

CHILDREN AND EDUCATION SCRUTINY COMMITTEE	AGENDA ITEM No. 6
1 MARCH 2018	PUBLIC REPORT

Report of:	Wendi Ogle-Welbourn (Director People and Communities)	
Cabinet Member(s) responsible:	Cllr Ayres (Cabinet Member for Education, Skills and University)	
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SCHOOL ORGANISATION PLAN 2018

R E C O M M E N D A T I O N S	
FROM: Head of Schools Infrastructure	Deadline date: N/A
<p>It is recommended that the Children and Education Scrutiny Committee note the present status, described in this report, of the School Organisation Plan (2015-2020) and as updated and published in 2017.</p>	

1. ORIGIN OF REPORT

- 1.1 This report originated at the request of the Children and Education Scrutiny Committee and at the request of the Cabinet Member for Education Skills and University.

2. PURPOSE AND REASON FOR REPORT

- 2.1 This report is being presented as an update for the Children and Education Scrutiny Committee.
- 2.2 This report is for the Children and Education Scrutiny Committee to consider under its Terms of Reference Part 3, Section 4 - Overview and Scrutiny Functions, paragraph No 2.1 Functions determined by the Council

Education, including :

1. University and Higher Education
2. Youth Service
3. Careers, and
4. Special Needs and Inclusion

- 2.3 This report links to the Corporate Priority - Improved educational attainment and skills
- 2.4 This report links into the Children In Care pledge - Support Children In Care to have a good education.

3. TIMESCALES

Is this a Major Policy Item/Statutory Plan?	NO	If yes, date for Cabinet meeting	N/A
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4. BACKGROUND AND KEY ISSUES

It is a statutory duty of the Local Authority to ensure there are sufficient school places in it's primary and secondary education system.

Every year all local authorities are required to complete a School Capacity and Planning (SCAP) return to the Department for Education (DfE). This return once reviewed by the DfE is the basis upon which basic need capital funding is determined.

The Council has some clear objectives in terms of school place planning :

- To offer local places for local children, with the aim to meet parental preference for catchment schools
- To offer a range of different schools for all parts of the City including community schools, foundation schools, trust schools, faith schools and academies
- To offer high quality places for children to learn that encourage high levels of achievement
- To avoid significant change to catchment areas
- To limit the use of mobile classrooms to area where demand is temporary

The School Organisation Plan (2015-2020) and the 2016 Update which was published in early 2017 are both attached to this report.

This report for Scrutiny Committee incorporates the key features of an updated report to be published in March 2018.

4.1 Primary Schools :

3,051 children were on roll in Reception Year for September 2017 against the Published Admission Number (PAN) of 3,206, leaving 155 vacancies. The vacancies in all year groups is shown in Table No 1.

Table No 1: Primary School Vacancies (Sept 2017)

Year Group	Published Admission Number (PAN)	Pupils On Roll	Vacancies
Reception	3206	3051	155
Year 1	3262	3187	75
Year 2	3172	3098	74
Year 3	3217	3122	95
Year 4	3145	3015	130
Year 5	3155	2995	160
Year 6	2925	2790	135
Total Primary School Vacancies (Oct 17)	22,082	21,258	824

The future primary school reception forecast against the PAN is as follows:

Table No 2: Forecast of Reception Intake against future Published Admission Numbers

Year	PAN	Reception Year	Notes
2018/19	3296*	3094	<ul style="list-style-type: none"> • Projections submitted for 2017 SCAP return based on arrival rate of +2% between intake and births five years earlier • *PAN includes increases to PAN at Lime Academy Parnwell (15), Oakdale (30), West Town Academy (30) and Woodston Primary (30) • ^ PAN includes increases to PAN at West Town Academy (30) and the proposed new primary school at Hampton Lakes (60) • \$ PAN includes the new school at Paston Reserve (60)
2019/20	3386^	3172	
2020/21	3386^	3093	
2021/22	3446\$	3211	
2022/23	3446\$	3094	

This indicates that sufficient capacity is available in reception year for children age 4 for the foreseeable future but the situation needs to be monitored and new places may be required in the future to meet local pressures and ensure the Council can offer “local places for local children”. Present local pressures relate to the following planning areas:

