

# Peterborough's 0-19 Education Organisation Plan 2021-2022



In Peterborough our absolute priority is that children and young people achieve the best outcomes possible and go on to succeed in further learning and in work. Crucial to this is the way that we work with schools and partners to plan and deliver a good quality place in learning. The Council has a proven track record of working with a wide range of education providers to commission sufficient places to meet the needs of Peterborough’s residents and is committed to continuing this approach into the future.

Peterborough is one of the fastest growing cities in the country as a result of both significant new housing development, as well as demographic change resulting from increased birth rates.

The Education Organisation Plan considers education provision in Peterborough across the 0 to 19 age range in response to these changes.

***We are delighted to present this Education Organisation Plan to you and welcome your continued engagement with it.***

Please note that the information contained in this document was correct on the date of publication. Due to the Covid-19 pandemic it is likely that some information may change.

If you would like any further information or would like to discuss any part of the Education Organisation Plan in detail, please contact Clare Buckingham.

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## Chapter 1: Introduction - What is Peterborough like as a place?

### 1.1 Governance, location and population

Cambridgeshire and Peterborough are a Combined Authority with a directly elected Mayor over the Authority's area. An Education Committee has been established with the Regional Schools Commissioner (RSC) and other key local stakeholders. The RSC works with the Committee to provide strategic direction on education across the Combined Authority area.

Peterborough City Council, as the Unitary Authority, is responsible for the provision of all local government services within its area. The Authority comprises the City of Peterborough, and 25 villages extending over an area of approximately 344 square kilometres. It is an important regional centre, providing employment, shopping, health, education and leisure facilities.

The total population of Peterborough, from 2019 population estimates, is estimated as 204,500 (at mid-2019). Peterborough's population growth has been significant and sustained, increasing by at least 1% per year between 2001 and 2017, whilst easing in 2018 and 2019 when the annual population grew by 0.7% and 0.4% respectively.

### 1.2 Demographic change

Using the actual number of births per year and a forecast of future birth numbers<sup>1</sup> helps provide an overview of the demand for school places.

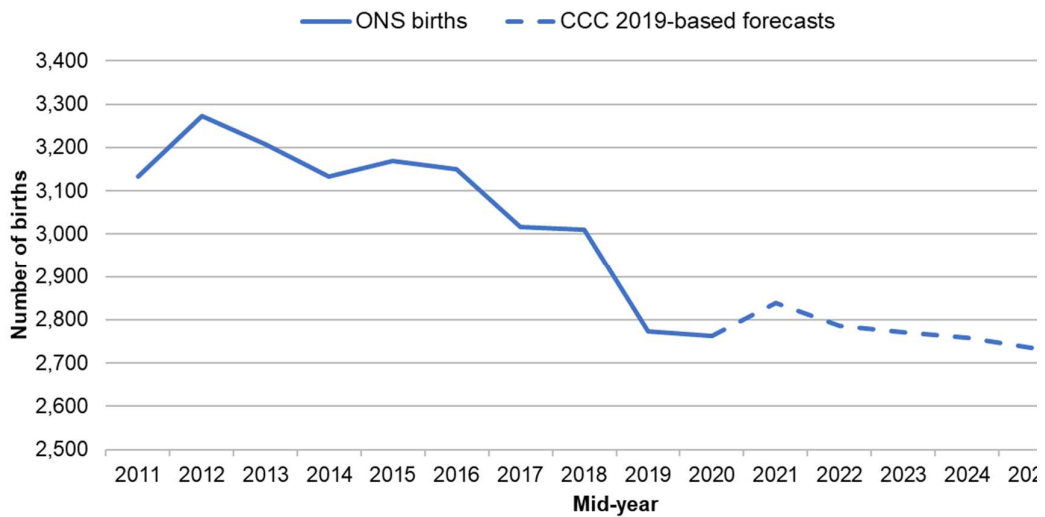
Peterborough continues to have amongst the highest birth rates<sup>2</sup> in the country, despite them falling since their peak in 2012, in line with the underlying national trend. Between 2012 and 2018, the number of births per year has fallen overall, although still fluctuating within a tight range of just over 3,200 births in 2013 and just over 3,000 births in 2017 and 2018. In 2019 the number of births fell to 2,780, remaining at similar levels in 2020 with 2,760 births. The number of births is forecast to fluctuate around these levels to 2025. The graph below shows estimated and forecast numbers of births between 2011 and 2026.

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<sup>1</sup> Actual numbers of births (2006-2020) are from the ONS mid-year estimates. Future forecasts (2021-2026) are taken from Cambridgeshire County Council Business Intelligence Service's 2019-based population forecasts.

<sup>2</sup> Birth rate is as expressed number of live births per 1,000 population of all ages.

### Number of births in Peterborough



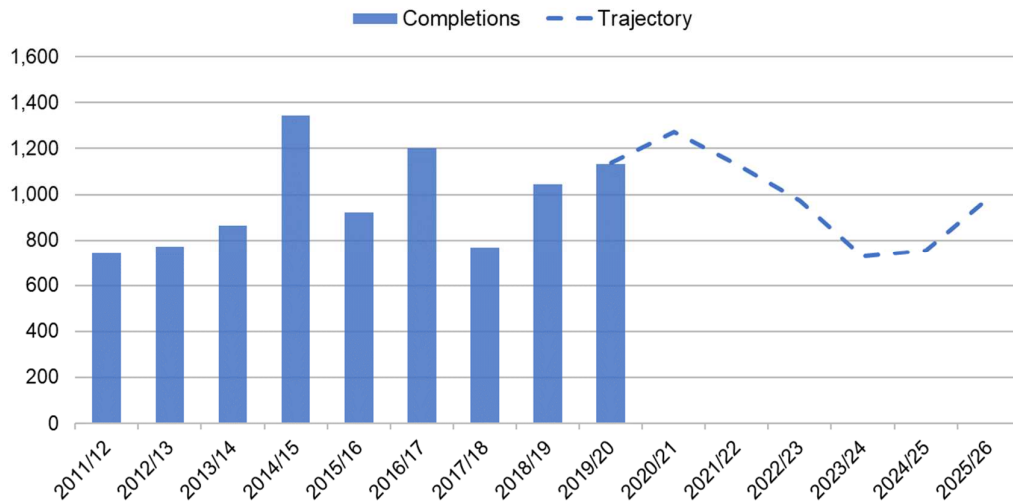
Source: ONS Mid-Year Estimates (2020)/Cambridgeshire County Council Business Intelligence Research Team's 2019-based population forecasts (July 2021)

### 1.3 Housing development

The Peterborough Unitary Authority area has seen sustained levels of housebuilding over the last 15 years. There have been at least 700 net housing completions each year since 2011, with very high net additional dwelling completions in 2014-15 (more than 1,300), 2016-17 (more than 1,200), 2018-19 (just over 1,000) and 2019-20 (more than 1,100). All in all, there have been approaching 8,800 net additional dwellings between mid-2011 and mid-2020.

The Local Plan, adopted on 24<sup>th</sup> July 2019, makes provision for 19,440 new homes in the period up to 2036. The greater proportion of new dwelling provision is planned within the urban extensions. In addition, there are allocations at Great Haddon (5,350 dwellings), Norwood (2,000 dwellings) further development around the East of England Showground (650 dwellings) and an extension to Eye village (250 dwellings). The graph below shows net housing completions between 2011 and 2020 and forecast completions from 2021 to 2026.

### Net housing completions and trajectory



### 1.4 Migration

International migration into Peterborough has continued to be a significant driver of population growth. In 2015 and 2016 it was particularly high. Although falling between 2017 and 2019, it still remained similar to levels seen between 2011 and 2014. The uncertainty created by Brexit, however, saw higher levels of international out-migration in 2018 and 2019, meaning overall net international migration was lower than in 2015 to 2017. Yet this is a more delayed reaction to Brexit when compared to trends seen across the wider UK. Furthermore, whilst migrant worker National Insurance Number (NINo<sup>3</sup>) registrations fell year-on-year in 2017 and 2018, driven by falls in the numbers of registrations from workers originating from the EU, there was an overall increase in migrant workers’ NINo registrations in 2019 compared to 2018. Due to the restrictions imposed in response to the COVID-19 pandemic, comparative data on NINo registrations in 2020 is not available. Migration will continue to be a key consideration in the provision of early years/childcare and school places.

### 1.5 Social and Economic Diversity

The rapid and sustained population growth over the last 20 years, for the reasons set out above, means that there is a high level of social and ethnic diversity across Peterborough.

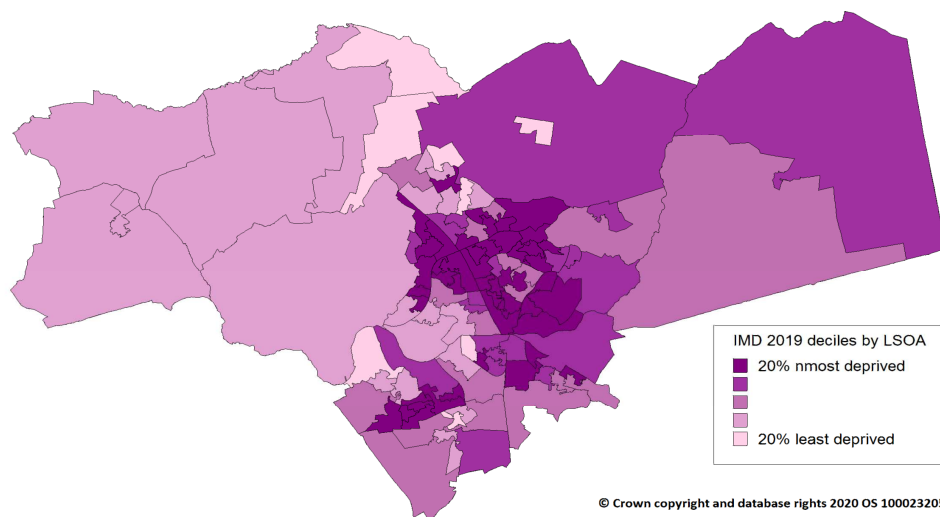
The proportion of residents with a minority ethnic background increased from 13% to 29% between the 2001 and 2011 censuses. Just under one-quarter of Peterborough’s

<sup>3</sup> NINo – National Insurance number - all people coming to the UK and who take up employment for the first time must obtain a National Insurance Number (NINo).

population is estimated to have been born outside the UK, and around half of pupils attending schools in Peterborough are from an ethnic minority.

