

# Blackpool Council

4 October 2019

To: Councillors Benson, Blackburn, Brookes, Cain, Campbell, Jackson, Kirkland, Smith, I Taylor and L Williams

The above members are requested to attend the:

## EXECUTIVE

Monday, 14 October 2019 at 6.00 pm  
in Committee Room A, Town Hall, Blackpool

## A G E N D A

### 1 DECLARATIONS OF INTEREST

Members are asked to declare any interests in the items under consideration and in doing so state:

(1) the type of interest concerned either a

- (a) personal interest
- (b) prejudicial interest
- (c) disclosable pecuniary interest (DPI)

and

(2) the nature of the interest concerned

If any member requires advice on declarations of interests, they are advised to contact the Head of Democratic Governance in advance of the meeting.

### 2 SCHOOL ORGANISATION PUPIL PLACE PLAN 2020-2028 (Pages 1 - 40)

To consider the School Organisation Pupil Place Plan for 2020 to 2028 and its recommendations for action. Once approved the strategy will form part of the Executive Policy Framework.

### 3 DEVELOPMENT OF A SOFT PLAY CENTRE AND CAFÉ FACILITY AT BLACKPOOL SPORTS CENTRE (Pages 41 - 52)

To consider a proposal to use Prudential Borrowing to develop a soft play centre and café facility within Blackpool Sports Centre, to complement the existing parks and leisure facilities.

**4 CONFIRMATION OF ARTICLE 4 DIRECTION FOR RAIKES HALL CONSERVATION AREA**

(Pages 53 - 68)

To consider for approval the confirmation of a non-immediate Article 4 Direction Order for Raikes Hall Conservation Area.

**5 FINANCIAL PERFORMANCE MONITORING AS AT MONTH 4 2019/20**

(Pages 69 - 72)

To receive the financial performance monitoring for the period ending 31 July 2019.

**Venue information:**

First floor meeting room (lift available), accessible toilets (ground floor), no-smoking building.

**Other information:**

For queries regarding this agenda please contact Lennox Beattie, Executive and Regulatory Manager, Tel: (01253) 477157, e-mail [lennox.beattie@blackpool.gov.uk](mailto:lennox.beattie@blackpool.gov.uk)

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<b>Report to:</b>	<b>EXECUTIVE</b>
<b>Relevant Officer:</b>	Diane Booth, Director of Children's Services
<b>Relevant Cabinet Member</b>	Councillor Kath Benson, Cabinet Member for Schools, Education and Aspiration
<b>Date of Meeting:</b>	14 October 2019

## SCHOOL ORGANISATION PUPIL PLACE PLAN 2020-2028

### 1.0 Purpose of the report:

- 1.1 To present the School Organisation Pupil Place Plan for 2020 to 2028 and seek the approval of the recommendations for action.

### 2.0 Recommendation(s):

- 2.1 To approve the School Organisation Plan 2020-2028 for the period up to 31 August 2028 and endorse the conclusions summarised at paragraphs 5.7.
- 2.2 To agree that officers seek to work with primary schools and academy trusts to reduce the number of primary school places in Blackpool to achieve an optimal level of surplus capacity during the lifetime of this School Organisation Plan.
- 2.3 To agree that officers seek to work with multi-academy trusts to identify opportunities to temporarily increase the number of secondary school places in Blackpool, should this be required, in order to ensure sufficient capacity for Blackpool pupils.

### 3.0 Reasons for recommendation(s):

- 3.1 The proposed course of action is recommended in order to fulfil the Council's statutory responsibility to ensure there are enough school places for the young people who live in Blackpool, with enough capacity to allow parental choice and diversity.

3.2a Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.2b Is the recommendation in accordance with the Council's approved budget? Yes

### **3.3** Other alternative options to be considered:

The projected fall in the birth rate in coming years would mean that a “do nothing” approach would leave a significant surplus of primary pupil places in Blackpool. While a certain level of surplus places is desirable to facilitate parental choice, such a level of excess could be detrimental to the financial feasibility of some schools. By taking a strategic, planned approach, the required reduction in places can hopefully be managed across a number of schools, thus avoiding the closure of any schools.

With respect to secondary school places, a “do nothing” approach is likely to result in a situation whereby some Blackpool pupils would be left without a place at a secondary school.

### **4.0 Council priority:**

4.1 The relevant Council priority is: “Communities: Creating stronger communities and increasing resilience”.

### **5.0 Background information**

5.1 Blackpool Council has a duty to ensure there are enough school places for the young people who live in Blackpool. There is also a duty to make sure these places are of good quality with enough capacity to allow parental choice and diversity.

5.2 There are currently around 19,000 young people living in Blackpool who require compulsory education.

5.3 Over recent years, Blackpool Council and the government have invested heavily in school buildings, with around £50m invested over the last five years. In Blackpool, there are currently 31 primary schools, six secondary schools, two all-through schools, three special schools and one Pupil Referral Unit.

5.4 Since the introduction of the Academies Act 2010 and the Education Act 2011, Blackpool has seen a high percentage of schools becoming Academies, either through conversion or sponsorship. While maintained schools continue to be managed by local authorities, the Department for Education monitors academies and free schools through the Regional Schools Commissioner. The Council’s duty to make sure there are enough school places applies across all types of school.

5.5 The monitoring of the number of school places is a continual and complex process. Many factors can affect this, from changes in birth rate to the movement of people into and out of the town. There is also a large number of new houses under development and planned within the town and in the surrounding areas of Wyre and Fylde over the coming years.

5.6 The latest pupil number projections indicate that a peak of pupils starting primary school in Reception will have been reached in September 2019. This peak will move through into the secondary sector, with the highest number of pupils in Year 7 anticipated in September 2025. Beyond these dates, it is expected that numbers will gradually reduce.

5.7 The conclusions and recommendations from the review of pupil places are as follows:

- **Primary sector:** Enough places currently exist, but the forecast reduction in pupil numbers means that there are likely to be too many primary places, particularly in the south of the town. The local authority will therefore object to any requests to increase primary provision in the town. Primary schools have been invited to indicate if they could reduce their published admissions number, particularly in the south of the town. A reduction of numbers in three form entry schools would be preferred, but all options will be considered. If schools do not volunteer to reduce their Published Admissions Numbers, other solutions will be considered, including the possible closure of one or more schools
- **Secondary sector:** There are currently insufficient Year 7 places in Blackpool schools for the number of pupils in each year at Blackpool primary schools. However, some parents choose to send their children to schools in Lancashire, and this means that there are enough places in Blackpool for the children that want them. Blackpool's Year 7 numbers are likely to increase until 2025, and new houses are being built in the town and across the border. A shortage of Year 7 places may therefore be seen for one or more years, before numbers start to go down again. The local authority is therefore unlikely to agree to requests for permanent reductions in Published Admissions Numbers. Additional places may also be needed for Year 7 pupils for a short period of time. Any existing space in schools would be used initially, before building anything new. Secondary schools have been invited to indicate if they could manage a temporary increase in Year 7 admission numbers during the academic years 2023/24 to 2026/27, particularly in the north and central of the town.
- **Special sector:** The new Lotus School will allow 48 pupils with social, emotional and mental health needs to go to school in Blackpool rather than in other areas. The number of pupils going to the existing three special schools is continuing to grow. This is causing problems, both from the size of the buildings and also the funding available to pay for them. Work is underway with schools to see how more children with special educational needs and disabilities could attend a mainstream school. No recommendations are therefore currently being made for action to increase the size of the existing special schools.

5.8 The plan at Appendix 2a to the Executive report contains the full details of the review of school places.

5.9 Does the information submitted include any exempt information? No

**5.10 List of Appendices:**

Appendix 2a: Blackpool Council School Organisation Pupil Place Plan 2020-2028

**6.0 Legal considerations:**

6.1 Under the Education Act 1996, local authorities have a statutory responsibility to ensure there are enough school places for the young people who live in their boundaries, with sufficient capacity to allow parental choice, diversity and fair access.

**7.0 Human resources considerations:**

7.1 None.

**8.0 Equalities considerations:**

8.1 The Education Act 1996 states that the local authority should exercise their duty with a view to securing diversity in the provision of schools, and increasing opportunities for parental choice. Any decisions concerning the reduction of primary school places or the temporary increase of secondary school places will therefore take into consideration any equalities matters, such as provision within faith schools.

