

CHILDREN AND EDUCATION SCRUTINY COMMITTEE	AGENDA ITEM No. 4
13 JANUARY 2020	PUBLIC REPORT

Report of:	Wendi Ogle Welbourn, Executive Director, People and Communities	
Cabinet Member(s) responsible:	Cabinet Member for Children’s Services, Education, Skills and the University	
Contact Officer(s):	Jonathan Lewis – Service Director (Education)	Tel. 01223 507165
	Clare Buckingham (Strategic Education Place Planning Manager CCC and PCC)	Tel. 01223 699779
	Rachael Pinion (Place Planning and Sufficiency Officer CCC and PCC)	01223 715694

REPORT OF THE SERVICE DIRECTOR FOR EDUCATION

R E C O M E N D A T I O N S	
FROM: Jonathan Lewis – Service Director (Education)	Deadline date: 13 January 2020
<p>It is recommended that Children and Education Scrutiny Committee:</p> <ol style="list-style-type: none"> 1. Note the contents of the report 2. Support Elected Members and Officers in their work to support and challenge schools to improve standards of attainment and rates of progress for children in Peterborough Infant, Junior, Primary and Secondary schools. 3. Understand the current situation in Peterborough outlined in the Education Organisation Plan 2019-2020 (EOP) as updated and published in October 2019. 	

1. ORIGIN OF REPORT

1.1 This report has been written by the Service Director (Education) at the request of the committee.

2. PURPOSE AND REASON FOR REPORT

2.1 This report provides an overview of two of the key areas of statutory responsibility for the Service Director for Education under the Education Act 1996. The Education Act outlines the LA role as being ‘Promoting high standards and fulfilment by every child of their educational potential’ which are delivered through the quality of the education system and the availability and access to this provision. The report covers -

- An update on standards of attainment and rates of progress made by children in Peterborough Infant, Junior, Primary and Secondary schools in the 2019 Early Years and National Curriculum assessments. It also outlines the action the Local Authority and Academy Trusts / Schools are taking to improve standards.
- The duty placed upon the Local Authority for school and setting place planning across the 0-19 age range.

The report also includes an overview of funding for Peterborough schools from the 2020/21

budget settlement and an update on the Peterborough Pupil Referral Service.

The latest Education action plan is also included as an appendix.

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

Education, including

- a) University and higher education;
- b) Youth service;
- c) Careers; and
- d) Special needs and inclusion.

- 2.3 This report links to –
- Corporate priority:
 - Improve educational attainment and skills
 - To drive growth, regeneration and economic development
 - 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**

Educational Attainment in Peterborough

- 4.1 The emerging vision for education in Peterborough has been developed in the context of the changing landscape of Education and the role of the local authority. It can be outlined as being:
- We need to set the highest expectations for both the education leaders but also for local authority services. National averages are not what we need to aim for – we need to be better than our peers.
 - Every child has access to a great school place in their community – they are all our children.
 - We must be able to look outside of the area and support best practice coming to the area.
 - The education system in Peterborough needs to be built upon true partnerships, working together for improvement. This means we know our strengths and weaknesses and everyone agrees on how we move forward together.
 - Every vulnerable and disadvantaged pupil receiving the support they need.
 - Peterborough needs an education vision that will attract education professionals to the city, ensuring a sustainable supply of good quality teachers, leaders and multi-academy trusts.
 - We should be proud of what we do and the success we have together.
- 4.2 Peterborough is a complex education landscape with a full range of school contexts, two diocesan bodies overseeing schools, a mixture of local, regional and national academy trusts and a number of schools remaining under local authority control. This has meant that as a local authority we have to work across a number of different partners to support the delivery of our statutory responsibility for delivering the best possible outcomes for children and young people in Peterborough.
- 4.3 The Department for Education has released provisional 2019 outcomes for children aged 5 and 7 years and final outcomes for children aged 11 years. The data set is not yet complete but all available information has been included. Provisional outcomes are also included for children

aged 16 years. We currently have an incomplete view of outcomes at age 18 and these are not included.

- 4.4 As a benchmark, children are expected to achieve:
1. A Good Level of Development (GLD) by the end of their Reception Year, assessed using the Early Years Foundation Stage Profile (EYFSP). This means that they have reached the expected standard in all of the prime subject areas of the curriculum;
 2. The expected standard in the Phonics Screening Check (PSC) by the end of Year 2 (age 7 years);
 3. The Expected Standard or above (EXS+) in reading, writing and mathematics at the end of Year 2 (age 7 years);
 4. The Expected Standard or above (EXS+) in reading, writing, mathematics and all of these subjects combined by the end of Year 6 (age 11 years);
 5. The Expected Standard or above (EXS+) in Grammar, Punctuation and Spelling (GPS) by the end of Year 6 (age 11 years).
 6. A GCSE Grade 4 or above for a standard pass and Grade 5 or above for a good pass.
- 4.5 The provisional data, across all key stages, is show in appendix 1 over the last 4 year period. This report also includes more detailed analysis of the data for KS2 and KS4, the key headline measures, both of which are published at school level. All other data is not in the public domain at school level.
- 4.6 Outcomes are compared to the national average (National) and also compared to Statistical Neighbour Local Authorities and Local Comparator Local Authorities. The most important comparison is with the national average. The National Ranking is out of 151 local authorities. The Statistical Neighbour ranking is out of 11 local authorities and the Local Comparator ranking is out of 6 local authorities. The gap between performance in Peterborough and our comparators is shown as “Gap” for ease of reference. As in previous years, an analysis of rural school performance is included in appendix 1.
- 4.7 Our statistical neighbour LAs are:
- Bolton
 - Derby
 - Medway
 - Plymouth
 - Portsmouth
 - Rotherham
 - Sheffield
 - Southampton
 - Telford and Wrekin
 - Walsall
- 4.8 Our local comparator LAs are:
- Bedford
 - Derby
 - Leicester
 - Luton
 - Nottingham

Provisional Outcomes 2018: Early Years Foundation Stage Profile (Table 1):

- 4.9 The improvement in outcomes from 2018 has been sustained in 2019 despite the ever increasing challenge coming from a lower point of entry for pupils into schools. The gap to national remains stubborn however at 5% although the gap to our statistical neighbours has declined and we are nearly in line with comparator authorities. We continue to focus our effort on the School Readiness (START) programme to make sure pupils are ready for school although our schools are reporting that the need of children are increasing especially since austerity has meant that services have reduced in the 0-5 age range. Some of these challenges will be addressed through

our Best Start in Life programme.

