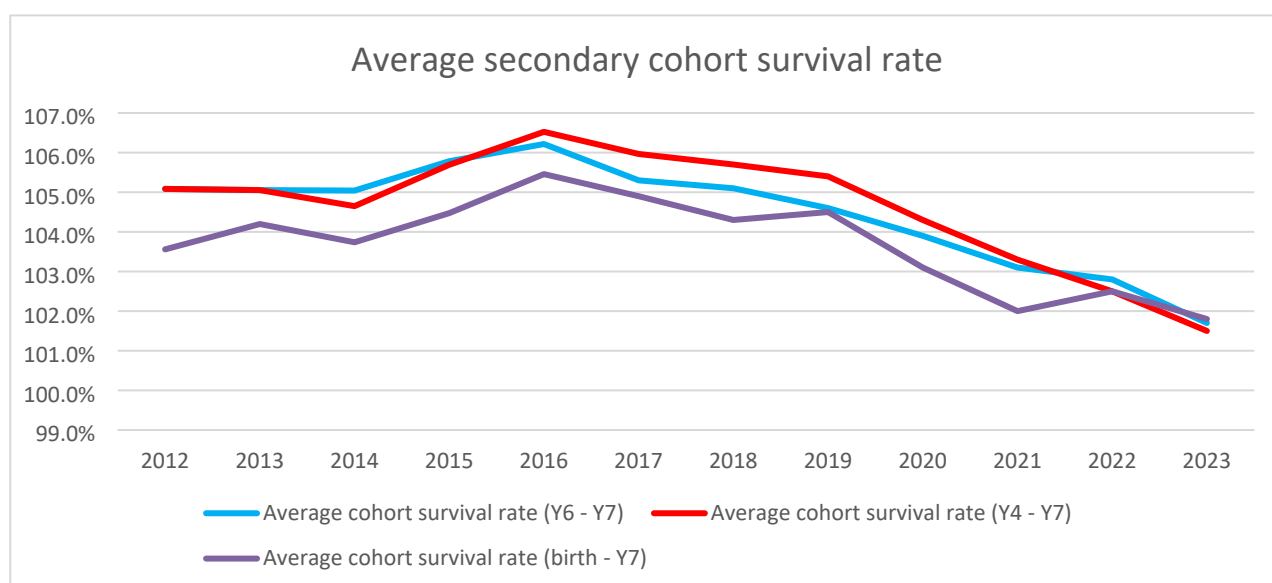
2.12 The cohort survival rate for Year 7 is shown in the table below:

|   | Year 7 actuals |      |      |      |      |
|---|----------------|------|------|------|------|
|   | 2019           | 2020 | 2021 | 2022 | 2023 |
| Total on time applications                        | 3148           | 3173 | 3396 | 3231 | 3374 |
| Tameside schools 1st preferences inc SEN          | 2948           | 2982 | 3396 | 3231 | 3374 |
| Tameside resident out of borough 1st prefs        | 200            | 191  | 168  | 211  | 209  |
| Out of borough 1st prefs for Tameside schools     | 304            | 318  | 309  | 293  | 262  |
| Total allocated - Sept                            | 3247           | 3260 | 3466 | 3392 | 3315 |
| Total allocated for Tameside schools - Sept       | 3001           | 3004 | 3190 | 3059 | 3038 |
| Total allocated to out of borough and independent | 237            | 170  | 190  | 195  | 241  |
| Primary school Year 6                             | 2938           | 2918 | 3119 | 3004 | 3070 |

| Year 7 actuals                    |        |        |        |        |       |
|-----------------------------------|--------|--------|--------|--------|-------|
|                                   | 2019   | 2020   | 2021   | 2022   | 2023  |
| Cohort survival rate (Y6 - Y7)    | 102.1% | 102.9% | 102.3% | 101.8% | 99.0% |
| Primary school Year 4             | 2951   | 2917   | 3110   | 3024   | 3073  |
| Cohort survival rate (Y4 - Y7)    | 101.7% | 103.0% | 102.6% | 101.2% | 98.9% |
| Birthrate                         | 2895   | 3064   | 3069   | 2940   | 3071  |
| Cohort survival rate (birth - Y7) | 103.7% | 98.0%  | 103.9% | 104.0% | 98.9% |

2.13 The five-year rolling cohort survival rate for entry into secondary schools over the last six years can be seen to have declined to its present level of 102%. The decrease in the birth – Y7 cohort survival rate mirrors the in-year changes to primary numbers.

