

## Policy Committee Decision Report

<b>Title of Report:</b>	Update on Primary, Secondary, and Post-16 Mainstream and SEND Sufficiency 2025-2030
<b>Date of Decision:</b>	3 <sup>rd</sup> September 2024
<b>Report To:</b>	Education, Children and Families Policy Committee
<b>Report Of:</b>	Joe Horobin, Director of Integrated Commissioning
<b>Report Author:</b>	Matthew Peers, Head of Education and Childcare Commissioning

### Executive Summary:

#### Mainstream

For the primary sector, (Reception to Year 6) the recent data review shows there continues to be a citywide position of excess/surplus primary school places in Sheffield and this is forecast to remain the case for the next 5-7 years.

The citywide excess/surplus is due to falling rolls and ongoing low birth rates. Despite the citywide surplus, this has not been the trend in all primary schools and some pockets of primary place deficits are in the process of being addressed through permanent expansions.

We will continue to monitor areas where pockets of place shortfall/deficits exist. Intervention will only be considered where there is a shortage of places across a sub-planning area.

For the secondary sector, (Year 7 to Year 11) the recent data review shows a continuing trend from last year with a number of planning areas forecast to see a sustained shortfall/deficit of secondary places from 2025 onwards. Demand for school places in some of these planning areas is expected to increase further due to new housing and population growth.

To deliver the number of secondary places required to meet the forecast demand, we envisage that a hybrid expansion approach would be required which would consist of:

- a) Individual secondary school expansion projects (either temporary or permanent) to be developed in areas of forecast high demand.
- b) Consideration of options to expand or develop new additional provision to support sufficiency to meet both medium-, and longer-term forecast demand.

For the post-16 sector, (Year 12 to 13) learner numbers are forecast to increase each year, reaching a 'peak' in 2028/29 where we forecast a Year 12 population of approximately 7,900 pupils.

We are already working closely with the sector to help support young people not in education, employment or training (NEET) and we are also liaising with post-16 providers need to do more to better understand the post-16 sufficiency position including ensuring we have sufficient data to enable more accurate forecasting.

We need to work collaboratively with the sector to ensure sufficiency of post-16 places across the city and consider the impact of planned housing on the likely demand for post-16 places.

### **Special Educational Needs and Disabilities (SEND)**

Demand for specialist education provision continues to grow. The number of Education, Health and Care Plans have increased significantly and are forecast to increase further by 2029. The demand for special school places has also increased over recent years and is forecast to increase further by 2029.

To meet the rising demand for specialist education provision, we plan to focus on:

- a) Further increasing and developing provision in mainstream settings.
- b) Targeted growth within the specialist sector.
- c) Long-term strategic developments to provide high quality provision for future generations.

Key activity in relation to SEND includes working with the Inclusion Taskforce to develop a consistent continuum of provision across the city to support children with SEND from 0-25. This includes development of new provision such as integrated resources, training activity and supporting school led provision.

Alongside this, we are working to increase specialist provision. This includes working with the Department for Education to open two new special schools, providing an additional 180 places for Sheffield.

Activity is also taking place to improve post-16 provision, including improvements to Sheaf Training Centre College and the development of a high needs provision at Peaks Campus with The Sheffield College.

This activity forms part of a wider transformation programme across SEND.

**Council Plan outcomes:**

[A place where all children belong and all young people can build a successful future](#)

[Great neighbourhoods that people are happy to call home](#)

[People live in caring, engaged communities that value diversity and support wellbeing](#)

[A creative and prosperous city full of culture, learning, and innovation](#)

[A city on the move – growing, connected and sustainable](#)

**Policy Committee remit:**

This report is to be considered by the Education, Children and Families Policy Committee as its remit includes strategic service and financial planning and review.

**Does the report contain confidential or exempt information?**

No

## **Recommendations:**

Education Children and Families Policy Committee is recommended to note that officers will:

### **For Primary**

1. Monitor the impact of falling rolls in mainstream settings and provide the sector with latest forecast data.
2. Support mainstream schools with sustainability challenges and undertake actions as required, including reduction in published admission numbers where needed.

### **For Secondary**

1. Utilise allocation forecasts which are uplifted by 3% to provide a contingency of additional places in the mainstream secondary system, to allow for in-year movement, in-year admissions and to help mitigate demand from variable factors.
2. Continue to work with the secondary sector to develop solutions to help address the citywide mainstream deficits. This includes consideration of options to expand or develop new additional provision to support sufficiency.

### **For Post-16**

1. Continue to work with the post-16 sector and the Department for Education to better understand the sufficiency position across the city and identify gaps and solutions to address.

The above will help enable the Local Authority to fulfil its statutory duty and ensure that sufficient primary, secondary and post-16 places are available to meet the forecast demand for the foreseeable future.

Please note, agreement to the overall mainstream strategy and implementation approach was previously provided by this Committee in July 2023. Agreement was:

- Delegation to officers (Director of Children's Services) to implement the strategy (i.e. to select the schools/academies which need to be expanded).
- For the Finance Committee to oversee any resultant capital investment proposals in the usual way.

### **For SEND**

1. Continue to work with the education sector, health, care and wider partners to develop solutions to help address continued rising demand for SEND education places, with a focus on:
  - a) Further increasing and developing provision in mainstream settings.
  - b) Targeted growth within the specialist sector.