**9.0 Financial considerations:**

9.1 Depending on the opportunities identified and the extent of the additional place requirement, there may be a need to use some Basic Need Capital Funding to support the creation of additional temporary secondary school places within a Blackpool academy.

**10.0 Risk management considerations:**

10.1 Should the recommendations in this report not be approved, there is a risk that there could be an excessive number of primary school places, leading to some schools facing financial difficulties. There is a further risk that there would be insufficient secondary school places, leading to an inability for the local authority to meet its statutory duty, and some pupils being left without access to education.

**11.0 Ethical considerations:**

11.1 None.

**12.0 Internal/external consultation undertaken:**

12.1 A consultation on the School Organisation Pupil Place Plan 2020-2028 was carried out between 20 June and 2 August 2019. This was shared with all Blackpool schools, academies and multi-academy trusts, as well as with Lancashire County Council and the Department for Education. No formal responses were received, but some comments were received from Lancashire County Council and a meeting to discuss the Plan took place with the Department for Education.

12.2 Any school or academy wishing to change its Published Admission Number would be required to undertake public consultation in accordance with the School Admissions Code.

**13.0 Background papers:**

13.1 None.

**14.0 Key decision information:**

14.1 Is this a key decision? Yes

14.2 If so, Forward Plan reference number: 13/2019

14.3 If a key decision, is the decision required in less than five days? No

14.4 If **yes**, please describe the reason for urgency:

Not applicable.

**15.0 Call-in information:**

15.1 Are there any grounds for urgency, which would cause this decision to be exempt from the call-in process? No

15.2 If **yes**, please give reason:

Not applicable.

**TO BE COMPLETED BY THE HEAD OF DEMOCRATIC GOVERNANCE**

**16.0 Scrutiny Committee Chairman (where appropriate):**

Date informed: 4 October 2019 Date approved:

**17.0 Declarations of interest (if applicable):**

17.1

**18.0 Executive decision:**

18.1

**19.0 Date of Decision:**

19.1

**20.0 Reason(s) for decision:**

20.1

**21.0 Date Decision published:**

21.1

**22.0 Executive Members in attendance:**

22.1

**23.0 Call-in:**

23.1

**24.0 Notes:**

24.1



# Appendix 2a

## School Organisation Pupil Place Plan 2020 – 2028

Issued October 2019

## Blackpool Council



# School Organisation Pupil Place Plan 2020 - 2028

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# School Organisation Pupil Place Plan 2020 - 2028

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## About this plan

This plan explains Blackpool Council's approach to School Organisation and Pupil Place Planning. It covers:

- The Local Authority's statutory responsibilities in ensuring there is sufficient provision of school places for young people within the borough;
- The existing school provision within the borough;
- Projected pupil place figures over the next several years;
- The methodology for forecasting and factors that influence the model;
- Recommendations for ensuring sufficient school places and the Local Authority's strategic approach to managing the supply and demand for places over the life of this plan;
- Statutory requirements and processes for making changes such as opening, closing, enlarging or reducing schools.

This plan supersedes any previous plan issued that covered school organisation and pupil place planning. We will keep this plan under review and may update it in light of our engagement with strategic partners and key stakeholders.

# School Organisation Pupil Place Plan 2020 - 2028

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## Executive Summary

The Council has a statutory duty to ensure there are sufficient school places to accommodate the young people who reside in the borough and to ensure these places are of good quality with sufficient capacity to promote parental choice and diversity. There are currently around 19,000 young people living within the borough for whom compulsory educational provision is required.

Over recent years the Local Authority and relevant government bodies have invested heavily within the school estate, with circa £50m being invested over the past five year period.

There are currently 31 primary schools, six secondary, two all-through, three special schools and one Pupil Referral Unit within the borough. There has been a significant change in legislation around the role of Local Authorities becoming commissioners of school places rather than providers. This was further supported by the Academies Act 2010 and the Education Act 2011. Blackpool has seen a significant move in this direction with a high percentage of Blackpool schools making the transition to becoming Academies, either via conversion or sponsorship.

While maintained schools continue to be managed by local authorities, the responsibilities of academies and free schools are monitored by the Department for Education through the Regional Schools Commissioner. The duty of the local authority to ensure adequate provision of school places, however, applies across all types of school.

The monitoring of the number of school places is a continual and complex process and one which can be affected by many factors from the fluctuations and trends in the birth rate to the migration and transience into and out of the town.

There are also a significant number of new houses under development and planned within the town and in the surrounding boroughs of Wyre and Fylde over the coming years. There are an estimated 3,200 new homes being delivered by 2026/27 within Blackpool as of April 2018, and substantial numbers across the border of Lancashire County Council being either under current construction or having reached significant planning milestones.

In order to maintain sufficient quality and choice across the estate the Local Authority would typically ensure that there is at least 5% surplus capacity. During the academic year 2018/2019 there was a 6.8% surplus capacity within the primary sector and 12.7% surplus capacity within the secondary sector compared to the Published Admissions Number.

Blackpool's previous School Organisation Plan covering the period 2015-2020 identified a shortfall of places in the secondary sector in the coming years, and reducing capacity in the primary sector. The new Armfield Free School was proposed by Fylde Coast Academy Trust to address the shortfall. The school is currently being developed by the Education, Skills and Funding Agency in the South planning area of the town, and partially opened in September 2018 with 160 Year 7 places, 60 Reception places, and nursery provision for 60 children.

# School Organisation Pupil Place Plan 2020 - 2028

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Our latest pupil number projections tell us that we reach a peak of pupils starting primary school in Reception in September 2019. This peak will move through into the secondary sector, with the highest number of pupils in Year 7 anticipated in September 2025. Beyond these dates, numbers are expected to gradually reduce.

The conclusions and recommendations from the review of pupil places are as follows:

- **Primary sector:** sufficient places currently exist, however, the forecast reduction in pupils numbers means that there is likely to be an oversupply of primary places, particularly in the south planning area of the town. The local authority will therefore object to any requests to increase primary provision in the town. During a consultation in summer 2019, primary schools were invited to express an interest if they would be in a position to reduce their Published Admissions Number, particularly in the south planning area of the town. The local authority's preference would be for a reduction of numbers in three-form entry schools, but all options will be considered. Failing the voluntary reduction in Published Admissions Numbers, the local authority will consider alternative solutions, including the potential closure of one or more schools.
- **Secondary sector:** there are currently insufficient Year 7 places in Blackpool schools to accommodate the number of pupils in each year at Blackpool primary schools. However, the continued availability of places in Lancashire secondary schools helps to mitigate against this shortfall. Blackpool's Year 7 numbers are predicted to continue to increase until 2025, and alongside significant housing growth across the border, there will be a potential shortfall in Year 7 places for one or more years, before numbers start to reduce. The shortfall could be more pronounced if plans for a more inclusive secondary sector result in fewer pupils attending special schools and the Pupil Referral Unit in future. The local authority is therefore unlikely to agree to requests for permanent reductions in Published Admissions Numbers, and may require additional capacity for Year 7 intakes for a short period of time. The Local Authority would first seek opportunities to unlock existing capacity within the school building estate, prior to creating new provision. During the summer 2019 consultation, expressions of interest were invited from secondary schools who may be in a position to accommodate a temporary increase in Year 7 admission numbers during the academic years 2023/24 to 2026/27, particularly in the north and central planning areas of the town.
- **Special sector:** the new Lotus School will enable 48 pupils with social, emotional and mental health needs to be educated locally rather than attending schools in other areas. The growing pressure on places in the existing three special schools is unsustainable, both from the capacity of the building but also the available resources in the High Needs budget. Work is underway within the school-led system to address the underlying causes of the increase in numbers, and opportunities will be pursued for increasing the capacity of mainstream schools to meet the needs of a greater number of pupils with special educational needs and disabilities. No action is therefore currently recommended to further increase capacity within the schools, although this will be carefully monitored.

The Authority will be working with relevant providers and stakeholders over the next 6-12 months to ensure the strategic approach to the delivery of sufficient school places adheres to current legislative requirements and guidance, whilst maintaining sustainable educational choice suitable for the young people of Blackpool.