| Five years rolling average to             | 2017   | 2018   | 2019   | 2020   | 2021   | 2022   |
|---|--------|--------|--------|--------|--------|--------|
| Average cohort survival rate (Y6 - Y7)    | 105.3% | 105.1% | 104.6% | 103.9% | 103.1% | 102.8% |
| Average cohort survival rate (Y4 - Y7)    | 106.0% | 105.7% | 105.4% | 104.3% | 103.3% | 102.5% |
| Average cohort survival rate (birth - Y7) | 104.9% | 104.3% | 104.5% | 103.1% | 102.0% | 102.5% |



2.14 As can be seen from the graph above, the cohort survival rate is at its lowest level for many years and is currently at 101.5%. Taking a five-year rolling average of the cohort survival rate from Year 6 to Year 7; from Year 4 to Year 7 and from birth to Year 7 is very similar and so current secondary school place predictions are based on 104% of Year 4 pupils. The additional 2% gives some surplus capacity for in year transfers. This may need to be revised given the downward trend for the last few years.

2.15 The five-year rolling cohort survival rate for entry into primary schools over the last nine years can be seen to have fluctuated between 104% and 85% in the last year. The downward trend mirrors the changes in the birth rate nationally. As birth rates drop in Tameside and neighbouring boroughs, less non-Tameside resident applicants are being allocated places as they are able to secure places in their own boroughs but equally, Tameside residents are able to secure places in other boroughs. The significant downward trend warrants further investigation before the next place planning report is completed.

| Average Reception intake to birth rate | 2016/17 | 2017/18 | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 |
|--|---------|---------|---------|---------|---------|---------|---------|---------|
| Ashton                                 | 92%     | 88%     | 92%     | 85%     | 95%     | 85%     | 85%     | 72%     |

| Average Reception intake to birth rate | 2016/17 | 2017/18 | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 |
|--|---------|---------|---------|---------|---------|---------|---------|---------|
| Audenshaw                              | 137%    | 198%    | 109%    | 132%    | 137%    | 154%    | 145%    | 109%    |
| Denton                                 | 104%    | 100%    | 118%    | 127%    | 105%    | 116%    | 115%    | 93%     |
| Droylsden                              | 96%     | 113%    | 103%    | 111%    | 131%    | 104%    | 89%     | 95%     |
| Dukinfield                             | 132%    | 130%    | 111%    | 133%    | 113%    | 119%    | 112%    | 110%    |
| Hyde and Longdendale                   | 91%     | 103%    | 93%     | 95%     | 86%     | 90%     | 89%     | 75%     |
| Mossley                                | 80%     | 82%     | 86%     | 89%     | 82%     | 93%     | 89%     | 79%     |
| Stalybridge                            | 104%    | 101%    | 97%     | 105%    | 96%     | 105%    | 93%     | 85%     |
| Average                                | 100%    | 104%    | 99%     | 104%    | 101%    | 101%    | 91%     | 85%     |

### Housing development

- 2.16 Another core factor in planning school places, is the amount of new housing development being planned in the borough. Tameside's Local Development Scheme is the key document. The purpose of the Local Development Scheme is to inform the public about the current planning policies for Tameside as well as to set out timescales for preparing new policy so that people are aware of the main opportunities to be involved in the plan making process.
- 2.17 The Council undertakes a housing yield analysis on a regular basis. The analysis looks at ten new development sites and matches new housing development postcodes to new pupil data from the annual school census together with housing information from the Land Registry and Royal Mail to give intelligence on house move statistics and geographical distribution of the population movement into new development postcodes.
- 2.18 The ten development sites have been categorised based upon the type of housing present at each location, with pupil yield statistics generated for each category. The categorisation is as follows:
- Category A: Market housing, mostly semi-detached and terraced properties
  - Category B: Market housing, larger proportion of detached properties
  - Category C: Social housing
- 2.19 The estimation of the number of pupils resulting from new housing developments is a key element of the school place planning process for Tameside Council.
- 2.20 Planning for school places will also need to take account of significant areas of proposed new development including sites in Hyde South and Godley Green and work has been undertaken to determine the level of need for additional school places in these areas.
- 2.21 Using all of the above, pupil yield is anticipated to be:
- **Category A: Market housing, mostly semi-detached and terraced properties**  
The school census data suggests a primary pupil yield of 0.15–0.36 per new home and a secondary pupil yield of 0.07–0.12 per new home. An estimated 44% of moves to these developments originate from outside Tameside.
  - **Category B: Market housing, larger proportion of detached properties**  
The primary pupil yield averages 0.33 per new home. The secondary pupil yield averages 0.12 per new home. An estimated 45% of moves to these developments originate from outside Tameside.
  - **Category C: Social housing**



The school census data suggests a primary pupil yield of 0.41 – 0.60 per new home and a secondary pupil yield of 0.26 – 0.34 per new home. However, it is estimated that only 20% of moves to these new developments originate from outside Tameside.