Provisional Outcomes 2018: Phonics Screening Check by the end of Y2 (Table 2)

- 4.10 Phonics remains a key focus area for improvement in Peterborough and the improvements made since 2016 have been sustained whilst nationally the rate of meeting the standard has declined. The gap between national is only 2% at the end of Key Stage 1. The gap between our statistical neighbours and our local comparators continues to close which is positive but we need to continue to focus on improvement in these areas as phonics outcomes remain a key determinate of achieving the expected standard in reading at the end of Key Stage 2. Our rank nationally equally needs to improve.

Provisional Outcomes 2018: End of Key Stage 1 (Table 3)

- 4.11 Performance at Key Stage 1 is disappointing and the gap to national has increased in reading and maths. This is another indication as to why it is so important for all residents of Peterborough to support and promote the Vision for Reading and become involved in our actions to promote the Vision and also the Peterborough Year of Reading. It is vital that schools work to improve the outcomes of their youngest children so that they begin the next stage of their learning from a strong position. However at both statistical and local comparator level, the gaps are generally closing in reading and writing but remain significant in maths. Key Stage 1 will be a key focus area for the 2020/21 academic year.

Final Outcomes 2018: End of Key Stage 2 (Year 6 – age 11 years) (Table 4)

- 4.12 Overall combined reading, writing and maths results have improved by 2% which is higher than the national increase of 0.5% and shows a 12.6% increase since 2016. However the gap to national is too large at 8.9% and further effort is needed to close the gap. At a subject level, there was a 3.1% increase in Maths outcomes but a decline in reading outcomes of 3.9%. However this was in the context of a national decline of 2.3% and a paper that was the most challenging since 2016 (due to its length and complexity). Our gap in combined to both our statistical neighbours and Local comparators continues to close which is positive although our national rank for KS2 outcomes places Peterborough as the 3rd from bottom local authority. This remains a significant concern and a key drive for all education leaders in the city to improve.
- 4.13 Further analysis of Key stage 2 is included in appendix 2 in tables A to E. The key issues from these are –

Table A – Group Performance

- Girls continue to outperform boys in KS2 in Peterborough. The cohort for 2019 had 6% more boys than girls. Nationally boys perform lower at KS2 than girls.
- Despite an improvement in outcomes for pupils with free school meals (FSM), the gap between FSM and non-FSM pupils has increased.
- SEND outcomes remain low and the gap to national has increased.
- English as an Additional Language (EAL) outcomes have improved, especially for pupils from central and eastern European countries with a near 10% improvement against the national position.

Table B – Social Economic group performance (based on child home post code)

- 65.5% of Peterborough children in Year 6 in 2019 lived in post codes below the national average with the largest proportion of children living in the 10% most deprived locations nationally.
- Performance of those in the bottom 30% is too low although it is concerning that some of the more affluent groups (notably in the 70% band) is below national average. We need to make sure our pupils living in more affluent localities perform to a higher standard.

Table C – Performance by School Status

- 35% of pupils were in educated maintained schools, 65% in academies.
- Performance in maintained schools is 7.8% higher than in academies. This may however reflect the challenge of early academy schools or those that have become academy due to poor performance over time. The aspiration is for all children to succeed and a focus

on status is irrelevant especially where outcomes are low. Schools will be challenged on an individual basis regardless of status.

Table D – Performance by Season of Birth

- As expected, summer born children perform at a lower level than other seasons although the gap to other children 3.1% is too large. This statistic has been shared with Headteachers to allow them to challenge outcomes for summer born children across their school.

Table E – KS2 by First Language

- The table outlines performance by first language for all groups which have more than 20 pupils. It is a self-reported category so accuracy can vary.
- Key areas for focus include Czech, Polish, Punjab and Urdu, although improvement in English is needed if Peterborough is to close the gap to national.

Provisional Outcomes 2018: End of Key Stage 4 (Year 11 – age 16 years) (Table 5)

- 4.14 Both basics measures (English and Maths) show decline from last year although Attainment 8 shows a slight increase. There is however an improvement in Progress 8 which perhaps suggest this cohort has lower prior attainment than previous cohorts. The focus has to be on improving attainment especially at Grade 5-9 (a strong pass) in both English and Mathematics. Detailed analysis suggest that Maths remains a key challenge with performance around 9% less than in English and significantly below national average. The national ranking for all measures, and comparison with the outcomes of Statistical Neighbours and Local Comparators, remain poor. Provisional group data is included in appendix 2 in tables F and G. No further analysis is offered at this time as this data is subject to change and not final at this stage.

Outcomes 2018: End of EYFS, Phonics, Key Stage 1 and Key Stage 2 (Rural Schools) (YR – Y6) (Table 6)

- 4.15 Outcomes at each Key Stage EYFS to Key Stage 2 for rural schools are generally much better than the Peterborough average, and the gap to the national average is generally positive across each of the key stages. For phonics outcomes however, this is not the case and the gap to national outcomes is now negative. It must be borne in mind though that these schools have small cohorts and small changes to context can have a significant impact upon average outcomes. However, as show in the early analysis by socio-economic context, this shows that further improvement is needed for our more gifted children and our focus should not just on the lowest attaining pupils.

Improving Outcomes in Peterborough

- 4.16 As outlined in the previous Service Director report, plans for improving Peterborough are being worked on jointly between the LA, schools and Academy Trusts. Given the fragmented nature of the education system this is essential. The LA and school action plans were previously shared and these have been updated in appendix 3 along with an updated RAG view on the LA action plan. The local authority sponsored both primary and secondary heads with additional capacity to work to deliver plans to drive improvement that works alongside this principle of building capacity.
- 4.17 In addressing the outcomes from the data outlined in Appendix 1 and 2 and the analysis in this report, there has been some significant changes in the Local Authority Approach to School Improvement which we hope will have an impact in the coming years. We have also undertaken a number of initiatives which we hope can support further improvement across the city –

Leadership, Management and Quality of Teaching

- 4.18 2018/19 Actions:
- All schools offered Headteacher performance management (HTPM), CPD and in-school support
 - 32 LA Maintained schools accessed in-school support and visits.