# School Organisation Pupil Place Plan 2020 - 2028

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## Introduction

Blackpool Council has statutory responsibility for educational provision and outcomes for all Blackpool children and young people in state funded education, regardless of the status of the provider. The Council is keen to ensure that there are sufficient high quality places for all young people irrespective of the type of school parents wish to apply for.

The Council has a statutory duty to ensure that sufficient school places are available within Blackpool for every child of school age, to promote diversity, parental choice and high educational standards, to ensure fair access to opportunity, and to help fulfil every child's educational potential.

There has been an increasing number of state funded Academies and Free schools since 2011. These are independent of Local Authority control and therefore school places are no longer provided solely by the Council. The Council therefore works with all providers to ensure that the need for school places is met.

This plan will determine the current provision of school places and will show how the Local Authority predicts the provision and demand of places will change over the next few years and how the Council intends to manage these in the future. It brings together information from a range of different sources and sets out issues that the Council will face in meeting its statutory duties up to 2028 to meet the needs of the local population.

The plan includes present and predicted future pupil numbers, together with information about population estimates, school capacity and new housing developments. The plan sets out the Council's views on the sufficiency of places over the coming years, together with assumptions and risk factors, and suggests whether other changes may be necessary in the future. The plan also sets out our policies on school organisation and the statutory framework for making changes such as opening, closing, enlarging or reducing schools.



# School Organisation Pupil Place Plan 2020 - 2028

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## Blackpool in Context

Blackpool is England's largest and most visited seaside resort attracting around 8.4 million adult visitors in 2017.<sup>1</sup> It is the main retail, public administration, cultural and service centre for the Fylde Coast (Blackpool, Fylde and Wyre), supporting an estimated population of 329,200 and a workforce of around 153,800.<sup>2</sup>

The town was founded upon tourism and grew rapidly in the early 20th century leaving a legacy of high quality late Victorian architecture, including the iconic Blackpool Tower, piers and promenade. In the mid 1980's Blackpool attracted around 17 million visitors each year, supported more than 100,000 holiday bed spaces and was the most popular holiday destination in the UK.

Blackpool remains at the heart of the UK tourism and visitor economy, in part due to major investment in regeneration in recent years. However, visitor numbers are significantly lower than they were until the 1980s, when fewer people travelled abroad on package holidays. Three decades of decline has had significant impact on the visitor economy, left a wake of low quality housing stock and challenges finding space for development. It has also created high levels of deprivation with many low paid or unemployed families. Like many coastal resorts, Blackpool now faces a series of significant social challenges that will require significant social investment to reverse.

## Blackpool's Population

Blackpool has a total population of around 139,870 people.<sup>3</sup> Currently, school age children (4-16) account for 14.6% of the total population. From 2001 to 2017, Blackpool's population fell by 1.7%. By 2027, the population is projected to reduce to 137,100, with reductions in 0-14, 25-39 and 50-59 age groups predicted.<sup>4</sup> Some key factors affecting Blackpool's population are:

- Blackpool ranks as the most deprived authority in England,<sup>5</sup> based on both the average LSOA score and concentration of deprivation measures from the 2015 English Index of Multiple Deprivation (IMD).
- Blackpool has a wide range of health, employment and housing issues. Including; having the 2<sup>nd</sup> lowest life expectancy amongst men and 4<sup>th</sup> lowest life expectancy amongst women in the UK,<sup>6</sup> having the 5<sup>th</sup> highest proportion of workless households in the North West<sup>7</sup> and for 2017/18 the number of dwelling stock in Blackpool only grew by 276 properties, below both the national and regional average.<sup>8</sup>

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<sup>1</sup> Blackpool 2017 Omnibus Visitor Annual Survey Report. Reported in: Tourism, Economy And Resources Scrutiny Committee (2018) <https://democracy.blackpool.gov.uk/documents/s36486/ITEM%252010%2520-%2520Tourism%2520Scrutiny%2520Report%2520-%2520June%25202018.pdf+%&cd=7&hl=en&ct=clnk&gl=uk>

<sup>2</sup> Working or available to work i.e. all people economically active (Blackpool, Fylde and Wyre) Nomis (2018)

<sup>3</sup> Population Estimates for UK, England and Wales, Scotland and Northern Ireland: Mid-2017, ONS (2018)

<sup>4</sup> 2016-based subnational population projections for local authorities and higher administrative areas in England, ONS (2018)

<sup>5</sup> 2015 English Index of Multiple Deprivation (IMD), Communities and Local Government (2015)

<sup>6</sup> Life Expectancy at Birth and at Age 65 by Local Areas in England and Wales: 2015 to 2017, ONS (2018)

<sup>7</sup> Workless Households, Nomis (2018)

<sup>8</sup> Net additional dwellings by local authority district, England 2001-02 to 2017-18, Ministry of Housing, Communities & Local Government (2018)

# School Organisation Pupil Place Plan 2020 - 2028

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- In 2015, 26.8% of all dependent children were living in families in economic poverty.<sup>9</sup>
- As of December 2018, 12,000 families in Blackpool were receiving child or working tax credits.<sup>10</sup>
- In the latest quarter up to May 2018, 1,213 children (17 and under) were in receipt of a disability living allowance payment, 4.2% of all children 17 and under, this is higher than the national average (3.5%) and North West (3.9%).
- The health of children in Blackpool is poorer than the England average across a range of health indicators, including, the prevalence of obesity among children in Year 6, which is higher than the average in England and the North West.<sup>11</sup>
- Blackpool has significant safeguarding needs, with the rates of looked after children in children under 18 the highest in England, with there being 186 looked after children per 10,000 people (2018).<sup>12</sup>

The social impact of economic and wider deprivation issues on educational outcomes can be significant, and provides a further justification to ensure excellence in school provision and planning across Blackpool. While attainment of pupils in Blackpool's primary schools is close to national averages, the performance of secondary-aged pupils falls short of expectations, as highlighted by the following statistics:

- Children in Blackpool had the second lowest average Attainment 8 score per pupil in the North West in 2017/18<sup>13</sup>
- Compared with England, Blackpool has poorer GCSE attainment of a 9-4 'standard pass' in English and Maths, with the percentage of pupils achieving this the second lowest in the North West<sup>14</sup>

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<sup>9</sup> Children's Strategic Needs Assessment 2015, <http://www.blackpooljsna.org.uk>

<sup>10</sup> Child and Working Tax Credits statistics: Provisional awards geographical analysis December 2018 (2019)

<sup>11</sup> NHS Digital, National Child Measurement Programme (2017/18)

<sup>12</sup> Children looked after at 31 March, by local authority, Department of Education (2018)

<sup>13</sup> Average Attainment 8 scores by local authority and region, Department of Education (2018)

<https://www.gov.uk/government/statistics/key-stage-4-and-multi-academy-trust-performance-2018-revised>

<sup>14</sup> <https://www.gov.uk/government/statistics/key-stage-4-and-multi-academy-trust-performance-2018-revised>



# School Organisation Pupil Place Plan 2020 - 2028

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## Links to Corporate Strategies and Plans

The School Organisation Plan plays a key role in Blackpool's strategic planning, vision and objectives. The plan links to a number of policies across the Authority, but specifically has a direct connection with Blackpool's Planning Policy Framework. Within this framework is the Blackpool Local Plan 2012-2027, which consists of two parts:

- Part 1 is the Core Strategy, which is the key document in the Local Plan, while
- Part 2 is the emerging Site Allocations and Development Management policies document.

The Core Strategy sets out the Council's spatial vision, which is underpinned by four goals supported by strategic objectives.

There are a number of important links to the School Organisation Plan, which are set out below:

**Goal 1:** *Sustainable regeneration, diversification and growth*

**Objective 5:** *Create well-designed places for people to enjoy with high quality buildings, streets and spaces, whilst conserving and enhancing Blackpool's rich heritage and natural environment*

**Goal 2:** *Strengthen community wellbeing to create sustainable communities and reduce inequalities in Blackpool's most deprived areas*

**Objective 12:** *Increase access to quality education facilities to improve educational achievement, skills and aspirations*

**Goal 3:** *Regeneration of the town centre, resort core and inner areas to address economic, social and physical decline*

**Objective 16:** *Establish balanced and stable communities in the inner areas with sustainable housing regeneration and new landmark residential development which improves housing quality and choice*

**Goal 4:** *Supporting growth and enhancement in South Blackpool to meet future housing and employment needs for Blackpool and the Fylde Coast*

**Objective 21:** *Secure the necessary infrastructure to enable new sustainable development which integrates with its surroundings, providing choice and convenient access to employment, services and community facilities*

# School Organisation Pupil Place Plan 2020 - 2028

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## School Organisation Context

The Education and Inspections Act 2006 made significant changes to the way in which the provision for education was established and delivered nationally. The Act aimed to empower schools by devolving as much decision making to them as possible, whilst giving an enhanced strategic role to Local Authorities as champions of pupils and parents.