The urban wards of Bretton, Dogsthorpe, East, North, Orton Longueville, Orton Waterville, Paston and Walton, Ravensthorpe and West include LSOAs in the top 10% most deprived nationally using the Indices of Multiple Deprivation (IMD) 2019<sup>4</sup> national deciles. The Child and Poverty Strategy (2014-2017) highlighted the importance of high-quality education in improving the outcomes of children and young people in these areas. Rural areas, particularly towards the west of the region, and pockets to the north and south of the urban area, are more prosperous.

### *Economic and social deprivation across Peterborough*



The retail, employment services, health and care, business and professional services sectors are all significant employers in Peterborough. The 2008 economic recession impacted Peterborough's economy, and although claimant count unemployment rates<sup>5</sup> had recovered to pre-recession levels they began to track upwards during 2018 and 2019. The economic disruption caused by the COVID-19 pandemic has impacted further, with Peterborough's claimant count unemployment rate doubling between March and June 2020, with this higher rate still reflected in June 2021 data.

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<sup>4</sup> The Indices of multiple deprivation (IMD) 2019 measure relative deprivation for small area geographies called Lower-layer Super Output Areas (LSOAs) in England. LSOAs have a minimum population of 1,000 and the mean is 1,500. There is a total of 32,844 LSOAs nationally.

<sup>5</sup> Unemployment rate is expressed as the claimant count rate - the number of people claiming Jobseeker's Allowance plus those who claim Universal Credit and are required to seek work and be available for work and represents the headline indicator of the number of people claiming benefits principally for the reason of being unemployed.



In rural parts, the economy is focused largely around agriculture and associated industries, much of which rely on seasonal employment. As such, schools in these areas are often subject to seasonal changes in their pupil populations. These areas have, in recent years, attracted migrants from Eastern Europe. The continued uncertainty surrounding both Brexit and the impact of the COVID-19 pandemic will require this issue to be closely monitored because of the relationship between migration, population growth and the demand for school places.

A similar experience of seasonal changes to school populations is often shared by schools near Traveller sites. The Authority has one of the largest Traveller populations in the country.

The RAF Wittering base provides another aspect to Peterborough's diversity. Activities here can have an impact, resulting in reductions or increases in pupil numbers with little advance warning.

## Chapter 2: Early Years and Childcare

### 2.1 What is the national policy?

#### **Childcare Act (2006)**

The Childcare Act (2006) places a duty on local authorities (LAs) to secure sufficient and suitable quality early education and childcare places to enable parents to work or to undertake education or training which could lead to employment. The Education Act (2011) extended this to include an entitlement of 570 hours of free early education per year for eligible two-year olds, starting the term following their second birthday. This was in addition to the 570 hours of free early education already in place for all three and four-year olds, in the term following their third birthday. This is usually taken as 15 hours per week for 38 weeks of the year, but it is flexible. Some parents may choose to take fewer hours over more weeks, for example.

Whilst LAs are not expected to provide childcare directly, they are expected to work with private, voluntary and independent (PVI) sector providers to meet local need. Where this cannot be achieved, the LA is required to secure places and, if necessary, manage provision directly as provider of last resort.

The Act also includes the requirement for providers to apply for registration on the Early Years Register and/or The Childcare Register and the regulations with which all providers must comply.

#### **Childcare Act (2016)**

The Childcare Act (2016) extended the previous entitlement and since September 2017, children aged three and four from working families have been entitled to an additional 570 hours (equivalent to 15 hours per week, 38 weeks per year) of free childcare, subject to their parents meeting the following eligibility criteria:

- Both parents are working (or the sole parent is working in a lone parent family)
- Each parent earns, on average, a weekly minimum equivalent to 16 hours at national minimum wage and less than £100,000 per year

The overall entitlement for families meeting these criteria is now 30 hours of free childcare per week (38 weeks per year).

#### **Statutory Framework for the Early Years Foundation Stage (EYFS)**

This sets standards for the learning, development and care of children from birth to five years old. All schools and early years' providers registered with The Office for Standards in Education (Ofsted) must follow the framework, including childminders, preschools, nurseries and school reception classes.

The framework has been revised for September 2021, with key changes as follows:

- Educational programmes are longer, in greater depth and include suggestions of activities.
- There is a new focus on early language and extending vocabulary.
- There is a new requirement to promote good oral health of children.
- The Early Learning Goals are clearer and more specific.
- The age bands within the non-statutory guidance, 'Development Matters', have been simplified. There are now 3, as opposed to 6.
- There is additional non-statutory guidance, "Birth to Five Matters", which providers can choose to use to support their curriculum.

## 2.2 What are the Council's responsibilities?

- To ensure sufficient and suitable childcare places to enable parents to work, or to undertake education or training which could lead to employment
- To secure sufficient and suitable early years places to meet predicted demand
- To secure free early years provision for all 3- and 4-year-olds (and the 40% most vulnerable 2-year-olds) of 570 hours per year
- To provide information, advice and assistance to parents and prospective parents on the provision of childcare in their area and other services which may be of benefit to parents, prospective parents or children and young people in their area
- To provide information, advice and training to childcare providers
- To improve early years outcomes
- To intervene where quality is compromised
- To support early identification of children with moderate and complex needs

Peterborough City Council, in line with Department for Education (DfE) guidance requires that funded two-, three- and four-year-olds can access their free early education entitlement with registered early years and childcare providers (including early years registered childminders) that are newly registered and/or achieve an Ofsted grading of 'Good' or 'Outstanding'<sup>6</sup>. To ensure sufficient childcare, the Authority allows settings with a 'Requires Improvement' outcome to continue to accept funded children, should parents/carers choose to take up a place there. Overall, 94% of funded two-year-olds and 89% of funded three and four-year-olds access their free early education entitlements in settings graded 'Good' or 'Outstanding'<sup>7</sup>. Quality of provision is a criterion for consideration where schools directly manage provision either through lowering their age range or community powers (section 27) or, in the case of academies, the trust's charitable objectives.

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<sup>6</sup> Section A3 of Early Education and Childcare (2018)

<sup>7</sup> Department for Education (2020) [Education provision in Children Under 5 Statistics](#)

### **2.3 How does the Council manage the quality of provision?**

Ofsted is the arbiter of quality through its inspection framework, but the Council will, as part of its assessment of the childcare market, identify where improvements to quality could be made as part of any identified market development priorities. The Council will not support the development of any new provision, of any governance type, where 'Good' or 'Outstanding' provision is currently meeting the needs of local families.

The Authority provides tailored support, depending on the level of need of the provider, to both new and registered early years and childcare providers. Support is offered to all providers with a 'Requires Improvement' Ofsted judgement, focusing on areas identified within their report. If a provider receives an Ofsted judgement of Inadequate, the Authority will work intensively with the provider, detailing a course of action. The provider must submit an action plan for improvement, which must be agreed by the Authority, and a subsequent series of monitoring meetings and observations will take place over the following months to ensure satisfactory progress is made prior to re-inspection. The Council's position is that no new funded two, three or four-year-olds will start accessing their funded entitlement at a provider who has received an Inadequate judgement. Funding will only continue for existing children where the provider has demonstrated a commitment to improve practice and show that they have the leadership capacity to improve within a required timescale.

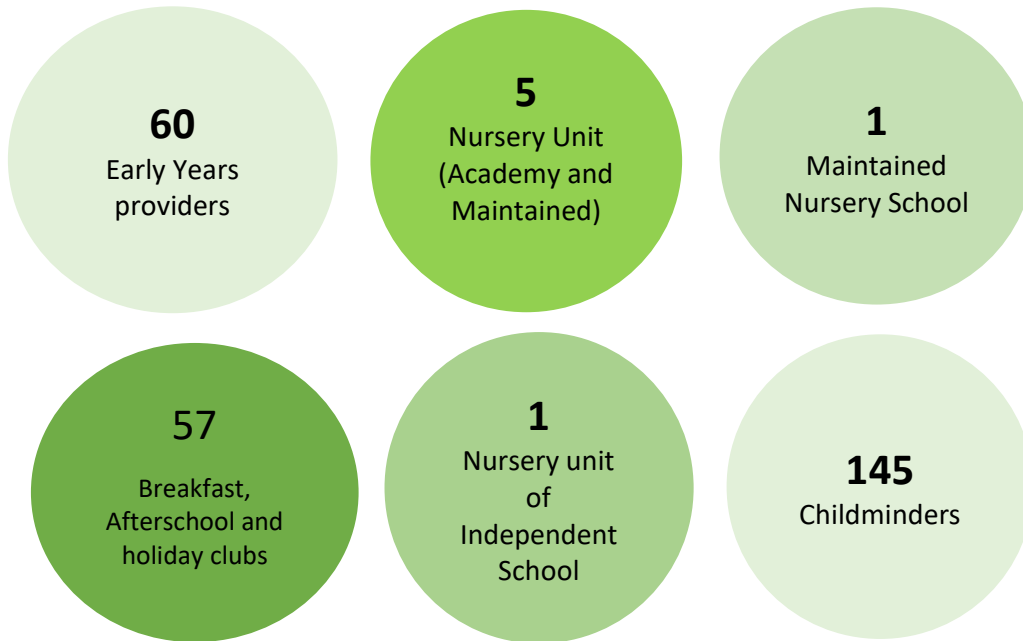
In certain circumstances it may be necessary to withdraw all government funding e.g. where an Ofsted report or Welfare Requirements Notice highlights concerns or where the Authority identify concerns regarding safeguarding, equalities or provision for children with special educational needs and disabilities (SEND) that cannot be mitigated. In these circumstances, the Authority will gather the relevant sufficiency data to identify settings and childminders with available places, and will provide information, advice and assistance to parents and carers.

When required, designated Officers from the Early Years' Service will liaise with the regulator and other agencies to share relevant and proportionate information.