- Our level of intervention and challenge increased with a focus on under performance.

4.19 2019/20 Actions:

- All schools offered HTPM, CPD and School Improvement packages (across Early Years Foundation Stage, English and in support of Newly Qualified Teachers)
- Leadership of Assessment course offered again this year to help to secure leaders' knowledge of the nationally agreed standards in writing at the end of KS2 and reading, writing and maths at the end of KS1
- Termly Headteacher updates offered to all schools
- Additional capacity added to the Primary School Improvement Team through commissioning several days from two Executive Headteachers to work in 5 targeted schools linked to improvement of each school's priorities. It is our intention to appoint a headteacher on a one day a week secondment to provide further capacity for improvement.
- Additional bespoke HT meetings and enhanced school improvement offer for LA Maintained schools through a new series of packages. In a new three tiered system, the schools have purchased as follows -
 - Bronze Package of support : 14 +1 academy
 - Silver Package: 5
 - Gold: Package:5
- Re-introduction of School Improvement Partner type visits to all LA Maintained Primary Schools to ensure we know our schools and can support rapid improvement. Autumn visits focused up standards, targets for 2020, reading, wider curriculum and further support needed in relation to school LA Maintained schools accession the Bronze, Silver and Gold packages
- Plans being developed to take LA Maintained Heads out of Peterborough to look at effective practice in other localities with high levels of challenge but high outcomes
- Data quality has improved to focus schools on effective action rather than analysis. We have developed a School-on-a-Page provided to all schools (an example can be found in appendix 4) and governors and a Question Level Analysis (QLA) report on schools for end of KS2 tests in 2019 (the LA level analysis can be found in appendix 5). This helps identify where there are gaps in teaching or pupils practice across the school.
- School Improvement Team input to "Improving Together" Conference for Headteachers and Year 6 teachers on 6th November 2019 – linked to QLA reports for reading and mathematics. It is hoped this will impact immediately on outcomes through sharing best practice from across Peterborough.
- Executive Headteacher brokered to provide Leadership support at one school to help secure more rapid improvement.

Improving Phonics and Reading

- 4.20 The challenge around improving reading and phonics is significant and is a key focus of our improvement work. The proportion of pupils with EAL (English as an additional language) is double the national average with White British being 20% less. Within the EAL group, pupils who are White but no British (principally Eastern European) is almost three times the proportion nationally and Pakistani Heritage is double the national average.
- 4.21 Churn (movement in and out of schools at non-standard times) during Year 1 is high; has declined from 2015 but at 17.5% for 2019 is still well above national average. Many of these children have not yet been in education for the full 5 terms prior to the screening check or have attended more than 1 school. Some of the lowest achieving schools with large cohorts have the highest levels of churn (ranging between 40% and 60% of children joining and/or leaving during year).

4.22 2018/19 Actions and Impact:

- Letters of concern sent to 14 schools where analysis of attainment, rates of improvement and trends (phonics and KS1 reading and EYFS) were a cause for concern; invited to join a Phonics Leadership programmes (13 accepted); 3 schools identified for in-school support
- Leadership of phonics identified as key area for improvement – particularly in developing engagement of parents, more rigorous monitoring of assessment of phonics throughout the year, identifying gaps in learning and targeted same-day interventions
- Good practice identified in local schools with a view to appointing Phonics Leads to support other schools
- Phonics leadership programme delivered through termly meeting with phonics leaders in targeted schools – action planning, setting targets, providing support as needed including Refresher Phonics for teachers and teaching assistants
- LA advisers visited EKO Trust in Newham to see and discuss outstanding practice
- Visit to DfE Jan 2019 and meeting with Nick Gibb
- Sharing of practice from English Hubs at DfE attended and subsequent work with Derby City Council to plan further initiatives in Peterborough
- Phonics Conference organised for all targeted schools for Feb 2019 (headteachers, phonics leaders and early years leaders); 8 of these schools then visited schools in Newham; very positive engagement
- EYFS support for targeted support in 2 schools as part of the Phonics Support Package
- EYFS Literacy training for 8 schools
- Reading for Inference training implemented in 17 schools and also CPD provided for Y5/6 teachers in 7 schools
- The National Literacy Trust has supported a range of reading initiatives in Peterborough linked to Vision for Reading SIA (NLT Hub Manager).

Impact of the Phonics Leadership Programme and/or Support for 18/19 (15 schools):

- Of the 15 schools targeted for phonics and/or having in-school support from an adviser or lead teacher, 10/15 improved (8 of these improved by more than 5%pts, 5 improved by more than 10%pt and 3 improved by more than 15%pts).

4.23 Impact for all schools 2018/19 (Year 1 data):

Peterborough/ National outcomes (5yr trend) have improved at a greater rate than National for most groups:

Group	All	Boys	Girls	FSM	NonFSM	EFL	EAL	Non-SEN
National 5yr Improvement	+8%pts	+9%pts	+7%pts	+7%pts	+7%pts	+13%pts	+8%pts	+7%pts
Peterborough 5yr Improvement	+11%pts	+11%pts	+10%pts	+11%pts	+11%pts	+9%pts	+15%pts	+13%p

However, the rate of improvement has slowed for the last 3 yrs.

- For 2018/9, LA results improved by 1ppt and the gap to NA narrowed from -6%pts to -5%pts, the proportion of schools that are improving is
 - 48% (55% 2018) schools improved
 - 30% (34% 2018) schools improved by ≥5%pts
 - 16% (21% 2018) of schools improved by ≥10%pts (of which 5 schools improved by more than 15%pts and 3 of those improved by more than 20%pts)
 - 5 schools were below 60% for 2019; 3 were below for 2018; 6 were below for 2017; 1 was below 60% for 2017, 2018 and 2019; 0 schools were below 50% for 2019 (2 were below 50% for 2018)
 - 50% (28 schools) are at or above National Average (46% and 26 schools were above NA for 2018)

- 3/5 of the lowest achieving schools for 2019 are academies; 7/10 of the lowest achieving schools had very high levels of churn* (between 20% and 60%).