The Act places a statutory duty on Local Authorities to act as commissioners of school places, rather than providers, to promote choice, diversity, high standards and the fulfilment of every child's educational potential. In carrying out this duty the Authority not only aims to ensure adequate provision but also seeks to ensure high quality education for all its pupils.

In 2010 the introduction of the Academies Act enabled more schools to convert to Academies without the requirement of a sponsor. The Education Act 2011 expanded upon this programme to allow the establishment of 16-19 Academies and alternative provision Academies. The Act also authorised the creation of Free Schools, which allowed parents, teachers, charities and businesses to set up their own schools. It changed the arrangements for establishing new schools and introduced section 6A (the 'free school presumption') of the Education and Inspections Act 2006, which requires that, where a local authority identifies the need for a new school in its area, it must seek proposals to establish an academy (free school).

This legislation has made a further impact upon the role of the Local Authority as the strategic commissioner of school places, with Academies and Free Schools having responsibility for determining their own admission policy and arrangements and setting their own Published Admission Number (PAN) with the agreement of the Secretary of State.

As Local Authority maintained schools, Free Schools and Academies all receive funding from the Government based on the total number of pupils and not the total number of places available, it is essential that the Authority plans the number of places to ensure a reasonable balance with pupil numbers. The Local Authority seeks to provide sufficient and appropriate school facilities, balancing capacity and cost against the desire to comply with parental preference and the need to address contextual factors including pupil transience.

Blackpool Council has facilitated significant change to the organisation and provision of school places within the borough. This has been achieved through the Council working together in a partnership with others including governing bodies, academy sponsors and head teachers.

The capital funding to meet the demands of providing new pupil places to meet demographic need (known as Basic Need) is allocated to the Local Authority by the Department for Education for all state-funded schools within its area, including Academies. The funding is allocated according to the relative need for new places, based on forecast data provided by the Local Authority.

In deciding where to use Basic Need funding to provide additional places, the Local Authority will consider both their maintained schools and local academies and Free Schools, taking into account where places will be of greatest benefit to their pupils, maintaining sufficient flexibility and places to satisfy parental preference.

# School Organisation Pupil Place Plan 2020 - 2028

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The Local Authority considers a number of factors when allocating Basic Need funding, for the development and alteration of a school; these factors include, but are not limited to:

- Educational standards and school performance
- The needs of the wider community
- A response to parental preference and choice
- Its socially inclusive agenda
- The efficient and effective use of limited resources
- The desirability for diversity and accessibility of provision
- Its stewardship of public monies
- Legislative requirements e.g. the infant class size limitation
- The extent of the agreement of the need for change

Successful schemes for the creation of additional places could include the construction of additional teaching areas, or even new schools where the identified shortage of places is sufficiently great.

Alternative measures may include:

- Increasing the admission over the Published Admission Number (PAN) where the school is deemed to have sufficient overall net capacity in its buildings;
- Use of 'bump classes' where the school has surplus net capacity;
- Use of temporary accommodation where the school is deemed to have sufficient grounds and external space.

Where significant change is envisaged or planned then both the Local Authority and Academy Trust should ensure that they fulfil any statutory requirements, such as those, but not limited to, set out in the following:

- Education and Inspections Act 2006
- School Standards and Framework Act 1998
- School Organisation (Prescribed Regulations to Maintained Schools) (England) Regulation 2013
- School Organisation, Maintained Schools, Guidance for Proposers and Decision Makers (January 2014)
- Making Significant Changes to an Existing Academy (Departmental advice for academy trusts (January 2014)
- The free school presumption – Departmental advice for local authorities and new school proposers (May 2018)

# School Organisation Pupil Place Plan 2020 - 2028

## Existing School Provision in Blackpool

Blackpool has experienced some fluctuations in the demography of pupils in recent years, with demand for primary school places increasing, and this bulge now flowing through into secondary schools. There have also been significant increases in pupils attending special schools, both within and outside of Blackpool, as well as at the Pupil Referral Unit. The proportion of pupils in special schools and the Pupil Referral Unit is high when compared to other areas, and needs to be borne in mind when considering school place planning.

The Local Authority currently has some 19,500 children on roll within schools across the town. The provision for these children is summarised in the table below:

<b>Number on Roll (including Academies and Free Schools) January 2019 Census</b>	
Nursery	671
Primary	11,779
Secondary	6,173
Sixth Form	148
Special and alternative provision	664
<b>Total</b>	<b>19,435</b>

For pupils of compulsory school age, the breakdown by National Curriculum Year group is as follows:

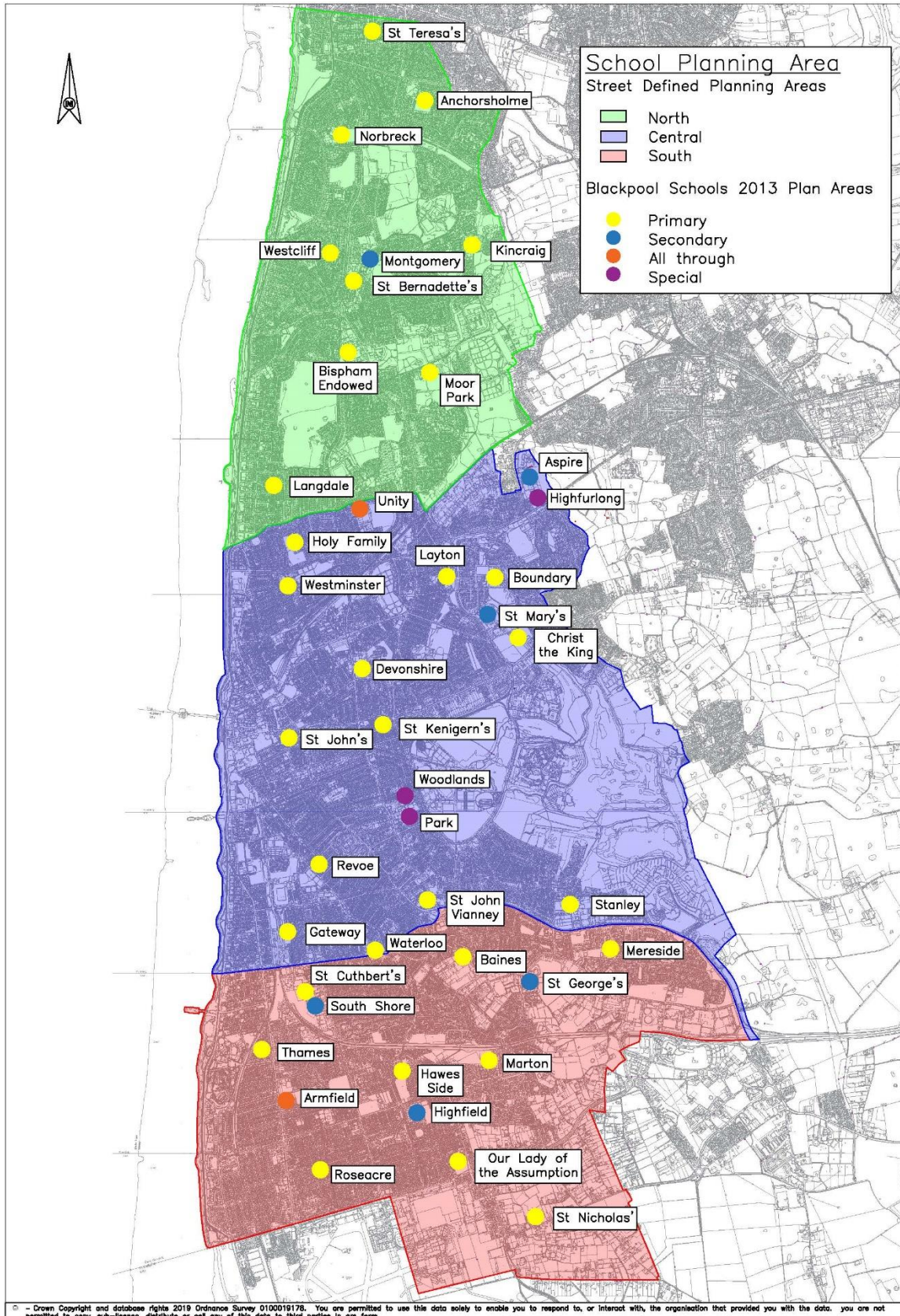
<b>Year Group</b>	<b>Total Number on Roll January 2019 Census</b>
Reception	1,719
Year 1	1,669
Year 2	1,706
Year 3	1,662
Year 4	1,706
Year 5	1,662
Year 6	1,655
<b>Total Primary</b>	<b>11,779</b>

