



# Peterborough's 0-19 Education Organisation Plan

2022-2023

		
<p><i>Exterior under construction at St John Henry Newman</i></p>	<p><i>Drawing of the exterior of Manor Drive Primary and Secondary Academy</i></p>	<p><i>Drawing of the exterior of Hampton Lakes Primary</i></p>
		
<p><i>Outside courtyard at Hampton Gardens Secondary</i></p>	<p><i>Art classroom and DT workshop under construction at Marshfields Special School</i></p>	<p><i>Drawing of Early Years extension at Heltwate Special School</i></p>

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 because of both significant new housing development, as well as demographic change resulting from recent increased birth rates.

The Education Organisation Plan considers education provision in Peterborough across the whole 0 to 19 age range and up to the age of 25 for children with special educational needs and/or disabilities (SEND).

***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.

Please be aware that information in this document is not intended for use as part of S106 negotiations.

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.

Clare Buckingham  
Strategic Education Place Planning Manager (Cambridgeshire and Peterborough)  
Peterborough City Council,  
Sand Martin House, Bittern Way,  
Fletton Quays  
Peterborough  
PE2 8TY

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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 Director and other key local stakeholders. The Regional Director 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 Census 2021, is estimated as 215,700 residents. Peterborough's population growth has been significant and sustained, increasing by 38.2% between Census 2001 and Census 2021. Population growth was 17.5% between Census 2011 and Census 2021, making Peterborough one of the fastest growing local authorities in England.

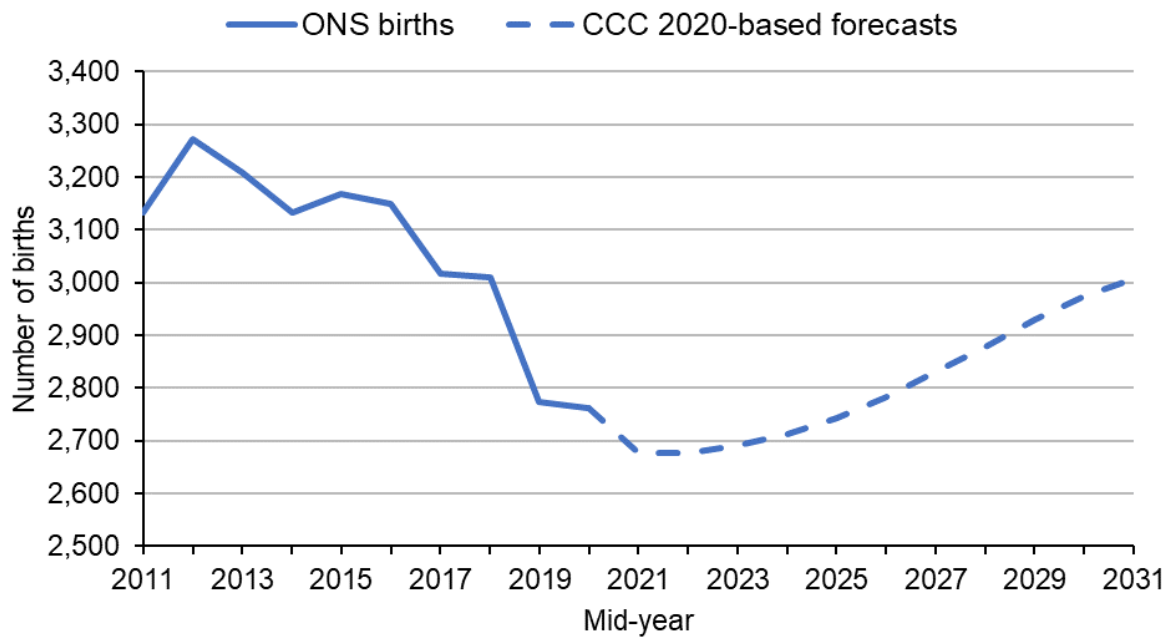
#### 1.2 Demographic change

Using the actual number of births per year and a forecast of future birth numbers helps provide an overview of the demand for school places. Peterborough continues to have amongst the highest birth rates (the number of live births per 1,000 population of all ages) 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 declined overall, although still fluctuated 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 population aged 0-4 years has increased by 2.2% between Census 2011 and Census 2021, from 13,900 to 14,200. In the same time period, the population aged 5-14 years has increased by 37.5%, from 22,700 to 31,200, a result of the previous higher number of births ageing on.

The number of annual births has decreased slightly in 2021, but is then forecast to steadily increase to 2026. The graph below shows estimated and forecast numbers of births between 2011 and 2031.

Figure 1: Number of births in Peterborough



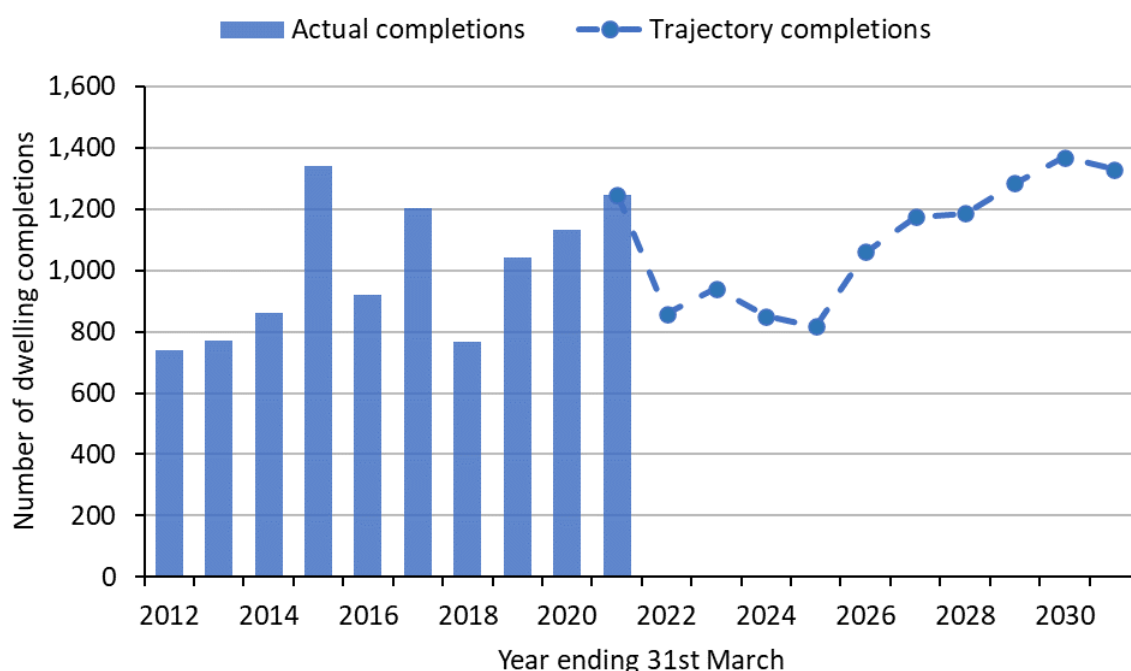
Source: Office for National Statistics (ONS) Mid-Year Estimates (2011-2020), Cambridgeshire County Council Business Intelligence Research Team’s 2020-based population forecasts (March 2022)

