

Education, Children and Families Policy Committee (Extraordinary Meeting)

Monday 3 July 2023 at 1.00 pm

**To be held in the Town Hall,
Pinstone Street, Sheffield, S1 2HH**

The Press and Public are Welcome to Attend

Membership

Councillor Dawn Dale
Councillor Maroof Raouf
Councillor Mohammed Mahroof
Councillor Nighat Basharat
Councillor Jayne Dunn
Councillor Maleiki Haybe
Councillor Ian Horner
Councillor Talib Hussain
Councillor Ann Whitaker

PUBLIC ACCESS TO THE MEETING

The Education, Children and Families Policy Committee discusses and takes decisions on:

Education and Skills

- Schools
- Mainstream and specialist education (early years, children and young people)
- Learning and Skills policy, programmes and interventions (children and young people)

Children and Families

- Children and family support and social work
- Fostering and adoption
- Children in care, care leavers and corporate parenting
- Residential services
- Youth justice
- Child safeguarding

Meetings are chaired by the Committees Co-Chairs, Councillors Dale and Rooney.

A copy of the agenda and reports is available on the Council's website at www.sheffield.gov.uk. You may not be allowed to see some reports because they contain confidential information. These items are usually marked * on the agenda. Members of the public have the right to ask questions or submit petitions to Policy Committee meetings and recording is allowed under the direction of the Chair. Please see the [Council's webpages](#) or contact Democratic Services for further information regarding public questions and petitions and details of the Council's protocol on audio/visual recording and photography at council meetings.

Policy Committee meetings are normally open to the public but sometimes the Committee may have to discuss an item in private. If this happens, you will be asked to leave. Any private items are normally left until last on the agenda.

Meetings of the Policy Committee have to be held as physical meetings. If you would like to attend the meeting, please report to an Attendant in the Foyer at the Town Hall where you will be directed to the meeting room. However, it would be appreciated if you could register to attend, in advance of the meeting, by emailing committee@sheffield.gov.uk, as this will assist with the management of attendance at the meeting. The meeting rooms in the Town Hall have a limited capacity. We are unable to guarantee entrance to the meeting room for observers, as priority will be given to registered speakers and those that have registered to attend.

Alternatively, you can observe the meeting remotely by clicking on the 'view the webcast' link provided on the meeting page of the [website](#).

If you wish to attend a meeting and ask a question or present a petition, you must submit the question/petition in writing by 9.00 a.m. at least 2 clear working days in

advance of the date of the meeting, by email to the following address:
committee@sheffield.gov.uk.

In order to ensure safe access and to protect all attendees, you will be recommended to wear a face covering (unless you have an exemption) at all times within the venue. Please do not attend the meeting if you have COVID-19 symptoms. It is also recommended that you undertake a Covid-19 Rapid Lateral Flow Test within two days of the meeting.

If you require any further information please email committee@sheffield.gov.uk.

FACILITIES

There are public toilets available, with wheelchair access, on the ground floor of the Town Hall. Induction loop facilities are available in meeting rooms. Access for people with mobility difficulties can be obtained through the ramp on the side to the main Town Hall entrance.

**EDUCATION, CHILDREN AND FAMILIES POLICY COMMITTEE AGENDA
3 JULY 2023**

Order of Business

Welcome and Housekeeping

The Chair to welcome attendees to the meeting and outline basic housekeeping and fire safety arrangements.

1. Apologies for Absence

2. Exclusion of Press and Public

To identify items where resolutions may be moved to exclude the press and public

3. Declarations of Interest

Members to declare any interests they have in the business to be considered at the meeting

(Pages 5 - 8)

4. Public Questions and Petitions Related to the Items to be Discussed

To receive any questions or petitions from members of the public related to the two items to be discussed.

(NOTE: There is a time limit of up to 30 minutes for the above item of business. In accordance with the arrangements published on the Council's website, questions/petitions at the meeting are required to be submitted in writing, to committee@sheffield.gov.uk, by 9.00 a.m. on 29th June 2023).

Formal Decisions

5. Primary and Secondary School Sufficiency Plans

(Pages 9 - 22)

6. Commissioning Plan 2023-2026: Early Education & Childcare, Primary, Secondary & Post 16 Sectors

(Pages 23 - 86)

NOTE: The next meeting of Education, Children and Families Policy Committee will be held on Wednesday 27 September 2023 at 2.00 pm

ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

If you are present at a meeting of the Council, of its Policy Committees, or of any committee, sub-committee, joint committee, or joint sub-committee of the authority, and you have a **Disclosable Pecuniary Interest** (DPI) relating to any business that will be considered at the meeting, you must not:

- participate in any discussion of the business at the meeting, or if you become aware of your Disclosable Pecuniary Interest during the meeting, participate further in any discussion of the business, or
- participate in any vote or further vote taken on the matter at the meeting.

These prohibitions apply to any form of participation, including speaking as a member of the public.

You **must**:

- leave the room (in accordance with the Members' Code of Conduct)
- make a verbal declaration of the existence and nature of any DPI at any meeting at which you are present at which an item of business which affects or relates to the subject matter of that interest is under consideration, at or before the consideration of the item of business or as soon as the interest becomes apparent.
- declare it to the meeting and notify the Council's Monitoring Officer within 28 days, if the DPI is not already registered.

If you have any of the following pecuniary interests, they are your **disclosable pecuniary interests** under the new national rules. You have a pecuniary interest if you, or your spouse or civil partner, have a pecuniary interest.

- Any employment, office, trade, profession or vocation carried on for profit or gain, which you, or your spouse or civil partner undertakes.
- Any payment or provision of any other financial benefit (other than from your council or authority) made or provided within the relevant period* in respect of any expenses incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

*The relevant period is the 12 months ending on the day when you tell the Monitoring Officer about your disclosable pecuniary interests.

- Any contract which is made between you, or your spouse or your civil partner (or a body in which you, or your spouse or your civil partner, has a beneficial interest) and your council or authority –
 - under which goods or services are to be provided or works are to be executed; and
 - which has not been fully discharged.

- Any beneficial interest in land which you, or your spouse or your civil partner, have and which is within the area of your council or authority.
- Any licence (alone or jointly with others) which you, or your spouse or your civil partner, holds to occupy land in the area of your council or authority for a month or longer.
- Any tenancy where (to your knowledge) –
 - the landlord is your council or authority; and
 - the tenant is a body in which you, or your spouse or your civil partner, has a beneficial interest.
- Any beneficial interest which you, or your spouse or your civil partner has in securities of a body where -
 - (a) that body (to your knowledge) has a place of business or land in the area of your council or authority; and
 - (b) either -
 - the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or
 - if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, or your spouse or your civil partner, has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

If you attend a meeting at which any item of business is to be considered and you are aware that you have a **personal interest** in the matter which does not amount to a DPI, you must make verbal declaration of the existence and nature of that interest at or before the consideration of the item of business or as soon as the interest becomes apparent. You should leave the room if your continued presence is incompatible with the 7 Principles of Public Life (selflessness; integrity; objectivity; accountability; openness; honesty; and leadership).

You have a personal interest where –

- a decision in relation to that business might reasonably be regarded as affecting the well-being or financial standing (including interests in land and easements over land) of you or a member of your family or a person or an organisation with whom you have a close association to a greater extent than it would affect the majority of the Council Tax payers, ratepayers or inhabitants of the ward or electoral area for which you have been elected or otherwise of the Authority's administrative area, or
- it relates to or is likely to affect any of the interests that are defined as DPIs but are in respect of a member of your family (other than a partner) or a person with whom you have a close association.

Guidance on declarations of interest, incorporating regulations published by the Government in relation to Disclosable Pecuniary Interests, has been circulated to you previously.

You should identify any potential interest you may have relating to business to be considered at the meeting. This will help you and anyone that you ask for advice to fully consider all the circumstances before deciding what action you should take.

In certain circumstances the Council may grant a **dispensation** to permit a Member to take part in the business of the Authority even if the member has a Disclosable Pecuniary Interest relating to that business.

To obtain a dispensation, you must write to the Monitoring Officer at least 48 hours before the meeting in question, explaining why a dispensation is sought and desirable, and specifying the period of time for which it is sought. The Monitoring Officer may consult with the Independent Person or the Council's Standards Committee in relation to a request for dispensation.

Further advice can be obtained from David Hollis, Interim Director of Legal and Governance by emailing david.hollis@sheffield.gov.uk.

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Agenda Item 5

Report to Policy Committee

Author/Lead Officer of Report: Joe Horobin
Director of Integrated Commissioning

Tel: 2735891

Report of: Andrew Jones – Director of Children’s Services
Report to: Education, Children & Families Policy Committee
Date of Decision: 21st June 2023
Subject: Primary and Secondary School Sufficiency Plans

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? People/TB/BK/280722				
Has appropriate consultation taken place?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below: <i>“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”</i>				

Purpose of Report:

The purpose of this report is to provide Committee Members with an update on the citywide mainstream primary and secondary school places strategy, following the annual data review and seeks agreement to the overall strategy and implementation approach.

For the primary sector, the key issue continues to be the citywide issue of falling rolls, due to ongoing low birth rates, resulting in increasing numbers of schools seeing high levels of surplus places. Despite the citywide surplus, there remain some hot spots of place deficits and intervention is required in two planning areas where migration and new housing developments are increasing demand on local schools.

For the secondary sector, a number of planning areas are forecast to see a sustained deficit in secondary places from 2024/25 onwards. Demand for school places in some of these planning areas is forecast to increase due to new housing and population growth. In order to deliver the number of places required, individual secondary school expansion projects, as they come on stream, will subsequently be developed.

This report complements the Commissioning Plan 2023-2026: Early Education & Childcare, Primary, Secondary & Post 16 Sectors.

Recommendations:

We recommend that the Committee:

- 1) Approve the overall strategy and implementation approach set out in this paper (including that secondary Number on roll forecasts are initially uplifted by 3% in order to meet demand at the highest allocation point).
- 2) Note that individual schemes will be brought through to the Finance Committee as part of the standard capital approvals process in the usual way.

Background Papers:**Appendix 1: Secondary School Planning Areas**

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Damian Watkinson and Kayleigh Inman Legal: Nadine Wynter Equalities & Consultation: Bashir Khan Climate: Jessica Rick
2	SLB member who approved submission:	Andrew Jones
3	Committee Chair consulted:	Dawn Dale
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: Sam Martin	Job Title: Head of Commissioning – Vulnerable People
Date: 8 th June 2023		

1. PROPOSAL

- 1.1 Under section 14 of the Education Act 1996, each local authority is required to provide sufficient school places for primary and secondary education in its area. This means providing a school place for every child when pupil populations are high and managing excess surplus places when they fall. With rapid shifts in economic conditions for families and changing patterns of migration, school place planning requires a proactive approach to best respond to both short and

medium-term demand as the primary, secondary, and special school pupil populations fluctuate.

- 1.2 School place planning is a complex process, influenced by demographics, mobility, and housing yield, as well as parental preference, geography, travel, and transport. Twice yearly reviews of population data and the tracking of numbers on roll enable us to forecast demand for places. Whilst births are the main driver for place planning, in the last few years migration has played an increasing role as the number of children moving into the city has increased.
- 1.3 Overseas migration has been particularly difficult to plan for as the Government's policies supporting migration of families from Hong Kong, Ukraine and Afghanistan were unforeseen. This, along with rapid shifts in economic conditions for families, means planning for 'Basic Need' requires a proactive approach to best respond to both short and medium-term demand as the pupil populations fluctuate. With a need to develop a flexible and agile system that can expand and contract as required when population increase and decrease.
- 1.4 The Council's Local Plan (2019 to 2039) sets out the intention to develop 2,100 new homes each year until 2039, providing approximately 35,700 new homes. These new homes will attract new families to the city with children of school age particularly in the early years and primary phase. It will also create some movement of families within the city. To a degree, this growth will offset the impact of lower birth rates and may require us to enhance capacity in the longer term.
- 1.5 For planning purposes, the city is divided into seven planning areas which are further divided into 17 sub planning areas for primary planning purposes. The annual data review allows an in-depth analysis of each planning area identifying areas of surplus and deficit forming the basis for action planning and intervention.

1.6

School Place Planning – Guiding Principles

1.7

As highlighted in the draft "Commissioning Plan 2023-2026: Early Education & Childcare, Primary, Secondary & Post 16 Sectors" when undertaking school place planning, and any subsequent intervention, the following guiding principles will be utilised:

- **develop and sustain high trust relationships**, building on previous successes to strengthen the quality of our policy making practice and make changes in partnership and in consultation with our key stakeholders.
- use local knowledge and intelligence (e.g., data and feedback) to ensure that schools and providers are of the **right size and in the right location to meet demand** for places.
- ensure that provision is **sustainable and well placed** to deliver a **high-quality education** that meets the needs of the local community and makes best use of public funding.

- **promote educational inclusion** and focus on preparing children for transitions and independence.
- **exploit opportunities for innovative practice** when developing proposals in order to support sustainability and value for money by linking different services together.
- **assess wider impact** where any new schools are being developed by considering the impact on other schools and providers and the impact of early education, childcare and post 16 provision. This also extends to assessment of equalities and climate impact of any proposals.

1.8

1.9 **2022/23 Data Review – Outcomes and Current Position**

1.10 **Primary Sector**

The key issue in primary is one of falling rolls. Following the national picture, births in Sheffield rose by 25% between 2002 and 2012 which initially put pressure on the primary sector and led to the commissioning of additional primary places to meet demand. Since the 2012 peak, births have been falling resulting in an increasing number of surplus places across Sheffield's primary schools since 2015/16. This has begun to impact on some school's budgets and continues to worsen with each year's lower cohort. Reception cohorts are expected to continue to decrease, reaching a low point in 2025/26.

1.11

In 2021/22 the number of births in the city increased compared to the previous year, and this is the first time that numbers have increased from one year to the next since 2015. There is optimism that this is a turning point as latest available Office for National Statistics (ONS) forecasts predict that there will be a slight and gradual rise in births each year until the end of the decade. However, despite predicting rising births, ONS forecasts still suggest that these will remain much lower than those seen in the peak years leading up to 2012. There is the need to be cautious in respect of ONS forecasts because they date back to 2018 at both regional and city level. Normally ONS revise the forecasts every three years, but the pandemic and census have led to deferral. Updates are now expected in 2024 and could look quite different to those published in 2018.

1.12

At the same time that birth rates are possibly on an increasing trajectory, we have seen an increase in population growth due to new housing development and migration into the city. These factors together suggest the level of surplus reception places may start to gradually decrease from 2026/27. Whilst this provides hope for future sustainability, there will still be significant surplus in many schools by 2025/26 due to the culmination of seven years of low intake at that point.

1.13

However, surplus places have not been the trend in all schools and planning areas. There remain some pockets of primary place deficits, especially in areas where there has been regeneration and substantial new housing development. Increased housing developments within specific planning areas, including those within the city centre, are leading to high levels of population change particularly focussed on Planning Areas 1, 2 and 5.

1.14

Whilst the Council seeks to meet parental preference, wherever possible our primary concern is with ensuring we have sufficient places in each planning area. It may be the case that some schools in an area that are consistently oversubscribed and give the impression that there is a shortage of places when this is not the case overall, as other schools in that area have capacity. The principal factor for place planning is the number of places in an area compared to the number of children requiring a place and it is this that we seek to predict and respond to.

1.15

Despite some schools oversubscribing in Planning Area 1 there are adequate levels of surplus forecast to meet demand. However, increased demand in Planning Areas 2 (North) and 5 (South) as new housing developments are completed and homes occupied, mean that intervention is necessary to ensure that children can access a place at a local school within statutory walking distance (2 miles) of their home. Easy travel to school for children of primary age is highly important to parents and there is a strong expectation that they will be able to gain a place at a good local school within their community. This principal is embedded in the Council's catchment-based admissions policy.

1.16

Considering the principles and need outlined above, two small projects are being considered for small scale expansions. It is proposed that delegated authority is given to officers (Director of Children's Services) to implement the strategy and agree these two small projects. Feasibility studies are in progress for these projects and full business cases will be developed. Finance Committee to approve any resultant capital investment proposals in the usual way. Section 106 funding will be used to supplement available Basic Need Capital Allocation.

1.17

1.18 **Secondary Sector**

The 2022/23 data review highlighted that a number of planning areas are forecast to see a sustained deficit in secondary places from 2024/25 onwards. Demand for school places in some of these planning areas is forecast to increase due to new housing and population growth.

1.19

The larger student cohorts from increased births between 2002 and 2012 have entered the secondary sector, with a citywide peak in demand forecasted in 2023/24. Places have been added to the secondary sector to manage the larger birth cohort and through the Council's work with the school sector, a subgroup of the Secondary Heads Partnership agreed that a 'hybrid model' be implemented to address the citywide peak and demand in specific areas via a combination of permanent and temporary expansions. Additionally, many secondary schools in the city accommodated more pupils by increasing their admission numbers on a temporary basis. This has supported the Council through this period of secondary growth.

1.20

In November 2022, the Education, Children and Families Policy Committee agreed for officers to proceed with "Phase 1" of secondary school expansion plans in Planning Area 5 to address the forecast deficit of places in 2023/24. This will create an additional 60 places for pupils as a temporary bulge year within existing buildings.

1.21

Following the 2022/23 data review, forecasts are showing a sustained deficit of secondary school places from 2024/25 up until the end of the decade. This recent citywide data review forecasts another peak year in 2027/28 with a forecast deficit of up to approximately seven forms of entry or 210 places. Increased housing developments within specific planning areas, including those within the city centre, are leading to high levels of population change throughout the forecast period.

1.22

Without intervention, there will be a sustained shortfall of secondary school places across specific areas of the city from 2024/25 until the end of the decade and beyond. Further additional capacity, via temporary and permanent refurbishment and/or new build expansions, is needed to accommodate the demand for “Phase 2” expansion plans.

1.23

Forecasting is based on number on roll at citywide level which calculates the average take up across a number of years and projects forward. This methodology is extremely accurate when compared with national levels. However, number on roll is only a snapshot of pupil numbers on census day, which does not fully reflect the fluctuating number of places needed. The number of places applied for and allocated each year exceeds the number of places taken up and the gap between allocations and number on roll has been growing. Once the academic year starts there are further changes as pupils move in and out of and across the city. This is what we term in year movement.

1.24

In 2023 the number of secondary allocations were significantly higher than expected for Year 7 places with a higher than normal number of late applications. Whilst the new allocations forecast factors in allocations data as of National Offer Day, the numbers continue to climb due to late applications. It is therefore proposed that secondary Number on roll forecasts are initially uplifted by 3% in order to meet demand at the highest allocation point.

1.25

The benefits of applying this uplift are that it reduces the risk of the Council not meeting its statutory duty in relation to sufficiency. It also provides a small contingency in the system to allow for any forecasting errors, in year movement and changes in migration etc. However, the risks to this uplift are that it could build too much contingency/surplus into the system, and this could adversely impact on specific schools where parental preference reduces. We therefore recommend that we keep monitoring the difference between allocations and Number on roll and will keep the percentage uplift under review at least annually.

1.26

1.27 The secondary sector data forecasts below take into account the 3% uplift in forecasts.

1.28

Secondary Sector “Phase 2” Expansion Plans (2024 and beyond)

1.29

What the 2022/23 forecast data shows

Following the recent data review which provides updated forecasts, we are now seeing a sustained pressure on secondary school places forecast until 2028/29. We estimate we will need to build a minimum of approximately 7 Forms of Entry / 1,050 places (7 x 30 places x 5 year groups = 1,050) and potentially up to a maximum of approximately 10 Forms of Entry / 1,500 places (10 x 30 places x 5

year groups = 1,500) to address the forecast deficits. However, we will need to keep reviewing the data as forecasting is relatively dynamic and housing and other factors will influence the total number of places needed.

- Approximately 2 Forms of Entry / 300 places (2 x 30 places x 5 year groups = 300) will be required for **Planning Area 1** in 2024/25.
- Approximately 4 Forms of Entry / 600 places (4 x 30 places x 5 year groups = 600) will be required for **Planning Area 5** in 2024/25.
- Approximately 2 Forms of Entry / 300 places (2 x 30 places x 5 year groups = 300) will be required for **Planning Area 7** in 2027/28.

1.30

There is also the potential need for an expansion in **Planning Area 3** by approximately 1 Form of Entry / 150 places (1 x 30 places x 5 year groups = 150) for 2026/27.

1.31

1.32

After 2028/29, surpluses are then forecast to develop across the city.