2.22 As an overall model for calculating pupil yield and developer contributions, the Council uses a pupil yield per new home of 0.23 for primary aged pupils; 0.1 for secondary aged pupils and 0.01 for specialist places. This is predicted to lead to the following number of additional pupils:

|              | Housing numbers | Primary Places | Secondary Places   | Specialist places |
|--------------|-----------------|----------------|--------------------|-------------------|
| 22/23        | 522             | 120            | 52                 | 5                 |
| 23/24        | 537             | 124            | 54                 | 5                 |
| 24/25        | 540             | 124            | 54                 | 5                 |
| 25/26        | 421             | 97             | 42                 | 4                 |
| 26/27        | 247             | 57             | 25                 | 2                 |
| 27/28        | 352             | 81             | 35                 | 4                 |
| 28/29        | 336             | 77             | 34                 | 3                 |
| 29/30        | 656             | 151            | 66                 | 7                 |
| 30/31        | 513             | 118            | 51                 | 5                 |
| 31/32        | 336             | 77             | 34                 | 3                 |
| 32/33        | 189             | 43             | 19                 | 2                 |
| 33/34        | 198             | 46             | 20                 | 2                 |
| 34/35        | 301             | 69             | 30                 | 3                 |
| 35/36        | 552             | 127            | 55                 | 6                 |
| 36/37        | 409             | 94             | 41                 | 4                 |
| <b>TOTAL</b> | <b>6109</b>     | <b>1405</b>    | <b>611</b>         | <b>61</b>         |
|              |                 |                | Source 2022 SHELAA |                   |

2.23 Taking all the above into consideration, projected demand for places is shown in the tables below:

### Primary school places

| Primary school planning area                 |                  | 2024/25    | 2025/26    | 2026/27    |
|--|------------------|------------|------------|------------|
| 357001 (Ashton, Droylsden, Mossley)          |                  |            |            |            |
| Actual intake                                | Predicted intake | 924        | 913        | 896        |
| Places available                             |                  | 1140       | 1140       | 1140       |
| 357002 (Audenshaw/ Dukinfield / Stalybridge) |                  |            |            |            |
| Actual intake                                | Predicted intake | 755        | 680        | 669        |
| Places available                             |                  | 855        | 855        | 855        |
| 357003 (Denton / Hyde/ Longdendale)          |                  |            |            |            |
| Actual intake                                | Predicted intake | 898        | 878        | 896        |
| Places available                             |                  | 1070       | 1070       | 1070       |
| <b>Total</b>                                 |                  |            |            |            |
| Actual intake                                | Predicted intake | 2577       | 2471       | 2461       |
| Places available                             |                  | 3065       | 3065       | 3065       |
| Surplus capacity                             |                  | <b>488</b> | <b>594</b> | <b>604</b> |

## Secondary school places

| SECONDARY SCHOOL PREDICTIONS 4% COHORT SURVIVAL 2024 - 2033<br>(JAN 23 PUPIL CENSUS) |        |        |        |        |        |        |        |        |        |        |
|--|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
|  | Sep-24 | Sep-25 | Sep-26 | Sep-27 | Sep-28 | Sep-29 | Sep-30 | Sep-31 | Sep-32 | Sep-33 |
| Primary numbers  | 2993   | 2894   | 2878   | 2763   | 2792   | 2890   | 3107   | 2578   | 2496   | 2461   |
| Predicted intake   | 3113   | 3010   | 2993   | 2874   | 2904   | 3006   | 3231   | 2681   | 2596   | 2559   |
| Places available   | 3074   | 3074   | 3074   | 3074   | 3074   | 3074   | 3074   | 3074   | 3074   | 3074   |
| Balance of places  | -39    | 64     | 81     | 200    | 170    | 68     | -157   | 393    | 478    | 515    |

### 3 SUPPLY

#### Primary places supply

- 3.1 The Council plans primary places using three geographical planning areas. The planning areas are based on linked towns, specific geography and travel to learn patterns. The number of primary school places increased substantially through a mixture of permanent and temporary places to take account of increasing pupil numbers. As numbers coming into Reception have decreased over recent years, the number of places has reduced but even so, there are large levels of surplus capacity predicted over the coming years and this will need to be addressed.
- 3.2 As shown in 2.23 above, taking into account the demand for primary school places combined with a predicted declining birth rate there are sufficient school places for another 10 to 15 years even taking into account significant levels of new housing in the Hyde / Godley Green area. Consideration needs to be given to the increasing levels of surplus capacity in some areas of the borough and in particular to significant surplus predicted from 2024 onwards. Action needs to be taken to reduce admission numbers and therefore surplus capacity for future years.
- 3.3 As there is an increasing diversity of types of school in the borough, it is imperative that colleagues in Education begin to work with primary headteachers to identify opportunities to reduce Published Admission Numbers in the borough. Large amounts of surplus capacity will impact on the financial viability of schools and could lead to increased levels of deficit budgets for schools.
- 3.4 There have been a number of awareness raising sessions with primary headteachers in the borough to alert them to the issues of rising levels of surplus places. Further support has been offered to geographical clusters to identify where surplus capacity can be reduced. As yet, no proposals to reduce admission numbers have come forward for consultation in future years. This will be kept under review annually through the report to Executive Cabinet.