4.24 Actions 2019/20:

Improving Phonics Package:

- Phonics Strategy Group established to monitor actions and impact; representation from School Improvement Team, Early Years Team, PVI (Private Voluntary and Independent), Schools (HTs x2) and a Phonics Champion
- Phonics Champions: 7 schools/teachers recruited and further CPD provided with the intention of supporting schools- 1 already supporting in schools; others providing school visits to observe and discuss good practice
- Developed an Aiming Higher targeted programme for underperforming schools with a focus on narrowing the gap to National Average. 18 schools received letters and 12 accepted; first meeting has taken place; all are setting targets of above 70% and 75%; support includes visits to other schools; action planning workshops; in-school support (5 schools) from an independent phonics adviser; New Wave Hub (the regional DfE English Hub) and EKO input and support.
- Aiming High targeted programme (schools already achieving NA but with the capacity to achieve higher): 21 schools invited and 16 very positive acceptances; first meeting has taken place; all are setting targets of above 85% and 90%; support includes visits to other schools; action planning workshops; New Wave Hub and EKO input and support.
- Further governor training planned for March 2020 – developing governors' knowledge and ability to monitor phonics effectively in school
- CPD: Refresher Phonics: improving teaching for teachers and TAs being provided by an external independent adviser from Hertfordshire.
- Further Support includes: EKO Trust focusing on assessment and parental engagement and offering school visits; an independent phonics adviser leading training and providing in-school support; New Wave English Hub showcasing support and visits for schools (DfE funded for eligible schools)
- Early Years Support for Settings and Transitions: Schools Improvement team leading training for the EYFS team and supporting CPD being offered to PVI; Communication, Language and Literacy Workshop for LA Maintained Reception and feeder preschools.

4.25 Improving Reading:

- Visits to Leighton Primary to see good practice and impact linked to Reading for Inference
- School Improvement team supporting for CPD session for Y5/6 improving reading and QLA
- Reading for Inference CPD for 8 schools; refresher training for 4 schools
- Update to Governors on Reading and the new OfSTED framework
- NLT support (LA Hub Manager) linked to school readiness and literacy initiatives such as Vision for Reading and Year of Reading; 30 Literacy Champions to be activated in Peterborough by July 2020
- Promotion of Peterborough Reads and Peterborough Celebrates Reading (including website, facebook page and media reporting)
- Vision for Reading and Year of Reading: monthly themes planned and developed with the implementation group and monitored by the steering group; 10 local businesses offering financial support for Literacy Tool Kits in Schools; book bench trail, reading events in schools; partnerships with Vivacity and City College consolidated; Books on Buses has launched on Stagecoach buses on Number One route
- Reading Buddy training and deployment (currently 122 trained by LA and 135 deployed in 26 schools)
- Peterborough Celebrates Reading Conference (111 delegates attended)
- EYFS focus on reading for statutory assessment
- EYFS Conference (reading focus)
- KS1 support for assessing reading
- Curriculum Design for Primary School English (Reading focus) for subject leaders.

4.26 Improving Writing

- Support and CPD for statutory assessment of writing (KS1 and KS2):
 - Familiarisation with writing criteria
 - KS1 workshops on writing
 - Have-a-Go sessions for KS2
 - Cross-school moderation sessions
 - Training of moderators (10-15 moderators in each team)
 - In-school support for assessing, moderating and teaching writing.
- CPD linked to:
 - Improving outcomes for higher attainers (GDS)
 - 1stclass@writing intervention CPD offered.

4.27 Improving Maths

- Promotion of the work of the Cambridge Maths Hub – blend of targeted emails to schools who may benefit from particular programmes and inclusion of information more widely re courses and programmes in the weekly school's update.
- Cambridgeshire Maths Advisers brokered to lead termly briefings for mathematics subject leaders and to contribute lead CPD for Year 2 teachers and KS1 moderators on the assessment of mathematics.
- In-school support offered to targeted schools from Cambridgeshire County Council Maths Advisers.
- KS1 workshops on maths assessment.
- Promotion of Cambridgeshire County Council Maths courses for KS1 and KS2 within our own CPD directory – this has meant extra capacity without extra cost.
- Targeted large schools with some low outcomes in mathematics to take part in ICT project focused in either Year 5 or Year 6 with 'Learning by Questions'.

4.28 Improving outcomes in EYFS

2018/19 Actions

- EYFS Phase Leader and Reception Network meetings
- In-school support offered to improve outcomes or support new leaders.

2018/19 Impact

- Peterborough GLD 67.0%. Up by 0.3 on last year. The gap to national in Speaking, Reading and Literacy overall narrowed slightly.

2019/20 Actions

- In-school Support:
 - Targeted support in lowest EYFS attaining LA Maintained schools
 - Targeted support in 4 schools following recent Ofsted inspections
 - Support for 2 schools who request support to improve outcomes or new leaders
 - Support in 1 school to monitor provision for additional children
- Assessment training for practitioners and leaders
- EYFS Phase Leader termly Network meetings
- Reception and New to Reception network meetings
- Support for SEND workshop for EYFS Reception and feeder preschools
 - Support School Readiness Transition event in May for PVI and Reception
 - Data from schools has been collected for attainment on entry and School Readiness.
 - Analysis of the School Readiness survey and linked reporting of it
- School Readiness
 - SIA (Early Years/NLT) coordination of the START Project Board
 - Events successfully delivered in Serpentine Green and Queensgate and planned for further localities

- Small Talk volunteers developed and trained to improve the Home Learning Environments.

4.29 As the list above testifies, significant work is underway to improve outcomes using a very low level of resource (one of the lowest in the country) within the Local Authority. The key however is the city coming together and focusing on improvement jointly. Significant progress has been made in this aspiration but further effort is now needed to ensure Peterborough performs at an appropriate level.

Peterborough Education Organisation Plan

4.30 Local Authorities have the following statutory duties for place planning across the 0-19 age range:

- to ensure there are sufficient and suitable childcare places for parents to be able to work and train and to ensure there are sufficient childcare places for families to access their funded entitlements (Childcare Act 2006).
- to provide a school place for every child living in their area of responsibility who is of statutory school age and whose parents want their child educated in the state-funded sector (Section 14 of the Education Act, 1996).
- to secure sufficient and suitable education and training opportunities to meet the reasonable needs of all young people over compulsory school age but under 19 (or under 25 with a learning difficulty) in their area (Apprenticeships, Skills, Children and Learning Act, 2009).
- to have regard to the need to secure special educational provision for pupils who have special educational needs (Section 14 of the Education Act, 1996).