Growing demand for secondary school places is not evenly distributed across the city with particular pressure for places within specific planning areas. Increased housing developments within specific planning areas, including those within the city centre, are leading to high levels of population change throughout the forecast period. The Local Plan has identified sites for further large developments, some of which already have planning permissions in place, in the central areas which will continue to drive up demand in these pressured planning areas over the medium and longer term. The Council will continue to monitor changes in forecast data.

1.33

Table 1.0 below provides a summary of the deficits and surpluses forecast within each planning area. We will need to work with some of the schools in those planning areas where deficits are forecast to identify appropriate interventions to address the deficits. Finance Committee to agree any resultant capital investment proposals in the usual way.

1.34

Table 1.0 Summary of deficits and surpluses forecast in each planning area within the secondary sector		
Planning Area & Area of City	Planning Area Summary	Schools / Academies in the Planning Area
1 Southwest	Sustained deficit forecast from 2024 right up until the end of the decade (except for one year which is forecasting a small surplus). Approximately 2.5 Forms of Entry deficit of Year 7 secondary places forecast in 2024/25. Deficits range from 2.5 to 5.5 Forms of Entry over a range of academic years, with the peak of 5.5 Forms of Entry forecast for 2028/29.	High Storrs School King Ecgbert School King Edward VII School Notre Dame High School Mercia School Silverdale School Tapton School

2 Northwest	No deficit forecast throughout the forecasting period. Small (0.5 Forms of Entry) surplus forecast for a couple of years. Continues to be a tight forecast with limited surplus until 2032/33. Housing playing a significant role in this area, the impact of which will be monitored.	Bradfield School Forge Valley School Stocksbridge High School
3 North	No deficit or surplus forecast in 2024/25. Approximately 1.5 Forms of Entry of Year 7 secondary places deficit forecast in 2026/27. 0.5 Forms of Entry surplus forecast across a number of years, with surplus predicted to start to increase from 2030/31.	Chaucer School Ecclesfield School Yewlands Academy
4 Northeast	No deficit forecast throughout the forecasting period. Smaller but steadily rising surpluses forecast for a number of years, with the peak year for surplus places being forecast in 2028/29 with 3.5 Forms of Entry. No surplus or deficit forecast in 2025/26. Area of high mobility, so surplus is required to allow for in-year movement.	Astrea Academy Sheffield Fir Vale School Firth Park Academy Hinde House Academy E-Act Parkwood Academy
5 Northeast	Approximately 2 Forms of Entry deficit of Year 7 secondary places forecast in 2024/25. Sustained deficits forecast up until the end of the decade and beyond. A peak year is forecast in 2028/29 with approximately 4 Forms of Entry deficit. Housing growth is due to be significant in this planning area. Pupil yields from new housing in this area are typically higher than the city average.	Oasis Academy Don Valley Sheffield Park Academy Sheffield Springs Academy All Saints Catholic High School
6 Southeast	Approximately 0.5 Forms of Entry deficit of Year 7 secondary places forecast in 2024/25 and 2025/26. Small surpluses (0.5 to 1.5 Forms of Entry) forecast from 2026/27 until the end of the decade, when surpluses are predicted to increase slightly.	The Birley Academy Handsworth Grange Community Sports College Outwood Academy City Westfield Secondary School
7 South	No deficit or surplus forecast for 2024/25. Approximately 0.5 Forms of Entry surplus Year 7 secondary places forecast in 2025/26. Deficits are forecast for a number of years from 2026/27, with the peak deficit of 1.5 Forms of Entry forecast in 2027/28.	Newfield School Meadowhead School

1.35

Annex 1: shows a map of the seven planning areas.

1.36

Additional secondary school places secured to date are not sufficient to meet the increasing demand. Secondary school capacity is near or at saturation point based on current Published Admission Numbers. We also need to accommodate in year increases due to migration into the city, in year movement between schools and monitor the impact of pupil yields from new housing developments.

1.37

How we plan to address the deficits

1.38

1.39 In order to ensure the Council meets its sufficiency duty in the future years, plans will be identified in each of the areas working in collaboration with the schools and Trusts to develop options which can be developed and approved via the Finance Committee.

In addition to ensuring we are following and utilising the 'Guiding Principles' as outlined in sections 1.7 of this report, we will:

- **Work collaboratively:** with the academies/schools/Trusts within the affected planning areas to share forecast data to seek agreement in principle on secondary school expansion plans. Finance Committee to approve any resultant capital investment proposals in the usual way.
- **Assess capacity:** further additional capacity, via temporary and permanent refurbishment and/or new build expansions, is needed to accommodate the demand in particular areas of the city including Planning Areas 1, 5 & 7. Our approach will be to work with the schools in the first instance to establish (via feasibilities and other methods) whether there is any capacity within the current buildings/site to accommodate additional pupils. Where there is no capacity within current buildings, temporary expansions will be considered and, where appropriate, a permanent expansion. Any expansions will be considered as part a 'phased' approach which will be subject to further reviews of data in order to assess the impact of implementation plans on future forecasts. This phasing of implementation will help avoid building too much surplus into the system.
- **Only agree permanent expansions where absolutely necessary:** where there is a sustained demand forecasted at a particular academy/school over a long period, we would work with Capital Delivery Service to consider the case for a permanent expansion.
- **Create a flexible system:** our aim is for any permanent expansions to offer a flexible space so schools/academies can easily adapt to accommodate Year 7 pupils, but also that the space could be utilised for other educational priorities e.g., Post 16 as Year 7 demand reduces, and surpluses are forecast to appear after the end of the decade.

2. HOW DOES THIS DECISION CONTRIBUTE?

2.1 As part of laying the foundations for our future, we want pupils in Sheffield to have access to a wide range of educational opportunities to achieve their full potential as set out in [Our Sheffield Delivery Plan 2022-23](#). Working alongside city partners such as schools and academy trusts, with ambition, openness, and purpose, towards a bright future for our city and its pupils.

2.2 The proposals will ensure that the Council meets its statutory duties under the Education Act 1996 to provide sufficient school places, promote parental choice, diversity, and fair access. Ensuring that there are enough school places for every school-age child is a fundamental responsibility of local government and is essential to the Council's focus on enabling children to have a great start in life, achieve their full potential, and contribute to the success of the city. At the heart

of the vision for increasing school places in Sheffield is the Council's role in guaranteeing excellent education outcomes and equitable access for all.

2.3

The vision is for all Sheffield families to have access to great, inclusive schools in every area of the city. This means schools ensuring each child reaches their potential, equal access for the most vulnerable children, schools at the heart of their communities, and getting the best value from all funding opportunities.

2.4

Implementing the two primary school expansion projects is expected to provide sufficient primary places for the duration of current forecasts.

2.5

Implementing the Phase 2 secondary school expansions is expected to provide sufficient secondary places from 2024 until the end of the decade.

3. HAS THERE BEEN ANY CONSULTATION?

3.1 Should a decision be taken by Committee to agree the overall strategy and implementation approach, individual statutory consultations will be undertaken as appropriate

3.2 As part of any statutory process, pupils, parents, local community, and other parties potentially impacted by expansion proposals, (including other schools in the planning areas) will be consulted. This is subject to the Department for Education's significant change expansion threshold being met. Should the proposal proceed, then all required steps will be taken to ensure that all relevant stakeholders are consulted and any equality related needs to fully access the consultation are met.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

4.1.1 Decisions need to take into account the requirements of the Public Sector Equality Duty contained in Section 149 of the Equality Act 2010. This is the duty to have due regard to the need to:

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act.
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

4.1.2 The Equality Act 2010 identifies the following groups as a protected characteristic: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex and sexual orientation.

4.1.3

Equality Impact Assessments have been carried out on the specific primary school projects and highlight that the primary school expansion proposals primarily impact children in the 3-11 age group for pupils which will include Black

4.1.4 and Minority Ethnic pupils and those with Special Educational Needs and Disabilities.

4.1.5 An Equality Impact Assessment has been carried out linked to our Commissioning Plan 2023-2026: Early Education & Childcare, Primary, Secondary & Post 16 Sectors. The secondary aspect of that assessment highlights that the proposals primarily impact children and young people in the 11-16 age group for pupils which will include Black and Minority Ethnic pupils and those with Special Educational Needs and Disabilities. Individual secondary school expansion project proposals will be assessed for cumulative impact and have their own Equality Impact Assessment as part of the project.

4.2 The impact of school expansions will also be felt by different communities and localities. Expansions at schools also impact on other factors such as Climate, Transport, Ecology etc. within a specific Planning Area.

Finance Implications

4.2.1 Funding for school places up to 2024/25: £9.8m of Basic Need funding for the purposes of school places expansion is due to be received by the Council this year for the creation of school places up to 2024/25. Existing commitments from this and balance brought forward from previous years leaves £5.7m available for investment.

4.2.2 Funding for school places from 2025/26 onwards: £26.09m of Basic Need funding for the purposes of school places expansion from has been announced. This funding would be used to support any building refurbishment, temporary or permanent expansion projects.

4.2.3 Therefore, the total funding available to support the strategy is approximately £31.8m. This will be supplemented by any S106 developer contributions secured as part of the Local Plan.

4.2.4 We are unable to provide accurate estimates of the total Capital requirement until the Council's Capital Delivery Service have undertaken site-based feasibility studies. However, for the primary school projects, we estimate that approximately £2.6m will be utilised for the expansion proposals. For the secondary strategy, we cannot provide any estimates until the Capital Delivery Service have undertaken site-based feasibility studies at several schools. Assuming the costs of primary places are as initially estimated, this leaves £29.2m for secondary places.

4.2.5 The Department for Education's formula for funding the creation of new secondary school places grants approximately £22k per place. The £29.2m that is estimated to be remaining following primary school expansions, therefore, would be expected to deliver 1,327 places. Current estimates of secondary places required are between 1,050 and 1,500, dependent on assessments into current capacity of existing sites. This would indicate that funding allocated is of a reasonable magnitude to accommodate the likely requirements. However, until detailed feasibility work is completed on specific sites these figures only represent an estimate based on average costings.

4.2.6

Once the figures for secondary expansions are confirmed, this information is known it will be presented to the Finance Committee and processed as part of the business cases for individual expansion projects as they progress.

4.2.7

From a revenue perspective, where expansions are agreed, academies/schools will be allocated any funding for growth in line with the relevant financial year's Growth Funding Policy, subject to any changes in national guidance and legislation surrounding The Schools and Early Years Funding Regulations.

4.3 Legal Implications

4.3.1 The proposal outlined in this report will assist the Council in meeting its statutory duty to secure sufficient secondary school places under section 14 of the Education Act 1996. The Department for Education expects all local authorities to manage their school estate efficiently and to reduce or find alternative uses for surplus capacity to avoid detriment to schools' educational offer or financial position. The proposal outlined in this report complies with that expectation.

4.3.2 All proposals outlined in this report would be subject to consultation and would follow the relevant statutory process and approval route. This will include the publication of statutory proposals relating to the changes as part of the consultation process. Any further legal implications will be considered at that time.

4.4 Climate Implications

4.4.1 An overarching Climate Impact Assessment has been undertaken linked to our Commissioning Plan 2023-2026: Early Education & Childcare, Primary, Secondary & Post 16 Sectors. Following site feasibilities, full and individual Climate Impact Assessments will be undertaken once a final agreement on any building refurbishment / temporary expansion / permanent expansion has been received.

4.5 Other Implications

4.5.1 No further implications have been identified.

5. **ALTERNATIVE OPTIONS CONSIDERED**

5.1 A detailed Options Appraisal was undertaken to consider alternative options to help address the primary deficits prior to feasibility studies. At that stage it was recommended that the only viable option was to expand the two primary schools identified.

5.2 A detailed Options Appraisal was undertaken to consider alternative options to help address the secondary deficits as part of Phase 1 expansions. At that stage it was recommended that the only viable option to address the deficits was to expand some secondary schools. This remains the only viable option for Phase 2 expansion implementation.

6. **REASONS FOR RECOMMENDATIONS**

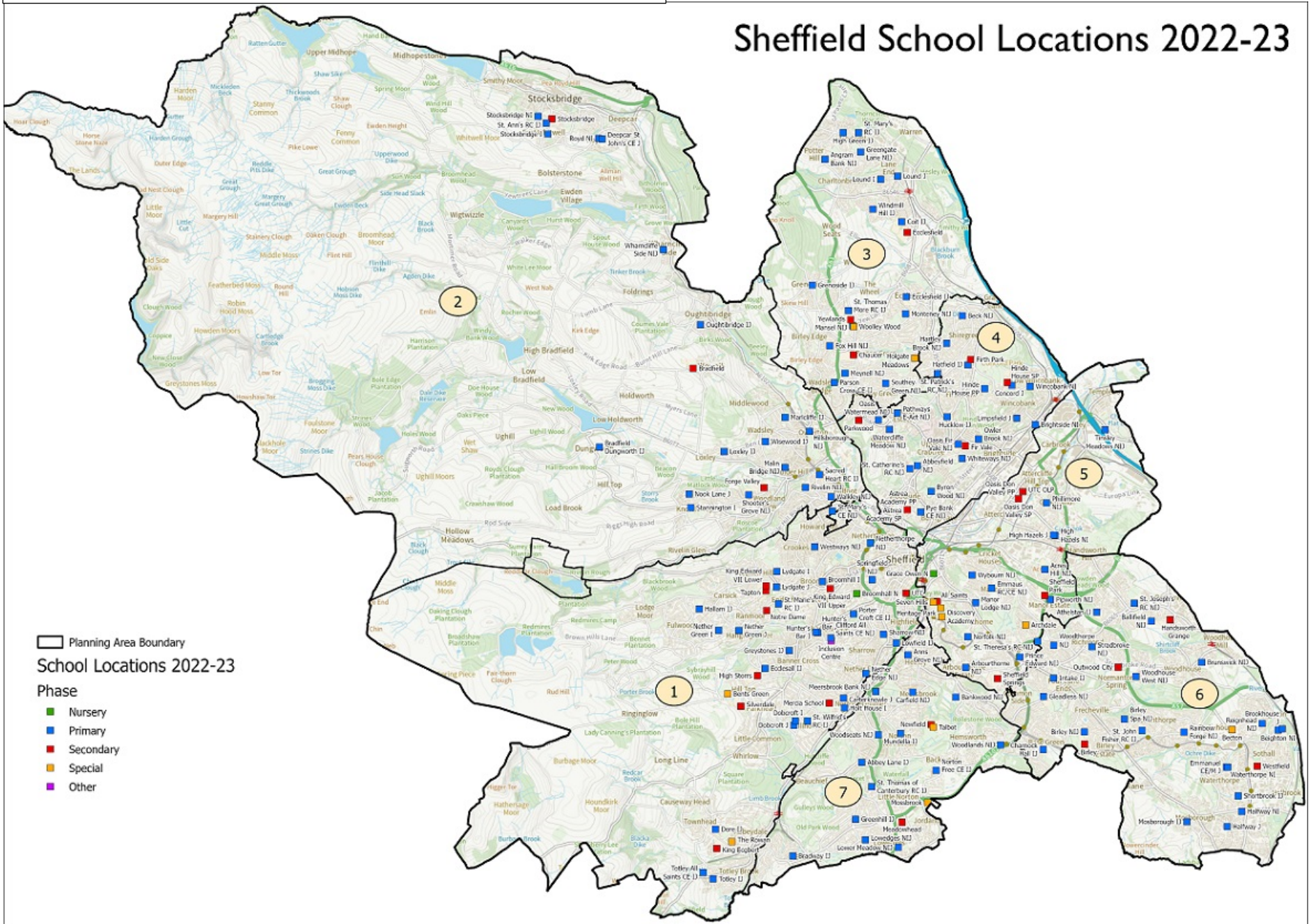
6.1 The proposed primary school expansions in Planning Areas 2 & 5 will contribute to:

- Need for places: without additional places in the areas, the impact on families of not getting a local place will be significant as well as the impact on neighbouring schools.
- Children's outcomes: the standard of education that are provided at the two schools is of a good quality – both schools are rated by Ofsted as "Good."
- Equality: the catchment area in Planning Area 5 is characterised by deprivation and a higher proportion of Black and Minority Ethnic population. The school in Planning Area 2 is in a small rural community and includes Black and Minority Ethnic pupils and those with Special Educational Needs and Disabilities. By increasing places at these schools, the needs of all children are met, and the needs of more vulnerable children and families located in the city.

The secondary school places sufficiency expansion strategy and subsequent secondary school expansion proposals will help meet:

- 6.2
- Need for places: without additional places in the areas identified, the impact on families of not getting a local place will be significant as well as the impact on neighbouring schools.
 - Statutory duty: the proposals will help ensure that the Council meets its statutory duties under the Education Act 1996 to provide sufficient school places, promote parental choice, diversity, and fair access.

Sheffield School Locations 2022-23





Report to Policy Committee

Author/Lead Officer of Report: Sam Martin,
Head of Commissioning Vulnerable Adults

Tel: 0114 2735027

Report of: Director of Integrated Commissioning

Report to: Education Children and Families Policy Committee

Date of Decision: 21st June 2023

Subject: Commissioning Plan September 2023 – August 2026: Early Education & Childcare, Primary, Secondary & Post 16 Sectors – decision to publish.

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? People/TB/BK/280722				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-				
<i>“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”</i>				

Purpose of Report:

To share with Committee Members the Council’s “Commissioning Plan September 2023 – August 2026: Early Education & Childcare, Primary, Secondary & Post 16 Sectors” as appended to this report in Appendix 1.

To seek Committee agreement to publish the plan by September 2023.

A draft version of the “Commissioning Plan September 2023 – August 2026: Early Education & Childcare, Primary, Secondary & Post 16 Sectors” was provided to members at the January 2023 Committee and a public consultation was agreed. Following this public consultation, and a subsequent workshop with Councillors, we have reviewed the plan and produced this final version for publication.

This report complements our Primary and Secondary School Sufficiency Plans.

Recommendations:

We recommend that the Committee:

- 1) Note the content of the “Commissioning Plan September 2023 – August 2026: Early Education & Childcare, Primary, Secondary & Post 16 Sectors” and associated Action Plans.
- 2) Approve the publication of the “Commissioning Plan September 2023 – August 2026: Early Education & Childcare, Primary, Secondary & Post 16 Sectors” by September 2023 as appended to this report in Appendix 1.

Background Papers:

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Damian Watkinson and Kayleigh Inman
		Legal: Nadine Wynter
		Equalities & Consultation: Bashir Khan
		Climate: Jessica Rick
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	SLB member who approved submission:	Joe Horobin
3	Committee Chair consulted:	Dawn Dale
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: Sam Martin	Job Title: Head of Commissioning – Vulnerable Adults
	Date: 8 th June 2023	

1.	PROPOSAL
1.1	Sheffield City Council has statutory duties under several pieces of legislation including the Education Act 1996, the Childcare Act 2006 and the Children and Families Act 2014 to ensure sufficient childcare and school places, promote parental choice, diversity, and fair access.

	In order to ensure the Council continues to meet its statutory duties, a mainstream All Phase Commissioning Plan covering the period September 2023 – August 2026 has been developed (see Appendix 1).
1.2	This All Phase Commissioning Plan is a three-year rolling plan that will be reviewed annually. It sets out how the Council, in accordance with its statutory duty, seeks to ensure there are sufficient learning places in the right locations to meet demand, while at the same time fulfilling our other responsibilities to raise education standards.
1.3	Specifically this means: <ul style="list-style-type: none"> • Ensuring sufficient good quality Early Education and Childcare provision for working parents and those in education or training, and access to Funded Early Learning places. • Providing a good quality primary and secondary school places for every child when pupil populations are high and managing surplus places when pupil populations fall. • Ensuring sufficient good quality post 16 places for young people to transition into adulthood.
1.4	Sheffield experienced a 25% increase in births between 2002 and 2012, after which births reduced. Office for National Statistics forecasts suggest that the birth rate will continue to remain low with gradual year on year increases to the end of the decade. This increase or ‘bulge’ in population initially put pressure on the primary sector, but now the sector is experiencing a surplus of places.
1.6	Over the planning period September 2023 to August 2026, our forecasts show that, in line with reducing births, there will continue to be areas of falling demand for early education and childcare and primary places, but the level of surplus places varies across the planning areas. This larger birth cohort has moved its way through the early years and primary sector and is now in the secondary sector. Throughout this period of growth, places have been added through the primary and secondary sector to manage the larger birth cohort.
1.7	Secondary school places have been at or near full capacity since 2018/19. The current forecasts are showing a sustained deficit of secondary school places from 2023/24 up until the end of the decade. A recent citywide data review forecasts peak years in 2023/24 and 2027/28.
1.8	Growing demand for Secondary School places is not evenly distributed across the city
1.9	Over the planning period September 2023 to August 2026 our forecasts show that there will continue to be areas of growing demand for secondary school places, but demand is not evenly distributed across the city. We have particular pressure for secondary school places in a number of planning areas including Planning Area 1 in the southwest of the city, Planning Area 5 in the northeast of the city and Planning Area 7 in the south of the city. However, beyond this planning period, forecasts show that there will be areas across the city with declining demand for secondary places.