#### Secondary places supply

- 3.5 The Council plans secondary school places in a single borough wide planning area. The demographics of the borough are complicated with 16 high schools of which:
- 12 out of 16 are voluntary aided or academies
  - 11 out of the 16 being on the outskirts of the borough leading to high levels of cross local authority area travel to learn patterns
  - three Roman Catholic high schools
  - two single sex boys schools
  - one single sex girls school

- a free school

- 3.6 All of these factors mean that ensuring sufficient places for secondary schools is challenging.
- 3.7 Due to the rise in numbers of pupils in primary schools, the focus of increasing places over the last few years has been on the secondary phase. Tameside has used a mixture of permanent and temporary places in primary schools to accommodate the increase in population. Being proactive in discussions with secondary headteachers has resulted in an increased number of secondary places being available and has increased by 16% from its lowest point of 2796 in 2010 to 3239 in September 2021.
- 3.8 The peak of secondary school numbers was reached for September 2021 and the second largest year group has just gone into Year 7 in September 2023. There is still some surplus capacity in current Year 7.
- 3.9 The increased places that have been determined and /or agreed with our secondary schools means that supply was able to meet predicted demand. However, similarly to the primary phase, schools and academy trusts are now beginning to look at removing the temporary surplus places that have been created to avoid schools facing financial pressures with falling numbers coming into schools.
- 3.10 Secondary place numbers will be kept under review annually through the report to Executive Cabinet.

#### **4 SPECIALIST PROVISION**

- 4.1 A SEND Sufficiency assessment has recently been completed and is currently being consulted upon.
- 4.2 The SEND Sufficiency Strategy takes a whole system approach and it is important that schools, health and social care take shared ownership of a SEND system that is inclusive, provides the right support at the right time and ensures children with SEND attend a local school. Attending a local school provides life long benefits through staying close to networks of family and friends, connections to local community and local opportunities for training, employment, volunteering and social inclusion.
- 4.3 The aim is to focus on the best outcomes for children and young people with SEND whilst making effective use of resources. When the whole system doesn't work, schools become less confident of their ability to manage need, parents and carers lose confidence in the system and an EHCP becomes the default. The consequence also sees a drive for more specialist places and ultimately a pressure on maintained special school places and the over use of independent non-maintained special schools, at high cost and out of borough (away from home community and significant travel distances).
- 4.4 The SEN Sufficiency Strategy aims to take action where needed over a three year period to achieve the right balance of mainstream schools with a Resource Provision and maintained special school places / structure of key stage catered for. This will allow inclusion, support / resources and system confidence to grow in tandem.
- 4.5 The number of specialist school places has increased by 48% in the last three years:  
Resource Provision – 57 places to 122  
Special School – 625 places to 890
- 4.6 Although SEN specialist place capacity has increased over the last three years, the steps taken did not follow an agreed strategy and the whole system context in which SEND Sufficiency fits was not evident. No one element, whether that be sufficiency or inclusion

culture, works in isolation and the strategy aims to ensure over-capacity of places does not occur. This could result in the wrong children in the wrong setting and lead to non ideal outcomes and in-effective use of resources.