2019-2020 Education Organisation Plan

4.31 The 2019/20 Education Organisation Plan sets out Peterborough City Council's assessment and response to Early Years, primary and secondary school, Post 16 and Special Educational Needs and Disabilities (SEND) place pressures across Peterborough (see appendix 6 for this report in full). The updated EOP was published on the Council's website in October 2019. The key elements are set out below -

The Place Planning Context

4.32 Peterborough's population growth has been significant and sustained since 2001 and is forecast to continue over the period of the Local Plan. The Council has a statutory duty to secure the additional Early Years provision and to provide the school, SEND and Post 16 places required. The demand for new provision across all types of places is generally focussed in the major urban extensions. Historically, in mainstream schools, the demand has been on primary places but with the larger pupil cohorts reaching secondary school age that focus has now moved to the secondary schools sector. The continual population growth means the Council needs to work strategically and effectively with key stakeholders to ensure there are enough places across the city.

Early Years Place Pressures and Responses (Early Years demand and capacity is analysed at Ward level)

4.33 There are currently a large number of new providers entering the market (as outlined below). Consequently, apart from these, the local authority will not seek to create additional capacity at this time. This is to ensure sustainability of existing provision.

4.34 Stanground South: The provision at Oakdale Primary School had closed to allow for the school expansion. As part of this project there will be re-provision of 19 full time equivalent (FTE) EY places and 7 additional FTE EY places created. The provision is due to open in January 2020.

Bretton: There is a proposed new day nursery provision at Coningsby Park creating up to 80 FTE places. This is due to open in January 2020. This is a private provider.

Eye and Thorney: There is a new day nursery provision at Van Hage creating up to 30 FTE places. It opened in October 2019. This is a private provider.

Park: There is a proposed new day nursery provision on Broadway creating up to 38 FTE places. The provision is due to open in January 2020. This is a private provider.

Hargate and Hempsted: There is due to be a new provision opening at Hampton Lakes Primary School creating 26 FTE places. The provision is due to open in September 2020. There is new provision planned at the new school at Hampton Water. This is planned to create 26 FTE places. The provision is due to open in September 2022.

Glinton and Castor: New building for the pre-school to re-provide 36 FTE existing places and create an additional 16 FTE places. Provision due to open in February 2021.

Gunthorpe: New provision at Manor Drive Primary Academy creating 30 FTE places. The provision is due to open in September 2022.

Primary Place Pressures and Responses

(Primary demand and capacity is analysed at Primary Planning Area level)

- 4.35 Central: Pupil numbers in the area have increased significantly over the past few years. A peak in Reception numbers occurred in 2018/19 and the number of children starting in Reception is now predicted to fall steadily over the forecast period. As the peak moves through the primary school phase there continues to be a forecast shortage of capacity in some Key Stage 2 year groups over the coming years. In order to manage this predicted shortage of places the place planning team will work with schools on over admitting and providing temporary accommodation if required, as the shortage of places is not forecast to continue permanently. Surplus capacity in the south of the Central planning area may be used to alleviate the pressure in the Stanground/Fletton/Woodston planning area.

Fletton, Woodston and Stanground: The school population is rising rapidly in this planning area and there will be a lack of Reception places from September 2022. Woodston Primary School has been expanded from 2FE (420 place) to 3FE (630 place). Oakdale Primary School has been expanded from 1FE (210 place) to 2FE (420 place). Spare capacity to the south of the Central and West planning areas may need to be used to mitigate the remaining deficit in the area.

North: There is a large housing development under construction at Paston Reserve which will require a 2FE (420 place) primary school. A free school bid was submitted and approved as part of the wave 12 programme and an opening date of September 2022 has been agreed with the DfE. Negotiations are underway to secure developer contributions for a 3FE (630 place) primary school to serve the proposed Norwood development.

The Ortons: The forecast for the next five years predicts a steady rise of the number of children entering Reception, This is highly likely to be due to the construction of 320 dwellings in Orton Wistow's catchment and a number of infill developments across the planning area. Ormiston Meadows Primary's site could be expanded from 1.5FE (315 place) to 2FE (420 place) to accommodate future growth in pupil numbers. The need for this is currently being monitored. In addition, pre-application discussions have commenced with the developers of The Showground site and how this may further impact upon the pattern of primary school provision in this area.

Hamptons: The primary schools in Hampton are mostly at capacity. Hampton Lakes, a new primary school which will ultimately serve Hampton Gardens and Hampton Beach, opened with 30 Reception places in September 2019 on the site of Hampton College. It will move to its permanent accommodation from September 2020. This will be located in the new Hampton Lakes development east of the A15. There is currently a proposal from the Roman Catholic Diocese of East Anglia under consultation by the Council for a new 3FE (630 place) Roman Catholic primary school to be built on the Hampton East development. The decision over whether to establish this new school will be taken by the Cabinet Member in January.

Rural West: If key planning applications in the village of Helpston are approved officers will work on a proposal for a permanent expansion scheme at John Clare Primary. This would need to be approved by the Peterborough City Council Capital Programme Board.

Rural East: There is continued housing building in Eye, Thorney and Newborough. There is currently a deficit of Reception places in this planning area. In September 2019 Eye Primary over admitted for in catchment children, the school wished to continue to over admit to meet the demands of the local community providing additional revenue support can be provided. Additional accommodation will be required to meet the need generated by planned housing developments. A proposal is being prepared for the Peterborough City Council Capital Programme Board.

Secondary Place Pressures and Responses

(Secondary demand and capacity is analysed at Secondary Planning Area level)

4.36 North

Secondary North is forecast over the next few years to have a small surplus of places on entry to Year 7. Officers will continue to monitor capacity and demand here.

Central

From September 2020 there is forecast to be a shortage of Year 7 places, this deficit is set to increase over the forecast period. Manor Drive Secondary Academy is a new planned 6FE (900 place) school to be built on the Paston Reserve development. 3FE (450 place) of this will be used to mitigate the effect of the development. The other 3FE (450 place) will provide some capacity to meet the demand from the rest of the City. This school was approved into pre-opening stage through Wave 13 of the Free School bid process. The LA is now working with the DfE and the 4Cs Trust to start a single capital project for the delivery of both the secondary and primary school accommodation required on this development. The opening date is currently planned to be September 2022. Prior to the opening of this school officers have agreed proposals with the secondary schools sector to increase capacity via a combination of permanent expansion, bulge classes and limited over admission.