### **2.4 What types of provision are available?**

In Peterborough 90% of places available are delivered by Private, Voluntary and Independent (PVI) providers.

*Early Years and Childcare in Peterborough as of 1<sup>st</sup> September 2021*



The Council supports registered providers to have regard to the SEND Code of Practice and provides a wide range of training. Specialist officers work with providers to develop exemplary inclusive practice, and to ensure that all children have the support they need to access a quality early years' experience.

All providers within Peterborough are expected to have clear admissions policies that provide equality of opportunity and develop a working ethos that has regard for the Disability Discrimination Act (1995) and the Equalities Act (2010).

## **2.5 What does take up look like in Peterborough?**

Since 2017, there has been a decline in the number of children taking up their extended entitlement across the country. This trend has also been observed in Peterborough.

The cohort of children accessing funded hours increases throughout the academic year, peaking in the Summer funding period before falling in Autumn when children leave settings and take up a place in school reception. Development of places is a delicate balance between ensuring sufficient places are available in Summer and that provision remains sustainable in quieter Autumn funding periods.

*Education provision: children under 5 years of age (DfE, January 2021)*

| Percentage of 2, 3 and 4-year-old children benefiting from funded places (%) |      |      |      |      |      |
|--|------|------|------|------|------|
|  | 2017 | 2018 | 2019 | 2020 | 2021 |
| <b>2-year-olds</b>   |      |      |      |      |      |
| Peterborough   | 71   | 69   | 69   | 66   | 62   |
| East of England  | 73   | 70   | 69   | 71   | 64   |
| England  | 71   | 72   | 68   | 69   | 62   |
| <b>3-year-olds</b>   |      |      |      |      |      |
| Peterborough   | 90   | 87   | 90   | 88   | 85   |
| East of England  | 93   | 94   | 93   | 92   | 87   |
| England  | 93   | 92   | 92   | 91   | 84   |
| <b>4-year-olds</b>   |      |      |      |      |      |
| Peterborough   | 95   | 94   | 91   | 92   | 90   |
| East of England  | 95   | 95   | 96   | 95   | 93   |
| England  | 99   | 95   | 95   | 94   | 90   |

## 2.6 How has COVID-19 affected Early years and Childcare provision?

The COVID-19 pandemic has greatly impacted every facet of society and the early years and childcare sector is no exception. Since the government announced the first national lockdown on 23<sup>rd</sup> March 2020, the sector has been required to respond to continual change and upheaval, initially with closure and then with the requirement to operate in small, consistent groups ('bubbles') which continued up to 19<sup>th</sup> July 2021.

There has been anecdotal evidence and research at a national level (Institute of Fiscal Studies, 2020<sup>8</sup>) that suggests nurseries were especially impacted by the first national lockdown due to their reliance on private income which was lost as provision was closed to the majority of children, with the exception of children of critical workers. This was also an area of concern for many childminders, with limited numbers able to access self-employment support.

For the whole of the sector, the requirement to adapt provision at short notice in response to changes in government guidance, and short-term closure due to confirmed cases of COVID-19 have proved a challenge. The fortnightly data published by the DfE<sup>9</sup>

<sup>8</sup> The Institute of Fiscal Studies (September 2020): Challenges for the childcare market: the implications of COVID-19 for childcare providers in England

<sup>9</sup> Department of Education Statistics (Week 3 2021): Attendance in education and early years settings during the coronavirus (COVID-19) outbreak

(July 2021) estimated that the number of children attending early years settings was approximately 63% of the usual daily level for a typical summer term pre-pandemic. The November 2020 Ofsted briefing<sup>10</sup> found that changes to families' employment patterns have had an impact on the demand for places. Increases in unemployment in some areas and a greater ability to work from home in some sectors have reduced some families' need for childcare. In addition, providers told Ofsted that some parents are more anxious about sending their children to nursery, and some raised concerns that more parents will want to keep children at home. Consequently, the future level of demand for childcare is currently unknown; until this is established at a settled rate it will be exceptionally difficult to clearly assess longer-term childcare sufficiency in Peterborough.

## **2.7 How do we identify pressures in the Early Years and Childcare market?**

The Early Years market is continually monitored and reviewed to ensure that there are sufficient early years and childcare places for all children whose parents would like one. This ensures that the Council can identify where potential pressures may arise and respond accordingly.

When assessing where more capacity in the childcare market is required, consideration is given to:

- occupancy levels and surplus capacity within existing provision
- child population using NHS data
- eligible population, by area
- housing development
- local knowledge which could influence supply and demand including physical barriers (e.g. rivers and main roads), and the service offer of individual providers.

A market position statement is published annually which sets out the priority early years and childcare developments required across Peterborough. All providers, regardless of their governance model (e.g. childminder, private, voluntary, independent, school or academy), are invited to expand or develop new early years and childcare provision to meet the identified pressures. The Council is aware of the importance of implementing a successful business model from opening and, therefore, works with new providers through the pre-opening process. The Council would also look to facilitate the expansion of existing 'Good' and 'Outstanding' provision in order to meet demand.

## **2.8 What are the current pressures? How are we responding?**

The information below sets out early years places that are already in development

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<sup>10</sup> OFSTED (November 2020): COVID-19 series: briefing on early years

orplanned, but yet to open. This includes the following types of provision:

- Those which are currently being commissioned by the Council to run from their own premises
- Those linked to new schools to be run by the sponsor or commissioned by the sponsor
- An expansion of existing early years settings
- Those planned due to a lowering of school age range
- Other new, privately, voluntary or independently-run settings of which the Council has been informed

### **Stanground South**

#### **What is due to open?**

Planning consent has been granted for a 78-place day nursery (a private provider) at the site of The Fenman, Whittlesey Road. It is not clear at this stage when the provision will be completed and operational.

#### **What are the requirements for major new housing developments?**

None.

### **Hargate & Hempsted**

#### **What is due to open?**

Hampton Lakes Primary School opened in September 2021 providing 26 full time equivalent (FTE) early years places. There is a new provision planned at St John Henry Newman RC Primary School at Hampton Water. This 26 FTE place provision is due to open in September 2022.

#### **What are the requirements for major new housing developments?**

Where new developments are underway, an early years' childcare facility will be built within all new primary schools. Hampton Lakes Primary School, which opened in September 2021, has provided the early years places. A full range of childcare, including full day care, sessional provision and wrap around care will be required in the new community.

### **Orton Waterville**

#### **What is due to open?**

Ormiston Meadows Academy opened on 15th September 2021 providing 52 full time equivalent (FTE) early years places.

#### **What are the requirements for major new housing developments?**

None



## 2.9 Useful Links

[Actions for early years and childcare providers during the coronavirus \(COVID\) outbreak](#)

[Cambridgeshire County Council Capital Programme: Business Plan \(2020-21 to 2024-25\).](#)  
[See Section 3A, Tables 4 and 5.](#)

[Cambridgeshire County Council Early Years & Childcare Market Position Statement](#)  
[Childcare Act \(2006\)](#)

[Childcare Act \(2016\)](#)

[Contingency Framework: Education and childcare settings](#)

[Disability Discrimination Act \(1995\)](#)

[Early Years: Business Support](#)

[Early Years Foundation Stage Framework](#)

[Equalities Act \(2010\)](#)

[Extended entitlement \(30 hours\) childcare for working parents](#)

[Family Information Directory \(Cambridgeshire Directory of Services: Childcare\)](#)

[Learn Together – Cambridgeshire: Portal for Early Years Providers](#)

[Ofsted](#)

[Universal entitlement to free childcare for 3 and 4-year olds](#)

## Chapter 3: Primary and Secondary Provision

### 3.1 What is the national policy?

#### **Education Act (1996)**

Section 14 of The Education Act (1996) places LAs under a general duty 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.

#### **Education and Inspections Act (2006)**

The Education and Inspections Act (2006) made LAs commissioners, rather than providers, of new schools. This legislation also places additional duties on LAs to ensure fair access to educational opportunity, to promote choice for parents and to secure diversity in the provision of schools. In addition to this, the Act also places an explicit duty on LAs for the first time to respond formally to parents seeking changes to the provision of schools in their area, including new schools.

#### **Academies Act (2010)**

The Academies Act (2010) made it possible for all publicly funded schools in England to acquire Academy Status, including special schools. Amongst other things, becoming an academy provides schools with increased autonomy over their curriculum, budget and staffing.

#### **Education Act (2011)**

The Education Act (2011) changed the arrangements for the establishment of new schools by introducing section 6A of the Education and Inspection Act 2006 (the 'free school presumption'), the main route by which LAs identify the need for new schools, both in terms of basic need and the need for diverse provision through the Voluntary Aided (VA) scheme. All new schools established through the presumption process are classified as free schools. It also made changes to the legislation relating to school land, to increase the Secretary of State's ability to make land available for free schools.

### 3.2 What are the Council's responsibilities?

The Council continues to respond positively to the changes in national policy direction, working closely with existing and potential education providers and the Regional Schools Commissioner (RSC) to promote diversity, choice and quality in education provision across the County.

The Council is committed to working in partnership with all education providers, regardless of status. In its role as a champion for children, young people and their families, the Council continues to provide advice, guidance and support to:

- promote educational development and school improvement
- challenge the lowest performing schools to deliver improved outcomes

The Council also acts as a critical friend; raising concerns over educational performance and outcomes directly with schools and, where these are not addressed by the schools' leadership and governors, requesting Ofsted undertakes an inspection.

The Council believes that all education provision should be inclusive, attractive and welcoming, whilst promoting safeguarding. It should also enable children, young people and their families to access a range of support, advice and positive activities which includes transport beyond the statutory walking distances and, in cases where there is not an available (safe) walking route to and from their designated school.

#### **Breakfast/After School and Holiday Clubs**

Breakfast Clubs, After School Clubs and Holiday Clubs also play an important role in ensuring that sufficient childcare is available outside of school hours. The Council therefore monitors the availability of provision to ensure that sufficient places are accessible for parents who want them.