### 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 (more than 1,000), 2019-20 (more than 1,100) and 2020-2021 (more than 1,200). All in all, there have been more than 10,000 net additional dwellings between mid-2011 and mid-2021.

The Local Plan, adopted on 24th 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. 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 2021 and forecast completions from 2022 to 2031.

Figure 2: Net housing completions and trajectory



### 1.4 Migration

International migration into Peterborough has been a significant driver of population growth. Since COVID-19 robust data on migration has not been available. ONS migration estimates suggest that international net migration peaked in 2015 and has since been declining. Trends in National Insurance Number (NINo) registrations can also provide an indication of international migration. All people coming to the UK and who take up employment for the first time must obtain a NINo. While migrant worker NINo 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. However, in 2020 there was a large decrease in the number of NINo registrations, most likely caused by the international travel restrictions introduced in response to the COVID-19 pandemic.

Later releases of Census 2021 data by the Office for National Statistics in 2022 will provide much more up-to-date information than is currently available on migration. The continued strong growth in population over the last ten years indicates that migration remains a central driver of population change, and will continue to be a key consideration in the provision of early years/childcare and school places.

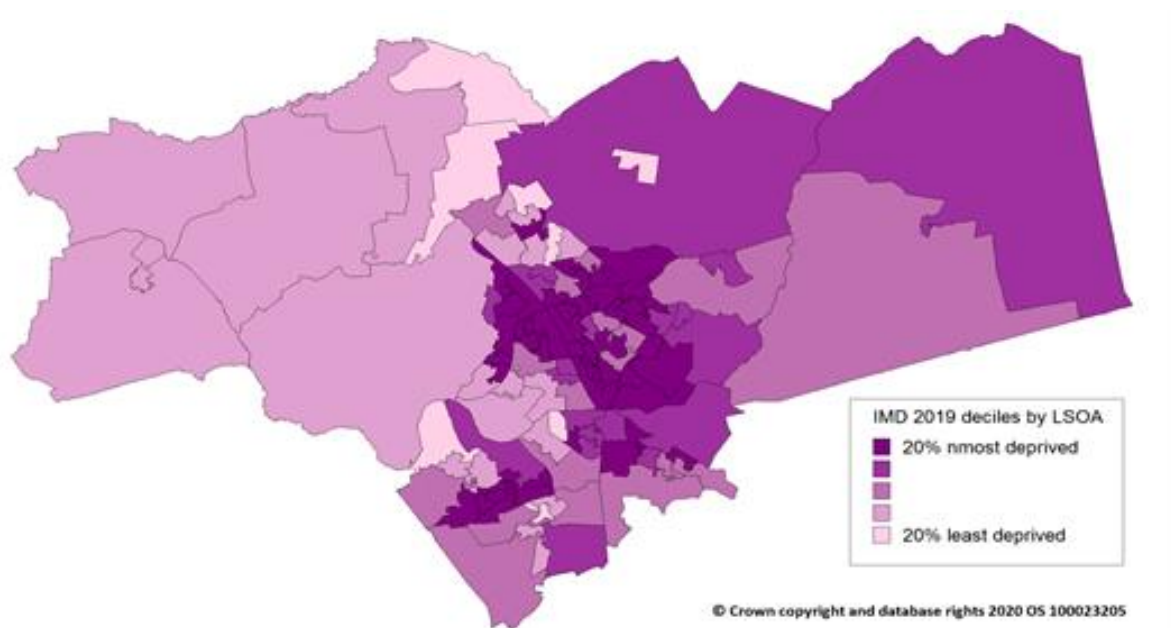
### 1.5 Social and Economic Diversity

Rapid and sustained population growth, 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 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 Lower Layer Super Output Areas (LSOAs) in the top 10% most deprived nationally using the Indices of Multiple Deprivation (IMD) 2019 national deciles<sup>1</sup>. 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.

The Indices of Multiple Deprivation 2019 do not consider any impacts of the COVID-19 pandemic. The review of emerging evidence of needs and impacts on Cambridgeshire & Peterborough from COVID-19<sup>2</sup> highlights some of the potential impacts on deprivation. Peterborough's claimant count unemployment rate<sup>3</sup> had already begun to track upwards during 2018 and 2019, and in the economic disruption caused by the COVID-19 pandemic the claimant count unemployment rate doubled between March and June 2020. This peaked in March 2021 and has steadily decreased since then, however in June 2022 Peterborough's claimant count was still above pre-pandemic levels. There has also been a rise in pupils claiming free school meals, with a 41.8% increase seen between Spring 2019 and Spring 2021.

*Figure 3: Economic and social deprivation across Peterborough*



<sup>1</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 are a total of 32,844 LSOAs nationally.

<sup>2</sup> [COVID-19: The review of emerging evidence of needs and impacts on Cambridgeshire & Peterborough Pack 1](https://cambridgeshireinsight.org.uk/coronavirus/impacts/) was published on 29 September 2021, produced by Cambridgeshire County Council and Peterborough City Council Business Intelligence, Public Health Intelligence and Cambridgeshire and Peterborough Clinical Commissioning Group Intelligence teams. <https://cambridgeshireinsight.org.uk/coronavirus/impacts/>

<sup>3</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.