South

The secondary population in the Secondary South planning area is set to rise rapidly over the next 10 years. This is due to the population peak moving through to the secondary phase of education and the continued development of the Hamptons and the completion of Cardea. Hampton Gardens Secondary School is now in its third year of opening and has pupils in Year 7, 8 and 9 as well as a small sixth form. The opening of the Manor Drive Secondary School will ensure that there is sufficient capacity across the secondary school estate to provide for any shortfall of places in this planning area.

Post 16 Place Pressures and Responses (Post 16 demand and capacity is analysed at City level)

4.37 There are no immediate pressures on Post 16 capacity in Peterborough. Consequently, the City of Peterborough Academy is the first secondary school in the area to operate without a sixth form. The planned Manor Drive Secondary Academy is also only planned to offer 11-16 secondary provision. In light of the surplus provision, the need to improve quality and the need to plan for future potential increases, a LA led review of Post 16 provision has commenced and the details arising from this will be covered in the 2020 annual update of this Plan.

SEND Place Pressures and Responses (SEND demand and capacity is analysed at City level)

4.38 The growth in the number of pupils with SEND, and with an Education Health and Care Plan means that additional places will be required across the 0 to 25 age range with significant investment required to deliver these. In the next five years, this is likely to have the greatest impact on the secondary sector and potentially Post 16 due to the Council's responsibility under the Children and Families Act to ensure provision for young people with special educational needs and disabilities up to the age of 25.

The Government has committed £215 million of capital funding to help local authorities create

new school places and improve existing facilities for children and young people with SEND. This funding can be invested in mainstream schools and academies, special units, special schools, early years settings and further education colleges, or to make other provision for children and young people aged from 0 to 25. The Council is using this and other funding to create 40 more special school places in the City. Options for this are currently being considered at Heltwate and Marshfields Special Schools.

4.39 **Other Key Education Issues**

School Funding

4.40 In 2016, there was a significant change in schools funding with a move to a new national funding formula (NFF) for schools. This formula currently provides a funding envelope for the City Council to fund schools within Peterborough. There is a set of national factors that each local area needs to decide whether or not to implement and the responsibility continues to remain with the Local Authority to set the individual schools budgets. The actual funding allocated to schools for 2020-21 will depend on the local authority's local funding formula, pupil numbers and pupil characteristics from the October 2019 census. There is a requirement to consult on these proposals with Schools Forum, the representative group of Education providers in Peterborough.

4.41 The level of funding nationally for schools has increased by £2.6bn in 2020/21 with increases to £4.8bn in 21/22 and £7.1b in 22/23. Education spend currently represents 2.5% of GDP and around £45b billion annually. There have been a number of key changes to the NFF for 2020/21 which are summarised below:

- The minimum per-pupil levels will be set at £3,750 for primary schools and £5,000 for secondary schools. The primary level will rise to £4,000 in 2021 to 2022.
- The funding floor will be set at 1.84%, in line with the forecast GDP deflator, to protect pupil-led per-pupil funding in real terms.
- There has been a 4% uplift to unit values used in the NFF core factors. Exceptions to this are:
 - the free school meals factor which will increase by inflation (1.84%) as it is intended to broadly reflect actual costs.
 - Premises funding which will continue to be allocated at local authority level based on the funding allocations reported in the 2019 to 2020 budget submission made to the ESFA. PFI allocation will be increased by RPIX.
 - There will be no NFF gains cap, so that all schools attract their full allocations under the formula. Local authorities will still be able to use a cap in their local formulae.
 - Introduction of a new formulaic approach to the mobility factor so that it allocates this funding fairly to all authorities, rather than on the basis of historic spend.
 - Growth funding will be based on the same methodology as last year, and will have the same transitional protection ensuring that no authority whose growth funding is unwinding will lose more than 0.5% of its 2019 to 2020 schools block allocation. There will be no capping or scaling of gains from the growth factor.
- In addition to these changes it has been confirmed that the teachers' pay grant and teachers' pension grant will both continue to be paid separately from the NFF in 2020 to 2021.

4.42 The funding for Education comes through two routes – the council general funding (Revenue support grant and council tax) and via the Dedicated Schools Grant (DSG), a ring fenced grant for schools. The DSG is split into 4 blocks –

- Schools – the largest element used to fund the direct delivery of schools
- Central Services Schools budget – funding to support the LA to deliver key activities

which support schools.

- Early Year block – funding to support the delivery of education from 2 to 4 for children in early years settings including our nursery school, private, voluntary and independents provision including child minders and pre-schools.
- High Needs block – funding to support directly children with additional education needs including SEND, behaviour and other specialist needs.

The key activities in each of these blocks can be found in the table below -

DEDICATED SCHOOLS GRANT				COUNCIL FUNDED	
SCHOOLS BLOCK	CENTRAL SERVICES SCHOOLS BLOCK	EARLY YEARS BLOCK	HIGH NEEDS BLOCK	OTHER EDUCATION AND COMMUNITY BUDGET	
Primary & Secondary School Funding	Historic Commitments (pre NFF)	2 Year Old Funding 3 and 4 Year Old Funding	Special Schools SEN units in mainstream	Central Support including Music, arts and outdoor education	Monitoring NC Assessments Education Psychology
Maintained & Academy	Formula based for LA responsibilities including School Admissions	Inclusion Fund (SEN)	Alternative Provision	Education Welfare – attendance	SEND Assessment and monitoring
Growth Funding	PFI Contributions (up to 2018-19) National Copyright Licenses Contribution to combined budgets	Central CCC Expenditure (max of 5% of the 3 and 4 year old funding)	Out of County independent schools EHCP Top Up Funding Central CCC Specialist Services	School Improvement Asset Management including insurances. Statutory / Regulatory Duties (covers academies and maintained) Retirement / Pensions	Parent Partnerships Home to School Transport Supply of School Places NEET Adult and Community Learning

Oversight by Schools Forum – LA Consults and Decides

Budget proposal shared with Forum

4.43 The split of the schools block funding can be seen below. There is a £6.2m increase from last year, excluding growth funding and demographic growth, between October 2018 and October 2019.

