

# Overview & Scrutiny

**Children and Young People  
Scrutiny Commission**

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Cllr Anntionette Bramble,  
Deputy Mayor and Cabinet Member for Education,  
Young People and Children's Social Care  
London Borough of Hackney.

Dear Cllr Bramble

School Estates Strategy (Falling School Rolls) - Informal Consultation Response

At its recent meeting on the 27th June 2023, the Children and Young People Scrutiny Commission scrutinised proposals emerging from the School Estates Strategy to close two primary schools (De Beauvoir and Randal Cremer) and to merge a further four (Baden-Powell with Nightingale and Colvestone with Princess May). At this meeting, members of the Commission agreed to submit a short summary of its conclusions which were to be submitted to the informal consultation on these proposals (ending 16th July 2023).

The Commission is grateful for the support and contributions from local parents representatives (from Colvestone Primary School and Baden Powell Primary School) as well as those officers that attended the meeting and who responded to questions raised by members. All these contributions have helped to shape and inform the Commission's response to the informal consultation which is attached to this letter. A full record of this meeting is provided through the [audio visual recording](#) and the [draft minutes](#).

Schools are anchors within local communities. As well as being a hub for learning, creativity and inclusion schools are also commonly the centre of community and social networks of local children, families. Children over multiple generations have often attended these same local schools which help to create long-standing bonds and ties to the community, therefore changes to the local school establishment undoubtedly raises concerns among local children and families, school staff and among the wider community. With a 20% pupil vacancy rate across local primary schools the Commission acknowledges that the current position is not sustainable

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and there is a need for the Council to act to preserve the integrity and quality of local educational systems.

The Commission understands the difficulties and challenges of falling school rolls and accepts that there are no easy pathways ahead in making such difficult decisions about the future of our local schools. The existing legal framework for education provision by the local authority compounds the difficulty of such decisions, which whilst placing a duty on local authorities to ensure that there is sufficient education does not give them jurisdiction to effect *direct change* equally across *all* educational settings. Furthermore, the Commission is all too aware that any decision to close a locally maintained school now is likely to be final as any future increase in local demand for education provision will need to be met through the academy or free school sector (*the academy and free school presumption* as set out in the Education Act 2011).

Scrutiny can play a positive and constructive role in local decision making, particularly where decisions might be difficult and challenging. Engaging and bringing local stakeholders together helps to bring a shared understanding of the issues and challenges at hand and can help to identify a common way forward. Scrutiny, where proposals are challenged and tested in public can also provide assurance to both local decision makers and the local community that subsequent decisions are taken in the public interest.

Attached is the submission of the Commission to the informal consultation to the School Estates Strategy (Falling Rolls) and the proposal to close two primary schools and merge a further four which we hope will prove helpful. As the focus of scrutiny is strategic it has necessarily avoided commenting on individual proposals for specific schools but has sought to draw together issues which can positively inform current and future decision making in this area.

Yours sincerely

**Cllr Sophie Conway**

Chair, Children and Young People Scrutiny  
Commission

**Cllr Margaret Gordon**

Vice Chair, Children and Young People  
Scrutiny Commission

Cc:

- Jacquie Burke, Group Director Children and Education
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## Children and Young People Scrutiny Commission Submission to the Informal Consultation on the Proposals to Close Two Primary Schools and Merge a Further Four

### Consultation

1. The Commission welcomes the ambitions of the informal consultation as an opportunity to engage and involve a wide range of local stakeholders ahead of any statutory consultation and formal decision making process on the future of local schools. Given that the consultation is likely to cause concern and anxiety among children and families likely to be impacted by the proposals to close or merge local schools however, it is important that there are clear and unambiguous expectations of the information which is required from contributors in this consultation.

The [consultation documentation](#) sets out just one question (whether contributors agree or disagree with the proposals) and one open-ended invitation to comment on the proposals more broadly. Alongside some stakeholders, the Commission wish to highlight a number of concerns with this approach:

- a) The agree/ disagree questioning infers that there is some form of ballot on the proposals which may inflate expectations arising from this consultation.
- b) Whilst understanding there is genuine desire to garner wide ranging feedback on the proposals, with little guidance as to what information is being sought through this open-ended questioning, stakeholders may be confused as to what practical, useful or meaningful information might be required which may influence or provide mitigation for the proposals or future subsequent plans.