- c) Long-term strategic developments to provide high quality provision for future generations.

Education Children and Families Policy Committee are also recommended to note that forecast demand relating to SEND is significant and this cannot be addressed by increasing specialist provision alone.

Lastly, the Education Children and Families Policy Committee is asked to note that this is the first iteration of a combined mainstream and SEND sufficiency report for committee.

This will be the basis of future education sufficiency reports, as we continue to integrate our sufficiency activity across mainstream and SEND to improve our delivery.

A further report will be provided within 12 months.

**Financial Implications:** Yes, Approved by: Damian Watkinson

**Legal Implications:** Yes, Approved by: Nadine Wynter

**Equality and Inclusion Implications:** Yes, Approved by: Bashir Khan

Initial Equalities Impact Assessment completed with EIA number: People/TB/BK/280722 (word) & 2672 (app)

**Climate Change Implications:** Yes, Approved by: Jessica Rick

**Background Papers:** None.

#### **Appendices:**

Appendix 1: School place planning – guiding principles

Appendix 2: School planning areas and school locations

Appendix 3: Summary of Reception school place forecast in each sub-planning area

Appendix 4: Summary of Y7 school place forecast in each planning area

Appendix 5: Summary of local authority statutory duties and funding relating to commissioning the provision of mainstream primary and secondary education places, post-16 education places, and special educational needs and disabilities places

## 1. Background to the issue

### 1.1 School Place Planning

- 1.1.1 Local authorities have a statutory responsibility to ensure there are sufficient mainstream school places available in their area for every child of compulsory school age (the 'sufficiency duty'). This is set out under section 14 of the 1996 Education Act.
- 1.1.2 Local authorities also have a statutory responsibility to ensure there are sufficient SEND places to meet the needs of children and young people with SEND in their area (up to the age of 25 for those with an Education, Health and Care Plan).
- 1.1.3 Whilst the Local Authority has the statutory responsibility to ensure there are sufficient school places in the area, the Local Authority does not have the statutory power to compel schools in Academy Trusts to provide places. It is therefore imperative that we work in partnership and collaboratively with the sector to manage sufficiency pressures, this is the expectation set by the Department for Education.
- 1.1.4 The Local Authority 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.
- 1.1.5 The [Commissioning Plan for 2023-2026](#) approved by Committee in July 2023 sets out how the Local Authority will meet its sufficiency duties through forecasting demand and ensuring sufficient mainstream early education, childcare, primary, secondary and post-16 places are in place to meet that demand.
- 1.1.6 For primary and secondary this means providing a school place for every child when pupil populations are high and managing excess surplus places when they fall.
- 1.1.7 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.
- 1.1.8 It is not always possible to forecast changes in local demand for school places exactly owing to swings in parental preference, changing migration patterns, unexpected events, or revisions to planned local housing targets. Pupil forecasts are updated annually, and exceptions identified to manage the risk of under/over-supply of school places.

1.1.9 We have developed some guiding principles which we follow when undertaking school place planning – **see Annex 1**.

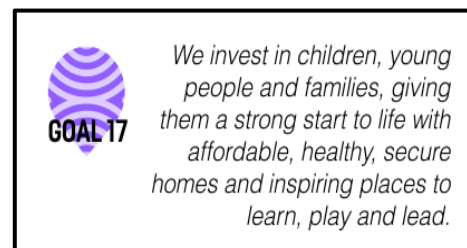
## 1.2 Strategic drivers impacting demand for places

1.2.1 The new [Sheffield City Council Plan 2024-28 | Council Plan](#) is a significant milestone in the development of our organisation. It sets out a clear and positive statement of what we want to achieve for Sheffield over the coming four years, aligned to our Medium-Term Financial Strategy to set the high-level policy direction for the whole organisation which will then be delivered through our key strategies, service plans and the huge contributions that our staff make to the city every day.

1.2.2 The new Plan means that citizens, city partners and investors will know where the Council is headed, what it stands for and give even more opportunity to hold the organisation to account. The Council Plan is our organisation’s commitment to helping Sheffield achieve its potential and delivering our [City Goals](#).

1.2.3 The Goals point towards six stories we want to be able to tell in 2035 that make us proud to be the ‘jewel of the north’. These stories are interlinked; one cannot become true without the others.

1.2.4 Goal 17 of The Sheffield City Goals links to ‘A Sheffield for All Generations’. As part of this, we want a city where all generations can flourish today while remaining hopeful about the future, free from poverty and oppression and regardless of background.



1.2.5 As a strong partner alongside businesses, we want a city with a dynamic environment for enterprise with a culture of businesses able to startup, scale up and innovate. We have an ambition to be a net zero carbon city by 2030.

1.2.6 To help meet this growing population and economy, there is an aspiration and Government target to deliver new homes in the city and we are expecting to deliver 2,100 homes a year.

1.2.7 As a thriving economic centre with more new housing planned, demographic change will continue. Recent changes include increased population arising from a number of factors including increased inward migration and housing developments. Having the right number of

learning places across the city, including primary and secondary provision, will support Sheffield's plans.

### **1.3 Variable Factors Affecting Demand**

1.3.1 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 variable.

1.3.2 Examples of variable factors include inward and outward migration, including migration into and out of the UK; cross border movement (students moving to providers in other local authority areas); changes in the housing market and new housing developments; parental preference etc.

