



## Report to Policy Committee

**Author/Lead Officer of Report:** Sam Martin,  
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**Tel:** 0114 2735027

**Report of:** Director of Integrated Commissioning

**Report to:** Education Children and Families Policy Committee

**Date of Decision:** 21<sup>st</sup> 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“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”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	<b>SLB member who approved submission:</b>	Joe Horobin
3	<b>Committee Chair consulted:</b>	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.	
	<b>Lead Officer Name:</b> Sam Martin	<b>Job Title:</b> Head of Commissioning – Vulnerable Adults
	<b>Date:</b> 8 <sup>th</sup> June 2023	

1.	<b>PROPOSAL</b>
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"> <li>• 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.</li> <li>• 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.</li> <li>• Ensuring sufficient good quality post 16 places for young people to transition into adulthood.</li> </ul>
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	<b>Growing demand for Secondary School places is not evenly distributed across the city</b>
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	<b>Many factors &amp; variables affect the demand for places, some of which cannot be planned for</b>
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	<b>Creating additional school places is challenging</b>
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	<b>The Council's plans for new homes in the city, potential pupil yield and impact on demand for school places</b>

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	<b>We have already worked to meet our statutory duties – progress to date</b>
1.21	<b>Early Years:</b> 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	<b>Primary:</b> 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	<b>Secondary:</b> 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	<b>Post 16:</b> 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	<b>Special Educational Needs and Disabilities support within mainstream schools:</b> 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	<b>Next steps: Action Plans for each sector to ensure we continue to meet our statutory duties and own ambitions</b>
1.27	<b>Early Years:</b> 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	<b>Primary:</b> 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	<b>Secondary:</b> 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	<b>Post 16:</b> 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	<b>SEND within mainstream schools:</b> 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.
<b>2.</b>	<b>HOW DOES THIS DECISION CONTRIBUTE?</b>
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 <a href="#">Our Sheffield Delivery Plan 2022-23</a> . 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.
<b>3.</b>	<b>HAS THERE BEEN ANY CONSULTATION?</b>
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 <a href="#">public consultation</a> on the Council's engagement platform, Have Your Say Sheffield, from 6 <sup>th</sup> February to 15 <sup>th</sup> 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.
<b>4.</b>	<b>RISK ANALYSIS AND IMPLICATIONS OF THE DECISION</b>
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"> <li>• eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act</li> <li>• advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it</li> <li>• foster good relations between persons who share a relevant protected characteristic and persons who do not share it</li> </ul>
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.
<b>5.</b>	<b>ALTERNATIVE OPTIONS CONSIDERED</b>
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.
<b>6.</b>	<b>REASONS FOR RECOMMENDATIONS</b>



6.1	<p>The “Commissioning Plan September 2023 – August 2026: Early Education &amp; Childcare, Primary, Secondary &amp; 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 &amp; Childcare, Primary, Secondary and Post 16 sectors.</p>
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