1.10	For Post 16, Year 12 learner numbers are forecast to increase in 2023/24 and will continue to rise each year, reaching a 'peak' beyond this planning period in 2028/29 where we predict a Year 12 population of over 7,300 pupils.
1.11	Demand is rising for Special Educational Needs and Disabilities places and is forecast to continue to rise, driven primarily by pupils with Autism Spectrum Disorder and those with Social, Emotional and Mental Health needs. Sufficiency covers provision for children with Special Educational Needs and Disabilities across all settings including mainstream and specialist school places.
1.12	Many factors & variables affect the demand for places, some of which cannot be planned for
1.13	School place planning is a complex process, influenced by demographics, mobility, and housing yield, as well as parental preference, geography, travel, and transport. Twice yearly reviews of population data and the tracking of numbers on roll enable us to forecast demand for places. Whilst births are the main driver for place planning, in the last few years migration has played an increasing role as the number of children moving into the city has increased.
1.14	Overseas migration has been particularly difficult to plan for as the Government's policies supporting migration of families from Hong Kong, Ukraine and Afghanistan were unforeseen. This, along with rapid shifts in economic conditions for families, means planning for 'Basic Need' requires a proactive approach to best respond to both short and medium-term demand as the pupil populations fluctuate. With a need to develop a flexible and agile system that can expand and contract as required when the population increases and decreases.
1.15	Creating additional school places is challenging
1.16	The context for planning for future early education, childcare, school and post 16 places includes the limited availability of capital funding. This poses the challenge of finding creative, cost effective and value for money solutions that provide the sufficient numbers of high-quality places required, where they are needed and when they are needed, so that children and young people can access provision locally. The scale of the development and associated upfront costs of establishing a new school building present a challenge when funding is limited, and different funding sources are required to align for a single purpose.
1.17	The creation of new provision is complex and cannot always be achieved by incremental expansion and growth of existing provision. The introduction of new places in the wrong location or at the wrong time can create sustainability challenges for existing schools, which are already under increasing financial pressures. With this in mind, when planning school places it is important that we do not create an over-supply of places.
1.18	The Council's plans for new homes in the city, potential pupil yield and impact on demand for school places

1.19	Sheffield City Council aims to deliver 2,100 new homes per year by 2039 with 50% of these being in the central area. The Council has also embarked on an ambitious programme to deliver additional new council homes by 2029 – a combination of new builds and purchased properties. As housing development plans progress in the medium to longer term, future projections for school planning areas may change. Future versions of the All Phase Commissioning Plan will provide more clarity on these issues.
1.20	We have already worked to meet our statutory duties – progress to date
1.21	Early Years: Produced annual Childcare Sufficiency Assessments; monitored the impact of Covid on the childcare market; completed a Parental Childcare Survey; completed a Childcare Provider survey; stimulated demand; promoted Tax Free Childcare; encouraged providers to take a sustainable business approach; provided Quality Improvement Support to providers; provided advice/guidance to parents/carers; maintained a Directory of all Sheffield Childcare Providers.
1.22	Primary: Negotiated additional school places in areas of deficit; agreed temporary reduction in Published Admission Numbers at schools; consulted with schools and Trusts; introduced falling rolls fund for 2021/22.
1.23	Secondary: Negotiated additional school places; commissioned new schools; agreed permanent expansions at schools; consulted with schools and Trusts; moved to a citywide allocations system.
1.24	Post 16: Opened a new free school sixth form academy; introduced new sixth form places at secondary schools from 2023/24; proportionate sixth form increases linked to school expansions.
1.25	Special Educational Needs and Disabilities support within mainstream schools: Several interventions have already been put in place, including additional support for Special Educational Needs Co-ordinators and growth of Integrated Resources, where children with Special Educational Needs and Disabilities split their time between mainstream classes and receiving support in the Integrated Resource.
1.26	Next steps: Action Plans for each sector to ensure we continue to meet our statutory duties and own ambitions
1.27	Early Years: Reduce inequalities through provision of sufficient, high quality, accessible, and inclusive early education and childcare places; promote inclusion by offering support and information to parents and professionals; consider the impact of planned housing on the likely demand for early education and childcare places across the city; promote early education and childcare.
1.28	The Government have recently announced Childcare Reforms which aim to increase funded early learning places to support parents/carers to be able to work. This will give parents access of up to 30 hours free childcare for children who are eligible and aged between 9 months and 3 years. This will be a phased approach starting in April 2024. Alongside this is also a commitment to increase wrap around care for school age children and increase investment to increase funding streams to support parents/carers to access employment opportunities.

1.29	Primary: Temporarily reduce Published Admission Numbers where appropriate; work with identified schools where pupil numbers are not expected to recover in the long term to explore suitable options; temporary / permanent expansions of schools in areas of high local demand; consider the impact of new housing developments and changing migration patterns on primary school demand; effective use of the school estate.
1.30	Secondary: Explore options for increasing supply of places for citywide demand; explore options for potential permanent expansions in planning areas forecasting a sustained deficit of places, including Planning Areas 1, 5 and 7; consider the impact of planned housing on the likely demand for secondary places across the city; develop a future falling rolls plan; effective use of the school estate.
1.31	Post 16: Sufficiency review of post 16 places; data review; consider the impact of planned housing on the likely demand for post 16 places across the city.
1.32	SEND within mainstream schools: From a mainstream perspective, in order to meet this rising demand, our intention is to support and enable more mainstream inclusion. Delivering this requires us to be innovative, recognising the challenges, and working in partnership with our localities, schools, and academy trusts. A separate Special Educational Needs and Disabilities strategic sufficiency plan covers this area in more detail.
2.	HOW DOES THIS DECISION CONTRIBUTE?
2.1	As part of laying the foundations for our future, we want pupils in Sheffield to have access to a wide range of educational opportunities to achieve their full potential as set out in the Our Sheffield Delivery Plan 2022-23 . Working alongside city partners such as schools and Trusts, with ambition, openness and purpose, towards a bright future for our city and its pupils.
2.2	The All Phase Commissioning Plan will ensure that the Council meets its statutory duties under the Education Act 1996 to provide sufficient school places, promote parental choice, diversity and fair access. Ensuring that there are enough school places for every school-age child is a fundamental responsibility of local government and is essential to the Council's focus on enabling children to have a great start in life, achieve their full potential, and contribute to the success of the city. At the heart of the vision for increasing school places in Sheffield is the Council's role in ensuring excellent education outcomes and equitable access for all.
2.3	The vision is for all Sheffield families to have access to great, inclusive schools in every area of the city. This means schools ensuring each child reaches their potential, equal access for the most vulnerable children, schools at the heart of their communities, and getting the best value from all funding opportunities.
3.	HAS THERE BEEN ANY CONSULTATION?
3.1	Consultation on the draft All Phase Commissioning Plan for September 2023 to August 2026 was an important stage in the policymaking process. In the first instance it allowed the evidence base to be built, secondly, it ensured transparency in the process, and thirdly it gave our stakeholders understanding

	and ownership of the ultimate outcomes.
3.2	We consulted on a draft of the plan via a public consultation on the Council's engagement platform, Have Your Say Sheffield, from 6 th February to 15 th March 2023. Responses from the consultation and a subsequent workshop with Councillors were positive overall. We have taken the feedback into account when updating the All Phase Commissioning Plan.
3.3	Individual Statutory Consultations will be undertaken as appropriate, as part of any statutory process of carrying out any interventions within the sectors.
4.	RISK ANALYSIS AND IMPLICATIONS OF THE DECISION
4.1	<u>Equality Implications</u>
4.1.1	Decisions need to take into account the requirements of the Public Sector Equality Duty contained in Section 149 of the Equality Act 2010. This is the duty to have due regard to the need to: <ul style="list-style-type: none"> • eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act • advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it • foster good relations between persons who share a relevant protected characteristic and persons who do not share it
4.1.2	The Equality Act 2010 identifies the following groups as a protected characteristic: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex and sexual orientation.
4.1.3	An Equality Impact Assessment has been carried out and highlights that the All Phase Commissioning Plan primarily impacts the children and young people in the 0-18 age group for pupils within the Early Years and school age cohorts which will include Black and Minority Ethnic pupils and those with Special Educational Needs and Disabilities. The impact will also be felt by different communities and localities. Expansions at schools also impact on other factors such as Climate, Transport, Ecology etc within a specific Planning Area. Individual project proposals will be assessed for cumulative impact and have their own Equality Impact Assessment as part of the project.
4.2	<u>Finance Implications</u>
4.2.1	Funding for school places up to 2024/25: £9.8m of Basic Need funding for the purposes of school places expansion was received by the Council for the creation of School Places up to 2024/25. Existing commitments from this and balance brought forward from previous years leaves £5.7m available for investment.
4.2.2	Funding for school places from 2025/26 onwards: £26.09m of Basic Need funding for the purposes of school places expansion from has been announced. This funding would be used to support any building refurbishment, temporary or permanent expansion projects.

4.2.3	Therefore, the total Basic Need funding available to support the strategy is approximately £31.8m. This will be supplemented by any S106 developer contributions secured as part of the Local Plan.
4.2.4	The capital costs associated with any proposed expansions mentioned within the All Phase Commissioning Plan (not including Early Years places for which no specific capital funding is received) will initially be met from the basic need balance, but each project will be subject to its own Capital and Revenue clearance and approval process.
4.2.5	Schools will be allocated any funding for growth in line with the relevant financial year's Growth Funding Policy, subject to any changes in national guidance and legislation surrounding The Schools and Early Years Funding Regulations.
4.3	<u>Legal Implications</u>
4.3.1	The proposed "Commissioning Plan September 2023 – August 2026: Early Education & Childcare, Primary, Secondary & Post 16 Sectors" outlined in this report will support the Council to meet its statutory duties under the Education Act 1996, the Childcare Act 2006 and the Children and Families Act 2014. These duties are referenced in the main body of the report.
4.3.2	As mentioned in section 3.3 of the report, individual statutory consultations will be undertaken as appropriate, and any legal implications will be considered at that time.
4.4	<u>Climate Implications</u>
4.4.1	As part of this overarching strategic plan for education and childcare commissioning, we need to consider the climate impact. Due to the high-level nature of the plan, we are unable to complete a full Climate Impact Assessment, however we have used the Climate Impact Assessment Team's guidance to ensure we consider the relevant climate factors and how we can work to reduce our climate impact. When specific projects are developed, we will complete a full Climate Impact Assessment using the Climate Impact Assessment Tool, so we can clearly report on the climate impact and ensure we are reducing the impact wherever possible. In producing the Climate Impact Assessment, we have consulted the Sustainability & Climate Change team.
4.5	<u>Other Implications</u>
4.5.1	No further implications have been identified.
5.	ALTERNATIVE OPTIONS CONSIDERED
5.1	No alternative options have been considered. The proposal set out in this report will be the best way to ensure there are sufficient learning places in the right locations to meet demand, while at the same time fulfilling our other responsibilities to raise education standards.
6.	REASONS FOR RECOMMENDATIONS

6.1	<p>The “Commissioning Plan September 2023 – August 2026: Early Education & Childcare, Primary, Secondary & Post 16 Sectors” will ensure that the Council meets its statutory duties under the Education Act 1996, the Childcare Act 2006, and the Children and Families Act 2014 to ensure sufficient childcare and school places, promote parental choice, diversity and fair access.</p> <p>Publishing this Plan provides further opportunity for our stakeholders to understand the Council’s strategy for commissioning places within the Early Education & Childcare, Primary, Secondary and Post 16 sectors.</p>
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Sheffield City Council

Commissioning Plan

September 2023 –

August 2026:

**Early Education & Childcare,
Primary, Secondary & Post
16 Sectors**

**Securing sufficient high-quality
learning places**

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1. Executive Summary

Sheffield City Council has statutory duties under several pieces of legislation including the Education Act 1996, the Childcare Act 2006 and the Children and Families Act 2014 to ensure sufficient childcare and school places, promote parental choice, diversity, and fair access. This plan sets out how the Council will meet its sufficiency duties through forecasting demand and ensuring sufficient early education, childcare, primary, secondary and post 16 places are in place to meet that demand.

For early education and childcare this means ensuring, where practicable, sufficient early education and childcare provision for working parents and those in education or training, and access to Funded Early Learning places. For the primary and secondary sector, this means providing a school place for every child when pupil populations are high and managing excess surplus places when they fall. Local Authorities are required to ensure there are enough primary and secondary school places for children in their local area; this is referred to as 'Basic Need.'

Demand is rising for Special Educational Needs and Disabilities places and is forecast to continue to rise, driven primarily by pupils with Autism Spectrum Disorder and those with Social, Emotional and Mental Health needs. From a mainstream perspective, in order to meet this rising demand, the Council's intention is to provide better mainstream inclusion. Delivering this requires innovation, recognising the challenges, and working in partnership with our localities, schools, academy trusts and other key stakeholders.

This All Phase Commissioning Plan, which covers the period September 2023 to August 2026, is a three-year rolling plan that will be reviewed annually. Consultation took place on a draft of the plan via a [public consultation](#) on the Council's engagement platform, Have Your Say Sheffield, from 6th February to 15th March 2023. Responses from both the consultation and a workshop with Councillors have been taken into account when updating this plan.

This plan sets out how the Council, in accordance with its statutory duty, seeks to ensure there are sufficient learning places in the right locations to meet demand, while at the same time fulfilling our other responsibilities to raise education standards.

Place planning is a complex process, influenced by demographics, mobility, and housing yield, as well as parental preference, geography, travel, and transport. Twice yearly reviews of population data and the tracking of live school applications, as well as dialogue with neighbouring authorities, help to manage the risks associated with these variables. With rapid shifts in economic conditions for families and changing patterns of migration, planning for 'Basic Need' requires a proactive approach to best respond to both short and medium-term demand as the primary, secondary and special school pupil populations fluctuate.

At the heart of the vision for securing sufficient and inclusive learning places in Sheffield is the Council's role in providing excellent education outcomes and equitable access for all. The introduction of new places in the wrong location or at the wrong time can create sustainability challenges for existing schools, which are already under increasing financial pressures.

For early education and childcare, the Council's role is one of 'facilitating' sufficiency of places, rather than 'delivering' places. In order to do this, we work alongside the sector and monitor sufficiency, utilising take up patterns to provide us with indicators of the number of places that may be required in different planning areas of the city. Take up of places is not compulsory, parents can choose between a vast number of early education and childcare providers, from childminders to private and school nursery settings. Parents also seek places outside their local area, nearer to other family members or nearer/on-route to work.

Families have varying requirements for the number of hours and the number of children eligible for some elements of Funded Early Learning. Funded Early Learning is Government funded childcare for all 3-and-4-year-olds, and eligible 2-year-olds. All 3-and-4-year-olds get 15 hours per week of free childcare and some can get up to 30 hours a week. These additional funded hours are known as the Extended Funded Entitlement. The Government have recently announced Childcare Reforms which aim to increase funded early learning places to support parents/carers to be able to work. This will give parents access to up to 30 hours free childcare for children who are eligible and aged between 9 months and 3 years. This will be a phased approach starting in April 2024. Alongside this is also a commitment to increase wraparound care for school age children and increase investment to increase funding streams to support parents/carers to access employment opportunities.

The Council has previously undertaken an annual childcare sufficiency assessment to produce an in-depth citywide and area analysis of the numbers of eligible children and take up of the various Funded Early Learning entitlements across the city to identify any areas where we may see low uptake or fewer available places. This childcare sufficiency assessment has also provided the strategic framework to demonstrate whether the Council is meeting its' Statutory Duty to ensure sufficient childcare and the Council has reported on it to Elected Members. The Council will continue to review data on an annual basis and respond to requests to share this data, including those from Elected Members, but this All Phase Commissioning Plan will now act as the strategic framework for demonstrating the Council's compliance with its childcare sufficiency duty in place of the childcare sufficiency assessment.

Sheffield experienced a 25% increase in births between 2002 and 2012, after which births reduced. Office for National Statistics forecasts suggest that the birth rate will continue to remain low with gradual year on year increases to the end of the decade. Reduced births and other recent factors such as the Covid Pandemic have also led to

a challenging market for early education and childcare providers, both in schools and in the private, voluntary and community sector.

This increase or 'bulge' in population mentioned above initially put pressure on the primary sector, but now the sector is experiencing a surplus of places. Over the planning period 2023-2026, our forecasts show that, in line with reducing births, there will continue to be areas of falling demand for early education and childcare and primary places, but the level of surplus places varies across the planning areas.

The secondary sector is now under pressure as the increase or 'bulge' in population has moved into this sector, and secondary school places have been at or near full capacity since 2018/19. Over the planning period 2023-2026 our forecasts show that there will continue to be areas of growing demand for secondary school places, but demand is not evenly distributed across the city. We have particular pressure for secondary school places in the southwest of the city (Planning Area 1), in addition to other planning areas, such as in the northeast of the city (Planning Area 5) and in the south of the city (Planning Area 7). However, beyond this planning period, forecasts show that there will be other areas across the city with declining demand for secondary places.

This plan explains how we will work with primary and secondary schools that face these current and future challenges associated with falling rolls. The Department for Education have specified that both academy trusts and local authorities should manage the school estate efficiently and should reduce or find alternative uses for high levels of spare capacity, in order to avoid detriment to schools' educational offer or financial position.

As part of this, the Department for Education expect academy trusts and local authorities to consider all options for the reutilisation of space, including, for example, increasing the provision of early education and childcare, and reconfiguration, including via remodelling, amalgamations, and closure where this is the best course of action. With this in mind, when planning school places it is important that we do not create an over-supply of places.

When planning future places, using our forecasts the Council works closely with a range of key stakeholders including: parents and carers, parents' forums, Learn Sheffield, early education and childcare providers, school leaders (via the Primary and Secondary Heads Partnership Group), governors, academy trusts, dioceses, colleges, training providers, local planning authorities, South Yorkshire Integrated Care Board, developers and other interested parties. This is done with the aim of delivering a high quality and inclusive education for all pupils in Sheffield. Our challenge, like other local authorities, is to find creative, cost effective and value for money solutions that provide the sufficient numbers of high-quality places required.

In terms of schools, alongside our statutory duty to ensure there are sufficient school places to meet demand, we are also responsible for promoting a good supply of places at strong schools. This is achieved through planning, organising, and commissioning places in a way that raises attainment, increases diversity, encourages collaboration between schools and promotes community cohesion. Increases in demand can lead to the establishment of new provision or the expansion of existing provision. Decreases in demand can lead to a reduction in places through changes to admission arrangements or the rationalisation of provision.

The transition from the secondary to the post 16 sector is the fundamental step in young people's journey to adulthood. Post 16 should provide the skills and experience which enable them to become more independent. There should be the opportunity to learn skills which will enable them to gain employment where appropriate, to play a role in their communities and to learn how to access support from these same communities. It is therefore important that the Council continues to work with the post 16 sector to ensure there are sufficient post 16 places to meet demand.

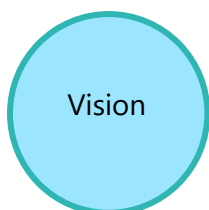
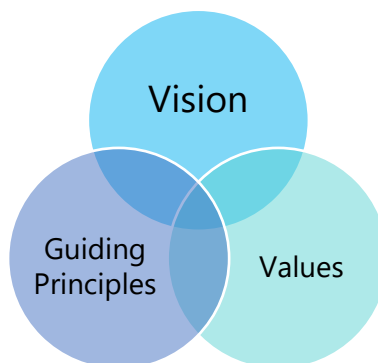
This plan provides an overview of the national, local, and legal context in relation to early education, childcare, school and post 16 place planning. It explains our planning areas across the city, how we calculate projected demand, and how we ensure there is a sufficient supply of places in the right areas at the right time. It outlines the resources and the process required to ensure these places are available, including the need to commission additional places or re-organise existing provision. It also sets out our approach to address the current and future over-supply of primary and secondary places in areas where it is forecast that schools are likely to experience falling rolls.