### **1.4 Planning Areas**

1.4.1 For mainstream planning purposes, the city is divided into seven planning areas which are further divided into 17 sub planning areas for primary planning purposes – **see Annex 2** for a map of the planning areas. 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.

## **2. Proposal**

### **2.1 Primary Sector 2023/24 Data Review – Update**

2.1.1 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 excess/surplus places across Sheffield's primary schools since 2015/16.

2.1.2 This has begun to impact on some school's budgets and continues experience further pressure with each year's lower cohort. Reception cohorts are expected to continue to decrease, reaching a low point in 2027/28.

2.1.3 Beyond 2027/28, the reception cohort is forecast to increase, but this is based on Office for National Statistics forecast births data which has not been updated since 2018, and therefore needs to be treated with caution.



- 2.1.4 Despite births falling, we have seen an increasing population growth due to inward migration into Sheffield. Population gain in the pre-school years has increased from an average of 1.2% to 1.7%. In addition, the percentage of children taking up a place at a maintained primary school has been rising; it was 90% in 2017/18 and has risen to 96% in 2023/24.
- 2.1.5 These factors together are mitigating low birth rates slightly. The forecast reception surplus in 2027/28 is forecast to be 44 forms of entry (19.4%). If migration and uptake rates remain at current levels, this could be reduced to 37 forms of entry (16%).
- 2.1.6 Increased housing developments within specific planning areas, including those within the city centre, are leading to high levels of population change particularly focused in Planning Areas 1, 3, 4 and 5. We will continue to monitor these areas and the impact on the primary sector.
- 2.1.7 Surplus places have not been the trend in all primary schools and some pockets of primary place deficits are in the process of being addressed through permanent expansions.
- 2.1.8 Schools can access forecast data updated annually in June via the Schools Data Hub to help with planning due to the impact of falling rolls. The Education and Childcare Commissioning Team offer support to schools who wish to consider reducing their published admission number.
- 2.1.9 We will continue to monitor planning areas where pockets of place shortfall/deficits exist. Intervention will only be considered where there is a shortage of places across a sub-planning area.

## **2.2 Secondary Sector 2023/24 Data Review – Update**

- 2.2.1 The 2023/24 data review highlighted that a number of planning areas are forecast to see a sustained deficit in secondary places from 2025/26 onwards. Demand for school places in some of these planning areas is forecast to increase due to population growth. This growth is in part as a result of our economic development and plans for the city, attracting more people to live, work and raise their families here.
- 2.2.2 This, in addition to the larger student cohorts from increased births between 2002 and 2012, is what is driving up the demand for secondary school places in the city. Schools and academy trusts have worked in partnership with the Education and Childcare Commissioning

Team to ensure additional places are added to the secondary sector to manage the larger birth cohort.

2.2.3 In order to address the sustained deficits highlighted in the table below, we will work in collaboration with the secondary sector to develop innovative and practical solutions to meet demand in specific areas, which could for example be via a combination of permanent and temporary expansions.

2.2.4 We will work in partnership with the sector and key stakeholders to consider expansion and/or development of new provision to help address the deficits in the city. The implementation of options identified will be brought to Committee as appropriate.

### 2.3 Secondary Sector Expansion Plans (2025 and beyond)

2.3.1 This latest data review undertaken in March 2024 forecasts a Year 7 citywide shortfall/deficit of secondary school places. Table 1 below shows both the deficit and surplus number of Forms of Entry of Y7 places across a number of years.

Table 1	
Academic Year	Forecast Y7 Deficit (+) Surplus (-) (Forms of Entry)
2025/26	5.5
2026/27	11
2027/28	15
2028/29	13
2029/30	5.5
2030/31	-1.0
2031/32	-1.5
2032/33	-9.0
2033/34	-4.0
2034/35	-15.0

Source: 2023/24 Autumn Secondary Composite Allocations with 3% uplift

\*Notes:

- a) This is based on national offer day allocations and includes a 3% uplift to build in some flexibility into the system for in-year movement and in-year admissions.
- b) Forms of Entry (FE) shown are not cumulative.
- c) FE = 30 places

## **2.4 Forecasting changes for secondary sector**

- 2.4.1 Number on roll is only a snapshot of pupil numbers on census day and does not fully reflect the fluctuating number of places needed.
- 2.4.2 The number of places applied for and allocated each year exceeds the number of pupils recorded on roll on census days, and the gap between allocations and number on roll has been growing.
- 2.4.3 It is therefore proposed that secondary allocations forecasts are used in order to meet demand at the highest allocation point and that this is also uplifted by 3% to provide a contingency of places within the sector. This will be reviewed annually and at individual project level as they are developed.
- 2.4.4 The benefits of applying this uplift are that it reduces the risk of the Local Authority not meeting its statutory duty in relation to sufficiency. Best practice has shown that some level of 'spare' school capacity is necessary to allow for flexibility for unexpected additions of children. This can be during the annual admissions round, or in-year admissions.
- 2.4.5 The [draft Belonging Framework](#) sets draft commissioning intentions including ensuring children remain in their local mainstream school. The [Attendance Guidance](#) also states the Council will make sure that sufficient school places exist within a reasonable and accessible distance from a child's home. Applying this uplift underpins these intentions by providing a better chance of children and young people accessing schools close to their home.
- 2.4.6 However, there is a risk to applying this uplift because it could result in building too much contingency into the system. The introduction of new secondary places in the wrong location or at the wrong time can create sustainability challenges for existing schools, which are already under increasing financial pressures. Pupil forecasts are updated annually, and exceptions identified in order to manage the risk of under/over-supply of school places.
- 2.4.7 Growing demand for secondary school places is not evenly distributed across the city with greater pressure within some planning areas. The Local Authority will continue to monitor changes in forecast data and will notify Finance Committee of any changes to the proposed expansion plans as specific projects begin to progress.