#### **The Holiday Activity and Food (HAF) Programme**

New to Peterborough is the DfE funded HAF programme. This nationwide initiative, aimed at school-aged children from disadvantaged backgrounds, includes the provision of nutritious food and education, enriching experiences, social stimulation and physical activity through funded places at local holiday playschemes. Children in receipt of benefits-related free school meals and families supported by early help services or children's social care are eligible for the programme, which operated over the Easter and Summer school holidays during 2021 and is expected to operate over the Christmas holidays too. The Council are working with existing and newly established holiday scheme providers, including playschemes, multi-sports schemes, youth schemes, creative arts workshops and childminders to create capacity based on anticipated demand. The HAF programme may be expanded into 2022 and beyond, following the Government's spending review this autumn.

### **3.3 What types of provision are available?**

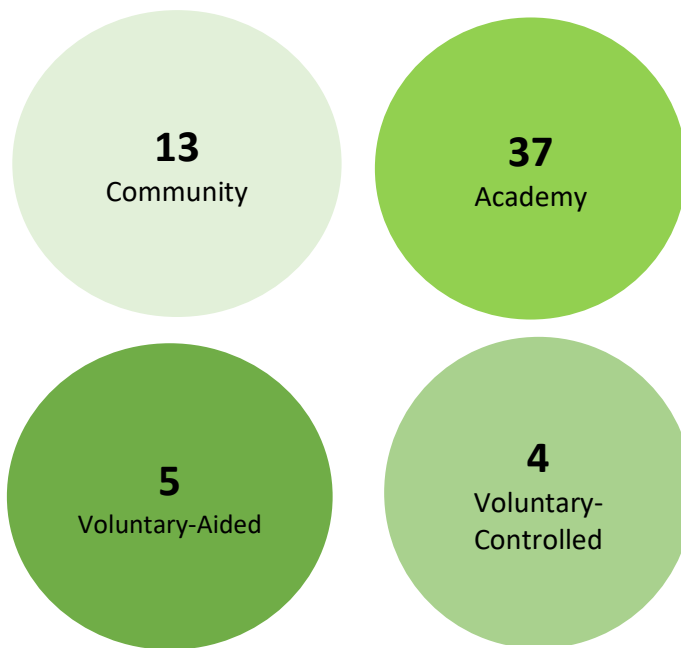
#### **Primary Provision**

There are currently 59 primary schools in Peterborough. New primary schools have mainly been opened in response to the need arising from the development of large urban extensions, for example, Hampton Lakes in Hampton. Over the next 15 years, this trend is set to continue with a new primary school due to open in Manor Drive in September 2022 and primary schools to open to serve the Great Haddon development.



*New School opening September 2022: Manor Drive Academy*

*Primary Schools in Peterborough as of 1<sup>st</sup> September 2021*

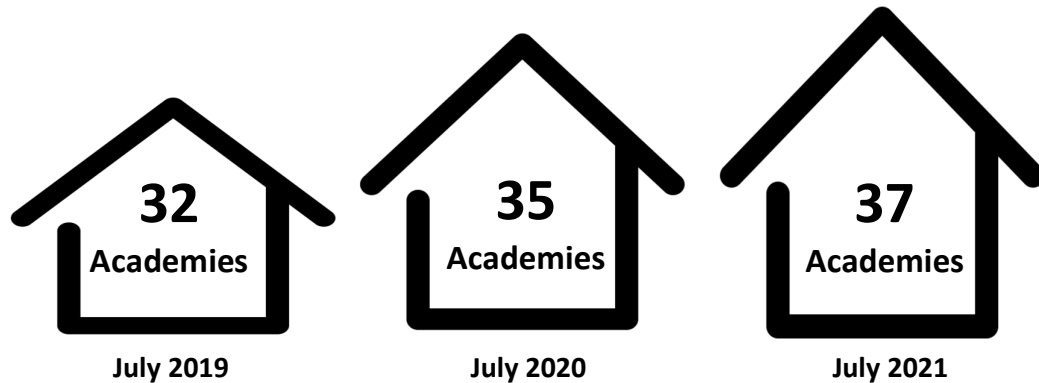


In line with national trends Peterborough has seen a steady rise in the number of primary schools converting to, or being opened as, an academy.

### **Secondary Provision**

There are currently 11 secondary schools and one University Technical College in Peterborough.

*Number of primary academies in Cambridgeshire as of July 2021*



In line with national trends Peterborough has seen a steady rise in the number of secondary schools converting to, or being opened as, an academy.

### **3.4 How do we commission school places?**

The Council uses a number of data sources and a forecasting methodology to identify pressures, see Appendix A for more detail. The different pressures on available education places require a range of approaches to commissioning school places.

#### **Planning areas**

In urban areas, the impact of pupil forecasts on available provision is considered more widely than at the level of individual schools, reflecting the fact that there is often greater choice for parents when several settings or schools are located in close proximity. This also allows the Council to provide sufficient places, without creating surplus capacity. To support this approach the Council groups schools within planning areas. These:

- include schools in close proximity
- link primary schools to their catchment or designated secondary schools
- take account of federations and partnerships between schools
- take account of natural barriers and constraints on journeys between schools
- have been agreed with the DfE and form the basis of the Council's annual school capacity return (SCAP) to government

A full list of the Peterborough planning areas and the schools within each of them is included in Appendix B. This will be kept under review as the Council responds to demographic changes and housing development proposals.

Where new schools are commissioned to meet basic need, LAs are responsible for the pre-opening start-up and post-opening diseconomy of scale costs. Given the uncertainty of future funding, and the current burden of revenue expenditure, the Council will first utilise the national Free Schools Programme and will only consider commissioning new schools under its presumption route where there is no possible alternative. Manor Drive Primary and Secondary schools are examples of schools being established through the national Free Schools Programme. The Council can influence this process by encouraging quality providers with a good and proven track record to submit bids to the DfE.

If the Council believes that a new school is required but no free school proposal is approved, then it would follow the presumption route. The Council would advertise the opportunity widely to ensure there is a strong field of high-quality applications.

In existing areas, where the Council is responding to demographic change, the option of providing a new school may not necessarily be the right approach educationally. In these circumstances the preference is to work with existing schools and Trusts to expand provision, where possible, in 'Good' or 'Outstanding' schools.

### **3.5 How has COVID-19 affected primary and secondary provision?**

Schools in England closed on 20<sup>th</sup> March 2020, other than for vulnerable pupils and children of critical workers. This meant they were unable to carry out normal activities to support learning or prepare for transition and were instead required to provide education which could be accessed remotely. As schools put in place preventative measures to keep staff and pupils safe, it meant visits on site were restricted to those which were essential only. Risk assessments were therefore put in place to enable construction to continue on all active projects meaning that fortunately, in Peterborough, there were no delays in expanding existing schools or developing new schools.

### **3.6 How has the Council responded to pressures experienced within the last two years?**

#### **Pressures within the primary phase**

- Eye Primary School admitted a bulge class of 68 Reception children by making better use of existing accommodation to meet the growing demand from within its catchment.

- Hampton Lakes Primary School, a 2FE/420 place primary school, opened in September 2019 to serve the Hampton East development.



*New build: Hampton Lakes Primary School*

#### **Pressures within the secondary phase**

No pressures identified.

### **3.7 What are the current pressures in the primary phase? How are we responding?**

#### **Central Primary**

##### **What are the current pressures?**

Pupil numbers in the area have increased significantly over the past few years. However, the number of children starting in Reception is now predicted to fall slightly and then remain steady over the next few years. 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 the predicted shortage of places in Key Stage 2 classes over the forecast period, the Place Planning Team will work with schools to agree over-admissions and provide temporary accommodation, if required, as the shortage of places is not forecast to continue past 2023/2024.

**What are the requirements for major new housing developments?**

None.

**North Primary**

**What are the current pressures?**

No actions required.

**What are the requirements for major new housing developments?**

There is a large urban extension which is currently being built out at Paston Reserve. This housing development is ultimately forecast to generate 418 primary-aged children. Manor Drive Primary is a new 2FE (420 place) free school and 26 place nursery on the Paston Reserve site to serve the needs of the development approved as part of Wave 12 of the government's central free school programme. The school is now in the pre-opening phase and the target opening date is September 2022. The school will be run by the Four 4Cs Academy Trust.

Outline planning permission has been approved for the first phase of the Norwood development to the east of Paston Reserve. This planning application is for 870 houses, but the site is designated in the Local Plan for a total of 2000 houses. A further 2FE (420 place) primary school is planned to serve this development and is expected to open in 2028.

**Stanground/Fletton/Woodston Primary**

**What are the current pressures?**

The school population is rising in this planning area and there is forecast to be a lack of capacity for in-catchment demand. The Council is in the first stages of carrying out a comprehensive review of capacity and demand in the area to assess future requirements. Most of the schools are on restricted sites, so expansion may be difficult or expensive to achieve. Spare capacity to the south of the Central, the eastern Ortons and West planning areas may need to be used to mitigate the deficit.

**What are the requirements for major new housing developments?**

None.

**The Ortons**

**What are the current pressures?**

A large development is proposed on the east of England Showground site of 650 homes, however, there has been little recent progress with this. The Ormiston Meadows Academy site is sufficient in size for the school to be expanded from 1.5FE to 2FE to accommodate future growth in pupil numbers.



**What are the requirements for major new housing developments?**

None

**The Hamptons**

**What are the current pressures?**

St John Henry Newman is a Voluntary Aided Roman Catholic 3FE (630 places) primary school due to open in September 2022. Having been successful in gaining funding from the government's Voluntary Aided Capital Fund the Roman Catholic Diocese of East Anglia submitted proposals to open the school, which were approved by the Council in February 2020. The school is now under construction and is planned to open with a Nursery, Reception and a mixed Year 1 and 2 class.

**What are the requirements for major new housing developments?**

As above.

**Rural West**

**What are the current pressures?**

In response to in-catchment pressure, and as a temporary measure, the PAN of John Clare Primary has recently been increased from 15 to 20 taking the overall number of places available from 105 to 140. A feasibility study has been completed for the expansion of the school by 0.5FE to 210 places. However, delays to housing development in Helpston and lower than forecast pupil rolls at the neighbouring Barnack Primary School, has meant that the project has been placed on hold.