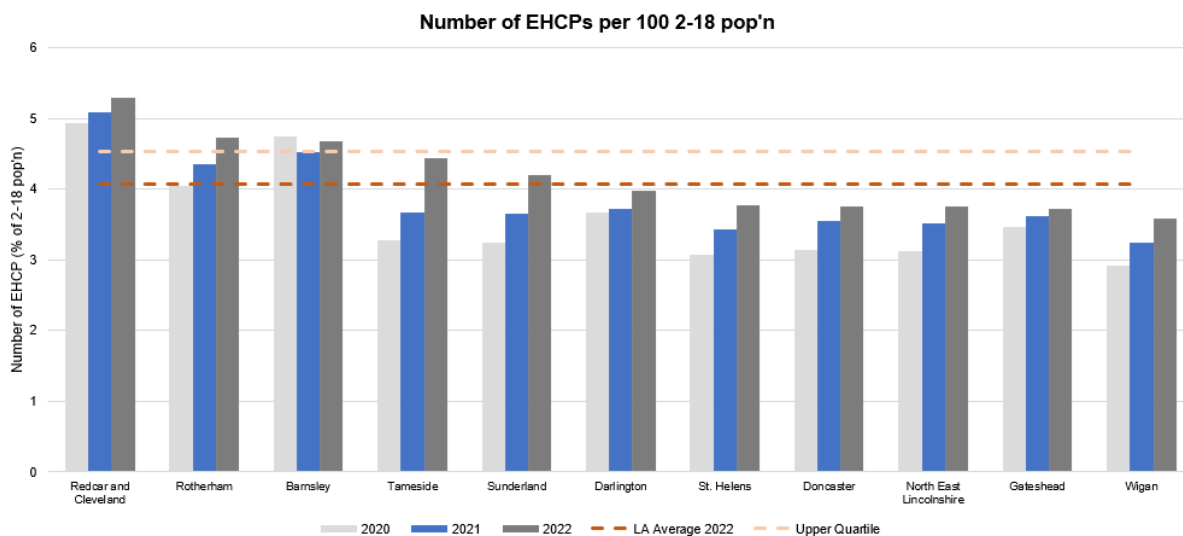
4.7 The new SEND Sufficiency Strategy benefits from Tameside’s involvement in the DfE’s Delivering Better Value (DBV) in SEND programme over the 8 months from January to August 2023. This provided the opportunity to identify sustainable changes to the local SEND system that can drive high quality outcomes for children and young people with SEND. Through detailed analysis and triangulation via case reviews, surveys and various deep dives, the subsequent root cause analysis identified Inclusion and Transition as the two high impact areas for our DBV Plan to focus on. Tameside’s evidenced based DBV Plan was approved by DfE in September 2023 and £1m of revenue funding was agreed to assist the implementation of those changes.

4.8 The SEND Sufficiency Strategy will follow the structure of an effective commissioning cycle:

- Analyse – Data analysis, DBV diagnostic, travel maps
- Plan – 3 year action plan
- Do – implementation of projects, tracking impact of whole system initiatives
- Review – Refreshing base position, Annual Reviews, SLA between LA and Schools providing specialist places, Quality Assurance framework

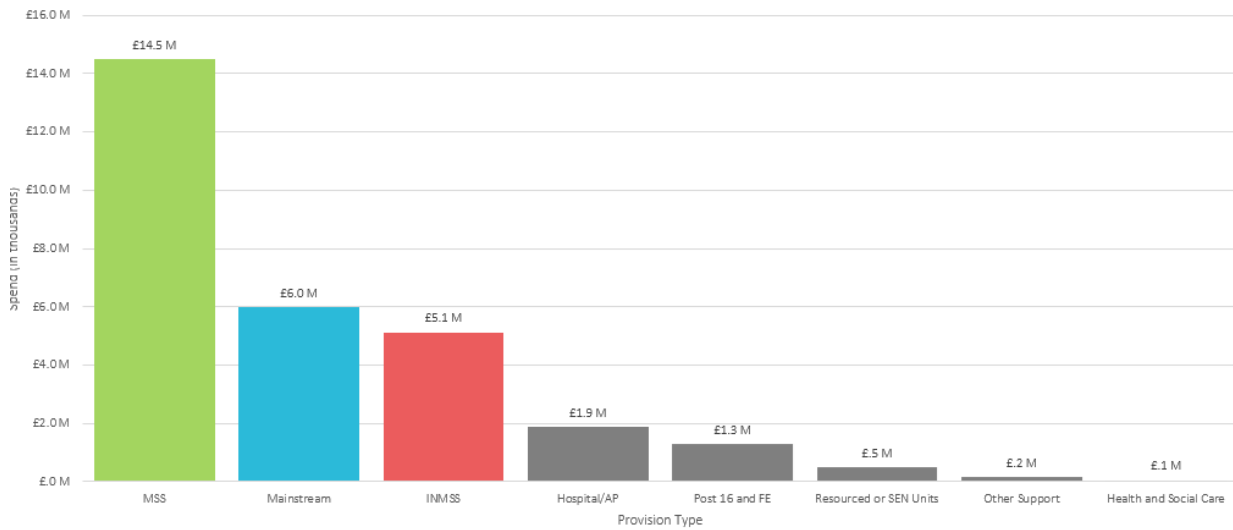
4.9 The Delivering Better Value analysis has made some conclusions about potential future demand for specialist provision in the next five years:

- EHCPs per Capita are higher than national average and have risen sharply from 2020 – 2022 in Tameside