The retail, employment services, health and care, business and professional services sectors are all significant employers in Peterborough. 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 Councils 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 Council 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 was 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, as identified by the Department of Work and Pensions (DWP) or who are 'Not in Receipt of Public Funds' (NRPF)) 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>4</sup>. To ensure sufficient childcare, the Council allows settings with a 'Requires Improvement' outcome to continue to accept funded children, should parents/carers choose to take up a place there. Overall, 99% of funded two-year-olds and 92% of funded three and four-year-olds access their free early education entitlements in settings graded 'Good' or 'Outstanding'<sup>5</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.

### **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 Council 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 Council 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 Council, 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 can 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 Council 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.

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<sup>4</sup> Section A3 of Early Education and Childcare (2018)

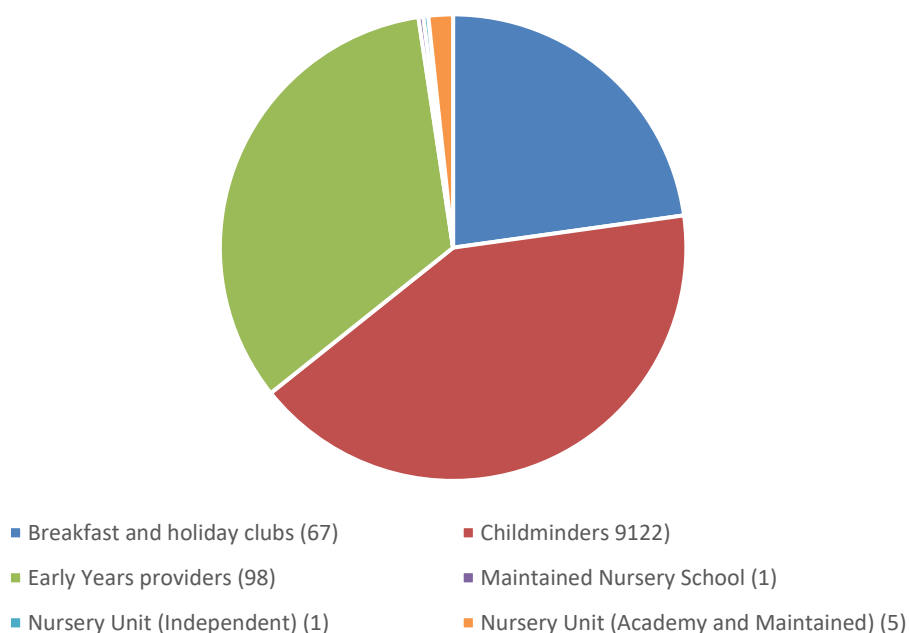
<sup>5</sup> Department for Education (2022) [Education provision in Children Under 5 Statistics](#)

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 85.7% of places available are delivered by Private, Voluntary and Independent (PVI) providers.

Figure 4: Active Early Years and Childcare provision in Peterborough, 1st August 2022



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, a trend also observed in Peterborough. However, 2022 data shows that nationally, regionally and locally in Peterborough there has been an increase in take up, particularly notable for two-year-old funded children.

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.

Figure 5: Education provision: children under 5 years of age (DfE, January 2022)

Percentage of 2, 3 and 4-year-old children benefiting from funded places (%)						
	2017	2018	2019	2020	2021	2022
<b>2-year-olds</b>						
Peterborough	71	69	69	66	62	70
East of England	73	70	69	71	64	74
England	71	72	68	69	62	72
<b>3-year-olds</b>						
Peterborough	90	87	90	88	85	87
East of England	93	94	93	92	87	93
England	93	92	92	91	84	90
<b>4-year-olds</b>						
Peterborough	95	94	91	92	90	94
East of England	95	95	96	95	93	95
England	99	95	95	94	90	94

## 2.6 How has the COVID-19 pandemic affected Early Years and Childcare provision?

The COVID-19 pandemic greatly impacted every facet of society, and the early years and childcare sector has been no exception. Whilst we are now in the recovery phase, the sector is still experiencing some difficulties as a direct result.

In April 2022, the Department for Education (DfE) published a briefing, drawing upon inspection evidence gathered in the Spring 2022. Its findings show that providers have had difficulty retaining high-quality staff which has left some providers with fewer skilled practitioners. Where staff numbers are reduced, the child-to-staff ratios required under statutory guidance may not be met, so providers may have to reduce the number of places available to children accordingly.

Peterborough City Council compiles termly occupancy data to understand the current capacity within the childcare market. "Critical point" is the point at which the local authority considers that an early years provider cannot take any further children for their funded

entitlement due to lack of spaces, which is 89% for day nurseries and 91% for pre-schools.

Occupancy data suggests the sector is recovering in terms of numbers of children accessing provision in most areas of the city, as average occupancy for Summer 2021 was higher than pre-pandemic levels (73.8% Summer 2019, 67.2% Summer 2020; 74.8% Summer 2021). Take up of funded entitlements has also increased following the drop in 2021 as a result of the pandemic.

However, the current cost of living crisis will have a significant impact on settings and families in Peterborough, with affordability of childcare becoming increasingly difficult for working families and delivery costs creating sustainability issues for the sector.

It will be more important to promote funded entitlements and schemes which can help families with the cost of childcare such as Tax Free Childcare in the coming months to ensure families are receiving the financial support they are eligible for.

Whilst the number of families using Tax Free Childcare has grown since its introduction in 2017/18, the scheme is under utilised in most parts of the country.

<b>Number of 3 &amp; 4-year-olds accessing Extended Entitlement (30 hours)</b>					
	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>
Peterborough	1300	1413	1501	1508	1558
% increase on previous year	-	8.7%	6.2%	0.5%	3.3%
<i>Education provision: children under 5 years of age (DfE, January 2022)</i>					

<b>Number of children with a used Tax-Free Childcare account</b>					
	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>
Peterborough	215	590	1180	1320	1815
% increase on previous year	-	174.4%	100.0%	11.9%	37.5%
<i>Tax Free Childcare Statistics (HMRC, March 2022)</i>					

## **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, schools, including academies), 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 or planned, 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

### East Ward

#### **What has recently opened or is due to open?**

Pre-school provision at East Community Centre has reopened in September 2022 providing 24 part-time equivalent places. It has been closed for the last year due to registration and committee changes.

#### **What are the requirements for housing developments over 500 homes?**

None

### Gunthorpe

#### **What has recently opened or is due to open?**

New provision planned at Manor Drive Primary Academy. This 26 full time equivalent place provision opened at the beginning of September 2022.