- Hampton : There are no spare places in any year group in any of the 3 primary schools, Hampton College, Hampton Hargate and Hampton Vale. None of the school sites can be expanded. An illustration of the challenge is that in Reception Year there are 104 names on the schools 3 waiting lists. In Year 1 it is 73. A major implication is the cost of transport as a result of not being able to offer these children a place at their local Hampton school.
- Woodston / Fletton : Demand has grown as result of housing developments at Hempsted, Buttercream Drive and Sugar Way. Woodston primary school is due to be expanded with effect from September 2019 to a 3 FE school to allow for the growth. The Nene Valley, Brewster Avenue and Old Fletton primary school sites are at their limit and not capable of expansion.
- Stanground : The continuing housing growth at the Cardea estate is placing in year demand pressures on St Michael’s Primary School and Oakdale Primary School in particular. Southfields was expanded to a 3 FE school in 2015, St Michael’s was expanded in 2016 to a 2 FE school and Oakdale is due to be expanded to 2 FE from September 2018. However,all 3 schools ,as well as Heritage Park, have significant numbers on their waiting lists across all year groups.
- The Rurals : The city of Peterborough is often viewed as an urban authority. However, it also comprises 25 villages which between them have 9 primary schools with a total PAN of 311 (10.5 forms of entry) and a total capacity of 2,155 places. As part of the 2018 update to the School Organisation Plan a detailed review of requirements has been completed assessing births and new housing developments as the 2 key growth factors. Further analysis to assess expansion options is specifically required at :
 - Eye (Eye Church of England Primary School)

- Thorney (Duke of Bedford Primary School)
- Helpston (John Clare Primary School)

4.2 Secondary Schools :

The significant growth in primary school aged children in recent years is now placing pressure on the Council's secondary school system. Current forecasts suggest the pressure will be critical by 2020 and 2021, regardless of the present expansions at Ormiston Bushfield Academy (OBA), Nene Park Academy (NPA) and Jack Hunt School and the proposed expansion of Ken Stimpson School from September 2019.

The pressure for the authority in the secondary school system is as a result of the increases in pupil numbers in primary schools which are working their way through into school Year 7. Proposal are in place for dealing with some of the increase but it should be noted that assessment is ongoing to provide the overall required capacity cognisant of the number of children presently in primary schools from Year 6 to Reception.

Children in Year 6 will start in secondary school in September 2018 and children presently in the Reception Year will start in Sept 2024.

Table No 3 below shows the present number of children on roll in the primary system as at the date of the Schools Census on 6 October 2017 against the Published Admission Number (PAN) for the year they will move into school Year 7 at secondary school. This represents the most graphic illustration of the demand against the supply of school places :

Table No 3

Primary School Year	Into Year 7 (Sec)	Secondary PAN	Primary On Roll (Oct 17)	Notes
Year 6	Sept 18	3039	2790	OBA and NPA both open as expanded schools with capacity for an additional 60 pupils. Jack Hunt expands by 30 pupils
Year 5	Sept 19	3129	2995	Proposed to expand Ken Stimpson by 2 forms of entry (ie 60 pupils in each year)
Year 4	Sept 20	3129	3015	
Year 3	Sept 21	3129	3122	Proposed opening of Paston Reserve Secondary School
Year 2	Sept 22	3129	3098	
Year 1	Sept 23	3129	3187	
Reception	Sept 24	3129	3049	

Notes to above :

- The figures above exclude "in year" growth and the net movement in and out of the city for year 7 places from Cambridgeshire and Lincolnshire in particular
- The new Paston Reserve secondary school is unlikely to open until September 2021.

This is proposed to be an 8 FE school creating 240 places per year for children from the new Manor Drive and Norwood housing developments. It is estimated that 3 FE will provide capacity for the wider city need. In the shorter term, until the housing developments are fully completed and occupied the school will provide greater pupil capacity for the city

- An option under consideration is the expansion of the City of Peterborough Academy (COPA) from 180 to 210 pupils as a consequence of them dropping their sixth form provision
- It may be possible to expand Stanground Academy by another form of entry. A feasibility study has been completed which requires further consideration
- Expressions of Interest have been made by 3 schools to provide one-off bulge years into Year 7 for September 2020

It should be noted that the permanent expansion of any other secondary school in the city is severely limited by their site capacity.

Table No 4 below shows the vacancies by year group in secondary schools as at October 2017. There were 2,606 children in Year 7 in October 2017 compared to the Published Admission Number (PAN) of 2,859 leaving 253 vacancies of which 164 at the time were at Queen Katherine Academy, leaving just 89 vacancies in the rest of the city.

Table No 4 : Vacancies in Secondary Schools (October 2017)

School Year	PAN	Pupils on Roll	Vacancies
Year 7	2859	2606	253
Year 8	2689	2523	166
Year 9	2689	2485	204
Year 10	2749	2343	406
Year 11	2639	2289	350
Total Secondary School Vacancies (Oct 17)	13,625	12,246	1,379

Table No 5 below shows the forecast based on the spring 2017 school census and which takes into account in year growth assumptions and which then accentuates the position described in Table No 4. It was reported in Peterborough's School Capacity return to the Department for Education in July 2017 and it further demonstrates the anticipated growth in secondary school pupils over the coming years.