Any reviews of childcare and education provision we undertake and any recommendations for provider or school re-organisation (for example opening, closing, amalgamating, enlarging, or contracting of schools) will, in part, be based on information contained in this plan.

It highlights the work that we have already done across each sector, but it also contains a series of action plans which set out our strategic priorities for early education, childcare, primary, secondary and post 16 sectors for the period September 2023 to August 2026.

2. Vision, Values & Guiding Principles

Place Planning



- Ensuring that every child and young person in Sheffield has access to a great local place, at each phase from early education and childcare, right through to the post 16 sector by providing a responsive, agile, and flexible place planning system that meets current and future demand in a timely and collaborative way.



- Children, Young People, and Families are at the heart of what we do
- Openness and honesty are important to us
- Together we get things done - working in partnership across all sectors

3. National & Local Context including Population and Pupil Cohorts

Following the national picture, births in Sheffield rose by 25% between 2002 and 2012 which initially put pressure on the primary sector. Since the 2012 peak, births have been falling and Office for National Statistics forecasts suggest that the birth rate will continue to remain low with gradual year on year increases to the end of the decade.

Early Education & Childcare

In terms of the early education and childcare sector, the current 0–4-year-old cohort has continued to fall year on year with 6,012 births in 2018/19, reducing to a low point of 5,733 births in 2020/21. Reduced births and other recent factors such as the Covid Pandemic have led to a challenging market for early education and childcare providers, both in schools and in the private, voluntary and community sectors. In addition, since Brexit, some areas of the city have seen further reduced demand as some families from Europe have returned to their home countries and fewer have come to settle in the UK.

The pandemic was a challenging time for early education and childcare providers, particularly those delivering paid-for childcare, with changes to the economy and an increase in the number of parents working from home contributing to a decline in demand for those services. Feedback from the recently undertaken provider survey suggests that that trend is now being reversed, with 34% of 88 respondents indicating that demand for paid-for childcare has been increasing since the start of 2022.

However, remaining sustainable whilst offering good quality provision continues to be a challenge for the early education and childcare sectors. Increases in the living wage, pension contributions, utility and fuel costs and other basic overheads rising has meant that more early education and childcare providers are now charging for consumables and other permitted items in order to break even. The Council is monitoring this closely and working with providers to limit the impact on the most vulnerable children and families whilst at the same time ensuring providers remain sustainable.

The Government have recently announced Childcare Reforms which aim to increase funded early learning places to support parents to be able to work. This will give parents/carers access to up to 30 hours free childcare for children who are eligible and aged between 9 months and 3 years. This will be a phased approach starting in April 2024. It is assumed that demand will increase for childcare places in the future.

Primary

Over the planning period 2023-2026, our forecasts show that, in line with the falling birth rate, there will continue to be falling demand for primary places. Almost all areas of Sheffield will experience increasing surplus places issues in primary, with concentration in some sub-planning areas and some schools seeing a greater impact than others.

Secondary

The increase in population or 'bulge' which led to increased demand for pupil places in the primary sector is now being experienced by the secondary sector. Secondary school places have been at or near full capacity since 2018/19. Mainstream secondary demand is not evenly distributed across the city and pressure for places is greatest in the southwest, the south and in the northeast of the city. Within these planning areas this pressure is forecast to continue until the end of the decade.

Over the planning period 2023-2026 there will continue to be areas of growing demand for secondary school places, primarily linked to new housing development and inward migration. However, beyond this planning period forecasts show that, following the pattern being experienced in the primary sector, there will be areas of secondary with declining demand. We will work with secondary schools that face these future challenges associated with falling secondary rolls, which can create budget pressures and impact on decisions of school leadership and organisation.

Post 16

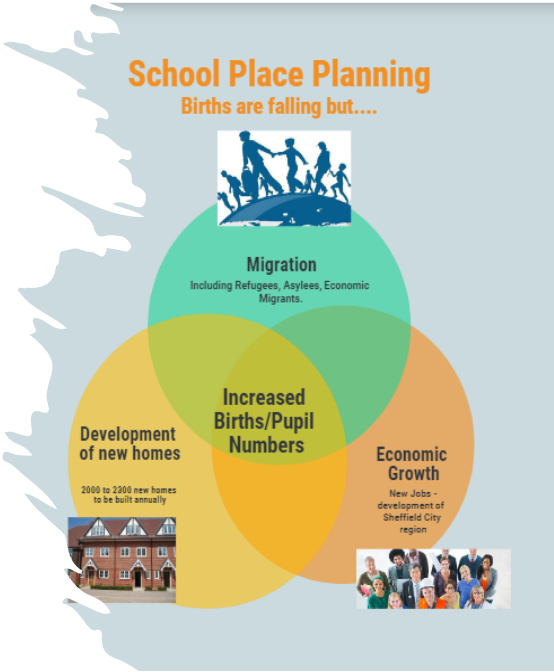
We know that the increase in population or 'bulge' mentioned above which is currently in the secondary sector, will move through to the post 16 sector over the planning period 2023-2026, as Year 12 learner numbers are forecast to increase in 2023/24 and will continue to rise each year, reaching a 'peak' beyond this planning period in 2028/29 where we predict a Year 12 population of over 7,300 Sheffield resident pupils.

It is therefore important that the Council continues to work with the post 16 sector to obtain 16-25 forecast data to ensure there are sufficient post 16 places to meet demand. In terms of transition, in most cases young people move to a new educational setting at age 16 and will need to become more independent. This will need careful preparation and support.

Economic Development and New Homes in the city - Influences on demand

Sheffield is a fantastic city with world leading economic assets, global companies, and a transforming city centre within reach of the stunning Peak District National Park.

The Council’s Strategic Vision for the City Centre published in January 2022 sets out that, although births are falling, the Sheffield population is set to increase from 584,853 people (2019) to 648,410 people by 2043, as it attracts new residents. As outlined in the [Our Sheffield Delivery Plan 2022-23](#) we want to raise the profile of the city nationally and internationally, capitalising on the city’s assets to attract new business and investment to the city. We want Sheffield to be a flourishing, sustainable and inclusive city economy which creates opportunity, good jobs and better jobs for people of Sheffield.



As mentioned earlier, Sheffield is facing a changing economy. It is also clear that post covid, some things have changed forever in the way we work and the way we live our lives, and this opens opportunities to shape and innovate in ways that can help create a better future for the city. As a strong partner alongside businesses, we want a city with a dynamic environment for enterprise with a culture of businesses able to start-up, scale up and innovate. We have an ambition to be a net zero carbon city by 2030.

To help meet this growing population and economy, there is an aspiration and Government target to deliver new homes in the city. The Council agreed its preferred spatial option for the Local Plan in February 2022 and we are expecting to deliver 2,100 homes a year.

Our city, like many across the country, has a growing demand for affordable housing. The Council has embarked on an ambitious programme to deliver new council homes by 2029 – a combination of new builds and purchased properties. Please [click here](#) for more information. Therefore, future projections for school planning areas may change, as housing development plans progress in the medium to longer term. Future versions of this plan will provide more clarity on these issues.

The context for planning for future early education, childcare, school and post 16 places includes the limited availability of capital funding. This poses the challenge of finding creative, cost effective and value for money solutions that provide the sufficient numbers of high-quality places required, where they are needed and when they are needed, so that children and young people can access provision locally.

The forecasts and our emerging strategies are based on known data and intelligence, however there are some unknowns that may impact what is set out in the plan. Covid-19 has created much uncertainty over the past 2 years, and it may be some

time before the impact, direct or indirect, of the virus on future demand for learning places is truly known. We endeavour to communicate clearly with schools and local communities about current and predicted place planning pressures in their area. In general, we will only name particular schools in the plan when there is certainty that a proposal will be implemented or where this is already underway.

Population

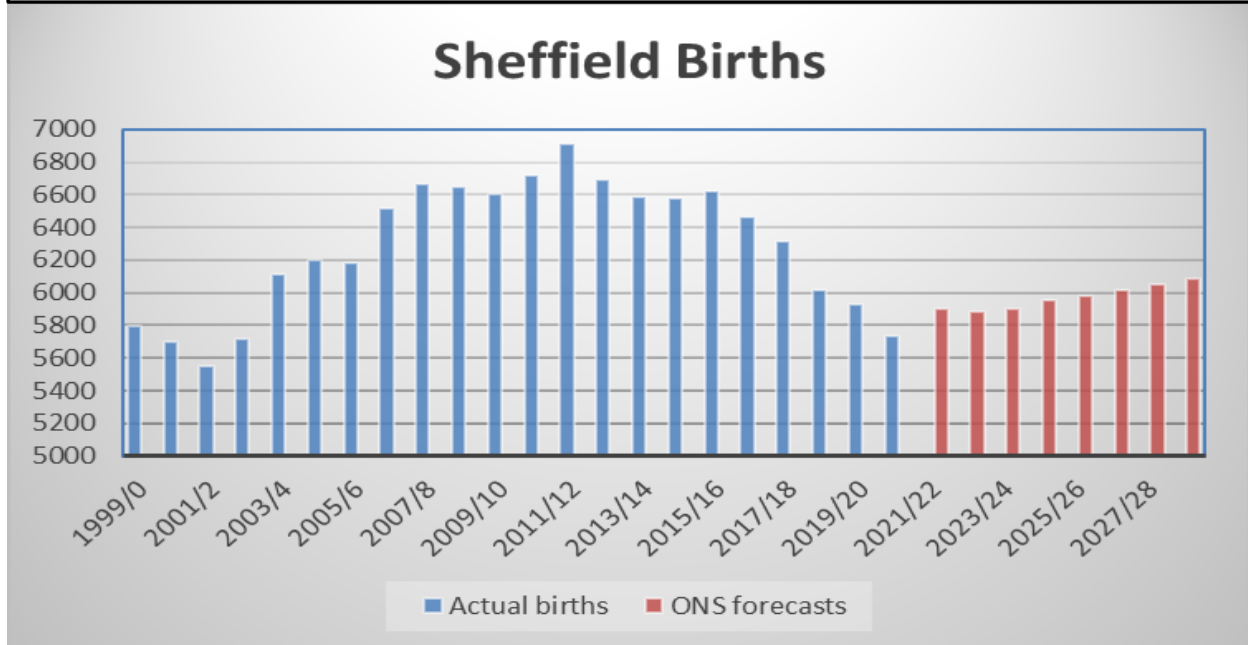
The overall population in Sheffield has grown steadily, rising from 531,000 in 2001 to 589,000 in 2020 (Source: Office for National Statistics mid-year population estimates). Sheffield's population is projected to rise by 62,000 people between now and 2034, although this may be higher if economic growth continues, and even more people are attracted to the city.

Sheffield is an ethnically diverse city, with around 25.5% of its population from black or minority ethnic groups (Source: Office for National Statistics 2021 Census). The largest of those groups is the Pakistani community, but Sheffield also has large Black African, Black Caribbean, Arab, Indian, Bangladeshi, and Chinese communities. More recently, Sheffield has seen an increase in the number of overseas students coming to the city and in the number of economic migrants from European Union ascension states (countries which joined the European Union in or after 2004).

Births in Sheffield peaked at 6,908 in academic year 2011/12 and since then, births have fallen to 5,733 in 2020/21. Office for National Statistics birth forecasts suggest these are likely to remain low with gradual increases from 2021/22 (births at 5,902), potentially increasing by 2.4% by 2027/28 (potential births 6,047).

However birth forecasts nationally have been revised downward and this has been the trend over the last few years, therefore birth forecasts should always be treated with caution. The following **chart 1.0** shows the number of actual and forecast births from 1999 – 2028.

Chart 1.0 Sheffield Births 1999 - 2028



Pupil Cohorts – Early Education & Childcare

Whilst the size of each cohort of eligible children is known, it is not possible to predict the exact number of children within each cohort who will require a place or for how many hours each child will attend.

Although places are measured using the ratio of 15 hours = 1 part time equivalent place, not all children will access their full entitlement. This is because it is not a statutory requirement for children to attend an early years setting and is therefore based on parental choice.

The Council applies the National benchmark as an indicator when measuring sufficiency. **Table 1.0** below shows the take up rates for Funded Early Learning Entitlements in Sheffield, its regional neighbouring Authorities and nationally in Spring 2022.

In Spring 2022, 78.4% of eligible 2-year-olds accessed a part time equivalent place and 94.3% of 3-and-4-year-olds accessed a place. In total 12,576 places were taken up by families accessing 2, 3 and 4-year-old Funded Early Learning and the Extended Funded Entitlement for working families.

Table 1.0: Take up rates for Funded Early Learning entitlements Spring 2022

Local Authority	2-year-old	3- & 4-year-old
Sheffield	79% *	93% *
Rotherham	85%	95%
Barnsley	94%	94%
Doncaster	92%	92%
Derbyshire	78%	93%
National Average	72%	92%

*Source: Department for Education Scorecard

Sheffield's take up rate for 3-and-4-year-old Funded Early Learning is in line with that of its other regional neighbouring authorities, with Sheffield performing slightly better than Doncaster, with 93% take up and 92% take up respectively. Sheffield's take up (93%) by this cohort is slightly better than the national average (92%). Concerning 2-year-olds, Sheffield's take up is in one instance 15% lower than that of one of its regional neighbours (Barnsley). It does however perform slightly better than Derbyshire for take up by this cohort, with 79% take up and 78% take up respectively. At 79%, Sheffield performs 7% better than the national average (72%) for take up by this cohort.

Take up of Extended Free Entitlement is, as expected, highest in areas where there are more families in work who meet the Extended Free Entitlement criteria. There is a higher eligible population in the more affluent areas of the City accessing the additional 15 hours Extended Entitlement. The eligible population in the less affluent districts are not taking up the offer, which needs examining further.

We will continue to raise awareness of the Entitlement to encourage working families into taking up the Extended Free Entitlement in those areas. We are aware of those levels of deprivation, particularly in the Northeast and East of the City are reflected in the low numbers of children accessing Extended Free Entitlement, but it is also acknowledged that there are some cultural barriers to families accessing Funded Early Learning.

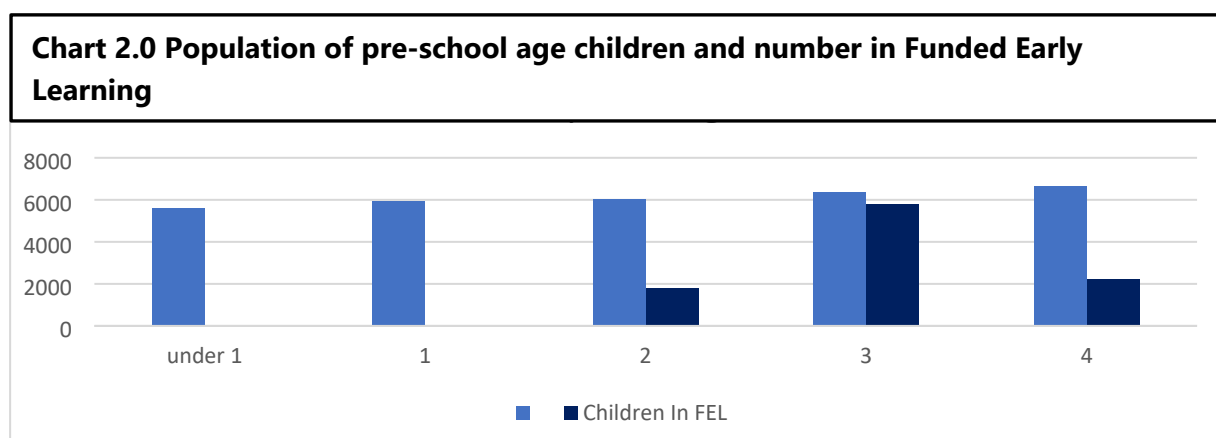
Table 2.0 below gives the number of children in Funded Early Learning or Extended Free Entitlement in Sheffield in Spring 2019 compared to Spring 2021. In Spring 2021 Sheffield percentage uptake of the Extended Free Entitlement was above the national average.

Table 2.0

Comparison	Children in 3- & 4-year Funded Early Learning	Children in Extended Free Entitlement	Take up of Extended Free Entitlement
Sheffield 2019	8,405	3,007	36%
Sheffield 2021	8,440	3,130	37%
England	1,212,234	348,126	29%

NB: The Department for Education no longer produce statistics showing uptake from Extended Free Entitlement codes, therefore post-2021 data is unavailable.

In total, there are 30,509 children under the age of five living within the local authority area in 2022. These children are most likely to require early education and childcare (data source NHS – pupils registered with GPs). The 0–1-year cohort has steadily decreased, and whilst current Office for National Statistics projections suggest that births will begin to increase slightly and gradually from 2022/23 to the end of the decade, these projections should be viewed with caution. **Chart 2.0** below shows the number of pre-school children by age and the number taking up a Funded Early Learning Place.

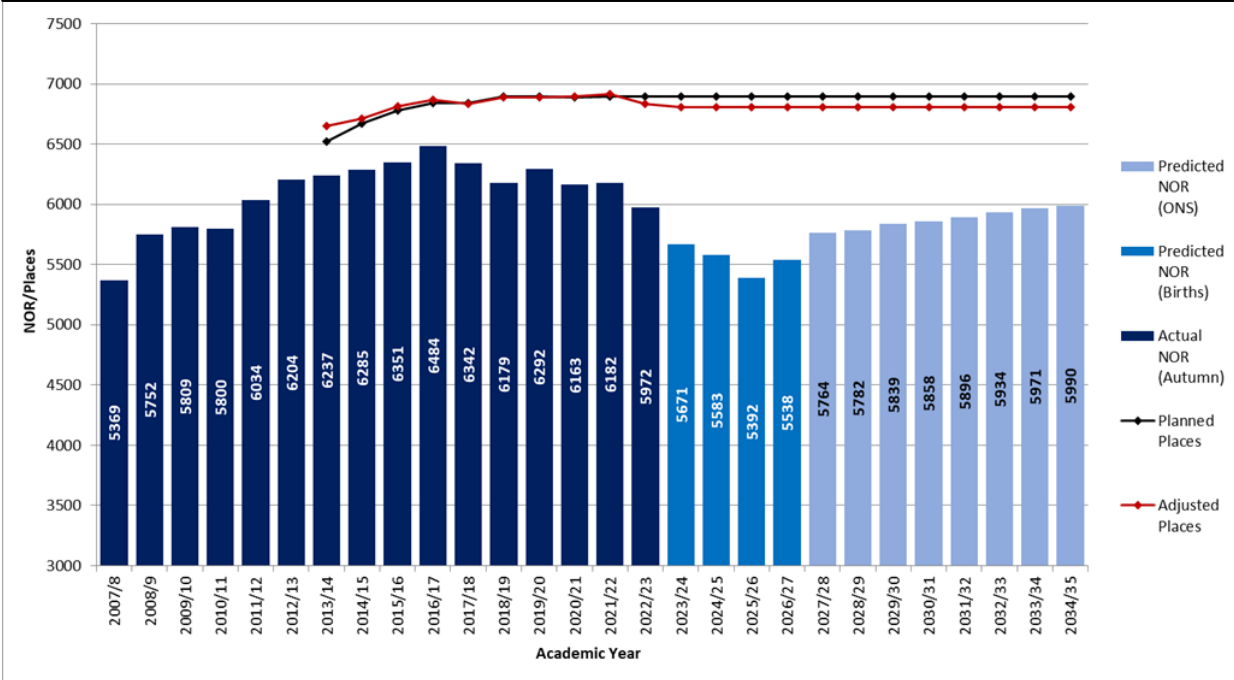


* NB: some four-year-olds will have started reception

Pupil Cohorts – Primary

Reception year primary school intakes have fallen and continue to fall. **Chart 3.0** below shows the citywide picture for primary school places in academic year 2022/23. It forecasts a surplus of reception places across the city between 2023-2034. Numbers on Roll are forecast to hit the lowest point in 2025/26, after which numbers begin to increase and the surplus places are forecast to reduce slightly.