**What are the requirements for housing developments over 500 homes?**

Manor Drive Primary Academy, opened in September 2022, has provided early years places. A full range of childcare, including full day care and wrap around care will be required in the new community.

**Hargate & Hempsted**

**What has recently opened or is due to open?**

New provision recently opened at St John Henry Newman RC Primary School at Hampton Water. This 26 full time equivalent place provision opened at the beginning of September 2022.

**What are the requirements for housing developments over 500 homes?**

Hampton Lakes Primary School, which opened in September 2021 along with new provision at St John Henry Newman RC Primary School has provided the early years places in the expanding Hampton East community so far. A full range of childcare, including full day care and wrap around care will be required.

**Paston and Walton**

**What has recently opened or is due to open?**

Private pre-school provision opened in Paston Ridings Primary School at the beginning of September 2022, creating 30 full time equivalent places.

**What are the requirements for housing developments over 500 homes?**

None

**Stanground South**

**What has recently opened or is due to open?**

Planning consent was granted for a 78-place day nursery run by a private provider at the site of The Fenman, Whittlesey Road. This provision opened at the beginning of September 2022.

**What are the requirements for housing developments over 500 homes?**

None

**Werrington**

**What is due to open?**

Private pre-school provision opened in Hodgson Community Centre in September 2022, creating 26 full time equivalent places.

Day nursery provision, operated by the academy trust, opened in Welbourne Primary Academy at the beginning of September 2022, creating 56 full time equivalent places. This

will replace the pre-school which closed on this site in February 2022 and will accommodate the relocation of an existing nursery within the same academy trust.

**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](#)

[Childcare Act \(2006\)](#)

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

[Childcare choices](#)

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

[Early Years Foundation Stage Framework](#)

[Education recovery in early years providers: spring 2022](#)

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

[Extended entitlement to funded childcare for three and four-year-olds](#)

[Learn Together - Peterborough](#)

[Ofsted](#)

[Peterborough Early Years Market Position Statement](#)

[Peterborough Families Information Service](#)

[Two-year-old funding](#)

[Universal entitlement to funded childcare for three and four-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 Councils 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 Councils 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 Councils 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 DfE's Regional Director 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. Provision 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**

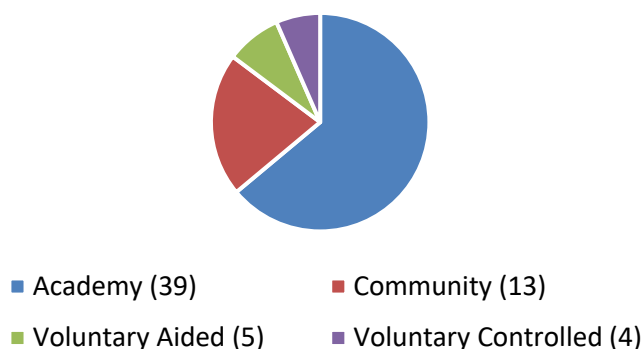
Since 2021, the DfE-funded HAF programme has provided support for school-aged children from disadvantaged backgrounds throughout the holiday periods. Children in receipt of benefits-related free school meals, newly arrived refugee families and families who are struggling financially, are eligible for the programme. This nationwide initiative includes the provision of nutritious food and education, enriching experiences, social stimulation and physical activity through funded places at local holiday playschemes.

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

#### **Primary Provision**

As of 1<sup>st</sup> September 2022, there are 60 primary schools in Peterborough, including 3 infant and 2 junior schools, plus an all-through primary and secondary school, making 61 schools with full primary provision. Two secondary schools have junior departments taking pupils for Key Stage 2. New primary schools have mainly been opened in response to the need arising from the development of large urban extensions.

Figure 6: Primary Schools in Peterborough as of 1st September 2022



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.

Figure 7: Number of primary academies in Peterborough as of July 2022



### **Secondary Provision**

As of September 2022, there are 15 secondary schools in Peterborough. One of these is an all-through primary and secondary school, two secondary schools take KS2 pupils in junior departments and one school is a University Technical College (UTC).

13 of these schools are academies and 1 is voluntary aided. The remaining community school is currently looking to convert to academy status.

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

The Council uses a several data sources and a forecasting methodology to identify pressures, see Appendix A and B 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

The DfE has agreed these planning areas and they 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 C. This will be kept under review as the Council responds to demographic changes and housing development proposals.

### **Commissioning school places**

There are currently three ways to establish a new mainstream school:

- Central Free School route: This requires an application from a Multi Academy Trust (MAT) directly to the DfE. The DfE decides whether or not to approve the application. Costs are the responsibility of the DfE.
- Presumption route: The Council publishes a specification for a school and invites MATs to apply to run that school. This requires an application to the Council, but it is the DfE which decides whether or not the preferred sponsor recommended by the Council will be approved to run the school. Costs are the responsibility of the Council.
- Voluntary Aided (VA) route: Anyone, including a Diocese or LA, may publish a proposal for a new VA school in response to a clear demand for places that the new school would provide.

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. These are currently met from centrally retained Dedicated Schools Grant (DSG) funding which is subject to annual Schools' Forum approval.

Given the uncertainty of future funding, and the current burden of revenue expenditure, the Council will utilise the national Free Schools Programme, as appropriate. If the Council believes that a new school is required but no free school proposal is approved, then it will follow the presumption route, advertising the opportunity widely to ensure that there is a strong field of high-quality applications.

In existing areas, mostly urban, 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 What was the impact of the COVID-19 pandemic on primary and secondary provision?**

The impact of the COVID-19 pandemic on schools has been well documented with a series of briefings published by the DfE on its interim visits with schools. Findings suggest that leaders felt the most challenging aspects of the pandemic were managing the logistics of COVID-19 safety measures, delivering education remotely and identifying gaps in learning.

Throughout the pandemic, building and maintenance works continued and fortunately, in Peterborough, there were no delays in expanding existing schools or developing new schools. However, during the recovery phase, the cost of both materials and labour has significantly increased. This has resulted in build projects being more costly than anticipated.

### **3.6 How has the sector responded to the situation in Ukraine?**

A number of Ukrainian children have registered for a school place in Peterborough from both the Homes for Ukraine and Families scheme. As of 8th August 2022, 32 children had been allocated places in primary schools and 20 in secondary schools. These have not created sufficiency issues in Peterborough schools at this point.