Table No 5: Secondary Pupil Forecasts Spring 2017 Base.

Academic year	Y7 PAN	Y7	Y8	Y9	Y10	Y11
2017/18	2859	2628	2571	2546	2388	2262
2018/19	3039	2853	2654	2597	2622	2340
2019/20	3129	3082	2882	2681	2675	2570
2020/21	3129	3124	3113	2911	2761	2622
2021/22	3129	3239	3155	3144	2998	2706
2022/23	3129	3222	3271	3187	3238	2938
2023/24	3129	3222	3254	3304	3283	3173

The forecast growth shows that demand for year 7 places will be very close to capacity in 2020 despite the proposed extensions to OBA, NPA, Jack Hunt and Ken Stimpson and provides no flexibility either for greater than anticipated in year growth and subsequent growth.

Table No 6 below shows the forecast shortfall in secondary school places.

The low number of secondary school place vacancies along with the forecast future shortfall demonstrate that options available to families and pupils in Peterborough will become more limited in the future.

Table No 6: Secondary Pupil Forecasts Compared to the Capacity in Each Year Group

Academic year	Y7 PAN	Y7	Y8	Y9	Y10	Y11
2017/18	2859	231	118	143	361	377
2018/19	3039	186	205	92	167	409
2019/20	3129	47	157	178	114	219
2020/21	3129	5	46	128	198	167
2021/22	3129	-110	4	15	141	253
2022/23	3129	-93	-112	-28	21	201
2023/24	3129	-93	-95	-145	-24	86

This is emphasised further by Table No 7 below which shows the level of shortfall when considering the recommended 5% surplus figure as suggested by the Department for Education in order to provide choice.

Table No 7: Secondary Pupil Forecasts Compared to the Capacity in Each Year Group Allowing for a 5% Surplus

Academic year	Y7 PAN	5% Surplus of PAN	Y7	Y8	Y9	Y10	Y11
2017/18	2859	143	88	-16	9	224	245
2018/19	3039	152	34	62	-42	28	272
2019/20	3129	156	-109	5	35	-25	80
2020/21	3129	156	-151	-112	-24	50	28
2021/22	3129	156	-266	-154	-143	-16	105
2022/23	3129	156	-249	-270	-186	-142	44
2023/24	3129	156	-249	-253	-303	-187	-77

4.3 In Year Demand for School Places :

In year applications are received from parents who are new to the area or from parents who wish to apply for a different school in Peterborough.

The patterns of annual net changes to year groups already in the city's schools has changed in recent years. From January 2012 to January 2016, primary schools, and to a lesser extent secondary schools, experienced large annual net gains. However since January 2016 the pattern has changed and the net change is much lower - see Table No 8 below.

Table No 8: Aggregate Net Changes to Year Groups in Primary and Secondary Schools

School Censuses	Primary	Secondary
Jan 12 to Jan 13	+147	+42
Jan 13 to Jan 14	+167	+71
Jan 14 to Jan 15	+132	+65
Jan 15 to Jan 16	+349	+2
Jan 16 to Jan 17	+6	-31
Jan 17 to Oct 17	+25	-53

Table No 9 below shows the latest forecast based on the spring 2017 school census. It was reported in Peterborough's School Capacity return to the Department for Education in July 2017, and it demonstrates the anticipated growth in primary school pupils over the coming years.

Table No 9: Primary Pupil Forecasts Spring 2017

Academic year	YR PAN	YR	Y1	Y2	Y3	Y4	Y5	Y6
2017/18	3206	3195	3185	3118	3152	3050	3005	2811
2018/19	3296	3094	3254	3209	3135	3163	3047	3036
2019/20	3386	3172	3153	3278	3226	3146	3160	3078
2020/21	3386	3093	3231	3177	3295	3237	3143	3191
2021/22	3446	3211	3152	3257	3194	3306	3234	3174

Table No 10 below demonstrates the impact of the forecast and subsequent shortage of places available across each year group in each academic year.

Table No 10: Primary Pupil Forecasts Compared to the Capacity in Each Year Group.

Academic year	PAN	YR	Y1	Y2	Y3	Y4	Y5	Y6
2017/18	3206	11	77	54	65	95	150	114
2018/19	3296	202	-48	53	142	54	98	119
2019/20	3386	214	143	-72	141	131	57	67
2020/21	3386	293	155	119	16	130	134	26
2021/22	3446	235	294	129	207	5	133	103

The PAN detailed in the table above relies on the planned new schools and school expansions going ahead. Without it, further pressure will be expected across all year groups.

Additionally, the Department for Education recommends local authorities allow for a 5% surplus of PAN to allow for parental choice. Table No 11 below shows that Peterborough does not have enough surplus capacity within primary schools across almost all year groups even with planned expansion.