**What are the requirements for major new housing developments?**

None

**Rural East**

**What are the current pressures?**

For September 2021, Eye CofE Primary School has agreed to over-admit to accommodate all in-catchment children and siblings who apply for a place at the school. The Council has provided a double mobile to enable this. An expansion of the permanent accommodation of the school is proposed once the Tanholt Farm development proceeds, although officers are now exploring the possibility of providing some of the additional permanent accommodation for the school ahead of the housing development taking place.

Officers are monitoring the housing developments in Thorney to assess the potential impact on the Duke of Bedford Primary.

**What are the requirements for major new housing developments?**

None

**3.8 What are the pressures in the secondary phase? How are we responding?**

**Secondary North**

**What are the current pressures?**

Queen Katharine Academy agreed to increase its PAN from 270 to 300 to provide additional Year 7 places in September 2021, however with the opening of the Year 7 classes at the Greater Peterborough UTC, there was no need for the school to over-admit. Manor Drive Secondary School opens in September 2022 to serve the Paston Reserve and Norwood developments.

**What are the requirements for major new housing developments?**

None.

**Secondary Central**

**What are the current pressures?**

The schools in the Secondary Central Planning area currently offer 1,155 places in Year 7. Greater Peterborough UTC extended its age range from September 2021 to admit up to 60 students in Year 7. Forecasts for the next 10 years show the increasing demand is set to continue; partly due to housing development and partly as larger primary cohorts age through into the secondary sector.

**What are the requirements for major new housing developments?**

None.

**Secondary South**

**What are the current pressures?**

Secondary South is served by five secondary schools with a combined PAN of 1170. The secondary population in the Secondary South Planning Area is forecast to increase over the next 10 years. This is partly due to the population peak moving through to the secondary phase of education but will be exacerbated by the continued development of the Hamptons urban extension, the completion of the large development at Cardea, Stanground and the large urban extension at Great Haddon starting.

There is a S106 agreement in place for a secondary school to be built to serve the Great Haddon development. There is no definite timescale for this yet.

**3.9 Useful Links**

[Academy and Free School Presumption, DfE Guidance](#)

[Actions for schools during the coronavirus outbreak](#)

[Cambridgeshire County Council Capital Programme: Business Plan \(2020-21 to 2024-25\). See Section 3A, Tables 4 and 5.](#)

[Contingency Framework: Education and childcare settings](#)

[Education Act \(1996\)](#)

[Education Act \(2011\)](#)

[Education and Inspections Act \(2006\)](#)

[Primary School Admissions –Peterborough Admissions Guidance](#)

[Learn Together Cambridgeshire website, Guidance and Teaching in Cambridgeshire and Peterborough schools](#)

[Secondary School Admissions – Peterborough Admissions Guidance](#)

[Ofsted](#)

## Chapter 4: Post-16 Provision

### 4.1 What is the national policy?

#### **Education and Skills Act (2008)**

The Education and Skills Act (2008) increased the minimum age at which young people in England can leave learning.

Since 2015, young people have been required to continue in learning or training until the age of 18. Raising the participation age has not changed the statutory school leaving age, this remains 16. Young people do not need to stay in school until they are 18; they can choose from one of the following options:

- Full-time education, such as school, college or home education
- Apprenticeships, work-based learning
- Part-time education or training if they are employed, self-employed or volunteering for at least 20 hours a week

#### **Apprenticeships, Skills, Children and Learning Act (2009)**

The Apprenticeships, Skills, Children and Learning Act (2009) set out the commissioning infrastructure and provision of suitable and sufficient learning options.

### 4.2 What are the Council's responsibilities?

It has the duty to encourage, enable and assist young people to participate in education or training. It therefore has the responsibility to:

- Secure sufficient education and training for young people who wish to travel into its area to learn
- Secure sufficient suitable education and training provision for all young people in the area who are over compulsory school age but under 19 or aged 19 to 25 and an Education, Health and Care (EHC) plan is maintained
- Secure sufficient suitable education and training for young people subject to youth detention



### 4.3 What types of provision are available?

The Post 16 offer in Peterborough is delivered by a range of providers:

- schools with a 6<sup>th</sup> form
- maintained and private special schools for young people with SEND whose needs cannot be met within the range of support or specially resourced provision offered by mainstream providers
- independent schools
- independent private providers
- apprenticeship providers
- further education colleges
- Greater Peterborough University Technical College (UTC)

### 4.4 How do we commission places?

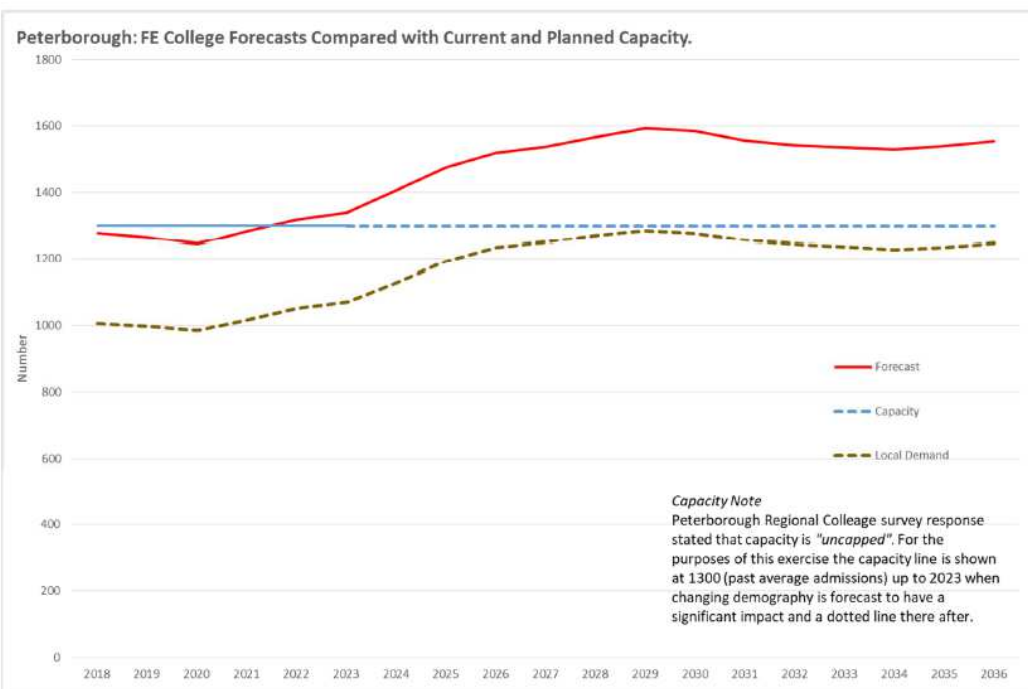
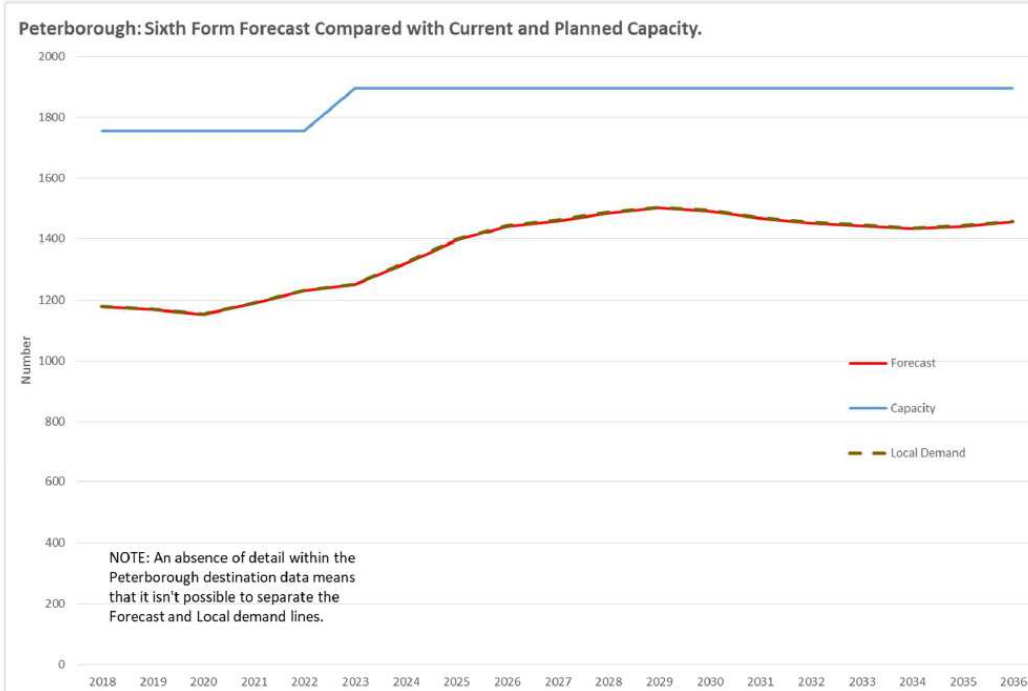
In recent years the role of the Council with regard to post-16 provision has moved away from being the commissioner of learner places, to working with schools and colleges in an influencing role, with a strategic overview of provision and needs.

The Council recognises that the providers of post-16 education and training are autonomous institutions free to determine their own curriculum and to attract students within a free market. Likewise, providers recognise the statutory responsibility placed on LAs to secure sufficient suitable education and training opportunities to meet the reasonable needs of all young people in their area. Each provider is responsible for delivering a high-quality learning experience promoting young people's successful progression to 19 and beyond in the light of current legislation, including the raising of the participation age to 18. The Council is committed to ensuring that the needs of all Peterborough's young people are met, while recognising that post-16 education and training provision is ultimately determined by learner choice. This requires cooperation and collaboration between all parties.

### 4.5 What are the pressures? How are we responding?

The Cambridgeshire Post 16 Review which was published in September 2020 investigated where school leavers in Peterborough continue their Post 16 education. Just under 50% attend sixth form provision, just over 40% attend Further Education colleges, approximately 7% access other provision and approximately 2% are classed as not in education, employment or training (NEET).

The Review also looked at Post 16 demand and capacity across Peterborough. The graphs below show that there are sufficient sixth form and further education college places in the City for the next sixteen years.