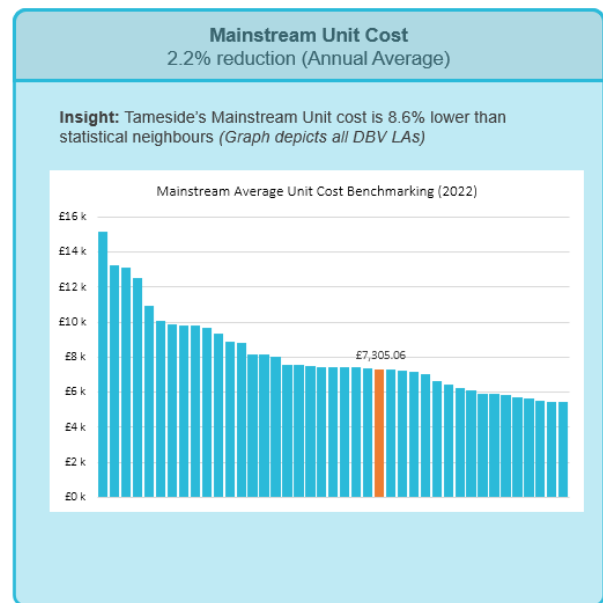
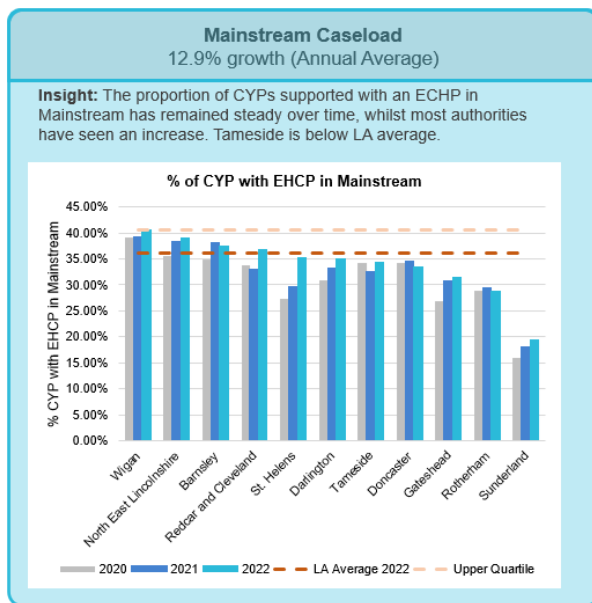


- Mainstream schools, maintained special schools (MSS) and Independent and Non-maintained special schools (INMSS) are the three biggest areas of spend

2021/22 HNB Expenditure Breakdown

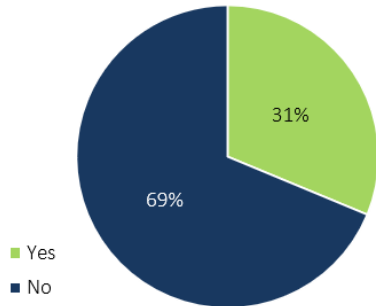


- Tameside's mainstream unit cost is 8.6% lower than statistical neighbours



- Case reviews found that 57% of maintained special school placements and 56% of Independent and Non-maintained special schools placements were non-ideal

Did we achieve the ideal outcome for the CYP and enable them to achieve their goals and aspirations?



**Which provisions would be better suited to deliver ideal outcomes?**

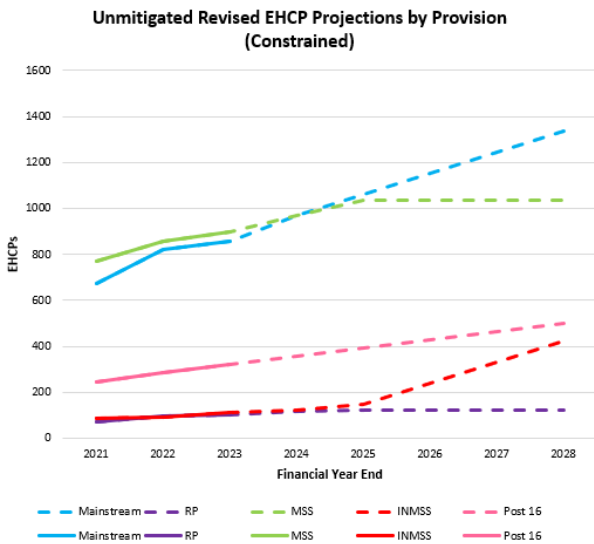
| Provision (e.g. type of school/setting)       | Cases | EHCP Necessary (%) | Ideal Placement (%) | Resourced Provisions or SEN Units | Mainstream schools and academies | LA maintained special schools | Not enough information available |
|---|-------|--------------------|---------------------|-----------------------------------|----------------------------------|-------------------------------|----------------------------------|
| LA maintained special schools                 | 14    | 86%                | 43%                 | 29%                               | 29%                              | 0%                            | 0%                               |
| Independent or non-maintained special schools | 9     | 100%               | 44%                 | 0%                                | 0%                               | 22%                           | 33%                              |
| Mainstream schools and academies              | 5     | 40%                | 100%                | 0%                                | 0%                               | 0%                            | 0%                               |
| Resourced Provisions or SEN Units             | 2     | 100%               | 50%                 | 0%                                | 0%                               | 0%                            | 50%                              |
| Early year settings                           | 2     | 100%               | 100%                | 0%                                | 0%                               | 0%                            | 0%                               |