In relation to above, given the volume and wide ranging nature of contributions likely to be received through the consultation, it was not clear to members of the Commission as to how this information would be analysed and used in developing proposals for the next stage of this process. In this context, further clarification was needed.

2. GLA modelling forecasts that school rolls will continue to decline in Hackney over the medium to long-term with rolls not expected to stabilise until the earliest in 2029/30. Given that the impact of falling rolls is a long term policy issue and likely to impact on a growing number of schools across the borough, the Commission suggests that this might be the basis for broader borough wide public conversation on the *implementation* of the School Estates Strategy. Such a process with broader stakeholder and public engagement may help to further develop overarching principles and guidance which can inform future proposals in relation to school place planning. Equally importantly, this would also be a further opportunity for the Council to clearly again set out its duties and obligations in respect of school place planning and in maintaining high quality education for all young people across Hackney, but to also highlight the limitations and the legal framework in which it can act to reduce provision, which is perhaps less widely understood.

## Falling School Rolls - Impact and Evidence

3. The Commission acknowledges the financial impact that falling school rolls is having across the local education system and indeed the wider community. In Hackney Education's own estimate, falling school rolls has meant that local schools are missing out on up to £30m of central government funding due to places going unfilled in local primary schools. In making the case for proposed primary school closures and mergers, the Commission would have welcomed further evidence to illustrate how falling school rolls have begun to impact on the delivery of local education. In particular further evidence would have been welcome in respect of the following:
  - The number of teaching and other support staff (classroom assistants) lost in the local educational system;
  - Impact on extra -curricular activities on local schools (visits and after school clubs etc);
  - Impact on building maintenance and other physical investments.

A more detailed narrative from schools themselves would help stakeholders and the wider community to fully understand how falling school rolls impacts on schools, teachers and of course the educational support and development provided to children themselves. Such data would help stakeholders understand the impact of falling school rolls and assist the case for change.

4. Officers presented evidence to the Commission that local proposals to close or merge schools were delayed to ensure that the impact of those local interventions to help maintain the viability of local schools were fully tested and evaluated. Whilst officers noted that a number of actions that local schools had taken to help improve financial viability and long-term sustainability (e.g. shared leadership, vertical classes, clustering/ Federation) the Commission felt it would have been useful to share further evidence of the impact of these interventions.

Understanding that the issue of falling school rolls is likely to be an ongoing issue for the medium to long-term in Hackney and other central London boroughs, it is important that there is a open and transparent evidence base about what actions are effective, not only to inform future policy and decision making but to also ensure that there is greater community awareness and understanding of the reasonings behind future decision making.

5. Recognising that falling rolls is a London wide issue where a number of other boroughs are having to make similar difficult choices about the future of local schools, the Commission believe that in future decision making, it would be helpful to understand more about the different approaches taken across these authorities (for example, why Lambeth has adopted an approach which is more focused mergers rather than closure of schools under its jurisdiction). This underlines the importance

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of the need for London boroughs to work collectively and to develop and share local innovations and solutions to the challenges of falling school rolls which can help develop and extend best practice across London. The work of London Council's on this issue is noted by the Commission as this can provide a conduit for such intelligence and information sharing.

## Objectives of the Proposals and Possible Alternatives

6. Whilst the need to remove surplus places in the primary sector has been made clear to the stakeholders, further clarification was perhaps needed as to the *numbers of places* that are needed to be removed to ensure the ongoing sustainability of local education systems. Whilst assessment criteria used to assess and identify which schools fall into scope (based on financial viability, falling school rolls etc) it is not apparent if there is a 'target' figure which the planned closures or mergers aimed to achieve in reducing school places through this process.
7. The Commission would also welcome further clarification as to possible alternative models and options to reduce vacancies in the local school system. In particular, the Commission is keen to understand why it may be preferable to close rather than merge schools and why (for example) [other authorities](#) have opted for a predominantly school merger approach rather than a mixed model of closures and mergers. Given the possible liabilities to the Council, it would also be helpful to have financial assessment of the different options (noting that London wide documentation suggest that school mergers may be preferred by some authorities as the liabilities to the Council could be minimised (particularly in relation to staff redundancy costs).