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

#### **Central Primary**

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

Historically this planning area experiences high levels of both inward and outward population movement. Current school census data (January 2022) shows 797 Reception pupils on roll at the schools, compared to 914 four year olds living in the planning area. Some parents choose to send their children to schools outside the area and there is an established trend for families to move away from the area before children start school.

The number of children starting in Reception is now predicted to stay between 739 and 823 over the forecast period, which is significantly lower than the current Reception PAN of 900.

Gladstone Academy have consulted and will be reducing their Published Admission Number (PAN) from 120 to 90 in September 2023.

##### **What are the requirements for housing developments over 500 homes?**

None.

#### **North Primary**

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

This planning area covers two distinct parts of northern Peterborough. The first is well established housing where pupil numbers are declining slightly. The second is the large urban extension Paston Reserve (Manor Drive development), this is now almost complete. However, neighbouring this is the Norwood urban extension where 2000 dwellings are planned. Consequently, there is an oversupply of places to the west of the planning area and a future demand for further places in the east.

Paston Ridings reduced their PAN from 90 to 60 in September 2021. Discovery Academy have consulted and will be reducing their PAN from 90 to 60 in September 2023.

#### **What are the requirements for housing developments over 500 homes?**

Manor Drive Primary Academy is a new 2FE (420 place) free school with a 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 free school programme. The school opened in September 2022 and is being 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.

Due to viability issues on the Norwood development, there is currently a £4 million shortfall between secured S106 contributions and the estimated cost of building a 2FE primary school on the development. Officers need to appraise what is the most appropriate course of action to meet the forecast demand (the first houses are currently due to be built in 2025).

#### **Stanground/Fletton/Woodston Primary**

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

The school population in this planning area is forecast to rise from 3,462 in 2022 to 3,500 in 2026. In 2026 the combined reception PAN across the schools of 525 will only just match the forecast demand of 514 on current trends. Most of the schools are on restricted sites, so expansion is likely to be difficult or expensive to achieve.

Spare capacity in the adjoining planning areas: to the south of the Central, the eastern Ortons and West planning areas will be used to mitigate the deficit if required.

#### **What are the requirements for housing developments over 500 homes?**

None.

#### **The Ortons**

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

The pupil population of the Ortons has fallen for the past four years and is set to continue to fall over the forecast period, from 2,154 primary aged children in 2022 to 1,946 in 2026. Reception intake is set to remain reasonably constant at around 280 children per year through the forecast period. The Reception PAN is currently 330 which means there is set to be significant capacity at these schools.

Capacity in southern parts of the Ortons has been used historically to deal with excess demand in the northern and western Hamptons. Capacity in the eastern parts of the Ortons has historically been used to deal with excess demand from Woodston and Fletton.

#### **What are the requirements for housing developments over 500 homes?**

Officers have been consulted on a pre-planning application assessment for a development at the East of England Showground site for 1450 homes. Further details around the timings of this development should be made available over the next few months. The Council will reassess capacity and demand in this planning area once we understand the demand and timings from this development.

### **The Hamptons**

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

Hampton is a new township where construction began in the 1990s. Pupil numbers have exceeded all original forecasts and are forecast to continue to increase. Two primary schools and an all-through 5-18 school provide 1680 primary places on the western section of the development. A further 3,050 dwellings are planned for Hampton East which is underway. Hampton East has Hampton Lakes a 420 place/2FE primary school and St John Henry Newman a 630 place/3FE free school (voluntary aided) primary school. The latter opened in September 2022 with a Nursery, reception and mixed Year 1 and 2 class.

#### **What are the requirements for housing developments over 500 homes?**

This planning area also includes the new urban extension of Great Haddon which at completion will comprise of 5350 homes and three primary schools. The first residential parcels on this development have had reserved matters approval and the first houses are now under construction.

Officers are forecasting that the first primary school on Great Haddon will need to open in September 2025. However, they will continue to review this date for the next 12 months before deciding in the summer of 2023 whether opening in 2025 or later is most suitable.

### **Rural West**

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

The Rural West planning area comprises several villages which between them have six primary schools.

John Clare Primary School is currently working close to capacity. There is a development of 80 houses allocated in the Local Plan for the village. This development site is owned by two different landowners. Currently the larger site has submitted a pre-planning application assessment for 80 houses. This means the current capacity of 140 places at John Clare will not be able to meet the forecast demand.

Officers have commissioned a feasibility study at John Clare to evaluate the cost of expanding the school to 210 places/1FE. Another option is to transport the children to the neighbouring schools which are forecast to have capacity, although this will result in a long term transport cost to the Council.

Wittering Primary takes children from the local RAF base and consequently has high pupil mobility. It has insufficient in-catchment pupils to fill the school and is increasingly taking out of catchment pupils because of shortfalls elsewhere. If needed, the school has historically had a capacity of 90 places in each year group but has recently operated with a PAN of 60.

#### **What are the requirements for housing developments over 500 homes?**

None

#### **Rural East**

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

There is continued housebuilding in the village of Eye, designated a 'Large Village' in the 2019 Peterborough Local Plan. Expansion is also underway in neighbouring Thorney (another 'Large Village') and in Newborough. There will be a deficit of Reception places in this planning area throughout the forecast period.

Eye Primary School primarily serves the village of Eye. It is a popular school and has been under pressure from within its catchment area to provide additional places in recent years. There are no other primary schools within the statutory 2 miles walking distance for Key Stage 1 pupils. Peterborough City Council has provided two mobile classrooms on site and growth funding to allow for additional teachers. The school has over-admitted in several year groups to meet in-catchment demand.

A permanent expansion of Eye Primary is planned but is dependent on when the Tanholt Farm development (285 houses) proceeds. As part of the S106 agreement for this development the developer is to provide additional land for the school to be able to expand. Officers have secured funding for the scheme and are in negotiations around securing a suitable haul road to allow the expansion to take place.

Duke of Bedford Primary School is a 210 place/1FE school which serves the village of Thorney. There are no other primary schools within the statutory 2 miles walking distance for Key Stage 1 pupils. There is currently one housing development under construction (75 dwellings) and another which has been submitted for planning approval (71 dwellings). The school has waiting lists for in-catchment children in most year groups.

Officers are due to submit a business case for Duke of Bedford to secure the funding for a feasibility study to understand the possible options and costs for expanding the school to 1.5FE/315 places.