### **What has happened?**

The Greater Peterborough UTC opened in September 2016 for 500 students aged 14-19 offering specialist technical programmes alongside traditional study of the core key academic subjects. From September 2020 the GPUTC has also admitted Year 9 students, and from September 2021 Year 7 students.

Hampton Gardens School currently operates a small Sixth Form as part of wider joint Post 16 provision with Hampton College. Sixth Form capacity will be expanded in 2022, when the first students progress from the school's own Year 11 into Year 12.

### **What is happening now?**

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. Manor Drive Secondary Academy will also open as an 11-16 school.

## **4.6 How has the COVID-19 pandemic affected Post-16 provision?**

The Covid-19 pandemic has had a significant impact on Post 16 provision. The first half of 2020 saw temporary closures, the necessity to provide home learning support and partial re-opening focusing on face-to-face support of Year 12 students and 16 to 19 learners in the first year of their course who were due to take key exams next year, alongside the full time provision for priority groups. Post 16 provision fully re-opened in September 2020 (aside from local lockdown areas) with additional measures in place to ensure the safety of staff and pupils. As a constantly evolving situation, long-term planning for the effects of Covid-19 on place planning (e.g. numbers of apprenticeships on offer, numbers of pupils entering private education, new building design) have not yet been fully considered; however it is necessary to be aware of the potential changes as plans for the future are made.

## **4.7 Useful Links**

[Actions for FE colleges and providers during the coronavirus outbreak](#)

[Apprenticeships](#)

[Apprenticeships, Skills, Children and Learning Act \(2009\)](#)

[Contingency Framework: Education and childcare settings](#)

[Education and Skills Act \(2008\)](#)



[Education Transport for young people post-16](#)

[Learn Together Cambridgeshire website: Guidance and Teaching in Cambridgeshire and Peterborough schools](#)

[Ofsted](#)

[T Levels: a guide to their introduction](#)

[UCAS: admissions to further education and sixth form colleges](#)

## Chapter 5: Special Educational Needs and Disabilities (SEND) Provision

### 5.1 What is the national policy?

#### **The Children and Families Act (2014)**

The Children and Families Act (2014) aims to ensure that all children, young people and their families are able to access the right support and provision to meet their needs. The Act outlines the Code of Practice for children and young people with SEND.

#### **Special Educational Needs Code of Practice (2015)**

The Code of Practice sets out a general presumption of mainstream education for children with SEND. In addition, it states that parents of children with an Education, Health and Care Plan (EHCP) and young people with such a Plan have the right to seek a place at a special school, special post-16 institution or specialist college.

There are a number of other key pieces of legislation which are used to guide practice. These include:

- Mental Capacity Act (2005)
- Equalities Act (2010)
- Working Together to Safeguard Children (2018)
- Care Act (2014)
- NHS Five Year Forward View (2014)
- Think Autism: an update to the Department of Health Strategy (2014)
- Transforming Care - Building the right support (2015)

### 5.2 What are the Council's responsibilities?

Section 14 of the Education Act 1996 places LAs under a general duty to provide a school place for every child living in their area of responsibility, irrespective of their needs. This may be in mainstream or specialist provision.

Health services, the LA and their partners are required to:

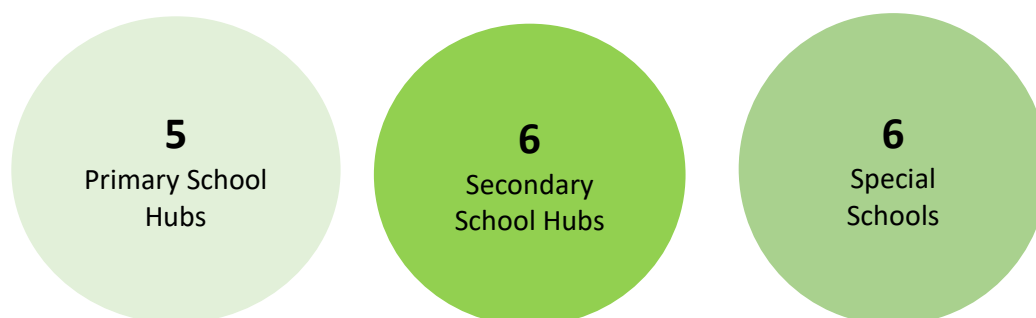
- include children, young people and their parents/carers in decision-making at individual and strategic level
- work cooperatively together both at a strategic level when developing, buying and managing services and also at an individual level when agreeing support to families including the production of EHCPs for children and young people

The Children and Families Act (2014) also places a duty on every LA to publish a Local Offer, setting out in one place information on the provision they expect to be available in their area for children and young people aged between 0 and 25 who have SEND.

### 5.3 What types of provision are available?

The Council is committed to inclusion and will endeavour to support children in mainstream schools wherever possible. However, there are a number of special education providers for those children and young people who have the most severe needs and where the families request specialist provision.

*Specialist Provision in Peterborough as of 1<sup>st</sup> September*



### 5.4 How has the COVID-19 pandemic affected SEND provision?

The COVID-19 pandemic has had a significant impact on SEND provision. Whilst settings were open to vulnerable pupils, many were only able to offer reduced timetables with limited space and staffing in response to the requirement to maintain small, consistent groups ('bubbles').

Whilst restrictions have now been lifted, with children and young people able to return to education full-time, it is acknowledged that the situation is ever-changing and needs to be monitored closely. The government has made it clear that should further restrictions be required, these should only be considered as a last resort, kept to the minimum number of settings or groups, and for the shortest amount of time possible.

The effects of COVID-19 on place planning are not yet known. The number of applications for an Education, Health and Care Needs Assessment has increased. Data will therefore need to be monitored carefully as we enter this period of recovery to fully understand any changes as a result of the pandemic

### 5.5 How do we identify pressures?

#### National Statistics

The DfE publishes national statistics on an annual basis. These are collated using the information provided as part of the school census on pupils with SEND and SEND provision in schools. This provides further analysis by primary type of need, and the trends over time.

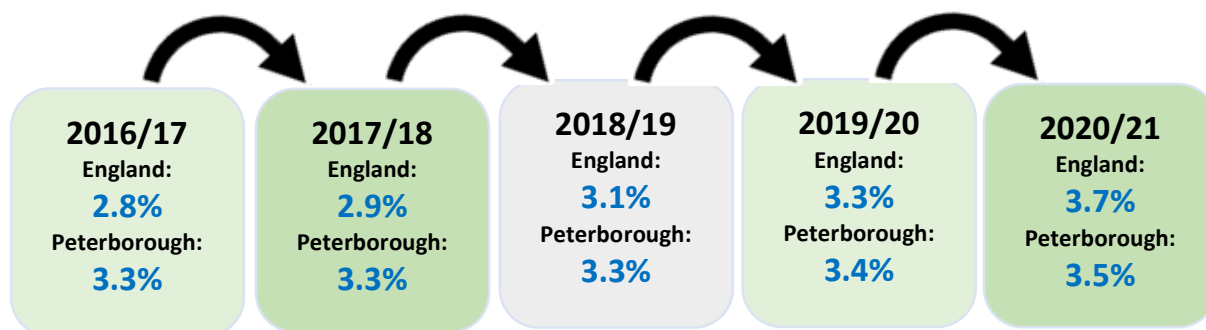
### **Forecast Information**

Projections of SEND need are calculated based on a standard formula using data from the last four years. These provide a snapshot of possible trends and pressures for the future. This method places most focus on areas where there is growth or turbulence beyond what might be expected from population increase and where a clear strategy is required to ensure that needs can be met.

### **5.6 How has this changed over time?**

Nationally, the percentage of pupils with an EHCP has increased to 3.7%, continuing a trend of increases since 2017. The percentage of pupils with SEN but no EHCP has also increased slightly, from 12.1% to 12.2% (DfE, July 2021).

In Peterborough 3.5% of children and young people currently have an EHCP. This is slightly below the national average.



### **5.7 How do we commission places for pupils with SEND?**

The Children and Families Act 2014 says LAs must integrate educational provision and training provision with health and social care provision, where it promotes wellbeing and improves the quality of provision for children or young people with SEND.

LAs and NHS clinical commissioning groups (CCGs) must make joint commissioning arrangements for education, health and care provisions for children and young people aged 0 - 25 with SEND. Joint commissioning may involve services that we already run by, or buying services from, organisations. Reviewing and monitoring of services is ongoing and involves service users and providers.

Similar to the central route for establishing new mainstream schools, the DfE operates a central programme for opening new special schools or new alternative provision.

Councils can bid to the DfE, outlining a school specification. If this is approved, the DfE will seek expressions of interest from the sector to open and run the new provision. Alternatively, Councils are still able to run a competition to seek a sponsor for a new special provision.

## 5.8 What are the pressures? How are we responding?

### **What pressures have been identified previously?**

The growth in the number of pupils with SEND, and with an EHCP means that further specialist support and specialist places may be required across the 0 to 25 age range with significant investment required to deliver these. Peterborough has traditionally used far more specialist placements than the regional or national average. However, whilst numbers remain high, there is a downward trend so that we are seeing more children and young people with EHCPs in mainstream schools. In the next five years, it is likely that the greatest pressure will be in 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.

### **What are we doing now?**

The Government has committed £215 million of capital funding to help LAs 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.

We have established a network of hubs to grow resilience and expertise in Peterborough mainstream schools. Every hub has an area of SEND specialism and their principle duty is to provide a centre of expertise that can be accessed by all schools in Peterborough to provide training, advice and modelling of best SEND practice. Some hubs have specialist places for children with EHCPs, but the majority do not. Hub numbers continue to grow and in conjunction with the SENCO network they are proving to be powerful forces for driving change and improvement.

A project to provide a separate specially designed early years SEN building at Heltwater Special School with outdoor play areas, parking and drop off. The new building will be able to accommodate 40 early years SEND children. The planning application was submitted in August 2020 and the project is forecast to be completed by September 2022. The new building will not be creating additional places but will be re-providing accommodation that is currently being provided in two large temporary mobiles on the existing school site.