Table No 11: Primary Pupil Forecasts Compared to the Capacity in Each Year Group Allowing for a 5% Surplus

Academic year	PAN	5% Surplus	YR	Y1	Y2	Y3	Y4	Y5	Y6
2017/18	3206	160	-149	-86	-105	-96	-62	-8	-32
2018/19	3296	165	37	-208	-110	-22	-107	-59	-39
2019/20	3386	169	45	-22	-232	-27	-33	-104	-90
2020/21	3386	169	124	-14	-46	-150	-38	-30	-135
2021/22	3446	172	63	122	-40	37	-161	-35	-61

The expansion of provision has focused on the creation of Reception Year places in new and expanded schools and opening this provision in the conventional way whereby a new Reception Year intake is admitted each September and the school thereby grows from the bottom upwards.

The pressure / shortfall in higher year groups suggests that a different approach should be considered where new schools are created or existing schools expanded and that additional

places should be offered in all or the majority of year groups from the outset. Otherwise an approach is required to providing bulge year classes with temporary accommodation.

5. CONSULTATION

- 5.1
- The School Organisation Plan (2015-2020) was developed to be regarded as a fluid document which is updated when new information is forthcoming and to be updated annually to reflect new challenges and how pressures are being met. The purpose of this report to Scrutiny Committee is to provide that information
 - Secondary Headteachers were briefed on 3 October 2017 explaining to them the latest demographic data, demand for school places and specific areas of challenge. They were also briefed on the latest issues and programme for the schools development at Paston Reserve and the implications on school places as a result of the delay to the opening of Paston Reserve Secondary School until September 2021
 - The Schools Capital Programme Board were briefed on 29 January 2018

6. ANTICIPATED OUTCOMES OR IMPACT

- 6.1
- The anticipated outcome of this report is that Council has an up to date understanding of school place planning and the present pressures and challenges to enable Council Members to support the statutory responsibility to ensure sufficient school places are provided.

7. REASON FOR THE RECOMMENDATION

- 7.1
- The challenge of meeting the demand for school places remains a constant pressure. The 2015 – 2020 School Organisation Plan was reviewed and an Update was submitted to the Creating Opportunities and Tackling Inequalities Scrutiny Committee in November 2016 and a Cabinet Report was submitted on 16 January 2017. The demographic forecasts have been updated and a strategy of school expansions and continual monitoring of demographic data and school places is in place to ensure that Peterborough fulfils its statutory responsibility to provide sufficient school places.

To emphasise continuous monitoring and scrutiny is required to ensure the Council remains on plan to provide sufficient school places and comply with its statutory obligation. The present process to complete the annual SCAP returns to the DfE and the opportunity to work with the experienced Cambridgeshire School Place Planning team during 2017 has enabled a more rigorous approach to forecasting as well as our previous analysis to be reviewed.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1
- Do Nothing - The consequences of not continually reviewing school place planning will mean that the Council runs the risk of not being able to provide sufficient school places and will be in breach of its statutory duty.

9. IMPLICATIONS

Financial Implications

- 9.1
- Specific funding is allocated within the 2018 / 19 and 2019 / 20 capital programme to fund expansion to the following schools :

- Ken Stimpson Secondary School
- Parnwell Primary School
- Woodston Primary School
- Oakdale Primary School

Funding is also allocated to build the new Hampton Lakes Primary School for opening in Sept 2019 and in 2020 / 21 the Paston Reserve Primary and Secondary Schools. Hampton Lakes Primary School and Paston Reserve Primary School are both approved free schools and

capital funding will be provided by the Education & Skills Funding Agency (ESFA). A free school bid will also be made for the Paston Reserve Secondary School when the government opens its next round of applications.

Legal Implications

- 9.2 The legal implications are that the local authority is responsible for the provision of sufficient school places.

Equalities Implications

- 9.3 None.

Rural Implications

- 9.4 The rural implications relating to the provision of primary school places is set out in section 4 of this report.

10. BACKGROUND DOCUMENTS

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985

- School Organisation Plan (2015-2020)
<https://www.peterborough.gov.uk/upload/www.peterborough.gov.uk/council/jobs-and-careers/schools-and-education/SchoolOrganisationPlan-November2015Revision.pdf?inline=true>
- School Organisation Plan (2015 - 2020) - Updated January 2017
<https://www.peterborough.gov.uk/upload/www.peterborough.gov.uk/residents/schools-and-education/PCCSchoolOrganisationPlan2017.pdf?inline=true>

11. APPENDICES

- 11.1
- Appendix 1 - School Organisation Plan (2015-2020)
 - Appendix 2 – School Organisation Plan (2015 - 2020) - Updated January 2017

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