<b>Year Group</b>	<b>Total Number on Roll January 2019 Census</b>
Year 7	1,325
Year 8	1,149
Year 9	1,299
Year 10	1,271
Year 11	1,129
<b>Total Secondary</b>	<b>6,173</b>

The approach to the school organisation strategy for the borough is defined in three areas, North, Central and South, as illustrated in the figure overleaf.



# School Organisation Pupil Place Plan 2020 - 2028



# School Organisation Pupil Place Plan 2020 - 2028

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## Primary School Provision (4-11 provision)

Blackpool currently has 31 state sector primary schools, 16 of which are academies, one Free School, five Local Authority maintained schools, one voluntary controlled school, and eight voluntary aided schools. In many cases these schools include some level of nursery provision, either run by the school or via the private sector.

There is a range of provision from one form to three forms of entry; however following a Primary Place Review in 2003 the Local Authority continues to maintain its preferred model of school organisation in Blackpool being predominantly that of one and two Forms of Entry. This means that schools are ideally organised so as to allow admission of one full form or two full forms of entry in any one year. This allows classes to be organised as multiples of 30 pupils per year group, which conforms to statutory class size requirements and it makes the most effective use of revenue resources.

School Name	Published Admission Number (PAN)	Status	Planning area
Anchorsholme Primary Academy	90	Academy	N
Baines Endowed Church of England Academy	70	Academy	S
Bispham Endowed Church of England Primary School	60	Voluntary Controlled	N
Blackpool Gateway Academy	60	Academy	C
Boundary Primary School	60	LA Maintained	C
Christ the King Catholic Academy	30	Academy	C
Devonshire Primary Academy	60	Academy	C
Hawes Side Academy	90	Academy	S
Holy Family Catholic Primary School	30	Voluntary Aided	C
Kincraig Primary School	30	LA Maintained	N
Langdale Free School	18	Free School	N
Layton Primary School	90	LA Maintained	C
Marton Primary Academy	60	Academy	S
Mereside Primary School	60	Academy	S
Moor Park Primary School	60	LA Maintained	N
Norbreck Primary Academy	90	Academy	N
Our Lady of the Assumption Catholic Primary School	30	Voluntary Aided	S
Revoe Learning Academy	60	Academy	C
Roseacre Primary Academy	90	Academy	S
St Bernadette's Catholic Primary School	30	Voluntary Aided	N
St Cuthbert's Catholic Academy	30	Academy	S

## School Organisation Pupil Place Plan 2020 - 2028

School Name	Published Admission Number (PAN)	Status	Planning area
St John Vianney Catholic Primary School	60	Voluntary Aided	C
St John's Church of England Primary School	30	Voluntary Aided	C
St Kentigerns Catholic Primary School	30	Voluntary Aided	C
St Nicholas' Church of England Primary School	60	Voluntary Aided	S
St Teresa's Catholic Primary School	30	Voluntary Aided	N
Stanley Primary School	90	LA Maintained	C
Thames Primary Academy	60	Academy	S
Waterloo Primary Academy	90	Academy	C
Westcliff Primary Academy	30	Academy	N
Westminster Primary Academy	60	Academy	C

Key: C = Central; N = North; S = South

### Secondary School Provision (11-16 provision)

There are currently six secondary schools within the borough, all of which are academies. The most common form of curriculum delivery is 11-16 years of age, although there is one school (St Mary's Catholic Academy) which houses a Sixth Form.

School Name	Published Admission Number (PAN)	Status	Planning area
Blackpool Aspire Academy	180	Academy	C
Highfield Leadership Academy	240	Academy	S
Montgomery High School	250	Academy	N
South Shore Academy	175	Academy	S
St George's High School	210	Academy	S
St Mary's Catholic Academy	210	Academy	C

Key: C = Central; N = North; S = South

# School Organisation Pupil Place Plan 2020 - 2028

## All Through Provision (4-16 provision)

There are two 'All Through' schools within the borough, which cater for children from 4-16 years of age.

School Name	Published Admission Number (PAN)	Status	Planning Area
Armfield Academy	60 (primary) 160 (secondary)	Free School	S
Unity Academy Blackpool	60 (primary) 120 (secondary)	Academy	N

Key: C = Central; N = North; S = South

## 16 – 18 Provision

As previously mentioned, there is one Academy that currently has a Sixth Form, St Mary's Catholic Academy. This facility is designed to cater for 115 students in each year group.

The town also has Further Education provision at Blackpool Sixth Form College and Blackpool and the Fylde College.

## Pupil Referral Unit

Educational Diversity is Blackpool's Pupil Referral Unit, which is maintained by the Local Authority. It provides educational provision for those children who do not have access to a school place, for example following permanent exclusion, or who are unable to access school for medical, emotional, behavioural or social reason. Educational Diversity operates from a number of units across the town, with a total of 250 places to be commissioned by the Local Authority in September 2019. Plans are being progressed to reach a position where the vast majority of these pupils are dual registered with mainstream schools.

## Special Schools

There are currently three special schools within the borough. The schools cater for a variety of special educational needs, and all three cater for pupils aged from 2 to 19 years old. A fourth special school is under development, and further details can be found in the Capital Developments section of this report.

All pupils attending special schools have an Education, Health and Care Plan. The decision about admission to a special school is based on clearly defined indicators. Each child is considered carefully according to their needs by a panel of experienced professionals. Parental views are taken into consideration.



## School Organisation Pupil Place Plan 2020 - 2028

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School Name	Specialism	Commissioned places (Sep 2019)	Status
Highfurlong	Physical disabilities; moderate and complex learning difficulties	76	LA Maintained
Park	Moderate and complex learning difficulties	290	Academy
Woodlands	Complex learning difficulties; profound and multiple learning difficulties	110	LA Maintained

### Special Educational Resource Facilities – (SERF Provision)

Within the borough there are also a number of SERF units, which cater for primary age pupils with emotional and behavioural needs, who remain dual registered with a mainstream school. The SERFs are located within existing schools as illustrated in the table below:

School Name	Commissioned places (Sep 2018)	Status
Bispham Endowed	8	Voluntary Controlled
Boundary	16	LA Maintained
Mereside	8	Academy

### Out of Borough Provision

The Local Authority has a number of children who attend educational facilities outside of Blackpool due to specialist needs that cannot be met by local provision. There are typically around 70 places sought out of borough each year.

# School Organisation Pupil Place Plan 2020 - 2028

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## Strategic Capital Investment in Schools

Since the Local Government Re-organisation in 1997 a significant amount of investment has been made in Blackpool's school provision.

In 2010, Blackpool saw major investment under the Building Schools for the Future (BSF) programme with the substantial redevelopment in two of its secondary schools, Highfield Leadership Academy and St Mary's Catholic Academy. This was followed by further investment under the governments Priority Schools Building Programme (PSBP) where Blackpool has seen four new (replacement) schools, since 2015.

Within the primary sector, Hawes Side Academy was rebuilt and opened in September 2016. In the secondary sector a brand new 900 place school on the site of the former Collegiate High School opened in November 2015. This facility brought together pupils from Collegiate and Bispham High Schools, following a merger of the two schools to form the new Aspire Academy in September 2014. In the south of the town, South Shore Academy has also seen the replacement of its existing buildings with a completely new 875 place facility, which opened its doors to pupils in September 2017. Finally, Highfurlong Special School benefited from a new school which opened in November 2015 adjacent to their existing site, and sharing some facilities with the new Aspire school.