	2019/20			2020/21		
	Units	Unit Value	Total	Units	Unit Value	Total
Primary	21,631.50	4,050.29	87,613,848	21,631.50	4,241.22	91,743,934
Secondary	12,750.00	5,358.44	68,320,110	12,750.00	5,561.57	70,909,959
Split Sites			400,000			400,000
Rates			2,171,271			1,613,756
PFI			972,679			1,043,572
Schools Block Sub-Total			159,477,908			165,711,221

In addition, the other blocks for 2020/21 are estimated to be –

	2019/20 £m	2020/21 £m
Central Schools Services	1.4	1.4
High Needs	30.6	34.0
Early Years	17.6	17.8

4.44 Unlike the majority of Local Authorities nationally, Peterborough currently does not have a deficit on our high needs funding. This has come through careful planning and schools working

proactively with the Local Authority to meet pupil's needs who are becoming ever more complex. This is likely to be a challenge moving forward.

4.45 The table below shows the 2019/20 and 2020/21 schools block primary/secondary units of funding (derived from the NFF) for Peterborough's statistical and regional neighbours.

Local Authority	Primary				Local Authority	Secondary			
	2019/20	2020/21	Change	% Change		2019/20	2020/21	Change	% Change
Bolton	3,945.02	4,266.18	321.16	8.1%	Bolton	5,064.33	5,455.72	391.39	7.7%
Derby	3,935.26	4,251.28	316.02	8.0%	Plymouth	5,152.79	5,476.69	323.90	6.3%
Telford and Wrekin	3,889.38	4,146.64	257.26	6.6%	Derby	5,101.29	5,401.58	300.29	5.9%
Plymouth	3,909.03	4,140.00	230.97	5.9%	Sheffield	5,177.63	5,401.78	224.15	4.3%
Peterborough	4,050.29	4,241.22	190.93	4.7%	Peterborough	5,394.97	5,613.85	218.88	4.1%
Sheffield	4,036.48	4,220.04	183.56	4.5%	Walsall	5,358.44	5,561.57	203.13	3.8%
Southampton	4,037.09	4,209.37	172.28	4.3%	Coventry	5,395.50	5,596.37	200.87	3.7%
Portsmouth	4,062.95	4,227.46	164.51	4.0%	Portsmouth	5,418.74	5,592.32	173.58	3.2%
Walsall	4,251.40	4,380.17	128.77	3.0%	Telford and Wrekin	5,371.68	5,515.68	144.00	2.7%
Southend on Sea	3,958.23	4,062.70	104.47	2.6%	Southend on Sea	5,254.47	5,380.73	126.26	2.4%
Coventry	4,199.93	4,290.33	90.40	2.2%	Southampton	5,537.22	5,644.52	107.30	1.9%

Local Authority	Primary				Local Authority	Secondary			
	2019/20	2020/21	Change	% Change		2019/20	2020/21	Change	% Change
Lincolnshire	3,913.59	4,184.21	270.62	6.9%	Leicestershire	4,876.13	5,098.54	222.41	4.6%
Northamptonshire	3,856.15	4,071.34	215.19	5.6%	Leicester	5,440.69	5,671.96	231.27	4.3%
Cambridgeshire	3,832.89	4,039.38	206.49	5.4%	Lincolnshire	4,951.01	5,158.31	207.30	4.2%
Leicester	4,097.59	4,314.49	216.90	5.3%	Norfolk	5,068.63	5,278.70	210.07	4.1%
Peterborough	4,050.29	4,241.22	190.93	4.7%	Nottinghamshire	5,013.12	5,217.62	204.50	4.1%
Nottinghamshire	3,946.45	4,124.53	178.08	4.5%	Peterborough	5,063.76	5,256.99	193.23	3.8%
Leicestershire	3,825.23	3,996.66	171.43	4.5%	Northamptonshire	5,358.44	5,561.57	203.13	3.8%
Norfolk	4,126.92	4,285.34	158.42	3.8%	Cambridgeshire	5,050.80	5,232.34	181.54	3.6%
Nottingham	4,501.87	4,593.86	91.99	2.0%	Nottingham	5,943.44	6,055.98	112.54	1.9%

4.46 During November we consulted with all schools on the proposed arrangements for the 2020/21 Peterborough's Schools Funding Formula. The consultation ran from the 20th November to the 4th December and separate briefing sessions were held for finance leads and head teachers.

The consultation had 38 responses and the headlines from the feedback were –

- It was agreed that the Peterborough local funding formula should mirror the National Funding Formula as closely as possible.
- We should use the new and updated formula factor for mobility to allocate funding to schools. This hasn't been used in Peterborough in the past due to the data in the formula being flawed. The DfE has now updated its methodology so that individual pupils will be tracked using their unique pupil ID through censuses from the past 3 years. If the first census when the pupil was in the school was a spring or summer census, they are classed as a mobile pupil. Where the schools number of mobile pupils exceed 6% of their roll, schools will trigger mobility funding for those mobile pupils over 6% of roll. The introduction of the new mobility factor within the NFF resulted in Peterborough receiving an additional £487k within its schools block. The factor would generate mobility allocations of between £231 and £87,721 for 27 Primary schools and between £538 and £125,595 for 6 Secondary schools. The remaining schools do not meet the criteria for funding.
- Through the consultation we explained that there would be an imbalance in the schools block due to the differing data points used in generating the local authorities schools block allocations and the local authority generating the individual school allocations. The

consultation proposed dealing with the imbalance by reducing each of the unit values for the pupil factors (excluding FSM) by a necessary percentage to balance the schools block. The consensus from the consultation was to follow this approach. As a result, the unit values used in the National Funding Formula have been reduced by 0.24% so the allocations match the funding receive. This may change further when final allocations are shared with Schools Forum in January.

- 4.47 The overall outcome is that no school in Peterborough receives less than 1.84% increase in its funding (per pupil excluding premises) and the highest increase is 8.5% (driven mainly through mobility funding. It is hoped this settlement will lead to school being able to continue to improve.