An expansion and refurbishment of Marshfield Special School. This project was completed in April 2021. It increased the number and type of specialist classrooms to reflect a change in the level of needs of the children attending the school and an extension to the age range with pupils able to enter the school in Year 5 whereas previously this had not been until Year 7.

## 5.9 Useful Links

[Cambridgeshire County Council Capital Programme: Business Plan \(2020-21 to 2024-25\). See Section 3A, Tables 4 and 5.](#)

[Cambridgeshire County Council's SEND offer: 'the local offer'](#)

[Care Act \(2014\)](#)

[Children and Families Act \(2014\)](#)

[Contingency Framework: Education and Childcare Settings](#)

[Equalities Act \(2010\)](#)

[Learn Together Cambridgeshire website: Guidance and Teaching in Cambridgeshire and Peterborough schools](#)

[Mental Capacity Act \(2005\)](#)

[Ofsted](#)

[SEND and specialist settings: additional COVID-19 operational guidance \(applies after Step 4\)](#)

[SEND Code of Practice \(2015\)](#)

[SEND Information and Advice Support Service \(SENDIASS\)](#)

[Think Autism: an update to the Department of Health strategy \(2014\)](#)

[Transforming Care - Building the right support \(2015\)](#)

[Working Together to Safeguard Children \(2018\)](#)

## Appendix A: Demographic Forecast Methodologies

### A.1 Analysis of data

Cambridgeshire County Council's Business Intelligence Team, on behalf of Peterborough City Council, undertakes research and analysis of population data. This includes birth data supplied by the NHS, school census data and the Government's ten-year census. From this data, a range of population and school place forecasts are produced.

### A.2 Early Years and Childcare

Future demand for pre-school provision is assessed on the basis of the number of children born in the county each year. Data is obtained from *NHS Provide*, providing counts of children aged 0 to 4 that are registered with a doctor, by school catchment area and by lower super output area<sup>11</sup>. Translating this information into a pattern of demand for childcare is difficult as families can choose to take up provision close to their workplaces rather than to their home and take up rates for childcare places are different depending on family circumstance. Therefore, the NHS data is only considered together with a broader Childcare Sufficiency Assessment.

### A.3 Primary and Secondary Provision

Forecasts are produced once a year. These show the number of pupils anticipated to attend schools within Peterborough. The key inputs to the forecasting model are the latest data on actual school rolls (taken from the annual January school census counts) and NHS data, showing the number of 0-4 year olds. The forecasts are based on the assumption that recent trends, generally those in the past three years, will continue over the next ten years. In detail, the assumptions used are as follows:

- 4 year-old pupils: Intake of 4 year-olds into reception classes the following year is projected on the basis of the relationship over the last three years between the numbers of children aged 4 arriving at school and the numbers of births five years earlier – currently an average arrival rate of 95.5% across Peterborough;
- 5-10 year-old pupils: Projected on the basis of the average change in the size of year-groups over the last three years
- 11 year-old pupils: Projected on the basis of the average proportion transferring from the top primary year-group to secondary school over the last three years – currently a transfer rate of 98.89% averaged across Peterborough. The net loss on transfer mainly represents moves into the private sector.

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<sup>11</sup> A Super Output Area (SOA) is a geographical area designed for the collection and publication of small area statistics. It is used on the Neighborhood Statistics site and has a wider application throughout national statistics. SOAs give an improved basis for comparison throughout the country because the units are more similar in size of population than, for example, electoral wards. Further information can be found at: <http://www.ons.gov.uk/ons/guide-method/geography/beginner-s-guide/census/super-output-areas--soas-/index.html>

While Council-level forecasts of pupil numbers are the most robust for planning future provision at a strategic level, they do not give sufficient geographical detail to enable planning at a local level or to assist individual schools with their plans. Therefore, two other kinds of pupil forecasts for existing schools and communities are produced, these are:

- Future pupil numbers, determined by the school children are forecast to attend (trend based)
- Future pupil numbers, determined by catchment areas (catchment based)

#### **Individual (trend based) forecast**

Individual (trend based) school forecasts are produced once a year. These forecasts apply recent trends of parental preference, as well as taking current catchment numbers into account. These forecasts are primarily used to support individual schools' budgetary and organisational planning.

#### **Catchment area forecast**

For strategic planning purposes, catchment area forecasts are produced. These forecasts take full account of all pupils living within each primary school catchment area and are not limited by the capacity at any school. These forecasts make no assumptions about which school pupils will go to; therefore, they do not attempt to model the impact of parental preference. Experience has shown that parental preference can change dramatically over relatively short periods of time. The catchment forecasts also follow a trend-based approach, specifically:

- number of 4 year olds living in each catchment and attending a school are forecast on the basis of the relationship between the numbers of children recorded as living in the catchment in the NHS GP Registration data and the numbers attending maintained schools and living in each area (as shown by the January school census) over the previous three years
- year-groups are assumed to progress through the school phases, within the same catchment area, adjusted for the average net gains and losses experienced within those areas over the past three years

This approach provides a sound basis for ensuring that the overriding statutory duty to provide a school place for all pupils whose parents want them educated in the state-funded sector is met. It is particularly effective when considering not just capacity and demand for places at individual schools, but those within geographical areas, enabling effective utilisation of resources. Using this approach and not looking specifically at demand and capacity of individual schools also means it is possible to make allowances for parental preference.



The Council is able to collate data about parental preference from admission applications. The annual school census can also be used to show where children are not attending their catchment school. In combination with other information gathered, this provides a means of assessing patterns of parental preference. Although patterns of parental preference can, and often do, change on a regular basis, it is important that due consideration is given to promoting choice during reviews of education provision.

Whilst accepting the rights of parents to express a preference for a school place, this is considered to be secondary to the Council's duty to secure sufficient school places. This is especially important in terms of making efficient use of limited capital resources. However, where pressures are identified, due consideration is given to parental preference in determining solutions to providing additional capacity.

#### **A.4 Local Population Forecasts and Estimates**

Cambridgeshire County Council's Business Intelligence Team produces local population estimates and forecasts for Peterborough City Council. The current forecasts start from a base year of 2015 derived from the Council's mid-2015 population estimates. These population forecasts are 'policy-led', so that they are consistent with planned levels of house building between 2015 and 2036. The 2015-based population forecasts are mainly based on the 2015 housing trajectories, with some interpolation and extrapolation by Business Intelligence.

POPGROUP<sup>12</sup> is used to produce population forecasts. The forecasts are produced by ageing forward the population by sex and single year of age, year-by-year, from 2015 to 2036 in the 2015-based population forecasts. Population change is forecast by allowing for the main components of population change: births and deaths (which together give natural change), and migration. This is the standard population forecasting methodology, as used by the Office for National Statistics (ONS).

Births are forecast by applying age-specific fertility rates to the numbers of women of child-bearing age in the local population. The forecast age-specific fertility rates used in the model to produce the 2015-based population forecasts are taken from the ONS 2014-based population projections for the relevant districts within Cambridgeshire and Peterborough.

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<sup>12</sup> POPGROUP is a suite of demographic software developed to generate population estimates and forecasts, now managed and developed by Edge Analytics under licence from the Local Government Association (LGA) / Improvement and Development Agency (IDeA), the owners of the software.

Deaths are forecast by applying age-specific mortality rates to the number of men and women in the local population. The forecast sex- and age-specific mortality rates used in the model to produce the 2015-based population forecasts are taken from the ONS 2014-based population projections for the relevant districts within Cambridgeshire and Peterborough.

Net migration is the balance between migration into an area and migration from it. The age and sex structure of migrants gives the probability of migrants being of a particular age and sex. This structure is determined for the base year of the model and then fitted to forecast totals of net migration to produce numbers of migrants into or out of an area by sex and age. The age and sex structure of migrants used in the model is taken from the ONS 2014-based population projections for the relevant districts within Cambridgeshire and Peterborough. In the 2015-based population forecasts, in-migration is adjusted such that the number of households generated by the model is consistent with the number of dwellings that are expected to be built between 2015 and 2036.

*POPGROUP is a suite of demographic software developed to generate population estimates and forecasts, now managed and developed by Edge Analytics under licence from the Local Government Association (LGA) / Improvement and Development Agency (IDeA), the owners of the software.*

## A.5 New communities

The scale and likely impact of housing growth within Peterborough is assessed from the Council's development plans in its capacity as the Local Planning Authority, and specifically the Housing Trajectories and Site-Specific Development Plans. It is important to emphasise that these Plans do not provide assurance that this level of development will occur, as housing development is driven by economic conditions and market forces. Likewise, these strategies do not preclude additional 'speculative' development being proposed. They do, however, provide the best information available on which to base planning of future education provision in relation to proposed development.

Housing developments range in size from major development sites, often of 100+ homes, to windfall developments which can be as small as 1-2 dwellings.<sup>13</sup> Whilst windfall developments are not identified within them, most Core Strategies will

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<sup>13</sup> Windfall housing is any residential development that is granted consent on land or buildings not specifically allocated for residential development within a Core Strategy or Local Plan. Typical examples of a windfall development include:

- Infill plots in settlements;
- Development on unexpected brownfield sites such as at a factory which suddenly closes down;
- Properties in people's gardens or the intensification of sites by demolishing one property and replacing it with several new ones; and
- Conversions of rural buildings to residential properties.

include references to areas and circumstances under which such development may be welcomed.

As the scale of development is lower on windfall sites, the impact on demographic pressures from these sites is less than from major developments and can be incorporated within general forecasts. In contrast, major developments require specific forecasts, and often lead to the identification of a need for additional provision. However, as this can be over extended periods, it is important to understand the likely short and long-term impact of these developments to support strategic planning of future provision.

The scale and pace of development is assessed by the Business Intelligence Team, who prepare and publish an annual development survey of housing development across the county.

All forecasting is an inexact process, heightened by the number of unknowns that exist in relation to future developments. While some key variables, such as dwelling size and tenure mix, can be identified, many, for example, the impact of place and design influencing the desirability of a development, cannot. Added to this is the need for infrastructure to evolve to meet the needs of the population as the development settles and matures.