#### **What are the requirements for housing developments over 500 dwellings?**

None

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

#### **Secondary North**

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

Secondary North is served by three secondary schools with a combined PAN of 744. When assessing demand over the next ten years there are forecast to be three years where demand slightly exceeds PAN. Apart from these years there will be sufficient capacity to meet demand.

Manor Drive Secondary Academy run by the 4Cs Trust in the Secondary Central Planning Area opened with a PAN of 120 in September 2022. This will also alleviate the pressure in the Secondary North Planning Area in the years where there is a shortfall of capacity.

#### **What are the requirements for housing developments over 500 homes?**

None.

#### **Secondary Central**

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

The forecast for the Central Planning area shows overall demand is set to increase up to September 2027, partly due to housing development and partly as larger primary cohorts age through into the secondary sector. From 2028/29, the pupil roll is forecast to begin to decline.

The schools in the Secondary Central Planning area had the capacity of 1375 places in Year 7 in September 2022, following the opening of Manor Drive Secondary Academy. This new school will provide sufficient capacity for the forecast demand and can be used to alleviate any extra demand from the Secondary North Planning area.



### **What are the requirements for new housing developments over 500 homes?**

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.

Officers requested the first phase of the Norwood development contributed £4,844,396 towards secondary education to mitigate its forecast impact. However, no financial contribution is being made from this scheme towards secondary school because the viability assessment said it cannot afford to do so.

### **Secondary South**

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

Secondary South is served by five secondary schools with a combined PAN for Year 7 of 1170. The secondary population in the Secondary South Planning Area is forecast to increase slightly over the next five years and then level off. This is due to the population peak moving through to the secondary phase of education and then the build-up of pupil numbers from the large urban extension at Great Haddon.

Officers and Hampton Academies Trust are in continuing discussions about when it is appropriate to increase Hampton Gardens' PAN from 210 to 240 to match its physical capacity. Both parties are agreed this needs to be done when there is sufficient demand from within the Hamptons to ensure there is no negative effect on the other local secondary schools.

Stanground Academy has consulted and will be reducing its PAN from 300 to 240 in September 2023. Officers and the Headteacher have agreed to look at this on an annual basis to ensure available provision meets demand.

### **What are the requirements for new housing developments over 500 homes?**

Officers have been consulted on a pre-planning application assessment for a development at the East of England Showground site for 1450 homes. Further details around the timings of this development should be made available over the next few months. We will reassess capacity and demand in this planning area once there is a clearer picture of the demand and timings from this development.

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 in place for this yet.

### 3.9 Useful Links

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

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

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

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

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

[Education recovery in schools: spring 2022 \(Ofsted, 4 April 2022\)](#)

[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.

### **Skills and Post-16 Education Act (2022)**

Section one of the Act requires post-16 providers of technical education to align provision with a Local Skills Improvement Plan (LSIP) devised by a representative body of local employers and, in the case of Peterborough, in conjunction with the Combined Authority for Cambridgeshire and Peterborough.

## **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.

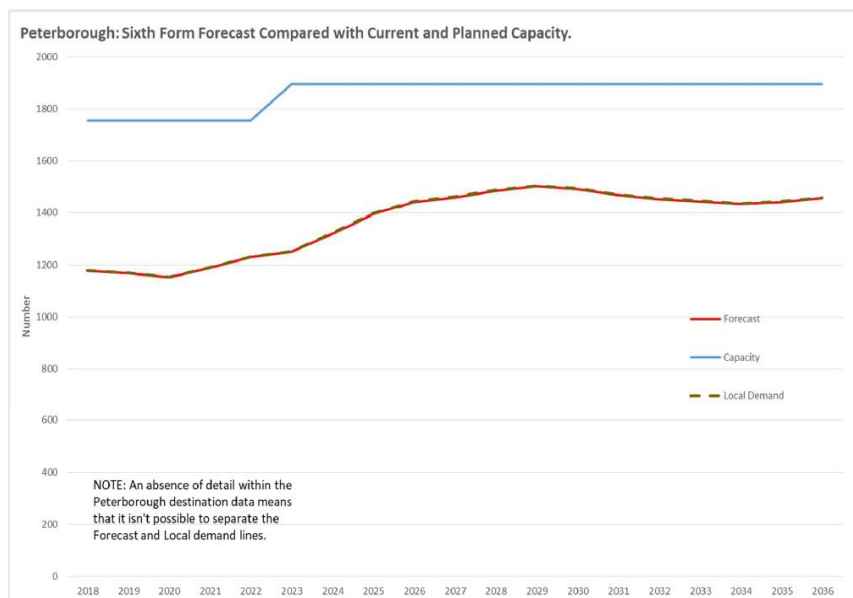
The Council recognises that the providers of post-16 education and training are autonomous institutions free to determine their own curriculum and to attract students within a free market. Likewise, providers recognise the statutory responsibility placed on LAs to secure sufficient suitable education and training opportunities to meet the

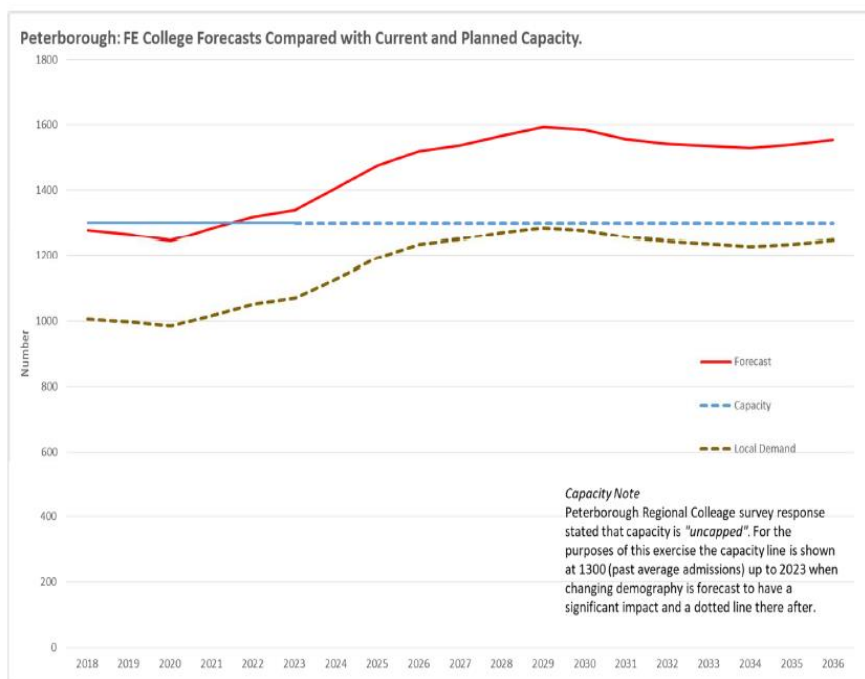
reasonable needs of all young people in their area. Each provider is responsible for delivering a high-quality learning experience promoting young people’s successful progression to 19 and beyond in the light of current legislation, including the raising of the participation age to 18. The Council is 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 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. The Greater Peterborough UTC now caters for students from Year 7 upwards.