Peterborough Pupil Referral Service

- 4.48 As outlined previously, the school was judged to have serious weaknesses (Inadequate) in May 2019. The recommendations from the May inspection were significant and covered three headings -
- Urgently address the serious concerns in the school's safeguarding arrangements
 - Improve the effectiveness of leadership and management
 - Secure good teaching, learning and assessment to improve outcomes for all pupils
- 4.49 On the 12 November, Ofsted undertook a monitoring inspection of the PPRS. The report had the following judgements:
- Leaders and managers are taking effective actions towards the removal of the serious weaknesses designation.
 - The school's action plan is fit for purpose.
 - The local authority's statement of action is fit for purpose.
- 4.50 There have been changes to the leadership arrangements in all three centres that make up the Peterborough Pupil Referral Service. Since the previous inspection, the executive headteacher and two senior leaders have left and management has been reorganised. The governing body, which was the responsible authority at the time of the previous inspection, has been replaced by a management committee established by the local authority.
- 4.51 Ofsted commented that the new management committee consists of members who the local authority believes have the expertise, experience and knowledge required to support the school to move forward and provide appropriate levels of challenge to senior leaders.
- 4.52 Ofsted reported that leaders have acted to ensure that there is greater consistency and joint working across the three centres. Systems are now in place to ensure that leaders have the information they need to evaluate the effectiveness of the provision. For example, leaders across the school meet on a weekly basis to monitor attendance, behaviour, use of restraint, part-time timetables, pupils' welfare and to share ideas.
- 4.53 In reviewing the Local authority support to the school, it was noted that the LA had acted quickly to address weaknesses in leadership and management. In addition to establishing a management committee, the local authority has arranged for senior leaders to be seconded to the school. This has strengthened the leadership team and provided leadership for safeguarding across the school. Reviews of safeguarding, attendance, restraint and teaching and learning have informed leaders' actions. This high-quality support has contributed to the improvements that have been made since the previous inspection.
- 4.54 The school is due to join Thomas Deacon Education Trust from the 1st April. The services previously provided jointed between the service and the LA will move into the Local Authority and we are currently looking at how we might provide these statutory functions jointly with Cambridgeshire.

5. CONSULTATION

- 5.1 Officers meet with Headteacher groups (Primary, Secondary and Special) and Chief Executive Officers on at least a termly basis. The data on performance of pupils has been shared with all groups to allow effective planning to improve outcomes moving forward.
- 5.2 Officers have ongoing meetings regarding place planning with a number of parties including the Department for Education (DfE), the Peterborough Partnership of Secondary Schools, Primary Heads Cluster Groups and Academy Trusts. Officers publish a Market Position Statement to the Early Years Sector which provides information on the current demand and capacity of provision.
- 5.3 As part of the officer review of Post 16 provision discussions will be held with current providers and key stakeholders.

6. ANTICIPATED OUTCOMES OR IMPACT

- 6.1 In relation to published outcomes, it is intended that Committee Members to have a greater understanding of the actions being taken to address the outcomes issues in Peterborough schools, and to support Officers in the actions that they take. We also hope that it helps members embed their understanding of the role and function of the Local Authority in relation to School Improvement.

In relation to the Education Organisation Plan, the anticipated outcome of this report and attached appendices is that the council has an up to date understanding of place planning and the present pressures and challenges. Understanding these pressures will support members when undertaking capital planning as part of the wider business planning process for the council. It will also support the prioritisation by officers of future forecasting, place planning and review work.

7. REASON FOR THE RECOMMENDATION

- 7.1 To raise awareness amongst Committee Members for the need for improvement and to ask for their support for future actions to be taken as appropriate.

The challenge of meeting the demand for school places remains a constant pressure. The 2018-19 School Organisation Plan was reviewed and has now been increased in scope to include place planning for Early Years, Schools, Special Educational Needs and Disability (SEND) provision and Post 16 provision. In addition, the demographic forecasts and the strategies in response to these have been updated from the 2018-19 version.

This report is information only and is published in more detail on the Council's website. Specific pieces of work arising from the EOP together with recommendations for new schools, changes to the pattern of provision and/or capital funding will continue to be considered by members when the need arises.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 *None*

9. IMPLICATIONS

Financial Implications

- 9.1 Any work around School Improvement across Peterborough will have to be met within existing resources.

In relation to school place planning, the following implications apply –

- Hampton Lakes Primary School (£7,000,000), Paston Reserve Primary School (£6,500,000) and Paston Reserve Secondary School (£25,799,000) are approved free schools and capital funding will be provided by the Department of Education. If for any reasons these free schools do not proceed to implementation there will be a significant

impact on the council's capital programme.

- Officers are currently monitoring housing applications in Eye and Helpston and the potential impact on places these may have at Eye Primary School and John Clare Primary School. If the developments proceed both schools will require capital investment from the council.
- It has been agreed that £1,000,00 will be budgeted to provide increased secondary capacity via a combination of permanent expansion, bulge classes and limited over admission until Manor Drive Secondary School is opened in September 2022.
- Marshfields Special School (£2,000,000) and Heltwate Special School (£4,000,000) are currently being refurbished and expanded. These are currently included in the agreed budget plans for the council.

Legal Implications

9.2 None

Equalities Implications

9.3 None

Rural Implications

9.4 The performance of rural schools is included in the report.

Carbon Impact Assessment

9.5 The report outlines the Early Years, School, Post 16 and Special Educational Needs and Disabilities place planning pressures across Peterborough. As potential solutions to these pressures are developed into projects then further carbon impact assessments will be carried out and the financial implications considered.

Any free schools will be built to current standards in line with the DfE capital funding requirements and Output Specification.

Whilst it would be theoretically possible to designing settings and schools to ensure that their carbon impact is minimised funding constraints may limit this.

10. BACKGROUND DOCUMENTS

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

10.1 "Peterborough City Council Education Review" by Cllr Lynne Ayres, August 2017.
Education Organisation Plan 2019-20

11. APPENDICES

11.1 Appendix 1 – Educational Outcomes 2019/20
Appendix 2 – Further Analysis of KS4 & KS4 Data
Appendix 3 – 2019/20 Action Plan
Appendix 4 – School on a Page Example
Appendix 5 – Peterborough KS2 Question Level Analysis
Appendix 6 – Education Organisation Plan 2019/20