2.4.8 **Annex 4** provides a summary of the secondary school place deficits and surpluses forecast within each planning area. We will work collaboratively with the schools and academy trusts within the affected planning areas to share forecast data and to seek agreement in principle on secondary school expansion plans. Any expansion proposals will subsequently be brought to the delegated officer (Director of Children's Services) for approval. Finance Committee to oversee any resultant capital investment proposals in the usual way.

## **2.5 Post-16 sector**

2.5.1 The Government expects local authorities to play a marginal role in the provision of post-16 education in their area.

2.5.2 Nevertheless, local authorities retain the following legal duties that are relevant to the commissioning of post-16 education provision within post-16. Under the Education and Skills Act (2008) local authorities have a duty to:

- a) Maintain a strategic overview of provision in their area
- b) Resolve gaps in provision
- c) Secure sufficient suitable training and education provision for all young people aged 16-19 (or up to the age of 25 for those with an Education, Health, and Care Plan)
- d) Provide support and assistance to individual young people to take up appropriate post-16 education and training
- e) Track the participation of young people and to provide assistance to secure appropriate provision for those teenagers who are not in education, employment or training (NEETs)
- f) Make available to young people aged 13 to 19, and to those between 20 and 25 with special educational needs and disabilities (SEND), support that will encourage, enable, or assist them to participate in education or training
- g) Develop a Local Offer setting out what services and support are available for local young people with special educational needs and disabilities up to the age of 25

2.5.3 The Local Authority 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 seek mutually acceptable solutions to these challenges.

2.5.4 We are already working closely with the sector to help support young people not in education, employment or training (NEET) and we are also liaising with post 16 providers need to do more to better understand the post-16 sufficiency position including ensuring we have sufficient data to enable more accurate forecasting.

- 2.5.5 For school sixth forms, the Local Authority's Admissions and Access Team perform the allocations for external students and hold information on the numbers of places offered by schools.
- 2.5.6 The Education and Skills Funding Agency (ESFA) also provide data on provision in the city, and we take into account the employment figures for the 16-19 cohort.
- 2.5.7 Post-16 sufficiency is complex as there are a range of progression routes offered by different providers. Post-16 destinations are wide ranging, and categorisations include:
- a) Full Time Education
  - b) Full Time Education (A Levels)
  - c) Training (non-employment)
  - d) Employment with Training (e.g. Apprenticeships)
  - e) Employment without Training
  - f) Part Time Employment
  - g) NEET
  - h) Into Learning
- 2.5.8 We need to do more to understand the post-16 sufficiency position across the city from both a mainstream and special education needs and disabilities perspective. We therefore propose that we work with the sector and the Department for Education to obtain key data, identify gaps and solutions to address.

## **2.6 Special Educational Needs and Disabilities (SEND)**

- 2.6.1 SEND is an area of pressure, which is forecast to continue to be the case in future years. The headlines from the forecast below highlight the significant challenge in this area, and the need to support SEND sufficiency across all settings, from 0-25.
- 2.6.2 Current forecasts indicate that:
- a) The overall number of Education, Health and Care Plans (EHCPs) is forecast to increase by 36% by 2028.
  - b) In mainstream primary and secondary settings there will continue to be a significant increase in children with EHCPs, this could equate to a 50% increase by 2028.
  - c) 20% increase in demand for special school places at year 7 by 2028.
  - d) Due to rising demand, the number of high-cost independent places is likely to increase. There is a possibility these could double in number to nearly 200.

2.6.3 There are a range of diverse needs encompassed by the term SEND. Within SEND, there are three predominant needs which are growing, and expected to continue to grow:

- a) Needs relating to neurodiversity, including autism and ADHD.
- b) Social, Emotional, Mental Health (SEMH) needs.
- c) Speech, language and communication needs.

2.6.4 It is these three areas of need where we face the greatest sufficiency pressures. There is significant activity as part of the SEND transformation programme which is aiming to improve how these needs are supported, including supporting these needs earlier. There is significant diversity within each of these three broad areas of need, meaning a range of approaches are needed.

2.6.5 In relation to sufficiency, most of the new provision that has been developed, and continues to be developed, is focused on the needs. The two new special schools under development will support this area, the recently opened new special school, Discovery, also supports these needs.

## **2.7 Mainstream SEND Sufficiency**

2.7.1 To increase sufficiency of mainstream provision, we are working with our Inclusion Taskforce. The Inclusion Taskforce is a partnership group with the education sector which aims to support inclusion across the city. A new programme of work for the 2024/25 academic year is being developed. Key activities in this area include:

- a) Improvements to mainstream funding to support schools to meet need.
- b) Working strategically with localities to develop provision, including Integrated Resource places.
- c) Increased investment in locality SENCOs.
- d) Training and advice provision.
- e) Development of quality frameworks and support to enable high quality provision in schools.

2.7.2 As of 2024 there 423 Integrated Resource places. In addition to this, most schools are running their own SEND provision.