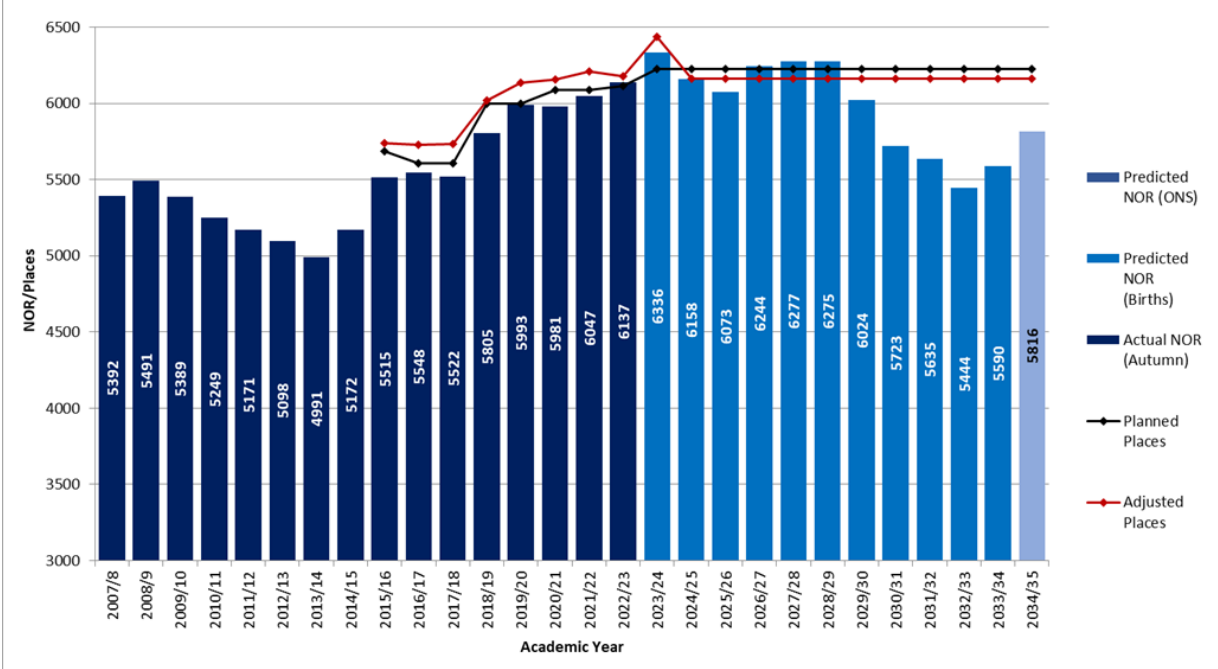
Chart 3.0 Comparison of Reception Number on Roll to Planned Places



Pupil Cohorts - Secondary

Previous high numbers of pupils in primary schools are now being reflected in rising Year 7 secondary school intakes. **Chart 4.0** below shows the citywide picture for Year 7 secondary school places in academic year 2022/23. It forecasts a deficit of places across the city between 2023-2028, with an initial peak in 2023/24 and two further peaks in 2027/28 and 2028/29.

Chart 4.0 Comparison of Year 7 Number on Roll to Planned Places



Pupil Cohorts – Post 16

Year 12 learner numbers are forecast to increase in 2023/24 and then continue to rise each year until it reaches a peak in 2028/29 where we predict a Year 12 population of over 7,300 pupils. The majority of young people are able to attend further education or employment without extra help but there are some, such as those with Special Educational Needs and Disabilities, who are more likely to need additional support.

Cross-border Movement

At early education and childcare level Sheffield imports approximately 351 children from the neighbouring authorities of Barnsley, Derbyshire, Doncaster, Rotherham, and exports approximately 55* children to these same authorities. (**Summer 2022 Term cross-border details supplied to the Council by neighbouring authorities. Please note the export figure may change subject to further updates*).

At primary school level (across all year groups) Sheffield imports approximately 532* children from the neighbouring authorities of Barnsley, Derbyshire, Doncaster, Rotherham, and exports approximately 688* children to these same authorities. (**2020/21 data - Gov.UK Schools, Pupils, and their Characteristics*).

At secondary school level (across all year groups) Sheffield imports approximately 530* children from the neighbouring authorities of Barnsley, Derbyshire, Doncaster, Rotherham, and exports approximately 1320* children to these same authorities. (**2020/21 data - Gov.UK Schools, Pupils, and their Characteristics*).

There is a wide variety of choice at post 16 and at this stage of their education pupils are more likely to travel to attend the education or vocational provision that meets their needs. Sheffield is a 16-18 net exporter overall but is a net importer to school sixth forms. In 2019/20, 14% of Sheffield residents accessed provision in other Local Authorities, with most accessing Rotherham (5.14%), Barnsley (4.55%) and Derbyshire (2.33%). In 2019/20, 10% of students attending Sheffield providers were residents in other Local Authorities, with most resident in Rotherham (4.56%), Derbyshire (3.51%) and Barnsley (0.79%).

Admissions and Transport

All schools must have admission arrangements that clearly set out how children will be admitted, including the criteria that will be applied if there are more applications than places at the school. Admission authorities determine admission arrangements. Sheffield City Council is the admissions authority for community schools and voluntary controlled church schools. The governing boards of voluntary aided church schools, trust schools and free schools, set the admissions criteria for their individual school(s). For academies, the arrangements are set by the Academy Trust.

For Early Years, all settings must have admission criteria that will be applied if there are more applications than places at the setting. Admission arrangements are determined by the individual settings with priority given to Looked After Children and children with Special Educational Needs and Disabilities. Unlike schools, there are no catchment areas for childcare providers, so they are free to accept children resident anywhere in or outside of the city.

Parents and carers in Sheffield have the right to express a preference for a school (deadline 15th January for Primary and 31st October for Secondary) and are invited to indicate up to three preferences when applying for a school place for their child. There are challenges when popular schools fill on national offer day, meaning late applicants and families moving into an area are unable to secure a place. This can lead to families having to attend a school further away from where they live or even having to place siblings at different schools. This can be a greater challenge in semi-rural areas where the distance between schools is greater and transport links can be more limited.

The Council will continue to work flexibly with schools, where required, in the best interests of children and their families. Parents also have a statutory right to appeal where they do not secure the place or places they want. The availability of places for children with Special Educational Needs and Disabilities in specialist provision of all kinds is not included within the scope of this document. This remains an important area of work and there are clear connections between this and ensuring there is sufficient mainstream places.

For September 2022, the Council was able to offer a place at a preferred school to 98.47% of primary year reception (Year R) applicants, 98.68% of junior (Year 3) applicants and 95.76% of secondary (Year 7) applicants. This is above the national average. There is more information about applying for a place on the Council’s [website](#).

Number of Early Education & Childcare settings in Sheffield

The early education and childcare sector supply is currently delivered by a mix of 122 Private, Voluntary and Independent nurseries; 165 childminders and 84 school nurseries. **Table 3.0** below shows the provider type by planning area. It shows that there are very few childminders in Planning Area 5, which may reflect the lack of demand for such services. 42 Private, Voluntary and Independent nurseries in Planning Area 1 is more than twice the number in any other planning area and is partly attributed to its relative prosperity and location along major commuter routes into Sheffield.

Table 3.0 Provider type by Planning Area (April 2023)	
Planning Area	Sector

	Childminders	Private, Voluntary & Independent	School Based	Total
1	25	42	9	77
2	24	18	11	55
3	23	9	7	42
4	22	12	18	56
5	6	8	14	33
6	38	18	15	77
7	27	15	10	59
Sheffield	165	122	84	399

In terms of wraparound early education and childcare, **Table 4.0** below shows Out of School Clubs by Planning Area, as at August 2022. It shows that the Private, Voluntary and Independent Sector offer the largest proportion of Out of School Clubs, but that schools themselves only offer a fraction less.

Table 4.0 Out of School Clubs by Planning Area – August 2022				
Planning Area	Type			
	Childminders	Private, Voluntary & Independent	Schools	Total
1		4	5	9
2		3		3
3		2	1	3
4		1		1
5		3	2	5
6		5	4	9
7		1	3	4
Total	0	19	15	34

Source: All providers and Ofsted inspections 05/08/2022. NB: Out of School Clubs delivered directly by Schools, Private, Voluntary and Independent Nurseries and Childminders will not necessarily show up separately in an Ofsted report but will be part of the overarching inspection report. Only standalone Clubs will be listed in Ofsted.

The distribution of Out of School Clubs across the city is fairly even but Planning Areas 1 and 6 offer the highest number, and this is true of the Clubs offered by both the Private, Voluntary and Independent Sector and by schools.

The Sheffield Directory is an information portal available on the Sheffield City Council website that families can use to access information on early education and childcare places in their area and that the Council utilises to undertake data analysis. Once a provider registers with Ofsted they are invited to register their details on the portal, including their type of setting, its hours of operation, eligible age range, charges, any specialism with regards to children with Special Educational Needs and Disabilities, and any current vacancies it has.

The Directory offers families the facility to search for a particular type of setting in a particular area of the city, in order to access childcare. As the Directory is a self-service facility it relies upon providers maintaining their details and the Council is therefore unable to testify to the completeness or accuracy of the information available, as some providers may have opted not to register with the Directory, whilst those who have may not keep their information up to date.

Number of Primary & Secondary Schools in Sheffield

Table 5.0 below shows that on 1 September 2021 there were a range of different types of schools in Sheffield, from mainstream local authority-maintained* (or Community) schools to academies and free schools. Also included below are numbers of special and Alternative Provision schools. *Please note that maintained schools also include voluntary aided and voluntary controlled, foundation and trust schools.

Table 5.0 Types of School in Sheffield as at 01/04/2023						
Type	Academies	Free Schools	Community Schools	Foundation Schools	Voluntary Aided	Voluntary Controlled
Nursery			2			
Primary, Infant and Junior schools	73	0	48	7	4	1
Secondary	23	3	1			
All Through	2	1				
Special Schools	2	1	7	2		
Alternative Provision			2			

Number of post 16 settings break down in schools, colleges & training providers

Table 6.0 below highlights the type and number of post 16 providers in the city. It also specifies the number of 16-19 pupils in attendance (source: Education & Skills

Funding Agency attendance data 2021/22). Over the 4 years to 2021/22 there had been an increase in take up at school sixth forms (12%) and Further Education Colleges (4%) whilst take up of training provision fell by 33%.

Table 6.0 Types of Post 16 provision in Sheffield as at 01/03/2023		
Type of provider	Number of providers	16-19 Pupils in attendance 2022/23 (ESFA data)
School Sixth Form	12	4,186
Sixth Form College	1	277
Further Education College	2	6,282
Training providers	3*	469
Total	18*	11,214

*There are three main providers of apprenticeships and training alongside approximately 94 national and smaller local providers delivering training to young people in the city and surrounding areas. Providers subcontract training provision and numbers are not static.

4. The Legal Context

Sheffield City Council has statutory duties under several pieces of legislation including the Education Act 1996, the Childcare Act 2006 and the Children and Families Act 2014 to ensure sufficient childcare and school places, promote parental choice, diversity, and fair access. For early education and childcare this means securing sufficient childcare, so far as is reasonably practicable, for working parents, or parents who are studying or training for employment, for children aged 0-14 (or up to 18 for disabled children), and access to Funded Early Learning places.

Funded Early Learning is Government funded childcare for all 3-and-4-year-olds, and eligible 2-year-olds. The eligibility criteria are based on a number of factors which include parents/carers receiving certain benefits to qualify. All 3-and-4-year-olds are eligible to access 15 hours per week of free childcare. In addition, some can access up to 30 hours a week, in families where both parents are working (or the sole parent is working in a lone parent family), and each parent earns a weekly minimum equivalent to 16 hours at national minimum wage or living wage, and less than £100,000 per year. These additional funded hours are known as the Extended Funded Entitlement.

Through play activities children benefit by:

- learning language
- developing physical and social skills

- preparing them for the routine of going to school

Early years are critical for a child's development and children who use a Funded Early Learning place show greater levels of achievement in their school years. In addition, early education and childcare is a fundamental building block of our economy. A key objective of early education and childcare policy is to improve productivity by helping the parents and carers of younger children access employment and training.

Therefore, early education and childcare policy plays a key role not just in reducing poverty for today's children, but also in improving outcomes and preventing poverty for the next generation. Early education and childcare touches on many aspects of social policy, from education to the labour market to the benefits system.

It is well documented that children from low income or disadvantaged families are behind their more advantaged peers and there remains a gap in school readiness by the time they start school. The role of early education and childcare policies in reducing these inequalities, promoting social mobility and contributing to the Government's Levelling Up ([Levelling Up the United Kingdom: Executive Summary \(publishing.service.gov.uk\)](#)) agenda, particularly in regards to the target areas of Education, Skills, Health and Well-being, is clear. Information on the other types of support available for childcare can be found on the Childcare Planning Team's page of the Council website at [Funded early learning and childcare | Sheffield City Council](#).

For early education and childcare, the Council's role is one of 'facilitating' sufficiency of places, rather than 'delivering' places. In order to do this, we work alongside the sector and monitor sufficiency. This is because the system for educating, developing and supporting the under-fives is delivered via a mix of provision in the private, voluntary and public sectors.

We work in partnership with providers in all sectors and actively support partnership working between providers to ensure that free places are high quality, flexible and accessible to give parents choice about how and where they take-up their child's free hours. We also work with providers and parents to ensure all parents, including disadvantaged families and those with children who have Special Educational Needs and Disabilities, have fair access to a free place and that parents understand which hours / sessions can be taken as free provision.

Early education and childcare workers can be self-employed, such as childminders, or work in a formal nursery. Nurseries may be part of a school or children's centre or be independent of either. The majority are run by organisations in the Private, Voluntary and Independent sectors. The Early Years Foundation Stage statutory framework is mandatory for all early education and childcare providers in England. The Early Years Foundation Stage sets the standards that all early education and childcare providers must meet to ensure that children learn and develop well and are kept healthy and safe. Ofsted and Independent Schools Inspectorate have regard to the Early Years

Foundation Stage in carrying out inspections and report on the quality and standards of provision.

For the primary and secondary sector, local authorities must ensure that sufficient school places are available within their area for every child of school age whose parents wish them to have one. In order to fulfil these statutory duties, Councils need to conduct strategic place planning and forecasting. In terms of the primary and secondary sectors, according to the Local Government Association “Local authorities have the unique responsibility for securing sufficient school places, although they increasingly have to collaborate with schools and other partners to deliver the places needed”. Planning for changes in demand for school places is an important function which can only be fulfilled locally.

The statutory framework for schools and academies has undergone much change in recent years and, with increasing school autonomy, a planning mechanism with strong local knowledge is needed to ensure that funding to secure sufficient school places is allocated effectively and efficiently.

From a post 16 perspective, in September 2016, the Department for Education released [Statutory Guidance](#) for all local authorities in England relating to the participation of young people in education, employment, or training.

The role of local authorities is outlined in their broader participation duties, as well as in their Raising the Participation Age related duties. The guidance sets out a range of statutory duties aimed to help local authorities to encourage, enable and assist young people up to the age of 18 (25 for individuals with learning difficulties) to participate in education or training, following on from the Raising Participation Age policy being introduced.

5. Planning Areas

For the purpose of planning school places, Sheffield is divided into seven planning areas. These are closely aligned to the City’s seven service localities, with some minor differences. For early education and childcare and primary school planning purposes, these are broken down further into 17 sub-planning areas.

This planning process identifies the requirement for school places arising from new housing developments. It is anticipated that, through the Section 106 and Community Infrastructure Levy (CIL), new housing developments will contribute a percentage of the funding required to provide additional school places. See **Appendix A** for nursery schools and nursery/reception classes, **Appendix B** for Private, Voluntary and Independent Early Years Providers, **Appendix C** for school

locations, **Appendix D** for Post 16 provision, and **Appendix E** for special schools and integrated resources.

6. Demand for Places

Early Education & Childcare

We do not forecast future pupil numbers for the early education and childcare sector in the same way as we do for the primary and secondary sectors. Instead, the Council reviews data on an annual basis to determine whether there are sufficient Funded Early Learning places and childcare to meet the demand of Sheffield families and where it might need to consider intervening in the Market to stimulate supply.

Paid for Childcare

Paid for childcare is difficult to forecast as the Council does not commission and fund paid for childcare as it does with Funded Early Learning, so there is no obligation for providers to provide information to local authorities in respect of paid for childcare. This means that baseline data for the Council to analyse is not consistent. The Council continues to work with childcare providers to improve data quality. The Council collects further information through regular communication with providers and through an annual provider and parental survey, to help us better understand the whole market, including paid for childcare demand.

Primary and Secondary

In producing forecasts of future demand for both the primary and secondary sectors we consider factors such as births, trend data, parental preference, housing growth, and existing and planned capacity as well as patterns of inward and outward migration. Our forecasts provide a comprehensive account of predicted future trends in numbers and the areas of the city where pressures on places are most likely to occur.

However, pupil forecasting is complex and, as a result, is not an exact science. For example, it is not always possible to predict changes in local demand for school places exactly owing to swings in parental preference, changing migration patterns or revisions to planned local housing targets. Pupil forecasts are updated twice annually, and exceptions identified in order to manage the risk of under/over-supply of school places.

It is important to note that while the Council seeks to meet parental preference, our projections are primarily concerned with ensuring we have sufficient places in a given area. It may be the case that some schools in an area that are consistently oversubscribed give the impression that there is a shortage of places when this is not the case overall as other schools in that area have capacity. The principal factor for place planning is the number of places in an area compared to the number of

children requiring a place and it is this that the Council seeks to predict and respond to.

Post 16

The commissioning arrangements, roles and responsibilities set out in the Department for Education's September 2016 statutory guidance provides only a marginal role for local authorities in relation to post 16, i.e. to ensure that there is sufficient post 16 provision in the city and maintain a strategic overview. Therefore, the Council strives to maintain an overview of sixth form provision, Further Education and training and the trends that might affect this with a view to informing and influencing the strategic decisions about sixth form, Further Education, and training provision that individual Academy Trusts and Governing Boards might choose to make.

As a council, we have very limited control over the post 16 sector as all but one of Sheffield's secondary schools are now academies which means, for example, that the Council cannot determine or control their age ranges, and it cannot impose requirements on the Further Education sector with regards to sixth form provision. Year 12 learner numbers are forecast to increase in 2023/24 and then continue to rise each year until it reaches a peak in 2028/29 where we predict a Year 12 population of over 7,300 pupils.

When we are planning for future school places, we do consider the size of the cohorts going through the system, including planning for bulge years, and we have been aware for some time that the bulge currently in the secondary sector will move into the post 16 sector, but sixth forms are not the only progression route, and a relatively large proportion of young people choose Further Education, Apprenticeships and Technical routes. Demand for post 16 provision is patchy across the city. The Council acknowledges that we need to do more work to understand sufficiency issues regarding post 16 provision as we move towards that 2028/29 peak. This will involve working closely with stakeholders to understand the trends and patterns of the type of provision our Year 12-13 pupils require going forward to enable effective planning.

7. Supply of Places

When the Council identifies a shortfall of capacity it will consider providing additional places, either through the expansion of existing provision, or through commissioning new provision. When there are proposals for a new primary school the Council will always consider including a nursery class unless there are reasons why this would not be reasonable.

In relation to the sufficiency of early education and childcare places, "The Childcare Act" sets out a clear role for the Council when intervening in the market to ensure sufficient places are available.

The Council will make decisions on whether to intervene in the market based on evidence of unmet demand. The Council works to a principle of not commissioning new provision which is in direct competition with other childcare providers unless there is an identified gap in the childcare market.

The Council aims to stimulate a diverse childcare market which offers variety and flexibility within the system to meet parents' individual needs. However conversely, the Council cannot stop a childcare provider setting up provision anywhere in the city as childcare is an open market. Sheffield City Council welcomes proposals from interested parties to establish new provision in areas of pressure.

From a post 16 perspective, currently there is sufficient good quality sixth form, further education and training available to students across the city. Looking ahead we know that Year 12/13 cohorts will continue to grow and will peak in 2028/29 and that approximately 40% of the Year 12/13 cohorts attend a school sixth form. The available places in current sixth forms, colleges and traineeships continue to outstrip demand leading to a very competitive post 16 market. In recent years, some existing sixth forms have struggled to recruit sufficient students. In addition, post 16 providers can operate flexibly and increase their numbers to meet demand. It is acknowledged that some school sixth forms take pupil numbers well in excess of their funding agreement, with other providers currently having vacancies. In December 2022, the UK Government announced that from 1 August 2023, they will no longer fund a standalone national traineeships programme, but traineeships can continue to be offered by providers locally.

In addition to the vision, values & guiding principles set out in Section 2 of this plan, when creating new school places, the Council also **considers** a range of other factors including (but not limited to):

- prioritising the expansion of good and outstanding schools
- the pattern of parental/pupil preference and local demand for places
- the diversity of provision
- transport patterns to reduce travel times to provision wherever possible
- supporting new schools (academies and free schools) where their location will help relieve pressure on places and / or increase parental/pupil preference and raise outcomes
- ensuring value for money.