- Supporting the goals and aspirations of the child in **Mainstream rather than in MSS**
- Supporting the goals and aspirations of the child in **Mainstream without the need of an EHCP**
- Supporting the goals and aspirations of the child in **MSS rather than in INMSS**
- Supporting the goals and aspirations of the child in **RP rather than in MSS**

**Our biggest opportunity is around the cohort of CYP starting INMSS placements**

- Caseload growth in Independent and Non-maintained special schools is predicted to rise sharply when mainstream special schools hits capacity in 2025

**Unmitigated EHCP Projections by Provision**



**Assumptions**

- Linear increase from 2021 to 2023 used to forecast going forwards
- Capacity constraints for RP have been assumed to be 122 places on an ongoing basis – new EHCPs are assumed to flow into MSS when at capacity. When MSS at capacity, flow is expected into INMSS.
- MSS capacity set at 1035 (in-borough 874 and out of borough 161) – assume that new EHCPs flow into INMSS when at capacity

**Forecast Number of EHCPs by Provision**

| Provision         | 2021         | 2022         | 2023          | 2024          | 2025           | 2026           | 2027           | 2028           |
|-------------------|--------------|--------------|---------------|---------------|----------------|----------------|----------------|----------------|
| Mainstream        | 674          | 820          | 859           | 969           | 1062           | 1154           | 1247           | 1339           |
| RP                | 70<br>(58)   | 97<br>(105)  | 100<br>(122)  | 119<br>(122)  | 122<br>(122)   | 122<br>(122)   | 122<br>(122)   | 122<br>(122)   |
| MSS               | 768<br>(870) | 855<br>(913) | 896<br>(1035) | 968<br>(1035) | 1035<br>(1035) | 1035<br>(1035) | 1035<br>(1035) | 1035<br>(1035) |
| INMSS             | 85           | 92           | 112           | 123           | 146            | 238            | 331            | 423            |
| Post 16 Provision | 247          | 287          | 319           | 356           | 392            | 428            | 464            | 500            |
| <b>Total</b>      | <b>1844</b>  | <b>2151</b>  | <b>2286</b>   | <b>2536</b>   | <b>2757</b>    | <b>2978</b>    | <b>3199</b>    | <b>3420</b>    |

## DBV Opportunities will affect Mainstream, RP, MSS and INMSS caseload

| HN Pupil Unmitigated Projections per provision |             |             |             |             |             |             |             |             |
|--|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Provision                                      | 2021        | 2022        | 2023        | 2024        | 2025        | 2026        | 2027        | 2028        |
| Mainstream                                     | 674         | 820         | 859         | 966         | 1055        | 1144        | 1232        | 1320        |
| RP   | 70          | 97          | 100         | 119         | 133         | 148         | 162         | 177         |
| MSS  | 768         | 855         | 896         | 964         | 1025        | 1085        | 1145        | 1205        |
| INMSS  | 85          | 92          | 112         | 123         | 136         | 149         | 162         | 175         |
| Post 16  | 247         | 287         | 319         | 355         | 390         | 424         | 459         | 493         |
| <b>Total EHCPs</b>                             | <b>1844</b> | <b>2151</b> | <b>2286</b> | <b>2526</b> | <b>2738</b> | <b>2950</b> | <b>3160</b> | <b>3370</b> |

**Table shows the unmitigated EHCP projections in each provision**

Our main savings will be through reduction in CYPs in the INMSS, which has been facilitated by LA mitigations

| Opportunity Area   | Target Mitigated Number of EHCPs |             |             |             |             |             |             |             |
|--------------------|----------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
|                    | 2021                             | 2022        | 2023        | 2024        | 2025        | 2026        | 2027        | 2028        |
| Target Mainstream  | 674                              | 820         | 859         | 966         | 1030        | 1071        | 1106        | 1134        |
| Target RP          | 70                               | 97          | 100         | 168         | 189         | 215         | 240         | 266         |
| Target MSS         | 768                              | 855         | 896         | 915         | 966         | 1010        | 1054        | 1099        |
| Target INMSS       | 85                               | 92          | 112         | 123         | 134         | 144         | 153         | 162         |
| <b>TOTAL EHCPs</b> | <b>1844</b>                      | <b>2151</b> | <b>2286</b> | <b>2526</b> | <b>2709</b> | <b>2864</b> | <b>3012</b> | <b>3154</b> |