More recently, Woodlands special school has received a full refurbishment of existing buildings, with completion of all works achieved in September 2018, whilst Park Community Academy saw a new teaching block opened in 2018, providing space to accommodate their recent increase in pupil numbers. The two schools also saw the refurbishment of a new combined Sixth Form facility (Westbury Sixth Form Centre) in 2016.

A proposal for the creation of a Free School by the Fylde Coast Academy Trust was approved by the Education and Skills Funding Agency, and the new facility is currently being developed by them on the site of the former independent Arnold School in the south planning area of the town. The new school, Armfield Academy, is an all-through facility catering for 4-16 year olds, with nursery provision also on site. The school opened in September 2018 with places for 60 Reception pupils and 160 Year 7 pupils. Each phase will fill up one year group at a time, and all works are scheduled to be completed in time for the start of the 2019/20 academic year.

## Capital Developments

Blackpool Council has recently been successful in an application to the Education and Skills Funding Agency for the establishment of a new special free school in the town. The new school will accommodate 48 pupils aged between 10 and 16, and will cater for pupils with Social, Emotional and Mental Health needs. There is currently no provision in Blackpool for pupils with these needs, meaning that they are often transported to out-of-borough placements. The school will be called Lotus School, and will become part of the newly-established Champion Education Trust, along with Blackburn Central High School and Crosshill Special School. The capital funding for the school is being provided by the Education and Skills Funding Agency, who have approved Blackpool Council's proposal to self-deliver the construction project through the Local Education Partnership. It is anticipated that the school will open to pupils from September 2020.

The Council is investing in a capital project at the Pegasus site of Educational Diversity. This will create four additional classrooms, enabling the school to move out of the Oracle building and co-locate pupils on the same site, delivering cost and operational efficiencies. The new facility will open in September 2019.

# School Organisation Pupil Place Plan 2020 - 2028

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## Factors Affecting Demand for School Places and Pupil Projections

There are several factors that affect the size of the school population and pupil number forecasts. These factors include:

- **Birth Rate**

Through the analysis of the births registered in Blackpool over a number of years, patterns can be identified which support the planning of school places and the projection of need both at primary and secondary school level in Blackpool.

- **Office of National Statistics (ONS) population estimates**

The ONS produce regular estimates of the population of local authority areas, broken down by age. These take into account birth rates and intelligence about inward and outward migration.

- **Pupil numbers**

This data is obtained each October from the School Census information.

- **Housing Development**

Housing developments can have a significant impact on both primary and secondary school forecasts as new families move into Blackpool and surrounding areas, or alternatively families move within the wider Blackpool area.

- **Migration / Transience**

Forecasting pupil numbers in Blackpool is a significant challenge as there is a high level of movement of pupils in and out of the town and between schools. This factor has a significant impact on the total pupil population, seasonal variation in pupil populations and upon the 'turnover' of pupils within individual schools.

- **Cross Boundary Movement and Places in Neighbouring Local Authorities**

Many pupils attending Blackpool schools are not necessarily resident within Blackpool; similarly some children resident in the borough choose to attend non-Blackpool schools. Consequently an understanding of the trends evidenced by actual 'take up' rates is important in determining reliable pupil forecasts. In recent years a significant number of Blackpool's Year 6 pupils have moved to secondary provision in Lancashire secondary schools. However as the pressure on school places grows in Lancashire the capacity for those schools to accommodate Blackpool resident pupils is anticipated to reduce. Depending on school admissions criteria, this is likely to result in a complex picture whereby the siblings of children already in non-Blackpool secondary schools may be able to gain admission, while other children may not.

- **Increase in Numbers of Pupils with Additional Needs**

Of the almost 19,500 children attending Blackpool schools, 3,957 are currently identified as having a special educational need. This equates to 20.4 per cent of the total school population, compared to a national average of 14.6 per cent. The three biggest primary areas of need in Blackpool are Speech, Language and Communication, Moderate Learning Difficulties and Social Emotional and Mental Health. There are a significant number of young people with Education, Health and Care plans placed in special provision in Blackpool; based on January 2019

# School Organisation Pupil Place Plan 2020 - 2028

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School Census data, 77 per cent of children of compulsory school age in a Blackpool school with a plan attend specialist provision compared to the national average of 49 per cent.

Nationally, young children with additional needs are living longer, leading to an increased number of children with complex needs in schools. Blackpool is also a net importer of children with special educational needs, with a net gain of between 20 and 30 children with an existing Education, Health and Care plan moving into the town compared with those leaving each year.

- **Changes in Statutory Requirements**

Changes in legislation can also impact on school place planning, for example, the rights from 2014 of young people with Special Educational Needs and Disabilities to continue to receive educational provision until the age of 25, and the extension in 2015 to the age of 18 years for pupils to remain in education or employment with training.

This Plan concentrates on Blackpool's context in relation to population estimates, school capacities, proposed housing developments, and cross-boundary movement. Nevertheless, the Local Authority continues to engage with and address the wider issues which impact on school organisation in Blackpool, but which are present across the whole of the Fylde coast region.

# School Organisation Pupil Place Plan 2020 - 2028

## Forecasting Methodology

In forecasting the future pupil place requirement for the borough, the following factors are taken into account:

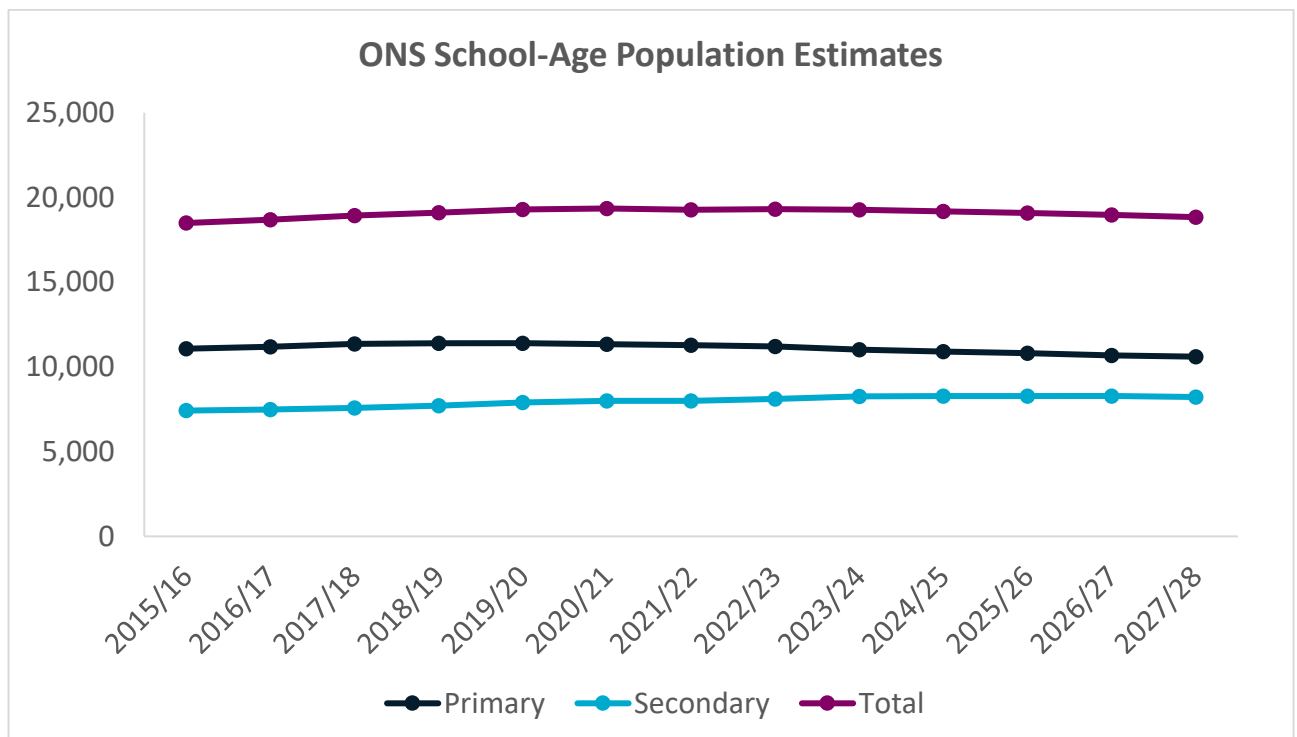
### Birth Rates

The birth rate figures and future birth rate estimates published by the Office of National Statistics (ONS) are in calendar years. These are split into academic years using a 2/3 to 1/3 split to account for the fact that January-August births will start school in one academic year whereas September-December births will start school in the following academic year.