We will ensure all key stakeholders are consulted when developing proposals to provide new places and that statutory processes are followed by Academies or maintained schools as outlined in the associated Department for Education guidance:

Academy = [Making significant changes to an open academy](#) or

Maintained School = [Making significant changes to Maintained Schools](#)

Temporary Provision

Whilst it would be desirable for every child to be educated in permanent school buildings, the Council must be certain there is a long term need before providing additional permanent school places. This is to ensure that surplus capacity is not added to the system which may then create viability issues in times of low pupil numbers. If the need is considered short term, the Council will use temporary classrooms which provide a valuable and flexible resource and are an appropriate way of providing school places for a short period of time.

8. Planning Sufficient Places in Sheffield

Sheffield City Council is a commissioning council. This means that we have committed to using the commissioning cycle to make evidence-based decisions about the services we provide. We are also committed to involving local people, providers, and partners early in this process and in a manner that fosters collaboration.

Commissioning is making things happen by working with and through others, by developing an overall picture of children's needs within an area and developing provision to respond to those needs.

The Commissioning Cycle

Stage 1 of the commissioning cycle shown below is 'Analyse'. A key part of this stage is for the Council to analyse the data, understand what it is telling

us and to use that data to forecast the number of places we need in the future.



Commissioning involves measuring and agreeing need, understanding our statutory role and expectations, agreeing priorities and plans, planning and commissioning activity, monitoring and reviewing performance, ensuring value for money, and holding providers to account in order to improve outcomes.

Forecasting: getting the balance right

We need to ensure there are sufficient places for pupils, whilst at the same time considering what happens after the peak has ended, where data forecasts show that the demand for places will fall and schools are likely to experience a surplus of places.

To help address this, the Council will firstly ensure that it does not increase the number of pupil places on a permanent basis unless there is sustained demand for places e.g. up until and beyond the end of the decade. Secondly, the Council will work with the sector to develop a plan to manage falling rolls.

How do we forecast future pupil numbers?

The Council plans to use the actual allocations data from 2023/24 alongside the suite of other forecasting tools to project future demand across the city and within the planning areas.

More detailed forecasts are then produced for each school, adding in factors such as preferencing data and inward and outward migration data. Office for National Statistics population forecasts are used to extend the range of years forecasted, but these longer-term projections are viewed with caution and serve only as an indicator. The following graphic summarises how we forecast pupil numbers.



When forecasting, the Council uses a snapshot of **child health data (GP registrations)** in the Autumn of each year, broken down by age and postcode. We then apply the average percentage population change.



School census data is then used to calculate the average take-up percentage. The take up percentage is then applied to pupil numbers to forecast future cohorts.

Office for National Statistics data is added to give a longer-term forecast.



More detailed forecasts are then produced for each school adding in factors such as preferencing data and inward and outward migration data.

Sufficient number of surplus places

Schools operate most efficiently and effectively when full or nearly full. To this end the Council seeks to keep the number of surplus places (the number of places in schools that are unfilled) to a minimum.

However, it is generally accepted that not all unfilled places in a school are surplus places, but that a small margin of surplus capacity is often allowed to facilitate parental preference, to take account of the fact that schools with available places may not always be in the part of a planning area where the demand is, and to allow for a degree of error in the forecasts.

A school is generally considered to be full when it has less than 5% of its places unfilled. This is in line with the National Audit Office report on Capital Funding for new school places published in 2013, where it states: "It is considered that on average 5% was the bare minimum needed for authorities to meet their statutory duty with operational flexibility, while enabling parents to have some choice of schools".

In Sheffield, rather than use an arbitrary percentage figure to create flexibility within the system, from 2023/24 we plan to slightly adjust our school place planning forecasting methodology which will factor in the number of allocations on allocations day, rather than using the Number On Roll to project future demand. Using allocations alongside Number On Roll means we will build in a slightly higher degree of flexibility into the forecasting system.

The Council has a duty to consider the organisation of school provision to create a sustainable network of schools, and in some circumstances rationalisation of provision can benefit other schools by reducing surplus places in an area so that the remaining schools can operate more efficiently with more certainty over their pupil numbers.

To support this, the Council regularly reviews every school’s context, drawing on a range of information including pupil numbers, finance, pupil performance, leadership arrangements and succession planning.

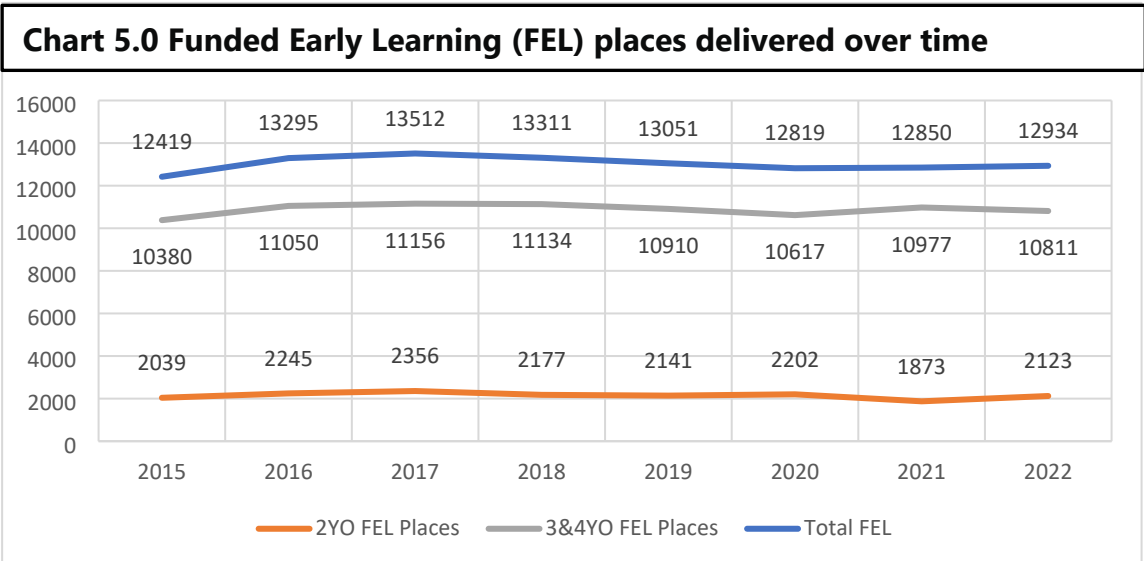
The Council also conducts regular reviews of specific geographical areas drawing on the same information. The reviews will reach a view about the effectiveness of arrangements for the organisation and management of schools across Sheffield.

The outcome of the review could lead to the identification of schools where support should be provided for governors to explore issues specific to the organisation and leadership challenges in their school.

9. What is our data telling us?

Early Education and Childcare

Chart 5.0 below shows that the number of Funded Early Learning places delivered which peaked in 2017 at 13,512 and has since shown a steady decline to 12,850 in 2021, which is in line with the falling birth rates and has in turn resulted in a small number of Private, Voluntary and Independent nurseries struggling to fill Funded Early Learning places.



Latest information suggests that this trend is unlikely to change for some time and the market may need to make considerable adjustments to capacity in some areas. There was a dip in 3-and-4-year-old places in 2020, but this appears to have largely recovered however, still showing a downward trajectory, and the recent fall off in 2-year Funded Early Learning places in 2021 also seems to have recovered.

Take up of Extended Free Entitlement is, as expected, highest in areas where there are more families in work who meet the Extended Free Entitlement criteria. There is a higher eligible population in the more affluent areas of the City accessing the additional 15 hours Extended Entitlement. The eligible population in the less affluent districts are not taking up the offer, which needs examining further.

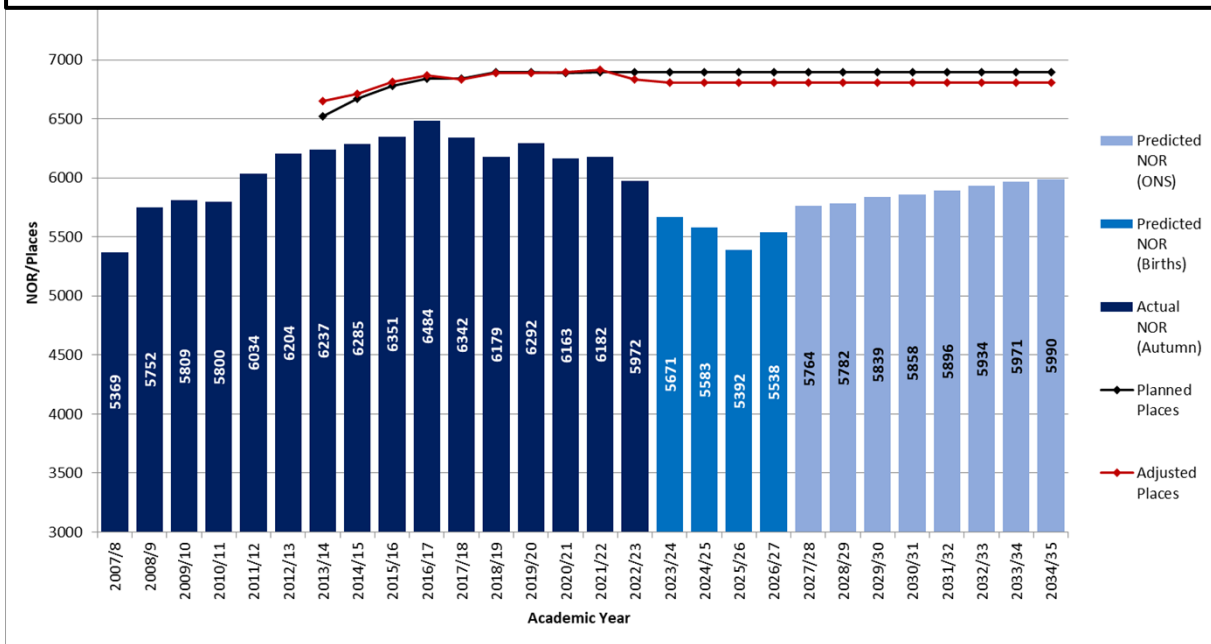
With the introduction of the new childcare reforms which will increase the number of children who will be eligible for a 30 hours funded place, we will continue to raise awareness of the entitlement to encourage working families into taking up the Extended Free Entitlement in those areas.

Reception places

There are currently around 6,900 reception places available across Sheffield. As births in Sheffield rose by 25% between 2002 and 2012 there was a period of expansion and school places were added in the areas of pressure to meet demand as 1,000 more children per year came into reception.

Subsequently as births have fallen there has been a growing number of surplus places across the city. **Chart 6.0** below shows Number On Roll forecasts for reception compared to the number of reception places available.

Chart 6.0 Comparison of Reception Number on Roll to Planned Places



Figures to 2022/23 show actual Number On Roll. Figures from 2023/24-2026/27 are predictions based on known births. From 2027/28 predicted Numbers On Roll are based on birth forecasts provided by the Office of National Statistics and should be treated with caution.

They suggest that births will remain low to the end of the decade. 2025/26 is expected to be the lowest reception cohort before numbers increase slightly, but recovery from the pandemic and other National and Global factors make forecasting of births more difficult.

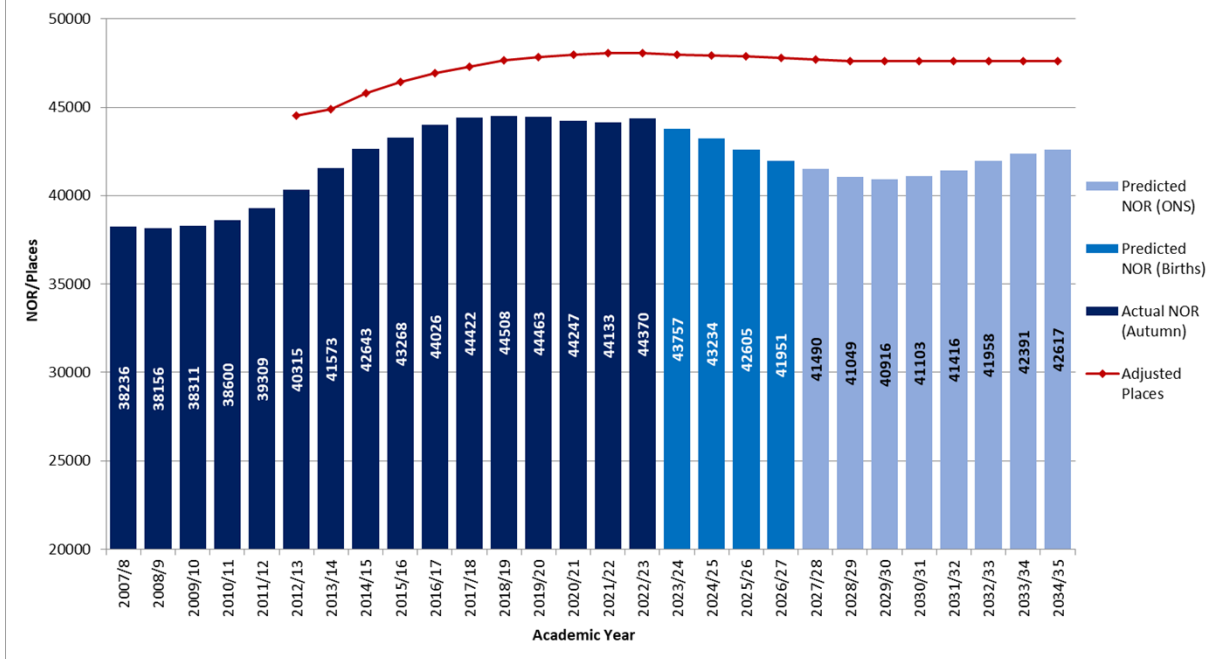
Primary Places Reception to Year 6

The cumulative impact of lower reception cohorts entering our primary schools year on year can lead to significant surplus across the whole school having a severe impact on school budgets.

Chart 7.0 below shows the citywide forecast for primary school pupils across all year groups reception to Year 6, compared to number of places shown by the red line.

If, as Office for National Statistics forecasts suggest, 2025/26 is the low point for reception intake and numbers grow only slightly to the end of the decade, 2029/30 will see the highest level of surplus places across the primary population.

Chart 7.0 Comparison of Primary Number On Roll to Planned Places



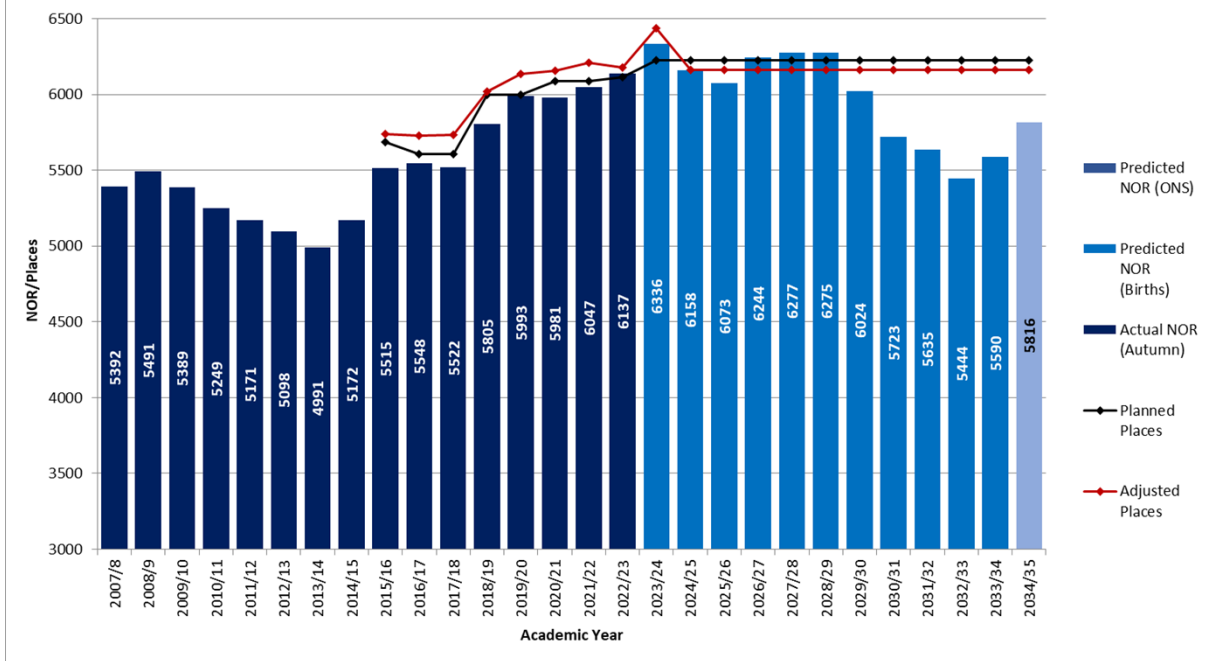
Secondary

Chart 8.0. Below compares the demand (number of actual Year 7 pupils needing a place) against the supply (the number of planned Year 7 places available). Previous high numbers of pupils in primary schools are now being reflected in rising Year 7 secondary school intakes.

The current citywide picture for secondary school places forecasts a citywide deficit of places between 2023-2028, reaching an initial peak in 2023/24 and two further peaks in 2027/28 and 2028/29. Demand for places is forecast to be highest in Planning Area 1 (southwest), Planning Area 5 (northeast) and Planning Area 7 (south). There is a pressure on secondary school places from local children who live within these catchment areas, and this is forecast to continue until the end of the decade.

Demand is not distributed evenly across the city and some areas will experience falling rolls and surplus places will begin to develop.

Chart 8.0 Comparison of Year 7 Number on Roll to Planned Places



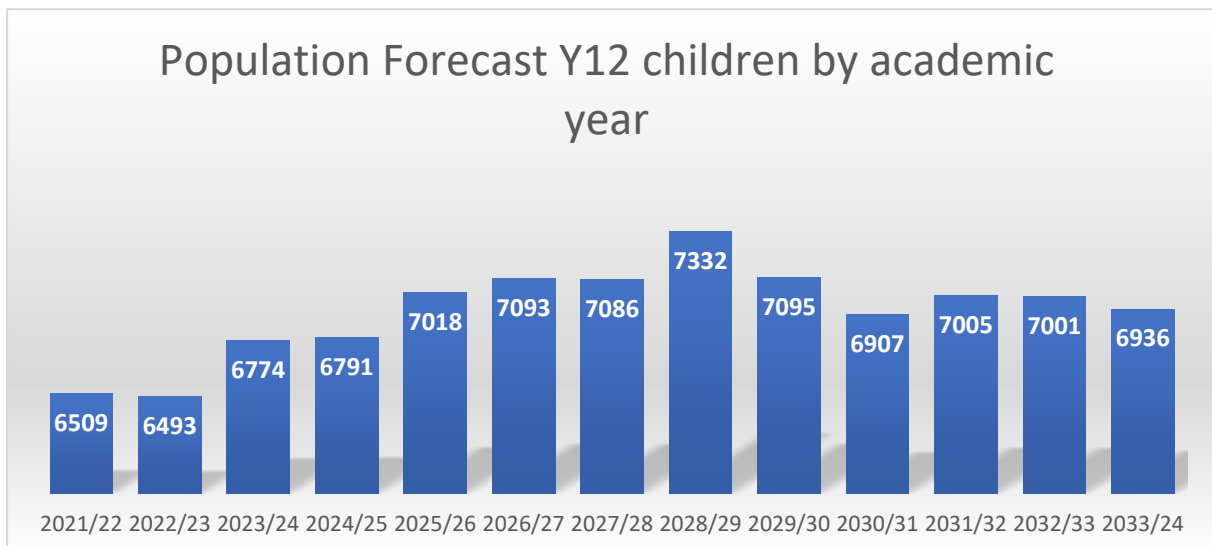
The schools in the southwest of the city are already operating at, or above, their capacities and forecast suggest that some schools in the southwest are unable to meet the demand from their school’s catchment.

Post 16

Chart 9.0 below shows that Year 12 learner numbers are forecast to increase in 2023/24 and then continue to rise each year until it reaches a peak in 2028/29 where we predict a Year 12 population of over 7,300 pupils.

The available places in current sixth forms, colleges and traineeships continue to outstrip demand leading to a very competitive post 16 market. Currently there is sufficient good quality sixth form, further education and training available to students across the city. Approximately 40% of the Year 12/13 cohorts attend a school sixth form. Looking ahead, Year 12/13 cohorts will continue to grow and will peak in 2028/29.

Chart 9.0 Year 12 Number on Roll



What are the challenges?