Going forward therefore, the Commission felt it would be helpful in further delivery stages of the School Estates Strategy to have a clearer understanding of the number of places that need to be removed (for sustainability) and a more detailed appraisal (with costs) of the different options which may deliver the required reduction in places.

## Coordinating a cross-department local response

8. Falling school rolls is a clearly systemic issue in which a range of national and regional issues (e.g. falling birth rates, Brexit and the housing crisis) have interacted to precipitate widespread migration of families from inner city areas. Whilst the Commission accepts that there is no easy solution which will resolve this problem at either national or local level, it does believe that a more coordinated and consistent local approach which seeks to utilise and align those levers over which the local authority does have control, may help to *mitigate* some of the impact of falling school rolls.

The Commission suggests that there are a number of local processes over which the Council does exert some control, which albeit on their own may appear to have

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limited impact, but if aligned to this purpose may have some cumulative impact.

Examples noted by the Commission include:

- Further promotion of inclusive schools and education to ensure that more children are supported in mainstream local education settings;
- Minimise the loss of pupils through cross-border flows where neighbouring authorities may have comparatively better borough wide offers (e.g. FSM provision, wraparound school provision or holiday programme activities);<sup>1</sup>
- Ensure that there is effective, regular and ongoing engagement with parents whose children are receiving Elective Home Education and that they are aware of the pathways back to mainstream education;<sup>2</sup>
- Further assurance that Housing and Education services are working closely together so that where possible, families can be supported to stay within the borough (e.g. particularly in relation to placements of Temporary Accommodation)
- Ensuring local development plans and other planning policies reflect the need to develop family accommodation.<sup>3</sup>

In this same vein, the Commission wishes to emphasise that falling school rolls is not an issue solely for local education and children services as the impact and repercussions of such closures and mergers are likely to be felt much more widely across the community and across the wider family of council services. Falling school rolls is an indicator of the loss of children and families from local communities which will need the local authority to maximise the use of all those levers at its disposal if it is to deliver on broader local ambitions for genuinely diverse and sustainable communities.

## Plans to Support Local Secondary Schools Against Falling School Rolls

9. Falling school rolls in the primary sector will inevitably soon impact on secondary education. With demand for primary places peaking in 2019 it is likely that demand for secondary schools will peak this or next academic year. The Commission notes that there have already been recent reports of secondary school closures in other parts of London - 2 of these in Lambeth.

[Local admissions data](#) suggests that, without any reductions in PAN, surplus places in the secondary will begin to accumulate in Hackney from 2022/23. This data estimates that surplus places will increase year on year, so that in 2028 there will be an estimated 367 surplus places in secondary schools across Hackney (which is the equivalent of 12 Form Entry).

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<sup>1</sup> 2022 [admissions data](#) suggest that **135** children were offered reception places outside of Hackney.

<sup>2</sup> Currently over **200** children (excluding those from the Charedi community) are in EHE.

<sup>3</sup> Data submitted to the Cabinet report suggests that 70% of planned new homes for the borough comprise 1 and 2 bedroom accommodation.

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The authority's ability to act to address growing numbers of pupil vacancies in the secondary sector will however be more limited, as the majority of schools in the secondary sector in Hackney are academies, free schools or faith schools (16 out of 18 schools) over which the Council has no direct jurisdiction (in terms of reduce PANs or decision to close). In this context, the Commission is concerned that measures to reduce local places may fall disproportionately on the small number of local maintained secondary schools. The Commission would therefore welcome further assurance on how local secondary schools are being engaged in preparation for prospective falling school rolls and how the authority intends to protect the local diversity of provision in secondary settings.