Hampton Gardens school increased its sixth form offer in September 2022 as students are now progressing 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. The City of Peterborough Academy has been the only secondary school in the area in recent years to operate without a sixth form. Manor Drive Secondary Academy has opened this September as an 11-16 school.

## 4.6 What was the impact of the COVID-19 pandemic on Post 16 provision?

Like other learners, students aged 16-19 (in further education and school settings) had their learning disrupted due to the COVID-19 pandemic. Research suggests that this was felt to be particularly acute amongst disadvantaged learners, for whom the pandemic has exacerbated a pre-existing attainment gap (DfE Research Report, May 2022). Learners reported challenges with online learning, exam readiness and mental health.

Whilst restrictions have now lifted, some effects are still evident. As with other sectors, further education provision has reported difficulties with staffing, including both COVID-related absence and issues with recruitment and retention.

## 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 recovery in further education and skills providers: spring 2022 \(April 2022\)](#)

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

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

[Ofsted](#)

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

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

[16-19 Learners' experiences of the Covid-19 pandemic research report \(May 2022\)](#)

## 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: 0-25 Years (2014, updated 2020)**

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 several other key pieces of legislation which are used to guide practice. These include:

- Mental Capacity Act (2020)
- 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)

### **SEND Review: Right Support, Right Place, Right Time (March 2022)**

The SEND review Green Paper: 'Right Support, Right Place, Right Time' is proposing wide range reforms to SEND and Alternative Provision practice including the development of national templates and standards. This consultation document is a preliminary report of government proposals. It is not formal policy at this stage.

### **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:

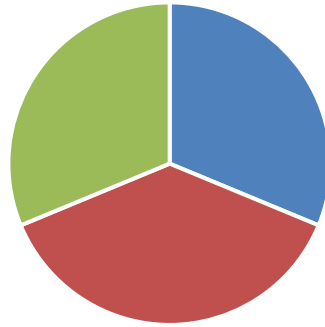
- include children, young people and their parents/carers in decision-making at individual and strategic level
- work cooperatively together both at a strategic level when developing, buying and managing services and also at an individual level when agreeing support to families including the production 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 several special education providers for those children and young people who have the most severe needs and where their families request specialist provision.

*Figure 8: Specialist provision in Peterborough as of 1st September 2022*



■ Primary School Hubs (5) ■ Secondary School Hubs (6) ■ Special Schools (5)

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

The COVID-19 pandemic had a significant impact on SEND provision. However, all schools reopened in March 2021, and though the government made it clear that further restrictions may be possible as a last resort, further closures have not been mandated. The government 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.

Due to ongoing staffing pressures in schools caused by the pandemic, some have since experienced temporary and partial closures. Whilst attendance in school for children with SEND and other vulnerabilities was prioritised, a small number of short term special school closures were experienced.

The full implications of COVID-19 on children and young people with SEND continue to be assessed, though the number of applications for an Education, Health and Care Needs Assessment has increased. We will continue to monitor data carefully to fully understand any changes as we continue through the period of recovery.

#### 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

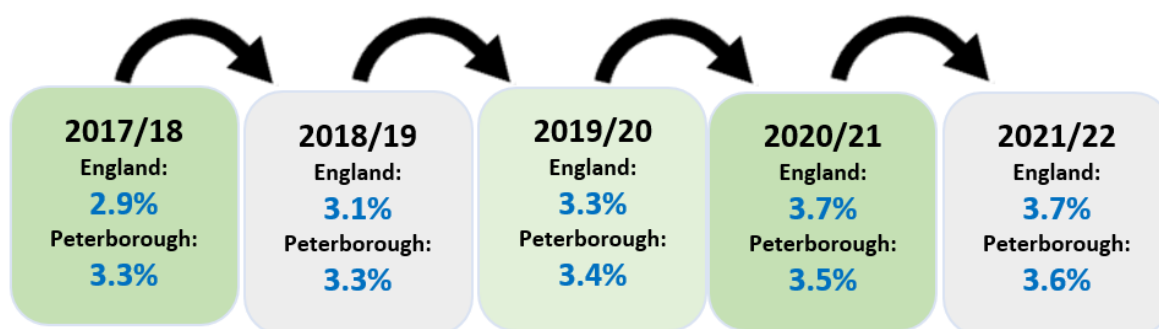
Projections of SEND need are calculated based on a standard formula using data from the last four years. These provide a snapshot of possible trends and pressures for the future. This method places most focus on areas where there is growth or turbulence beyond what might be expected from population increase 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 from 3.7% in the 2020/21 academic year to 4% in 2021/22, continuing a trend of increases since 2016. The percentage of pupils with SEN but no EHCP also increased, from 12.2% in the 2020/21 academic year to 12.6% in 2021/22.

In Peterborough 3.5% of children and young people had an EHCP in the 2020/21 academic year. In the 2021/22 academic year, this grew to 3.6%. This remains slightly lower than 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 are already run by organisations or buying services from them. 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, in accordance with the sentiment of the SEND Review Green Paper, more children, and young people with EHCPs are remaining in mainstream schools which, to a degree, mitigates the need for special school places.

In the next five years, it is likely that the greatest pressure will be in the secondary and post 16 sector 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?**

Peterborough has established a network of SEND hubs to grow resilience and expertise within mainstream schools. Every hub has an area of SEND specialism and their principal duty is to provide knowledge and expertise to all schools who require it within the City. They also 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 Special Educational Needs Coordinators' (SENCO) network they are proving to be powerful forces for driving change and improvement.