## **2.8 Special Schools**

2.8.1 Sheffield's special schools have been significantly expanded since 2019, an increase of approximately 30%. This expansion work has included developments such as second sites for some of our special

schools, expansions to existing sites and the opening of Discovery Academy.

- 2.8.2 We acknowledge that our special schools have faced, and continue to face, significant pressure because of this increasing demand.
- 2.8.3 As a result of the activity that has been completed, our special schools are now on sites which are maximised. Additional special school capacity will now need to be delivered via new special schools and other activity. To help support, we are focusing on progression and delivery of significant schemes, including The Sheffield College's new high needs post-16 SEND provision at Peaks Campus, opening September 2024, and development of two new special schools with the Department for Education. Opening dates for the new special schools have not yet been confirmed but should be within the next four years.

### **3. How does this decision contribute to the Council Plan?**

#### **3.1 Council Plan outcome**

- 3.1.1 The proposals will ensure that the Local Authority meets its statutory duties under the Education Act 1996 to provide sufficient mainstream and SEND education places, promote parental choice, diversity, and fair access.
- 3.1.2 Ensuring that there are sufficient mainstream and SEND education places for every child and eligible young person is a fundamental responsibility of local government and is essential to the Local Authority's focus on enabling children and young people to have a great start in life, achieve their full potential, and contribute to the success of the city.
- 3.1.3 At the heart of the vision for increasing school places in Sheffield is the Local Authority's role in guaranteeing excellent education outcomes and equitable access for all. Sufficient good quality and local education places links to all five outcomes from the [Sheffield City Council Plan](#). In particular, it relates to the first outcome regarding children belonging and building a successful future.
- 3.1.4 The [draft Belonging Framework](#) sets draft commissioning intentions including ensuring children aged 5-11 years remain and feel a sense of belonging in their local school and children / young people aged 11-16 years remain in their local mainstream school. The [Attendance Guidance](#) also states the Local Authority will make sure that sufficient school places exist within a reasonable and accessible distance from a child's home. Our sufficiency plans underpin these intentions.

## 3.2 People – Prosperity – Planet

- 3.2.1 Sheffield's children and young people are at the heart of our commissioning strategy; we want them to feel they can belong in their school and in their local community.
- 3.2.2 Sheffield's children and young people's aspirations are what drive our city forward and we want to provide appropriate education opportunities to support their development and ambitions.
- 3.2.3 Children and young people will be most affected by the impacts of unmitigated climate change and the opportunities of the green economy will be critical to their future. We want to ensure sustainable choices are made regarding the provision of sufficient education places in Sheffield and completed a Climate Impact Assessment which covers this in more detail (see section 9).

## 3.3 City Goals

- 3.3.1 The proposal also relates to several of the [City Goals](#), such as Goal 17 regarding investing in children and young people to give them a strong start in life. 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.

## **4. What community or partner engagement has been undertaken and how has it informed the proposal?**

- 4.1 As part of any statutory process, pupils, parents, local community, and other stakeholders 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.
- 4.2 In May 2024 we engaged with secondary heads via the Secondary Heads Partnership Group through Learn Sheffield. We also engaged with the sector via Schools Forum in June 2024. We plan to continue consultation via sector workshops to identify most appropriate delivery solutions.



- 4.3 The co-produced Sheffield Inclusion Strategy (2020-25) underpins our strategic intent in relation to SEND sufficiency. Alongside this, we work closely with a range of partners to engage and consult across our activity, this includes the Sheffield Parent Carer Forum, the Inclusion Taskforce, School Forum and health services through the Integrated Care Board.

## **5. What alternative options did we consider?**

- 5.1 Alternative Option 1: Do nothing
- 5.2 “Do nothing” would mean the Local Authority does not intervene in the education sector.
- 5.3 This option has been rejected due to the risk of the Local Authority breaching its statutory duty to ensure sufficient education places for children and young people within Sheffield.
- 5.4 No other alternative options have been considered that are not outlined in this report. This is because we are in the process of exploring all options to ensure sufficient education places in Sheffield and mitigate the risks associated with surplus and deficit places forecast.

## **6. How has equality, diversity and inclusion been actively considered?**

- 6.1 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.
- 6.2 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.
- 6.3 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.

- 6.4 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.

## **7. Financial and Commercial Implications**

### **7.1 Mainstream primary and secondary school places**

- 7.1.1 The Department for Education provides local authorities with basic need funding to help them fulfil their duty to make sure there are sufficient mainstream school places for children in their local area.
- 7.1.2 Funding for mainstream school places up to and including academic year 2026/27: Of Sheffield's Basic Need funding allocations that have been announced by the Department for Education for mainstream school place expansion, £28.8m is currently uncommitted and available for investment. This will be supplemented by any developer contributions secured under Section 106 agreements. This funding could be used to support any building refurbishment and temporary or permanent expansion projects.
- 7.1.3 The Department for Education's estimations, based on data from the costs of recently completed schemes nationally, are that the costs of each additional permanent mainstream place is £24.3k and each additional temporary mainstream place £9.4k. The £28.8m that is estimated to be remaining following mainstream primary school expansions, therefore, would be expected to deliver 3,063 temporary or 1,185 permanent mainstream secondary school places. Significant further work is required to analyse data to establish a more accurate split between temporary and permanent places which could mitigate this.
- 7.1.4 Whilst the forecasts indicate the overall citywide mainstream demand over a number of years, until feasibilities have been completed on the mainstream secondary school estate, we do not know which school sites will be able to accommodate an increase in published admission number and whether temporary or permanent physical capacity expansion is required.
- 7.1.5 In recent years we have secured several temporary increases in mainstream secondary schools' published admission numbers up to 13 forms of entry (390 places) to meet demand with minimal capital expenditure.
- 7.1.6 In addition, The Department for Education are yet to notify us of any future Basic Need funding to be allocated to the Local Authority for mainstream places to be available from September 2027, which would further mitigate the position.