To aid its forecasting for new housing developments assumptions for the numbers and age-range of children likely to live in different types of housing has been adopted. These assumptions are known as multipliers, these were approved by Cabinet in November 2020. The current general multipliers are listed below:

- 20-30 pre-school aged pupils per 100 dwellings
- 35-45 primary children per 100 dwellings
- 23-33 secondary pupils per 100 dwellings

Underpinning the 'general multipliers' are detailed multipliers for different tenures and dwellings sizes.

The general multipliers, together with projections of the pace of housing delivery, enable the build-up of demand for school places to be modelled and planned at an early stage. As development proposals progress, the forecasts continue to evolve, as details of housing and tenure mix and pace of development become confirmed. These forecasts are monitored alongside pupil numbers obtained from school census data and NHS GP Registrations, and revised forecasts are produced.

## Appendix B: School Capacity Forecast Methodology

### B.1 Statutory requirements

Regulations require the LA to provide a statement to accompany the DfE's annual School Capacity Collection (SCAP) forecast pupil numbers explaining the method by which the forecast has been made.

### B.2 Sources of data

- Pupil numbers already on roll come from the January annual school census, **January 2021**.

Primary forecasts of reception numbers are based on numbers of children of pre-school age living in catchments derived from **NHS Provide Data**. To complete this piece of work the Council received a data table listing numbers of children by postcode. The Council used a detailed look-up table / gazetteer so that children aged 0-4 (**as at August 2020**) could be allocated to school catchment areas.

**Admissions for autumn 2020** are based on actual admissions data as at the end of the second round of applications under the Council's school admissions process.

- Intakes for 2023/24 are based on **forecast numbers of births** taken from a three-year average of births for the previous three years.
  - Data about future house building is taken from an assessment of the District Council Annual Monitoring Reports (AMRs) and **published future housing trajectories / five year land supply reports**. This assessment was supported by the County Council's Business Intelligence team who provide a planning monitoring service for all of Cambridgeshire's districts.

### B.3 Processing the data

The County Council's Business Intelligence Team has developed a combined pupil forecasting model, which has been in use since 2018. Together with the improved model there are set written procedures for updating and rolling forward the model with new data:

- Raw data for school roll, 0-4s and births were entered into the model and subject to a quality assurance process (see below).
- By default, year-groups are assumed to move through schools with an average of the net gains and losses experienced within the schools over the past three years. Where there was a significant reason to vary this methodology (for example because of erratic or exemption year group change in one of three of the past years) then this decision was made by the pupil forecaster and recorded.

- The model was adjusted to take into account changes in school organisation. For example, the opening of new schools.
- Intake at four years old is forecast on the basis of the relationship between the numbers of children recorded as living in the primary school catchment in the Children Health Information Service (CHIS) data, and the average of actual intakes at that school from the previous three years. Real-time information from schools and the Admissions Team on the expected September 2021 intake (allocations) is also incorporated in the forecasts.
- Intake at 11 years old is forecast on the basis of the relationship between the numbers of 10-year-old pupils in the primary schools normally feeding to a secondary school and the average of actual intakes at that school from the previous three years. Admissions system data on allocations to school places from the second round of admissions for the September 2021 intake is also incorporated into the forecast.

#### B.4 Quality Assurance

- Forecasts are completed by the Business Intelligence Team that has a track record / expertise in forecasting and also holds the population forecasting model and the regional economic forecasting model.
- All data entry is quality assured. The process is that one member of the team at 'analyst' level enters the data and checks it. Then a second member of the team at 'senior analyst' level rechecks all the data entry. Key checks are then made against totals etc. to ensure all 0-4 numbers and Pupil Level Annual School Census (PLASC) numbers equal the original totals.
- This point provides a chance to check the accuracy of the previous year's one year forecast. Significant differences are identified and explained. For the most part variances are attributable to known uncertainties for example areas undergoing rapid house building, schools with poor Ofsted judgements or areas of significant population turnover. Where the difference is attributable to modelling decisions (only a small number of cases) then assumptions are adjusted for the following year's forecasts.
- Forecasts generated and then sense checked against previous years forecasts. Where there are significant variations then the forecasts are rechecked and adjusted if needed. This process is managed through regular meetings of the forecasting team.
- Forecasts are then passed to the Place Planning Team and checked with Place Planning Officers. Again, variations in Officers understanding of the situation on the ground are checked with the Research Team and a dialogue is held to ensure that the forecasts represent as accurate a picture as possible given the known information.

## **B.5 Other Factors**

### **Housing**

Individual school forecasts are adjusted for expected major changes in house building within the school catchment, i.e., the beginning or completion of a large housing estate. Housing additions are based on trajectories provided by the council's planning departments each year.

### **Cross border movement**

Pupil numbers from the January 2021 annual school census includes pupils on roll at Peterborough schools living outside the LA area, so that cross border parental preference is accounted for.

## **B.6 Forecasting model**

There have been no changes to the forecasting model since last year.

## Appendix C: School Planning Areas

| School Name                     | Planning Area Name          |
|---------------------------------|-----------------------------|
| The King's Cathedral School     | Central Primary             |
| Thomas Deacon Academy           | Central Primary             |
| Welland Academy                 | Central Primary             |
| Gladstone Primary Academy       | Central Primary             |
| Dogsthorpe Academy              | Central Primary             |
| St Thomas More Catholic Primary | Central Primary             |
| Fulbridge Academy               | Central Primary             |
| The Beeches Primary             | Central Primary             |
| All Saints CofE Primary         | Central Primary             |
| Dogsthorpe Infant               | Central Primary             |
| Queen's Drive Infant            | Central Primary             |
| Bishop Creighton Academy        | Central Primary             |
| Newark Hill Academy             | Central Primary             |
| Lime Academy Parnwell           | Central Primary             |
| Lime Academy Abbotsmede         | Central Primary             |
| Discovery Primary               | North Primary               |
| William Law CofE Primary        | North Primary               |
| Norwood Primary                 | North Primary               |
| Paston Ridings Primary          | North Primary               |
| Welbourne Primary               | North Primary               |
| Werrington Primary              | North Primary               |
| Gunthorpe Primary               | North Primary               |
| Eyrescroft                      | West Primary                |
| Highlees                        | West Primary                |
| Sacred Heart RC                 | West Primary                |
| West Town Primary               | West Primary                |
| Middleton Primary               | West Primary                |
| Longthorpe Primary              | West Primary                |
| Thorpe Primary                  | West Primary                |
| Ravensthorpe Primary            | West Primary                |
| Lime Academy Watergall          | West Primary                |
| Ormiston Meadows                | The Ortons                  |
| Leighton Primary                | The Ortons                  |
| Winyates Primary                | The Ortons                  |
| St John's Church School         | The Ortons                  |
| St Botolph's C of E Primary     | The Ortons                  |
| Orton Wistow Primary            | The Ortons                  |
| Braybrook Primary               | The Ortons                  |
| Brewster Avenue Infant          | Fletton/Woodston/Stanground |

|                                 |                             |
|---------------------------------|-----------------------------|
| Nene Valley Primary             | Fletton/Woodston/Stanground |
| Old Fletton Primary             | Fletton/Woodston/Stanground |
| Woodston Primary                | Fletton/Woodston/Stanground |
| Heritage Park                   | Fletton/Woodston/Stanground |
| Oakdale                         | Fletton/Woodston/Stanground |
| Stanground St Johns             | Fletton/Woodston/Stanground |
| St Augustine's C of E           | Fletton/Woodston/Stanground |
| St Michael's C of E             | Fletton/Woodston/Stanground |
| Southfields                     | Fletton/Woodston/Stanground |
| Hampton College                 | The Hamptons                |
| Hampton Hargate                 | The Hamptons                |
| Hampton Lakes                   | The Hamptons                |
| Hampton Vale                    | The Hamptons                |
| Barnack                         | Rural Primary West          |
| Castor                          | Rural Primary West          |
| John Clare                      | Rural Primary West          |
| Northborough                    | Rural Primary West          |
| Peakirk-cum-Glinton             | Rural Primary West          |
| Wittering                       | Rural Primary West          |
| Duke of Bedford                 | Rural Primary East          |
| Eye                             | Rural Primary East          |
| Newborough                      | Rural Primary East          |
| Arthur Mellows Village College  | Secondary North             |
| Ken Stimpson Community School   | Secondary North             |
| Queen Katharine Academy         | Secondary North             |
| City of Peterborough Academy    | Secondary Central           |
| Greater Peterborough UTC        | Secondary Central           |
| Jack Hunt School                | Secondary Central           |
| King's (The Cathedral) School   | Secondary Central           |
| St. John Fisher Catholic School | Secondary Central           |
| Thomas Deacon Academy           | Secondary Central           |
| Hampton College Academy         | Secondary South             |
| Hampton Gardens Academy         | Secondary South             |
| Nene Park Academy               | Secondary South             |



## Appendix D: Capital Funding

### D.1 Capital Programme

The Council, as part of its annual budget-setting process, sets out its three-year capital spending projections.

Whether temporary or permanent, the Council is committed to providing accommodation that meets both statutory and local policy requirements, including the Equalities Act (2010), to support children and young people with SEND in mainstream schools. In doing so the accommodation should:

- be of high quality
- be fit-for-purpose
- provide value for money
- provide flexibility to respond to changes in need and curriculum

The very nature of capital planning necessitates alteration and refinement to proposals and funding during the planning period. Therefore, whilst the early years of the Business Plan provide robust, detailed estimates of schemes, the later years only provide indicative forecasts of the likely infrastructure needs and revenue streams for the Council.

[Business Plan 2020-2021](#)

### D.2 Education and Skills Funding Agency (ESFA)

The ESFA, which is part of the DfE, provides all funding for free schools including capital funding. Once approved, free schools are given an ESFA contact who will work with them to acquire a suitable site for the school. The ESFA will pay for the purchase and lease of the building or land as well as any building work or refurbishment that needs to be done.

In addition, the Council will work with academies and free schools to seek to secure capital funds from the ESFA to help address condition and suitability needs.

### D.3 Developer Contributions

When a new development is being built the Council will seek Community Infrastructure Levy (CIL) or S106 contributions from the developer to ensure the effect of the development is mitigated.

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