When we are planning for future places, we consider the size of the cohorts going through the system, including planning for bulge years. There are many factors affecting the demand for places, some of which we can plan for, e.g. the number of pupil admissions, and some of which are unplanned variables. Examples of unplanned variables include inward and outward migration, including migration into and out of the UK; cross border movement - children moving to schools in other local authority areas; changes in the housing market and housing developments; parental preference; changes in private education provision; rural sustainability and, impact of welfare reforms.

Our main challenge is to meet to conflicting needs across the city in terms of sufficiency and sustainability whilst being clear on the equalities and climate impact of any decision. It is important that we consider all of the following areas as part of our strategy going forward.

- Sufficiency: demand for school places from local/catchment families, particularly in the southwest is expected to remain above capacity until the end of the decade.
- Sustainability: managing the increasing surplus in the school system to ensure the sustainability of schools moving forward
- Equalities impact: we use an Equalities Impact Assessment that is designed to help us ensure that our policies, practices, events, and decision-making processes are fair and do not present barriers to participation or disadvantage any protected groups from participation.
- Climate Impact: we use this decision support tool which shows the main climate costs and benefits of any given decision.

Early Education & Childcare - what have we done already?

a) Produced Childcare Sufficiency Assessments: published annually, these in-depth citywide and area analyses contain information about the early education and childcare market in Sheffield, including supply and demand and any potential gaps. These gaps are subject to secondary analysis to fully understand uptake and demand and consider whether intervention through stimulation of the market is appropriate.

In future the undertaking and publication of an annual childcare sufficiency assessment will be replaced by an annual data review to determine whether there are sufficient Funded Early Learning places and childcare to meet the demand of Sheffield families and where the Council might need to consider intervening in the Market to stimulate supply.

b) Monitored the impact of Covid on the early education and childcare market: throughout the pandemic the council continued to meet its' statutory duty by working with early education and childcare settings to ensure there were sufficient childcare places for children and families who required them.

c) Completed a Parental Childcare Survey: in addition to undertaking an annual childcare sufficiency assessment the council collects further information through an annual parental survey, to help it better understand the whole early education and childcare market, including demand for specific types of providers in a particular planning area and the amount and type of supply that currently exists.

d) Completed a Provider Childcare Survey: an annual provider survey is undertaken alongside the parental survey to provide similar market intelligence, but from a provider perspective.

e) Stimulated demand: by continuing to issue the Golden Ticket 7 times a year to families who the Department for Work and Pensions think may be eligible for 2-year Funded Early Learning. Not all families we write to will be eligible, as the list includes families currently being assessed for Universal Credit, but the Golden Ticket acts as a prompt urging families to make an application to check their eligibility.

f) Promoted Tax Free Childcare: to encourage both early education and childcare providers and parents to register. Families earning at least the National Minimum Wage for 16 hours per week can get up to £2,000 per year Government funding to help with the costs of childcare at any Ofsted registered or equivalent provision. Parents can also use this contribution to offset any fees and charges.

g) Encouraged providers to take a sustainable business approach: by encouraging them to consider sustainability in their planning and signposting them to resources available to support them, for example, the Department for Education's Business Sustainability Tool Kit, and the National Day Nurseries Association Early Years Business Zone tools.

h) Provider Quality Improvement Support through:

- Offering support and advice to all new registrations and providers opening additional provisions
- Offering providers a full Continuous Professional Development programme of Early Years Foundation Stage training, both free and paid for, delivered by Early Years Quality Improvement Officers and Managers, Community Early Years Practitioners, Quality and Access Officers and external Early Years Professionals
- Informing providers of any revisions to the Department for Education's Early Years Foundation Stage Framework and Ofsted's Inspection Framework
- Providing moderation across registered providers
- Monitoring Ofsted judgements of all Early Years providers (including Family Centres). A Differentiated Support Programme offers targeted and universal support to these providers
- Supporting providers' involvement in being recognised as models of Best Practice in Department for Education case studies

i) Provided email and telephone advice/guidance to parents: particularly to those wishing to access Funded Early Learning.

j) Maintained a Directory of all Sheffield Early Education and Childcare

Providers: to ensure all provision is mapped, giving families access to a comprehensive Directory when searching for a particular type of early education or childcare to meet their and their child(ren)'s needs.

Primary – what have we done already?

a) Negotiated additional school places in areas of deficit:

Whilst lower birth rates have led to reduced demand there have been pockets of deficit requiring action.

- Additional school places have been added to the primary sector where required.
- A mobile classroom was commissioned in the southwest of the city to accommodate a bulge year of 30 pupils for September 2020/21.
- increased reception capacities by working with schools to increase their Pupil Admission Number within existing accommodation.

b) Temporary Published Admission Numbers at schools:

We have:

- supported the temporary Published Admission Number reductions for 2021/22 and 2022/23 which has enabled some schools to amend their operational model and improve financial stability during years of low pupil numbers. These temporary reductions will remain in place until demand increases. This has taken 3.5 Forms of Entry or 105 surplus places out of the system.

- worked with other schools who are considering reducing their Published Admission Number for 2024/25
- issued guidance on the steps schools must make to reduce Published Admission Number
- provided annual forecast data on the school point system
- asked Governors to consider their school's forecast data when setting their Published Admission Number

c) Consultation with schools and Trusts:

We have also taken the initiative the last few years to engage in discussions and consulted with school and Multi Academy Trusts impacted by falling rolls. A falling rolls RAG rating exercise has been undertaken each year from 2020/21 and schools rated Red as most impacted by falling rolls have been working with the Council to consider options.

d) Introduction of falling rolls fund for 2021/22:

A new fund was introduced for schools most impacted by falling rolls, which schools who met the criteria could apply for.

Secondary – what have we done already?

The following interventions have already been put in place to help address the deficit issue:

a) Negotiated additional school places:

To meet growth in demand, additional school places have been added to the secondary sector to manage the larger birth cohort by proactively working with headteachers citywide, but also those in the southwest, the northeast, and the south of the city, to increase admission numbers.

b) Commissioned new schools:

The Council commissioned three new schools in the city over recent years – Astrea Academy in the north of the city, Oasis Academy Don Valley in the centre of the city and Mercia School specifically within the southwest of the city to meet demand in that area.

c) Permanent expansions at schools:

Expansions at both Silverdale School and King Egbert School are due for completion by September 2023 and will create further additional capacity in the southwest of the city. Adding additional capacity into the southwest, through small permanent expansions, ensures that pupils in the inner-city catchment areas do not miss out on admission as places are available within the southwest area.

d) Consultations with schools & Trusts:

We have also taken the initiative over the past few years to engage in discussions and consulted with schools and Multi Academy Trusts on ways to address the increasing demand from catchment.

e) Moved to a citywide allocations system:

Due to the uneven distribution of demand for places across the city, some areas are under significant pressure than others. It was therefore agreed to move to a citywide allocations system for the foreseeable future and to see us through the peak in demand for places.

Post 16 – what have we done already?

Giving every young person the best start in life, whatever their background and wherever they come from, is vitally important and we believe that the whole of the education sector has a role to play from, early education, right through to post 16 to promote social mobility. The Department for Education’s guidance sets out a range of statutory duties aimed to help local authorities to encourage, enable and assist young people up to the age of 18 (25 for individuals with learning difficulties) to participate in education or training, following on from the Raising Participation Age policy being introduced.

Specifically for post 16 we have:

- a) Opened a new free school sixth form academy:** offering 300 places in the North of the City.
- b) Introduced new sixth form places at secondary schools from 2023/24:** two new Secondary schools opened in 2018 and will deliver 500 new sixth form places in the Southwest and Burngreave areas from 2023/24.

The Council seeks to use its analysis of post 16 provision to inform a dialogue with the Department for Education and the provider community. The aim is to identify any gaps in existing provision or over-supply of places and to seeking mutually acceptable solutions to these challenges. For school sixth forms, Admissions perform the allocations and they have the numbers of places offered by schools. The Education and Skills Funding Agency also provide data on provision in the city, and we also take into account the employment figures for the 16-19 cohort. Where the analysis has identified the likelihood of over-supply, the Council has alerted the provider community to the emerging pressures and the likely consequences of these.

Looking ahead, the Council acknowledges that we need to do more work to understand sufficiency issues regarding post 16 provision as we head towards that 2028/29 peak mentioned earlier in this All Phase Commissioning Plan. Please see the Post 16 Action Plan at the end of this document for details of future actions we plan to undertake in partnership with the post 16 sector.

Despite all the above interventions which have been put in place, there is still more work which needs to be done to help meet the challenges faced by the early education, childcare, primary, secondary and post 16 sectors going forward. We have therefore produced Action Plans for each sector which can be found at the end of this plan. These set out our strategic priorities for each sector for the next three years from September 2023 to August 2026.

Inclusive provision within mainstream schools

Demand is rising for Special Educational Needs and Disabilities places and is forecast to continue to rise, driven by primarily by pupils with Autism Spectrum Disorder and those with Social, Emotional and Mental Health needs. Sufficiency covers provision for children with Special Educational Needs and Disabilities across all settings. From a mainstream perspective, in order to meet this rising demand, our intention is to support and enable more mainstream inclusion. Delivering this requires us to be innovative, recognising the challenges, and working in partnership with our localities, schools, and academy trusts. A separate Special Educational Needs and Disabilities Sufficiency Plan covers this area in more detail and includes information regarding plans for other types of provision, such as specialist provision.

To support Special Educational Needs and Disabilities sufficiency, a number of interventions have already been put in place, including additional support for Special Educational Needs Co-ordinators and growth of Integrated Resources. Integrated Resources are dedicated spaces in mainstream schools for complex Special Educational Needs and Disabilities learners – they split their time between mainstream classes and receiving support in the Integrated Resource.

Demand for Special Educational Needs and Disabilities places is forecast to continue rise, so we will therefore need to further develop inclusive provision in schools, develop more Integrated Resources, and support more children and young people to be supported and achieve in their mainstream school. A focus area in this will be improving transition between different phases of school, particularly primary to secondary.

10. Detailed Reviews

In addition to the ongoing review process as outlined in our Commissioning Cycle, there will be times when the Council wishes to conduct more detailed reviews of

specific school/s and/or specific geographical areas. These reviews could be conducted for any school in which there is significant change in circumstances at any time of the year that could impact on the efficiency and effectiveness of the school. Examples of significant change in circumstances include:

- the position of a headteacher becomes unexpectedly vacant
- a school is placed in an Ofsted category of concern of serious weaknesses or special measures
- a school has remained in an Ofsted category of requires improvement for the last two inspections
- a school becomes eligible for intervention by the local authority
- a school has a pre-existing licensed budget deficit and is unable to create a viable recovery plan
- an organisation wishing to set up an academy or a free school indicates an interest in a specific planning area

The outcomes of the review of schools would be assessed and schools identified for further analysis and discussion with the governing board. Some schools in Sheffield are church schools, being voluntary controlled or voluntary aided, and therefore the Diocese would be fully involved in the whole review process. The options for consideration would be prepared and considered at a meeting with the governing board/s to explore the key issues and agree a course of further action; a personalised programme of support would be drawn up to take developments forward.

By placing the focus on discussion and planning in a pro-active manner there will be better opportunities to explore and develop a range of options, time to build the capacity required to work differently, time to consult, and time to implement change. Where the result of the review and discussions with a governing board necessitate a solution requiring a formal change of school organisation (for example, amalgamation, federation, or closure), the local community would be consulted together with other key stakeholders.

11. Resources available to create additional places and the challenges

Many factors need to be considered when planning to create additional places including:

- capital funding availability (Department for Education grants such as the basic need grant, Condition Improvement Fund, contributions from housing developers and where required the opportunity for council borrowing);
- the possibility of additional resources through the Department for Education-funded free school programme; the feasibility and opportunity of expanding existing schools;

- the availability of sites for new schools and the impact of the introduction of additional places on existing schools.

The creation of new provision is complex and cannot always be achieved by incremental expansion and growth of existing provision. The scale of the development and associated upfront costs of establishing a new school building present a challenge when funding is limited, and different funding sources are required to align for a single purpose.

The availability of capital has become increasingly limited. The capital grant funding the government has provided to contribute towards meeting the “basic need” for school places i.e. to resource the provision of additional places, is much reduced. In addition, there are growing pressures on the availability of capital funding for building repair and maintenance programmes across the school system.

Capital contributions towards the impact of housing developments are requested wherever possible through a planning process known as ‘Section 106’ (based on that section of the Town and Country Planning Act 1990). A set formula is applied to the available places in a school priority admission area and the impact of house building assumes that 100 new houses will on average result in the need for 3 extra places per year group. Further work is in development which may lead to use of variable pupil yields when forecasting pupil growth from housing on a planning area basis.

The results are multiplied by a fixed rate per place to calculate a required contribution. However, negotiations sometimes result in this amount being reduced. There are often a number of years between an agreement being signed and the receipt of any financial contribution as a result of these agreed triggers and other factors such as delayed starts and build rates. The process for allocating available developer contributions starts with the identification of a basic need for additional places.

Options to address this need are then explored with local schools. Only after this are decisions made about how a scheme will be funded. Developer contributions are not usually used for any other purpose than addressing the basic need for school places. The Section 106 education contribution process presents a number of challenges which can limit the flexibility of its use. Due to the difference in time between contributions being calculated to the time when the contribution becomes available (triggers are met and the contribution is collected) local dynamics may have changed.

Furthermore, funding often comes with restrictions to specified schools and some schools are either uneconomical to expand or the scale of expansion would leave them with unsustainable class sizes. Maximum flexibility is therefore sought at the earliest opportunity when negotiating with developers. The Department for Education provides additional funding for schools proposed by approved sponsors through its funded free schools programme, with an emphasis on areas where places are needed.

However, there is an expectation that Local Authorities should commission and fund new schools when they are created in response to a specific need identified by the authority through the Free School Presumption process (formerly the Academy Presumption process).

12. Next Steps and Action Plans

Having now set out the key issues and challenges that each sector is facing, the updated Action Plans at the end of this document set out our strategic priorities for each sector over the planning period September 2023 to August 2026. They also outline key actions the Council will undertake to address the issues and challenges together with target dates and the intended outcome for each action.

13. Consultation

When making decisions about our services and the city, we need to ensure we seek the views of the people of Sheffield and our stakeholders, especially those who may be directly affected. Carrying out effective consultation has a number of benefits, including helping us to plan and deliver services that make best use of our resources and ensuring decisions reflect the priorities of the city.

There are a number of reasons why we consult, and most of our consultations will usually focus on:

- making sure our services reflect people's needs
- setting our priorities
- improving our services
- choosing between options
- talking to people when we need to do something that may be unpopular or have a disproportionate impact and we want to find out how we can mitigate this, e.g. Equality Impact Assessment & Climate Impact Assessment

Consultation on the draft All Phase Commissioning Plan for September 2023 to August 2026 was an important stage in the policymaking process. In the first instance it allowed the evidence base to be built, secondly, it ensured transparency in the process, and thirdly it gave our stakeholders understanding and ownership of the ultimate outcomes.

Consultation took place on a draft of the plan via a [public consultation](#) on the Council's engagement platform, Have Your Say Sheffield, from 6th February to 15th

March 2023. Responses from both the consultation and a workshop with Councillors have been taken into account when updating this plan.

Place Planning: Early Education and Childcare Action Plan 2023-2026

	Activity	Key Steps	Target Date	Outcome
1.	Reduce inequalities: through provision of sufficient, high- quality, accessible and inclusive early education and childcare places.	<ul style="list-style-type: none"> a) Targeted area and citywide actions to increase take-up of funded 2-year-old offer and 3-and-4-year-old offer. b) Enhance and expand communication of early learning entitlements through established and new network channels. c) Annual data review and analysis, with support for early education and childcare providers to expand in areas of need. d) Plan for the implementation of the Childcare Reforms to ensure sufficient funded Early Learning and wraparound childcare is available for parents/carers to access. 	<p>Ongoing</p> <p>Ongoing</p> <p>Annually</p> <p>Ongoing</p>	<p>Take up of funded 2, 3-and-4-year-old early education and childcare is increased.</p> <p>Increased provision available for eligible children by 2025 and wraparound provision for school age children by 2026.</p> <p>Adherence to Early Education and Childcare Statutory Guidance.</p>
2.	Promote inclusion: via provision of support and information for parents and professionals.	<ul style="list-style-type: none"> a) Continue to work with parents, carers and children in the design, development and delivery of the Local Offer, utilising a co-production approach where possible. b) Both digital and actual Offers are accessible and reflect the needs of the city's diverse population and those of professionals. 	Ongoing	Children are supported with an inclusive and accessible service that meets their and their families' needs. Parents, carers, and children are included in the design of service delivery.
3.	Impact of planned housing on the likely demand for early education and childcare places across the city.	<ul style="list-style-type: none"> a) Continue to monitor the impact of actual and planned housing developments and feed projections into forecasts. 	Ongoing	Ensure sufficient places to accommodate additional demand as a result of housing developments.
4.	Promote early education and childcare sector: using a variety of routes.	<ul style="list-style-type: none"> a) Services are mapped, and access to information on early education and childcare places is accessible and updated, in a format that reflect the needs of the local population. b) Promote the Sheffield Directory by: <ul style="list-style-type: none"> i. Supporting the updating of the Council's web pages intended specifically for early education and childcare providers by signposting said providers to those pages 	Ongoing	<p>Number of early education and childcare providers represented on the Sheffield Directory is increased.</p> <p>Families have access to a more comprehensive Directory when accessing early education and childcare.</p>

		<ul style="list-style-type: none"> II. Referencing it as the key point of information in all responses to enquiries from the public and in electronic bulletins to providers III. Supporting it being kept up to date with advice and information, including records of registered providers IV. Targeting schools to update their listings to include their full offer e.g., provision of wraparound care available 		
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School Place Planning: Primary Sector Action Plan 2023-2026

	Activity	Key Steps	Target Date	Outcome
1.	Temporarily Reduce Published Admissions Numbers where appropriate.	Ongoing RAG rating of schools. Continue to provide information and work with schools. Attendance at meetings to encourage and support individual and area-based plans to manage surplus.	September 2025/26 when pupil numbers are expected to be at their lowest point	Reduced surplus places helping support the sustainability of all schools.
2.	Work with identified schools where pupil numbers are not expected to recover in the long term to explore suitable options.	Ongoing monitoring. Joint planning and support across Integrated Commissioning Service and Education & Skills Service (including Schools Finance, HR etc). Consultation.	September 2025/26 when pupil numbers are expected to be at their lowest point	Reduced surplus places helping support the sustainability of all schools.
3.	Temporary / permanent expansions of schools in areas of high local demand.	Work with schools who are forecast to see deficits to increase capacity, if demand cannot be effectively met in other local schools.	Ongoing	Sufficient local places available.
4.	Consider impact of new housing developments and changing migration patterns on primary school demand. (Sheffield a designated city of refuge).	Continue to monitor the impact of actual and planned housing developments and feed projections into forecasts. Monitor impact of new pupils arriving from Hong Kong, Ukraine, Afghanistan & other countries.	Ongoing	Ensure sufficient local places to meet demand from new homes and those seeking asylum in Sheffield.
5.	Effective use of the school estate.	Consider how surplus can be best utilised to support other strategies e.g., Special Educational Needs and Disabilities and Alternative Provision, Family Hubs.	Ongoing	Ensure those schools affected by surplus places are provided with alternative options for utilising the school estate.