- 7.1.7 All data will be kept under constant review in terms of the balance between permanent and temporary mainstream places to ensure potential shortfalls in funding are identified and addressed before schemes are commissioned.
- 7.1.8 Individual temporary or permanent mainstream expansion projects will be presented to the Finance Committee for approval as part of the normal Capital Approvals Process which will ensure sufficient funding is in place for any developments.
- 7.1.9 From a revenue perspective, where mainstream 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. Revenue implications of mainstream expansion projects will need to be incorporated into individual business cases and forwarded to Finance Business Partner for review.

## **7.2 Special Educational Needs and Disabilities (SEND) places**

- 7.2.1 The Department for Education provides local authorities with revenue funding for SEND via the High Needs block. *Summary of high needs block position to be added.*
- 7.2.2 Capital funding for SEND is provided via the High Needs Capital allocation. This is managed on an operational basis via the Capital and Growth Board with strategic direction as part of the capital strategy given by Education, Children & Families Policy Committee. This allocation is being used to support sufficiency activity and adaptations relating to SEND. Of Sheffield's High Needs Capital Allocations that have been announced a total of £13.8m is currently unspent. £3.9m of this is committed to schemes in delivery, with £9.9m to be allocated. Managing this fund effectively to support sufficiency and ensure value for money is an-going challenge. Key to ensuring this, is alignment of capital activity with revenue investment to support SEND, particularly in mainstream.

## **7.3 Post-16 places**

- 7.3.1 The Education and Skills Funding Agency (ESFA) provides funding for post-16 places directly to post-16 providers. Local authorities do not receive any capital funding for the provision of new post-16 places.

## **8. Legal Implications**

- 8.1 The proposal outlined in this report will assist the Local Authority in meeting its statutory duty to secure sufficient mainstream and SEND education places under section 14 of the Education Act 1996.
- 8.2 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.

- 8.3 Also, the Department for Education has a strong expectation that academy trusts will support local authorities to meet their sufficiency duty by providing additional places where they are needed.
- 8.4 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.

## **9. Climate and Environmental Implications**

- 9.1 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.

## **10. Other implications**

- 10.1 Workforce implications need to be considered as the number of education places required in Sheffield, impacts jobs within this sector. Sufficient training, recruitment and retention is required to ensure schools, post-16 and SEND providers can meet the needs of children and young people.
- 10.2 Property implications need to be considered when exploring options regarding education sufficiency, including the development of a new education provision. It is important we make best use of the current education provision estate.

## **11. Reasons for decision**

- 11.1 This report is to update the Education, Children and Families Policy Committee on our sufficiency plans. Members are requested to note the contents of the report. When committee decisions are required, we will return to the Education, Children and Families Policy Committee.

## Appendix 1: School Place Planning – Guiding Principles

When undertaking mainstream school place planning, and any subsequent intervention, the following guiding principles will be utilised, we will:

- **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.

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 isn't capacity within current buildings, we will then consider a temporary expansion 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.