To grow provision and expertise further, Peterborough schools have been invited to express interest in developing or extending their SEND hub provision. Expressions of interest have been received and will be explored further early in the 2022/23 academic year.

Marshfield Special School has been redesignated as for Learning Disability, as opposed to the previous designation of Moderate Learning Difficulties. This allows Marshfields School to focus on those with the greatest need, and mainstream schools to meet the needs of those for whom it is appropriate with the support provided by the SEND hubs.

Heltwate is a Community Special School which provides 206 places for children with learning disabilities. The school previously provided 140 places on their Bretton site and the number of places was increased to 206 by the addition of St George's campus and by utilising temporary accommodation. Permanent accommodation for this increase in pupil numbers is currently being built and is scheduled to complete in early 2023.

## **5.9 Useful Links**

[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](#)

[Local SEND Offer](#)

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

[Ofsted](#)

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

[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 (CCC) 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 1 to 4 that are registered with a doctor, by postcode. 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 1-4 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 94.8% 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 99.8% averaged across Peterborough. The net loss on transfer mainly represents moves into the private sector.

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 on the basis of which school children are forecast to attend (trend based)
- Future pupil numbers, determined by catchment areas (catchment-based), i.e. where pupils are actually resident.

Individual school (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 Provide 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 January 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 2020 derived from the Council's mid-2020 population estimates. These population forecasts are 'policy-led', so that they are consistent with planned levels of house building between 2020 and 2041. The 2020-based population forecasts are mainly based on the published 2021 housing trajectory with some interpolation and extrapolation by the Business Intelligence Research Team.

POPGROUP(specialist demographic software) 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 2020 to 2041 in the 2020-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, as well taking into account planned levels of house building.

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 2020-based population forecasts are calculated from ONS data on live births by age of mother and from CCC's population estimates between 2015 and 2020.

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 2020-based population forecasts are taken from the 2018-based ONS population projections, and applied to the forecast model from 2022-23 onwards. For 2020-21 and 2021-22, reported ONS deaths data and modelling based on reported ONS deaths data has been used, in consideration of the impact of Covid-19 on mortality.

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. In the 2020-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 2020 and 2041.

## **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>6</sup>. Whilst windfall

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<sup>6</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.

developments are not identified within them, most Core Strategies will 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 local authority areas.

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

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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 2022. 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 lookup table / gazetteer so that children aged 0-4 (as at August 2021) could be allocated to school catchment areas.

Admissions for autumn 2022 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 2025/26 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 2022 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 2022 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 2022 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

The forecasting model now uses a three year weighted average for cohort change and arrival rate, instead of a three year average.

## Appendix C: School Planning Areas

School Name	Planning Area Name
All Saints' C of E (Aided) Primary School	Central Primary
Arthur Mellows Village College	North Secondary
Barnack C of E (Controlled) Primary School	Rural West
Bishop Creighton Academy	Central Primary
Braybrook Primary Academy	The Ortons
Brewster Avenue Infant School	Stanground/Fletton/Woodston
Castor C of E Primary School	Rural West
City of Peterborough Academy	Central Secondary
Discovery Primary Academy	North Primary
Dogsthorpe Academy	Central Primary
Dogsthorpe Infant School	Central Primary
Eye C of E Primary School	Rural East
Eyrescroft Primary School	West
Fulbridge Academy	Central Primary
Gladstone Primary Academy	Central Primary
Greater Peterborough UTC	Central Secondary
Gunthorpe Primary School	North Primary
Hampton College	The Hamptons
Hampton Gardens Secondary School	South Secondary
Hampton Hargate Primary School	The Hamptons
Hampton Lakes Primary School	The Hamptons
Hampton Vale Primary Academy	The Hamptons
Heritage Park Primary School	Stanground/Fletton/Woodston
Highlees Primary School	West
Jack Hunt School	Central Secondary
John Clare Primary School	Rural West
Ken Stimpson Community School	North Secondary
Leighton Primary School	The Ortons
Lime Academy Abbotsmede	Central Primary
Lime Academy Parnwell	Central Primary
Lime Academy Watergall	West
Longthorpe Primary School	West
Manor Drive Primary School	North Primary
Manor Drive Secondary School	Central Secondary
Middleton Primary School	West

Nene Park Academy	South Secondary
Nene Valley Primary School	Stanground/Fletton/Woodston
Newark Hill Academy	Central Primary
Newborough C of E Primary School	Rural East
Northborough Primary School	Rural West
Norwood Primary School	North Primary
Oakdale Primary School	Stanground/Fletton/Woodston
Old Fletton Primary School	Stanground/Fletton/Woodston
Ormiston Bushfield Academy	South Secondary
Ormiston Meadows Academy	The Ortons
Orton Wistow Primary School	The Ortons
Paston Ridings Primary School	North Primary
Peakirk-Cum-Glinton C of E Primary School	Rural West
Queen Katharine Academy	North Secondary
Queen's Drive Infant School	Central Primary
Ravensthorpe Primary School	West
Sacred Heart Catholic Primary School	West
Saint Michael C of E Primary School (VA)	Stanground/Fletton/Woodston
Southfields Primary School	Stanground/Fletton/Woodston
St Augustine's C of E (VA) Junior School	Stanground/Fletton/Woodston
St Botolph's Church of England Primary School	The Ortons
St John Fisher Catholic High School	Central Secondary
St John Henry Newman Catholic Primary School	The Hamptons
St John's Church School	The Ortons
St Thomas More Catholic Primary School	Central Primary
Stanground Academy	South Secondary
Stanground St Johns C of E Primary School	Stanground/Fletton/Woodston
The Beeches Primary School	Central Primary
The Duke of Bedford Primary School	Rural East
The King's (The Cathedral) School	Central Primary/Central Secondary
Thomas Deacon Academy	Central Primary/Central Secondary
Thorpe Primary School	West
Welbourne Primary Academy	North Primary
Welland Academy	Central Primary
Werrington Primary School	North Primary
West Town Primary Academy	West
William Law C of E Primary School	North Primary
Winyates Primary School	The Ortons
Wittering Primary School	Rural West
Woodston Primary School	Stanground/Fletton/Woodston

## 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 provide 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 first year of the Financial Strategy provides 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 2022/23 to 2024/25](#)

## **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.