## Managing school deficits

10. Financial viability is clearly a key determinant in the future of local schools facing challenges from falling school rolls. Data submitted as part of the Cabinet report suggests that this is a complex and varied picture however, where some schools in the scope for closure or merger have managed to maintain a significant budget surplus whilst others have accumulated substantial deficits. Whilst wishing to avoid comment on any singular schools financial situation it was not clear to the Commission how the authority had allowed a school to have an ongoing budget deficit of around £500k for the past three financial years and what support had been provided to turn around this position. This clearly presents a financial risk / exposure to the wider DSG budget if proposals are confirmed.
11. The scale of the financial challenges facing schools is clear. The most recent data published at Schools Forum suggest a deteriorating financial position across local community schools which indicate that the number of schools carrying forward a deficit revenue balance at end 2022/23 has risen from 11 to 13 local schools and where the total budget deficit across these schools has risen from £2,254,228 in 2021/22 to £3,463,813 in 2022/23 (a 53% increase). Nine of these schools will carry forward a revenue budget deficit in excess of £200k.

In the context of the above, the Commission welcomes the establishment of a dedicated schools strategy team to support schools in face of ongoing falling rolls and make sure schools are making appropriate plans to mitigate against falling rolls, and working together to minimise disruption and for the continuation of education. In addition however, the Commission is seeking further assurance as to what specific business planning and financial support will be made available to local schools to help contain and manage budgets, and there are effective plans in place to reduce budget deficits. The Commission is also keen to understand if there will be any additional capacity within the existing business support/financial planning function in Hackney Education, given that demands upon this service are likely to increase.

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## Budget impact for Hackney Education and Council (General Fund)

12. Should the proposals to close two schools and merge a further four be confirmed by Cabinet later this year, it is estimated that this will result in an estimated £3.4m cost of which £1m will be recurring (for security of vacant sites). There are a number of uncertainties about the projections and accountabilities within this budget for which the Commission would like further reassurance:
- a) How confident are officers that the projected costs and financial liabilities in administering the proposed closures and mergers are realistic given the i) expected deteriorating financial positions of schools in scope as roll numbers may decline ii) the unknown contracted liabilities of the schools in scope?
  - b) Further clarity is also needed as to the financial responsibility of these costs and which local budgets will be accountable for any occurring losses/liabilities (e.g. which will be met by Direct Schools Grant and those by the Hackney Council General Fund).
  - c) The Commission is particularly concerned about those liabilities from the proposed closure and mergers which may fall within the Council General Fund, not only in the context of the broader pressures this budget is under, but also if this may impact on the Hackney Education budget (where discretionary spending is limited and budget savings adversely impact a small number of services).

## Mitigations - SEND

13. Accepting that what has been presented thus far are just proposals for school closures and mergers, along with other stakeholders, the Commission would welcome further details in respect of the possible mitigations which *may* be put in place to support affected children, families and schools should these be approved.

The impact of prospective school closures and amalgamations on children with SEND has been a key feature in many of the consultation responses, with many parents anxious about the upheaval that a school move would have on their child. In particular, parents were concerned that they would be required to move their child with SEND from a one form entry school (which had been their preferred choice) to a larger two form entry school which may be a more challenging experience.

At present, documentation proposing the closure and merger of schools notes that 'additional provision' will be provided to support children with SEND, with no illustrative examples of what that might look like. In the context of the above, further details of the mitigations which might be put in place to support transition of children with SEND to new schools may provide some reassurance to parents impacted by this change.



## Impact on the diversity of schools

14. A long-standing area of interest to the Commission has been diversity of children within local schools. The Commission believes that a key aim of local education provision is not only to ensure that there is diversity of schools in terms of range and type of settings available for parents to choose from, but also to ensure that there is diversity of children within local schools which reflect the rich and vibrant social, economic and cultural mix of local communities in Hackney. [For example the Commission notes that with the exception of one school in scope for proposals for closure or amalgamation, all have significantly higher rates of Free School Meal entitlement than the Hackney average (36%) for primary schools.]

Accepting the supremacy of parental choice in this matter, the Commission is keen to understand what assurance can be provided that current and future school place planning (or admissions processes) can protect and promote ambitions for diversity *within* and across local schools.