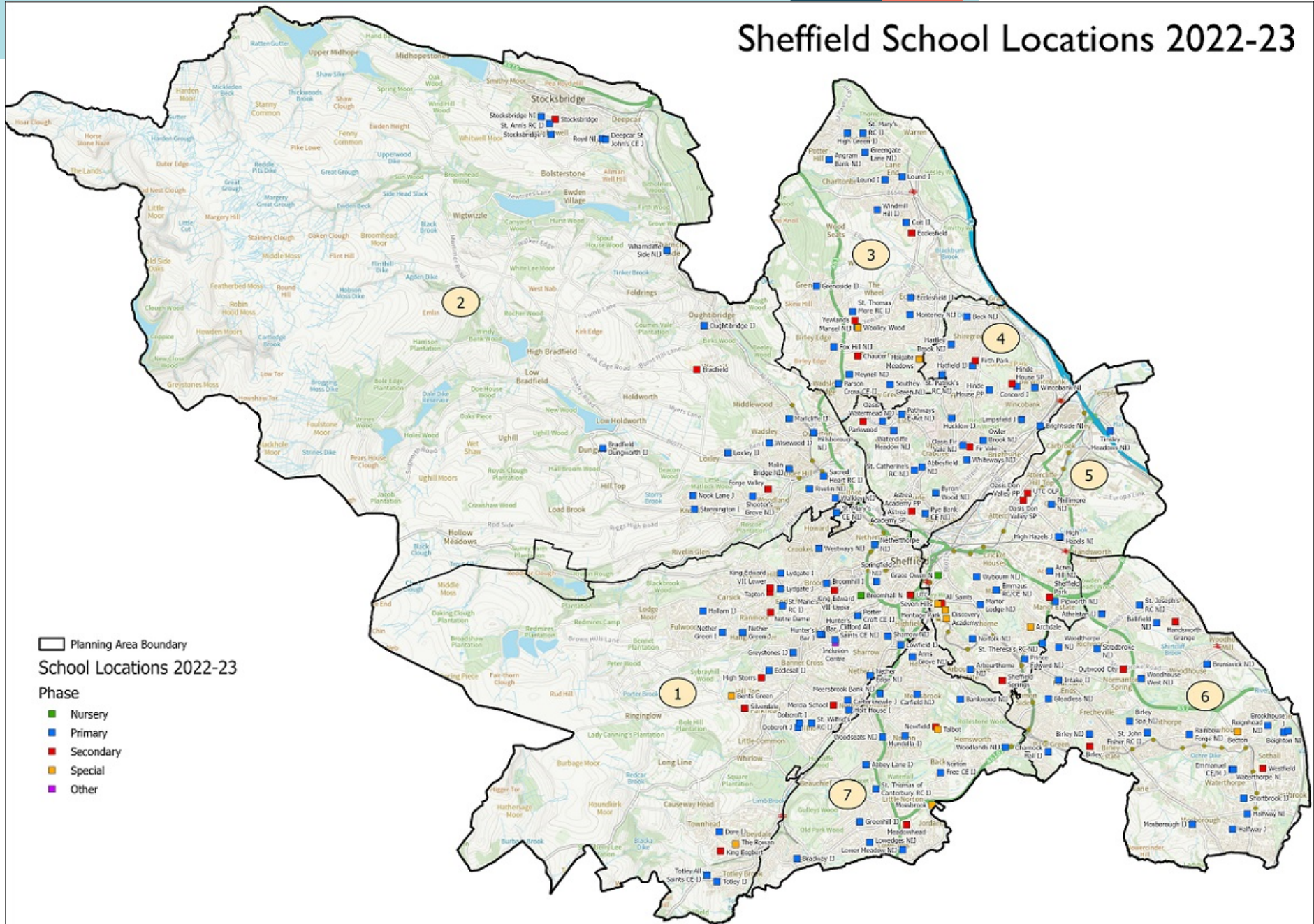
Our aim is for any permanent expansions to offer a flexible space so schools/academies can easily adapt to accommodate Year 7 pupils, but also that the space could be utilised for other educational priorities where appropriate.

When undertaking SEND school place planning, and any subsequent intervention, the following guiding principles will be utilised:

- **Children with SEND** should be able to be as much a **part of their local community** as any other child, with their friends and peers. Children should only be travelling across the city to have their needs met in exceptional circumstances.

- We **work in partnership** with the sector to **deliver inclusion**, we **recognise the challenges**, and we **work innovatively** to address them.
- We are working toward **creating a range of provision which is fluid and flexible** – allowing children to move in both directions (mainstream and specialist), as their needs change over time.

# Sheffield School Locations 2022-23



<b>Appendix 3: Summary of Reception school place forecast in each sub-planning area</b>		
<b>Planning area &amp; area of city</b>	<b>Sub planning area</b>	<b>Sub-Planning Area Summary</b>
		<b>Source: 2023/24 Autumn Primary Composite (2024/25 to 2027/28)</b>
1 Southwest	1 North	Sustained surplus forecast. 2.0-2.5 Forms of Entry (12.6-15.8%) surplus from 2024/25 to 2026/27, rising to 3.5 Forms of Entry (22.1%) surplus in 2027/28.
	1 South	Sustained surplus forecast, rising steadily from 2.0 Forms of Entry (6.8%) surplus in 2024/25 to 4.0 Forms of Entry (13.6%) surplus in 2027/28.
	1 South A	Sustained surplus forecast, rising steadily from 1.0 Form of Entry (4.1%) surplus in 2024/25 to 3.5 Forms of Entry (14.3%) surplus in 2027/28.
	1 South B	Minimal surplus forecast. 0.5 Forms of Entry (10%) surplus in 2024/25, 2025/26 and 2027/28. No surplus (or deficit) forecast in 2026/27.
2 Northwest	2 North	Sustained surplus forecast, remaining at 2.5 Forms of Entry (44.1%) surplus from 2025/26 to 2027/28.
	2 South	Sustained surplus forecast, ranging from 3.0-4.5 Forms of Entry (13.2-19.9%).
3 North	3 North	Sustained surplus forecast, ranging from 1.0-2.0 Forms of Entry (12.5-25%).
	3 South	Sustained surplus forecast, ranging from 1.0-2.0 Forms of Entry (6.2-12.4%).
4 Northeast	4 East	Sustained surplus forecast, remaining at 1.0 Form of Entry (18.2%) surplus from 2025/26 to 2027/28.
	4 West	Sustained surplus forecast, ranging from 0.5-1.0 Form of Entry (8.3-16.7%).
	4 North	Sustained surplus forecast, ranging from 1.0-2.0 Forms of Entry (10.7-21.4%).
	4 South	Sustained surplus forecast, decreasing steadily from 3.0 Forms of Entry (17.6%) in 2025/26 to 1.5 Forms of Entry (8.8%) in 2027/28.
5 Northeast	5 North	Sustained surplus forecast, with 2.0 Forms of Entry (18.2%) surplus in 2025/26 and 2026/27, rising to 3.0 Forms of Entry (27.3%) surplus in 2027/28.
	5 South	Sustained surplus forecast, with a 3.0 Forms of Entry (20%) peak surplus in 2025/26 and 1.0-1.5 Forms of Entry (6.7-10%) surplus in 2026/27 and 2027/28.
6 Southeast	6 North	Sustained surplus forecast, ranging from 2.0-4.5 Forms of Entry (7.7-17.3%).
	6 South	Sustained surplus forecast, ranging from 3.5-4.5 Forms of Entry (28.7-36.9%).
7 South	7 East	Sustained surplus forecast, ranging from 2.0-2.5 Forms of Entry (16-20%).
	7 West	Sustained surplus forecast, ranging from 1.0-2.0 Forms of Entry (7.1-14.3%).