School Place Planning: Secondary Sector Action Plan 2023-2026

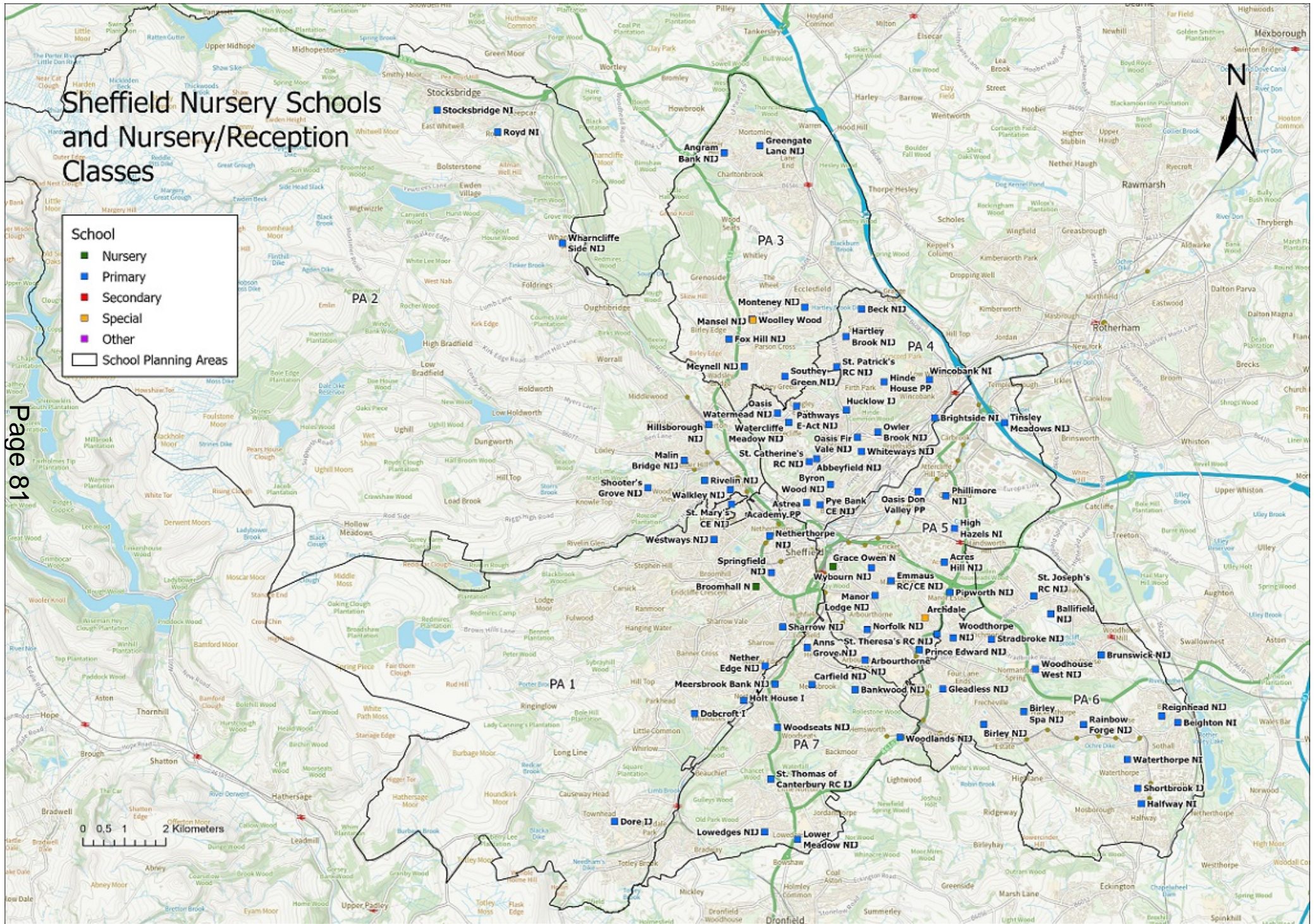
	Activity	Key Steps	Target Date	Outcome
1.	Explore options for increasing supply of places for citywide demand.	Develop proposals to support shortfall of places citywide.	Ongoing	Secure sufficient places to accommodate all allocations of pupils citywide.
2.	Explore options for potential permanent expansions in planning areas forecasting a sustained deficit of places including Planning Areas 1, 5 and 7.	Continue to develop proposals to support sustained shortfall of places across specific planning areas for September 2024 and beyond.	Ongoing	Ensure sufficient places to accommodate sustained demand in specific planning areas.
	Impact of planned housing on the likely demand for secondary places across the city.	Continue to monitor the impact of actual and planned housing developments and feed projections into forecasts.	Ongoing	Ensure sufficient places to accommodate additional demand as a result of housing developments.
4.	Falling rolls plan for secondary sector.	Develop a future falling rolls plan for secondary sector.	Ongoing	Working with the secondary sector to ensure those schools most adversely impacted by surplus places are supported.
5.	Effective use of the school estate.	Consider how surplus places can be best utilised to support other strategies e.g., Special Educational Needs and Disabilities and Alternative Provision, Post 16 sufficiency.	Ongoing	Ensure those schools affected by projected surplus places are provided with alternative options for utilising the school estate.

Place Planning: Post 16 Sector Action Plan 2023-2026

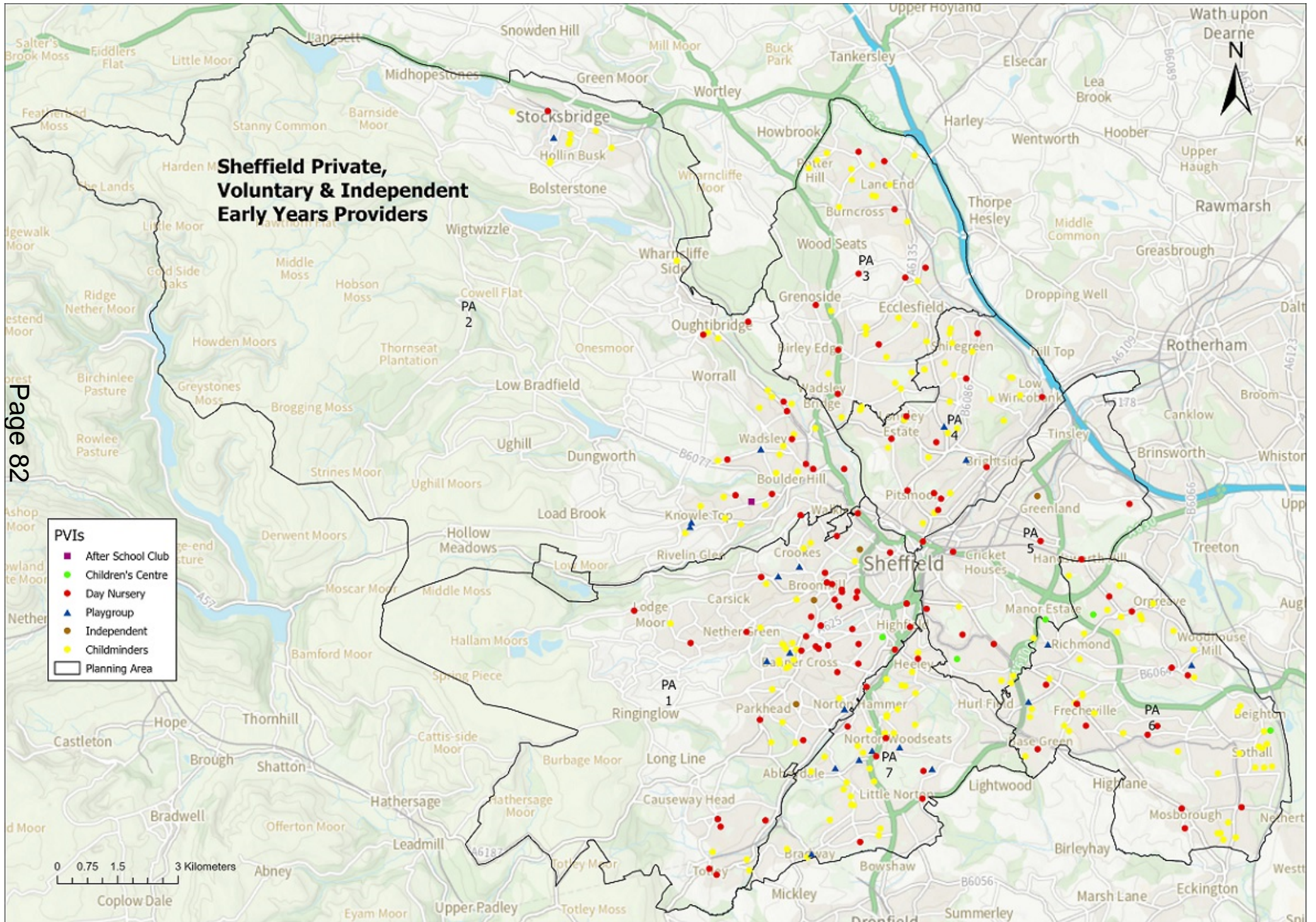
	Activity	Key Steps	Target Date	Outcome
1.	Sufficiency review of post 16 places.	<p>Work with teams and colleagues across the Council to ensure a coordinated and strategic approach to the post 16 offer and ensure sufficiency.</p> <p>Work in consultation with the post 16 sector to better understand post 16 sufficiency issues in the city, including geographical spread.</p>	September 2024	Ensure sufficient places to accommodate demand between 2023-2026 and beyond as we move towards the September 2028/29 peak.
2.	Data review.	Establish a more comprehensive data set for 16-25 population.	September 2024	Ensure we have data in place in order to understand demand, identify gaps, and implement changes to ensure sufficiency for the city's 16-25 population.
3.	Impact of planned housing on the likely demand for post 16 places across the city.	Continue to monitor the impact of actual and planned housing developments and feed projections into forecasts.	September 2024	Ensure sufficient places to accommodate additional demand as a result of housing developments.

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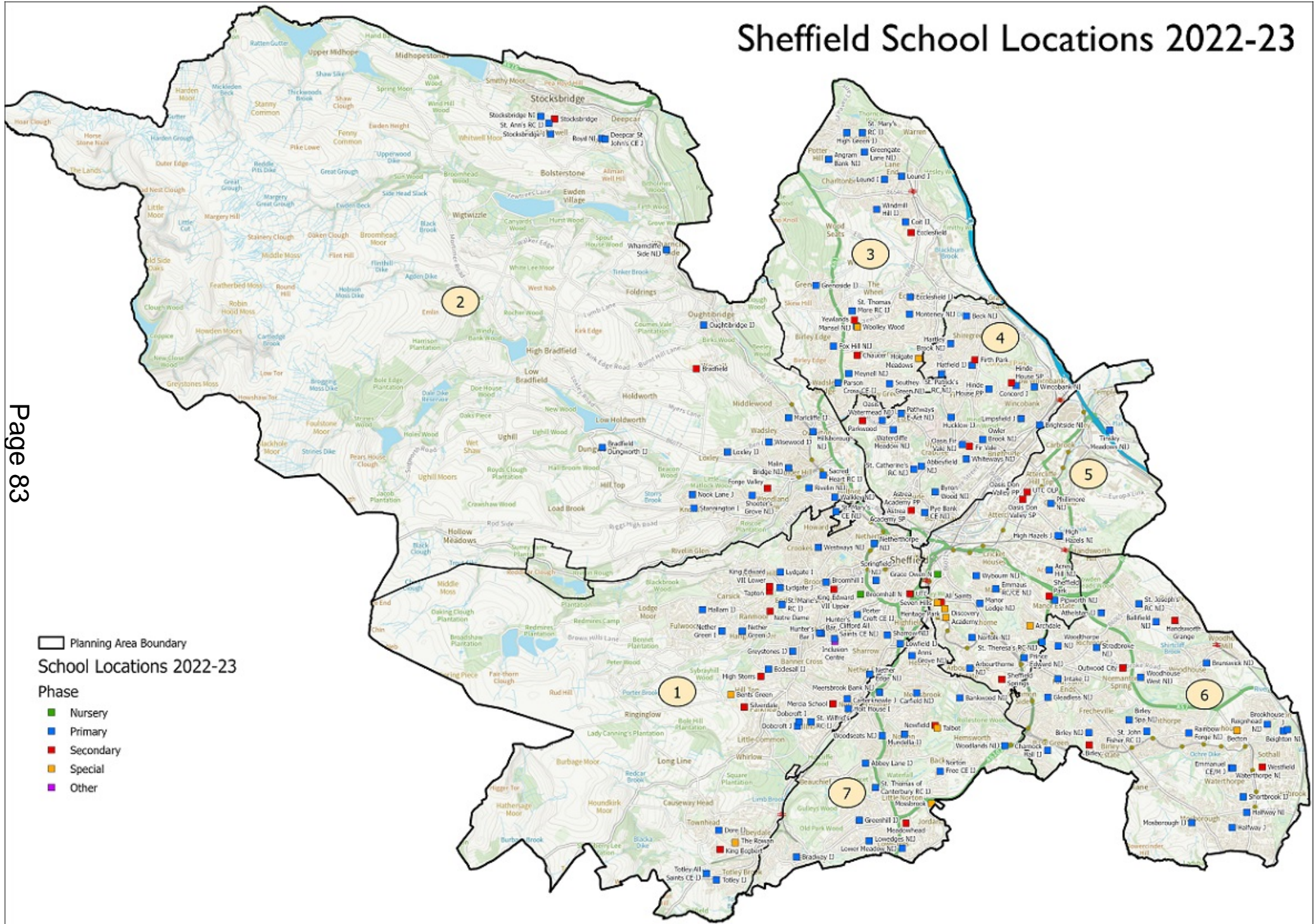
Appendix A: Sheffield Nursery Schools and Nursery/Reception Classes 2022



Appendix B: Sheffield PVI Early Years Providers 2022

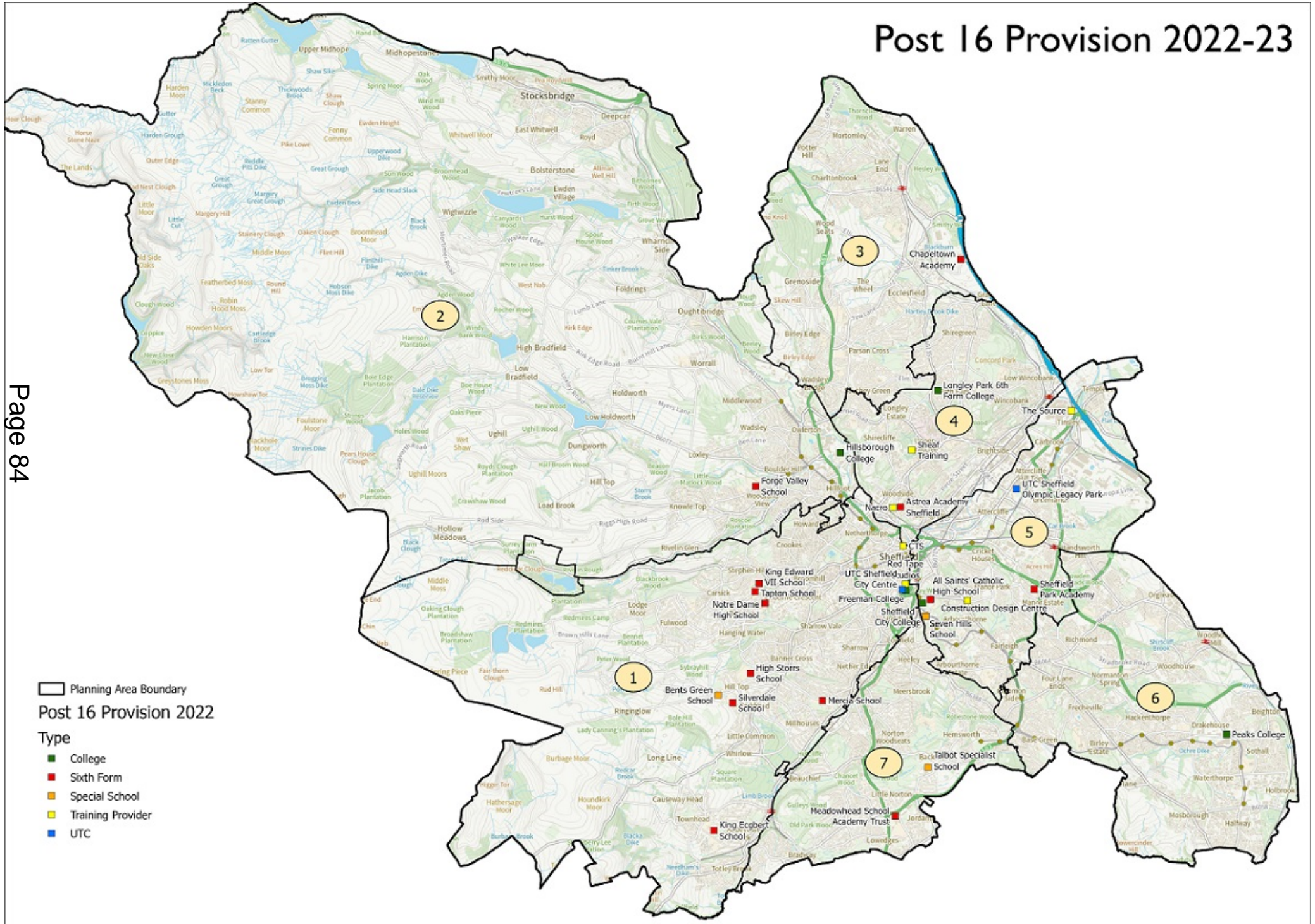


Sheffield School Locations 2022-23



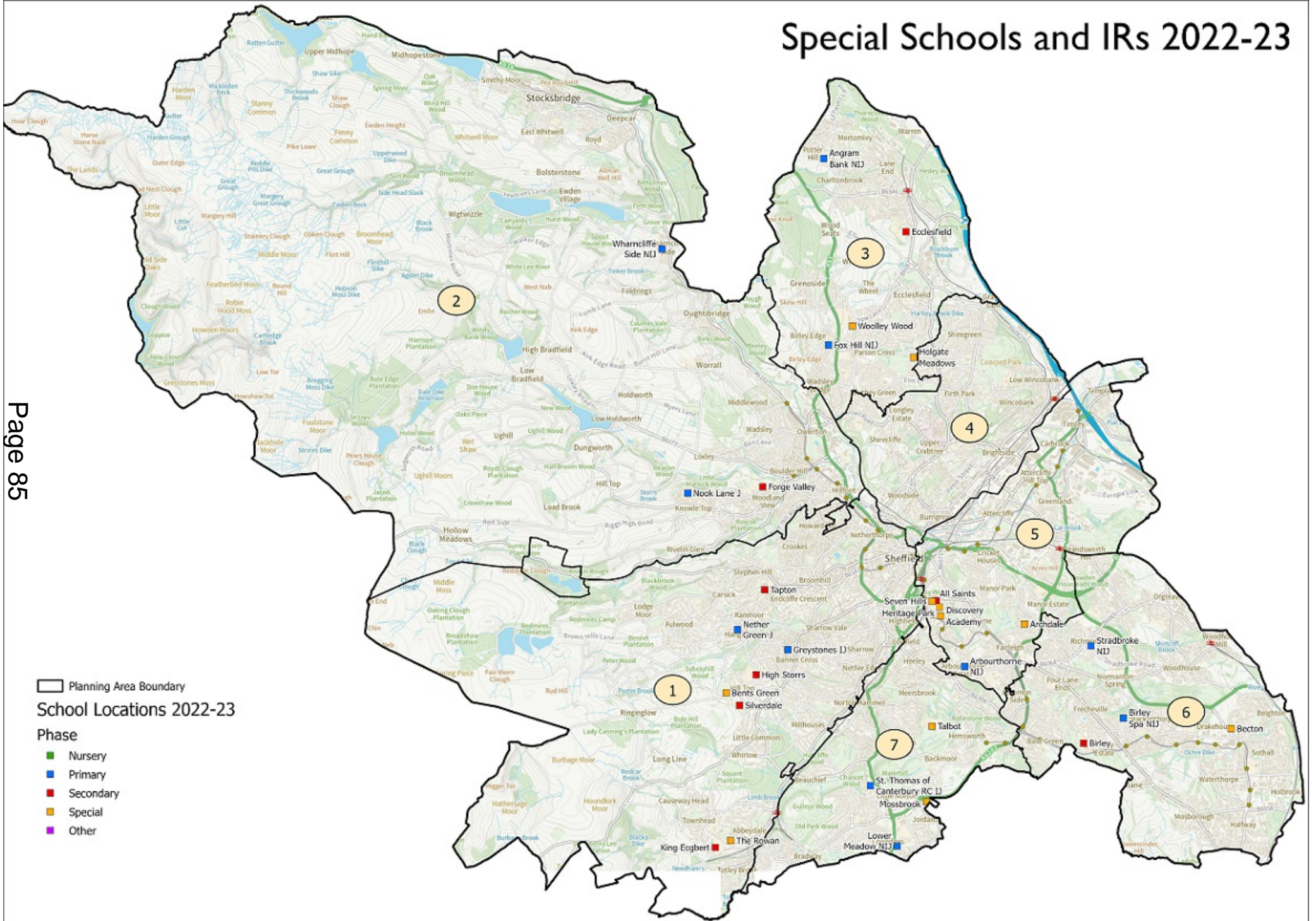
Appendix D: Sheffield Post 16 Provision 2022-23

Post 16 Provision 2022-23



Appendix E: Sheffield Special Schools and Integrated Resources 2022-23

Special Schools and IRs 2022-23



□ Planning Area Boundary
School Locations 2022-23
Phase
■ Nursery
■ Primary
■ Secondary
■ Special
■ Other

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