A 'transition percentage' is then calculated each year between the number of academic year births and the number of pupils five years later in National Curriculum Year 0 (based on January School Census data). An average of the transition percentages for the previous 5 years is then applied to future academic year birth figures to predict future numbers on roll for National Curriculum Year 0.

### Population Estimates (ONS)

The chart below shows the population estimates produced by the Office of National Statistics for school-age children to 2025. These figures are not used directly in the forecasting methodology but are used as a check to ensure that the trends in pupil numbers produced by the forecasting methodology match the trends from the ONS Population Estimates.



Note - ONS Single Age Group Estimates have been transformed into Academic Years

# School Organisation Pupil Place Plan 2020 - 2028

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The figures show that Blackpool's population of primary aged children looks set to peak in 2019/20 before reducing, with a gradual rise in the number of secondary aged pupils to a peak in 2026/27.

## Housing Growth

With regards to future housing growth, the Local Authority's Strategic Planning Team holds data in relation to approved development applications and future potential development sites, and identifies sites where it considers new housing will be delivered over the Local Plan period.

Blackpool's housing target for 2012 – 2027 reflects the assessed needs of the future population, the level of housing considered realistic to deliver in the borough (taking account of market signals, development viability and the availability of land) and the alignment of housing growth to economic prosperity.

An integrated housing and economic strategy is particularly important for Blackpool to address a number of distinct challenges regarding its current housing market and the dynamics of its local economy, rooted in the town's changing fortunes as a major UK seaside holiday resort.

Provision will be made for the delivery of around 4,200 new homes in Blackpool between 2012 and 2027. This will equate to an average of 280 new homes per annum over the period of the Local Plan (2020 – 2027). These new homes will be located on:

- Identified sites within the existing urban area, including major regeneration sites;
- Identified sites within the South Blackpool Growth area; and
- Windfall sites

Identified sites within the existing urban area, including major regeneration sites, are expected to provide around 1,950 new homes in total (net). These include some sites identified in the Strategic Housing Land Availability Assessment (SHLAA) and comprise sites committed for development; vacant, underused or derelict land considered suitable for housing; and major regeneration sites within the inner areas, priority neighbourhoods and resort core, including the seafront.

The major regeneration sites include two large housing developments being brought forward by the Council and its partners at Rigby Road and Queens Park, to provide a choice of quality new homes that will appeal to different households and encourage sustainable communities to form. The scale of intervention will encourage investment into the wider area to make these neighbourhoods more attractive places to live; and they illustrate the Council's commitment to facilitating development in more challenging areas.

Identified sites within the South Blackpool growth area are expected to provide around 600 new homes on the edge of the urban area close to the Blackpool- Fylde boundary. This will comprise around 400 homes on land committed for development at Moss House Road; and around 150 homes at Whyndyke Farm in relation to land within the Blackpool boundary (the majority of this 1,000+ property site lies within the borough of Fylde). These two large developments present a real opportunity to improve the quality and choice of housing on the edge of Blackpool, linked to the development of wider lands in this area for major housing and employment growth.

# School Organisation Pupil Place Plan 2020 - 2028

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Windfall sites are sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously developed sites that have unexpectedly become available. A windfall allowance of around 1,500 homes will be the final component of Blackpool's housing supply; with the majority expected to come forward from conversions and bringing back long term empty properties into use<sup>15</sup>.

Blackpool Council is currently reviewing its Methodology for Education Infrastructure Contributions document, which incorporates the basis of calculating the estimated number of pupils that will be 'yielded' by new housing developments. The new methodology is based on analysis from housing developments in the town in recent years. The proposed pupil yield for each size of house is as set out in the table below:

No of bedrooms	Yield per Development - Primary	Yield per Development - Secondary
1	-	-
2	0.08	0.05
3	0.21	0.16
4 +	0.35	0.33

This methodology produces an additional yield of 248 primary and 180 secondary pupils to be included into the pupil projections by 2026/27. These numbers are over and above the typical rate of housing growth over recent years, as these will already be factored into the ONS' birth estimates.

It is imperative that the Local Authority uses its statutory powers to secure 'developer contributions' from housing developers where schemes have an impact on the education infrastructure within the borough, under Section 106 agreements of the Town and Country Planning Act 1990 or the Community Infrastructure Levy.

The Local Authority will seek contributions in the following circumstances:

- where places in Blackpool primary schools, within a 2 mile radius are already over-subscribed or predicted to be over-subscribed within a five year period;
- and / or where places in Blackpool secondary schools, within a 3 mile radius are already over-subscribed or predicted to be over-subscribed within a five year period.

Where possible the contributions will be allocated to schools within a 3 mile radius of the development. In some instances however, it may not be possible to predetermine where the contributions will be allocated, as there are various statutory regulations<sup>16</sup> placing requirements to consult with other interested parties before making decisions relating to alterations to Maintained and Non-maintained schools.

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<sup>15</sup> *The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013;*

<sup>16</sup> *School Organisation Maintained Schools – Guidance for proposers and decision-makers January 2014*

# School Organisation Pupil Place Plan 2020 - 2028

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The Local Authority is also aware that there are significant housing schemes currently being developed and proposed on the outskirts of the borough within the boroughs of Fylde and Wyre. More specifically these relate to the Whyndyke Farm Development, where approximately 1,400 homes are planned over the next 10-15 year, the old Pontin's site on Clifton Drive North where a further 429 homes are currently under consideration, and the Norcross Civil Service site in Thornton-Cleveleys. These developments have the potential to yield a further 650 primary pupils and 500 secondary pupils.

It is believed that a significant number of pupils from these developments may apply for places at a Blackpool school, due to their proximity to local schools. However, the responsibility for providing a school place for sites within Lancashire will sit with Lancashire County Council. As stated previously, cross boundary movement already takes place and significant numbers of Blackpool children currently attend Lancashire schools.

## **Cross-border migration**

Every year, there is migration into and out of neighbouring Lancashire County Council schools in the boroughs of Wyre and Fylde.

Typically, for primary aged pupils, slightly more Lancashire pupils attend Blackpool schools than vice versa. However, when the number of pupils starting school in Reception is compared to birth rates, this inward migration is more than offset by migration out of Blackpool between birth and starting school, and pupils who attend special or independent schools. Because of the low primary net migration figures, no assumptions are therefore made about changes in the migration of primary pupils, although this will be kept under review in light of housing developments on the edge of the town.