<b>Appendix 4: Summary of Y7 school place forecast in each planning area</b>	
<b>Planning area &amp; area of city</b>	<b>Planning Area Summary</b>
	<b>Source: 2023/24 Autumn Secondary Allocations Composite with 3% uplift (2024/25 to 2034/35)</b>
1 Southwest	Sustained deficits forecast from 2026/27 to 2033/34. Three-year peak deficits of 4.5-6.0 Forms of Entry (8.5-11.3%) from 2026/27 to 2028/29. Deficits fall to between 1.5-2.5 Forms of Entry (2.8-4.7%) from 2029/30 to 2032/33.
2 Northwest	Deficits forecast from 2026/27 to 2030/31, after which small surpluses (2.3-4.5%) are currently forecast. Forecast deficits are between 0.5-1.0 Forms of Entry (2.3-4.5%).
3 North	Sustained deficits forecast throughout the forecast period i.e. from 2025/26 to 2034/35. Deficits range from 1.0-3.0 Forms of Entry (4.2-12.7%), with 2026/27 being the first 3.0 Forms of Entry deficit peak, followed by a sustained 5-year peak deficits of 2.5-3.0 Forms of Entry (10.6-12.7%) from 2029/30 to 2033/34.
4 Northeast	Peak deficit of 2.0 Forms of Entry (6.3%) forecast for 2025/26, gradually falling by 0.5 Forms of Entry (1.6%) each year until the last deficit of 0.5 Forms of Entry (1.6%) forecast in 2028/29.  A small 0.5 Forms of Entry (1.6%) surplus is currently forecast in 2029/30. Surpluses are expected to continue for the remaining of the forecast period, ranging from 1.5-3.5 Forms of Entry (4.7-10.9%).
5 Northeast	Sustained deficits forecast throughout the forecast period i.e. from 2025/26 to 2034/35. Deficits fluctuate and range from 0.5-4.5 Forms of Entry (1.9-17.4%). A 4.5 Forms of Entry (17.4%) peak deficit is forecast in 2028/29.
6 Southeast	Deficits forecast from 2025/26 to 2029/30, ranging from 1.5-2.5 Forms of Entry (4.9-8.2%). Small surpluses (1.6-6.5%) are currently forecast from 2030/31 onwards, except in 2033/34 where a small 0.5 Forms of Entry deficit (1.6%) is forecast.
7 South	Sustained deficits forecast from 2025/26 to the end of the decade and beyond. Deficits range from 0.5-3.0 Forms of Entry (2.8-16.7%). A 3.0 Forms of Entry (16.7%) peak deficit is forecast in 2027/28.

## **Appendix 5: Summary of local authority statutory duties and funding relating to commissioning the provision of mainstream primary and secondary education places, post-16 education places, and special educational needs and disabilities places**

### **Mainstream Primary and Secondary education places**

#### Statutory duties:

- Forecasting and planning for the demand for primary and secondary school places in their local area.
- Ensuring there are sufficient primary and secondary school places to meet the needs of children in their local area.
- Identifying areas where there may be a shortage of school places and taking action to address these gaps.
- Working with schools, academies, and other stakeholders to manage capacity.

#### Funding:

The Government provides local authorities with basic need funding to help them fulfil their duty to make sure there are sufficient school places for children in their local area. Allocations for the 2025 to 2026 financial year, announced in 2023, will support local authorities to create the new school places they need by September 2026. There has been no basic need funding allocation announcement in 2024.

### **Post-16 education places**

#### Statutory duties:

- Forecasting and planning for the demand for post-16 places in their local area.
- Ensuring there are sufficient post-16 places to meet the diverse educational needs and aspirations of young people in their local area.
- Working with schools, academies, colleges, and other education providers to offer a range of post-16 options, including academic, vocational and work-based learning.
- Collaborating with employers, training providers, and other stakeholders to enhance the availability of post-16 places.

#### Funding:

The Education and Skills Funding Agency (ESFA) provides funding for post-16 places directly to post-16 providers. Local authorities do not receive any capital funding for the provision of new post-16 places.



## Special Educational Needs and Disabilities places

### Statutory duties:

- Forecasting and planning for the demand for SEND places in their local area.
- Ensuring there are sufficient SEND places to meet the needs of children with SEND in their area (up to the age of 25 for those with an Education, Health and Care Plan).

### Funding:

The Government provides local authorities with high needs provision capital allocations to support the provision of new places and improve existing provision for children and young people with SEND and/or requiring alternative provision.

For further information please follow links below:

[Education Act 1996 \(legislation.gov.uk\)](https://www.legislation.gov.uk)

[Must knows: Education \(local.gov.uk\)](https://www.local.gov.uk)



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