| Opportunity Area   | Stretch Mitigated Number of EHCPs |             |             |             |             |             |             |             |
|--------------------|-----------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
|                    | 2021                              | 2022        | 2023        | 2024        | 2025        | 2026        | 2027        | 2028        |
| Stretch Mainstream | 674                               | 820         | 859         | 966         | 1021        | 1044        | 1058        | 1065        |
| Stretch RP         | 70                                | 97          | 100         | 168         | 191         | 221         | 251         | 281         |
| Stretch MSS        | 768                               | 855         | 896         | 915         | 962         | 999         | 1037        | 1074        |
| Stretch INMSS      | 85                                | 92          | 112         | 123         | 134         | 142         | 150         | 158         |
| <b>TOTAL EHCPs</b> | <b>1844</b>                       | <b>2151</b> | <b>2286</b> | <b>2526</b> | <b>2698</b> | <b>2831</b> | <b>2956</b> | <b>3072</b> |

**Above tables show the target and stretch mitigated projections for number of EHCPs in provisions affected by the opportunities**

### 4.10 The analysis phase indicates that:

- There has been a rapid increase in EHCP plans over the last three years and in particular those with a Speech, Language and Communication need. The projection of EHCP demand and the type of provision attended has taken account of the rise in demand for EHCPs which has yet to plateau and the overall downturn in total pupil population that has just started.
- The number of starts in maintained special schools at the key transition points have put pressure on the capacity and spend through maintained special schools. However the evidence suggests needs could have been met differently or within a time-limited programme of specialist support.
- There has been a rapid escalation in referrals for EHCPs pre 2023 particularly for age 4 and 5 year olds with Speech, Language and Communication need.
- An EHCP being seen by parents and some schools as a requirement to trigger the right provision and support.
- There is fragile parental confidence and nervousness of some schools for pupils with SEN Support and an EHCP as they reach key transition points.

4.11 In order to allow core SEND system improvements to embed and re-shape the number and type of specialist school places needed (ie Annual Reviews to ensure right placement with the right support) and for the DBV plan to take effect, it is proposed for Tameside to reach 266 Resource Provision places and 1099 maintained special school places.

4.12 The proposed, relatively small, increase in specialist school places will ensure capacity is sufficient whilst other improvements embed but more importantly the pathway through Primary Resource Provision to Secondary Resource Provision (as appropriate) is available, which isn't the case at the moment and the in-effective breaks in Key Stage structure of Special School provision in the secondary phase is rectified.

4.13 Provisional plans to address the demand illustrated above include:

- Develop an Early Years Assessment Centre in each locality following Silver Springs pilot (24 places across Nursery, Reception and Year 1. This increase in specialist capacity is already taken account of as a mitigation within DBV analysis.

- Increase Primary Resource Provision by 72 places (more work re geographical reach to match localities with high SEND, reduce transport and decide whether each RP caters for specific need or left open in order to respond to local / changing need)
- Two Resource Provisions as a step down from Early Years Assessment Centres (one at the old Hawthorns site)
- Three 15 place Resource Provisions at Secondary Schools (one in each neighbourhood, following opening of the new Longdendale RP)
- Change age range of Thomas Ashton Special School from 5 – 14 to 4 – 16 (no increase in places commissioned)
- Develop TPRS from age range 14 – 16 to 11 – 19 and increase capacity by 55 places
- Change age range of Samuel Laycock from 11 – 16 to 11 -19 and increase by 30 places
- Develop former Hawthorns site to become a Special School (42 places) and Resource Provision (12 places)

4.14 The work to develop additional places will be overseen by the SEND Inclusion and Partnership Board.

## **5 CONCLUSION**

5.1 School place planning is a complex process that requires almost constant review to ensure that the Council is able to meet its statutory duty to provide sufficient places.

5.2 By being proactive and working in partnership with all our schools over a number of years, the Council has been able to meet the demand for places in spite of significant variations in pupil numbers.

5.3 After the sustained period of growth, data indicates the need to consider reducing levels of surplus that are predicted to increase in primary and secondary schools over the next few years.

5.4 There is a need to engage in dialogue with primary school leaders to begin to consider options to reduce projected levels of surplus capacity. Whilst levels of surplus in secondary schools are not expected to increase significantly for a number of years, dialogue will begin to ensure that temporary places added to cope with the increase in pupils over recent year are removed first.

5.5 Whilst there are currently sufficient places to meet expected demand in mainstream provision, this is not the case for specialist places. The draft SEN Sufficiency Plan is important to understand the supply and demand issues for specialist places and to drive plans to meet identified need in a systematic way.

5.6 The school place planning process must continue to be dynamic particularly in view of significant housing development and predicted increases in children and young people requiring support for their additional needs within the borough and the impact that will have on demand and travel to learn patterns.