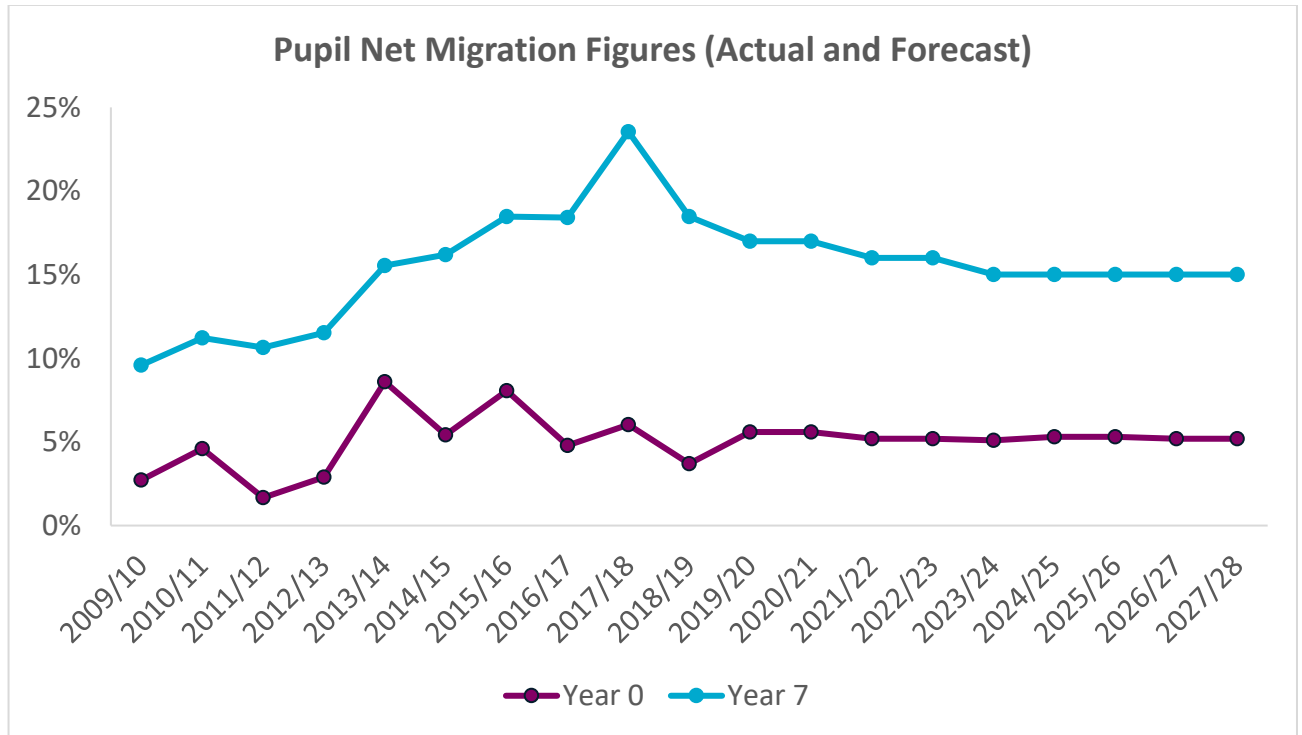
Until recently, there had been a sharp increase in the number of Blackpool secondary aged pupils attending Lancashire schools. The outward net migration of pupils from Blackpool primary schools to Lancashire secondary schools peaked at 23.5% in 2017/18 with a reduction to 18.5% in 2018/19. There is a significant amount of housing development underway and planned on and near to the border. Lancashire predict rising secondary pupil numbers in Wyre and the Fylde, which will reduce place availability in these areas for Blackpool families. The pattern of parental preferences may also vary as place availability, relative school performance, and offer options change. Blackpool forecasts that for secondary places within its area the situation will be tight between September 2023 and September 2027. This is based on the PANs at its secondary academies remaining unchanged and offering 1,545 places. Given these factors, the pupil planning model assumes that the percentage will continue to gradually reduce over the coming years, stabilising at a forecast net outward migration of 15% by 2023/24.

The graph overleaf represents the actual and forecast percentage net migration of secondary and primary aged pupils from Blackpool to neighbouring Lancashire County Council schools.



# School Organisation Pupil Place Plan 2020 - 2028

## Pupil Net Migration



**Notes:**

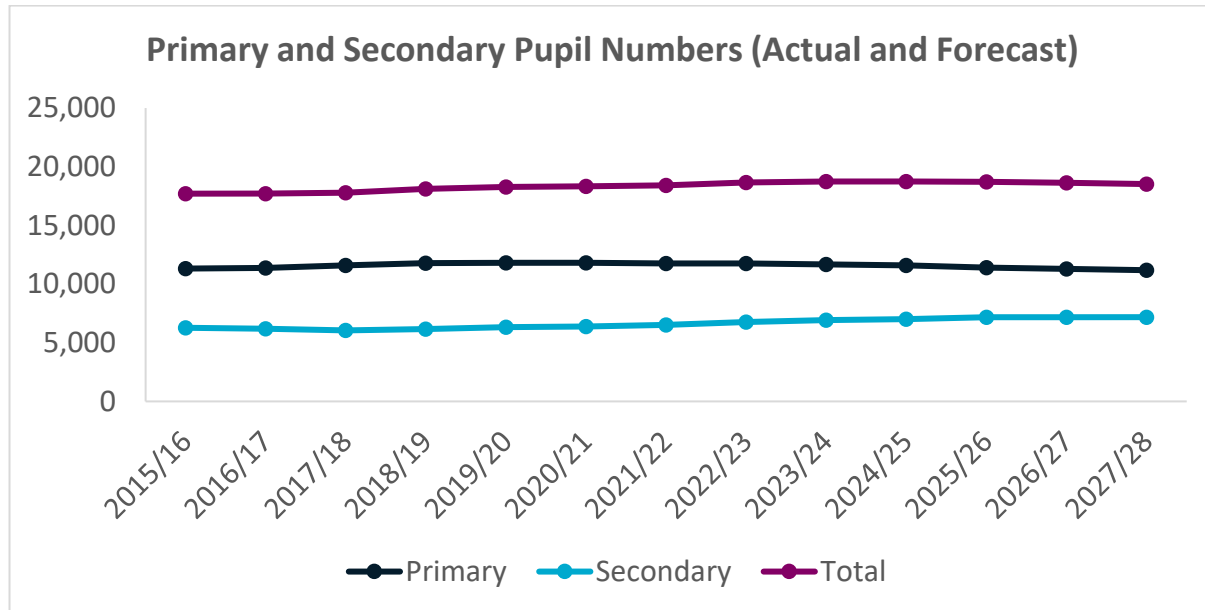
*Year 0 figures show the percentage difference between ONS Birth Figures (split into academic years) and number of pupils five years later in National Curriculum Year 0*

*Year 7 figures show the percentage difference between number of pupils in National Curriculum Year 6 and number of pupils one year later in National Curriculum Year 7*

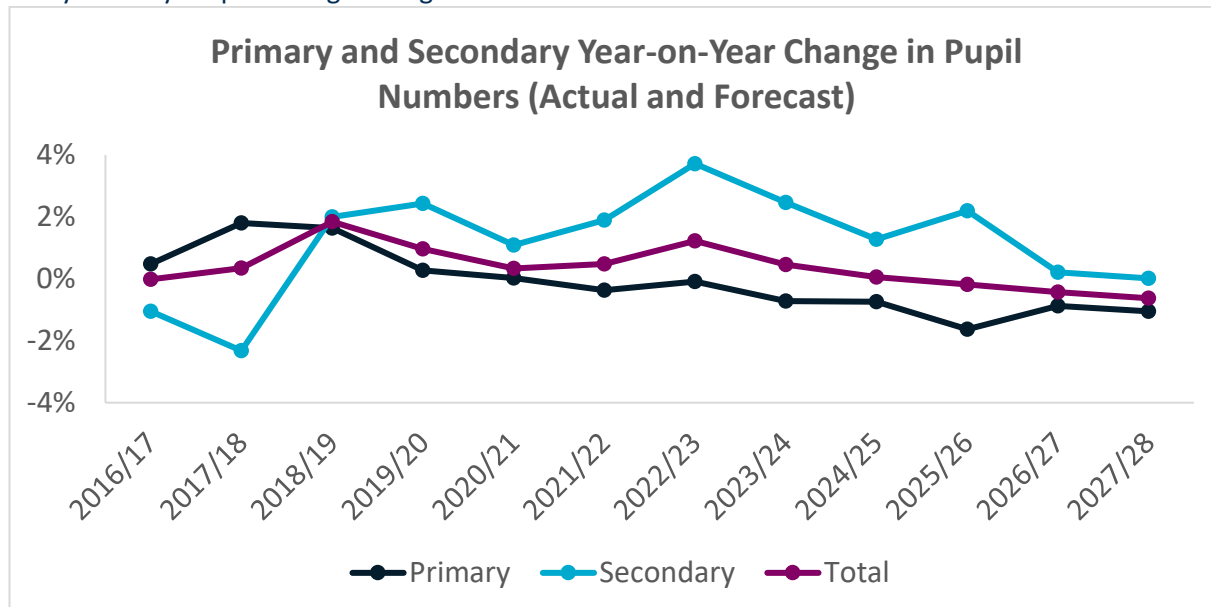
# School Organisation Pupil Place Plan 2020 - 2028

## Future Forecasting

The forecasts produced by using the methodology described on the previous pages are represented in the chart below.



The year-on-year percentage changes are as below:



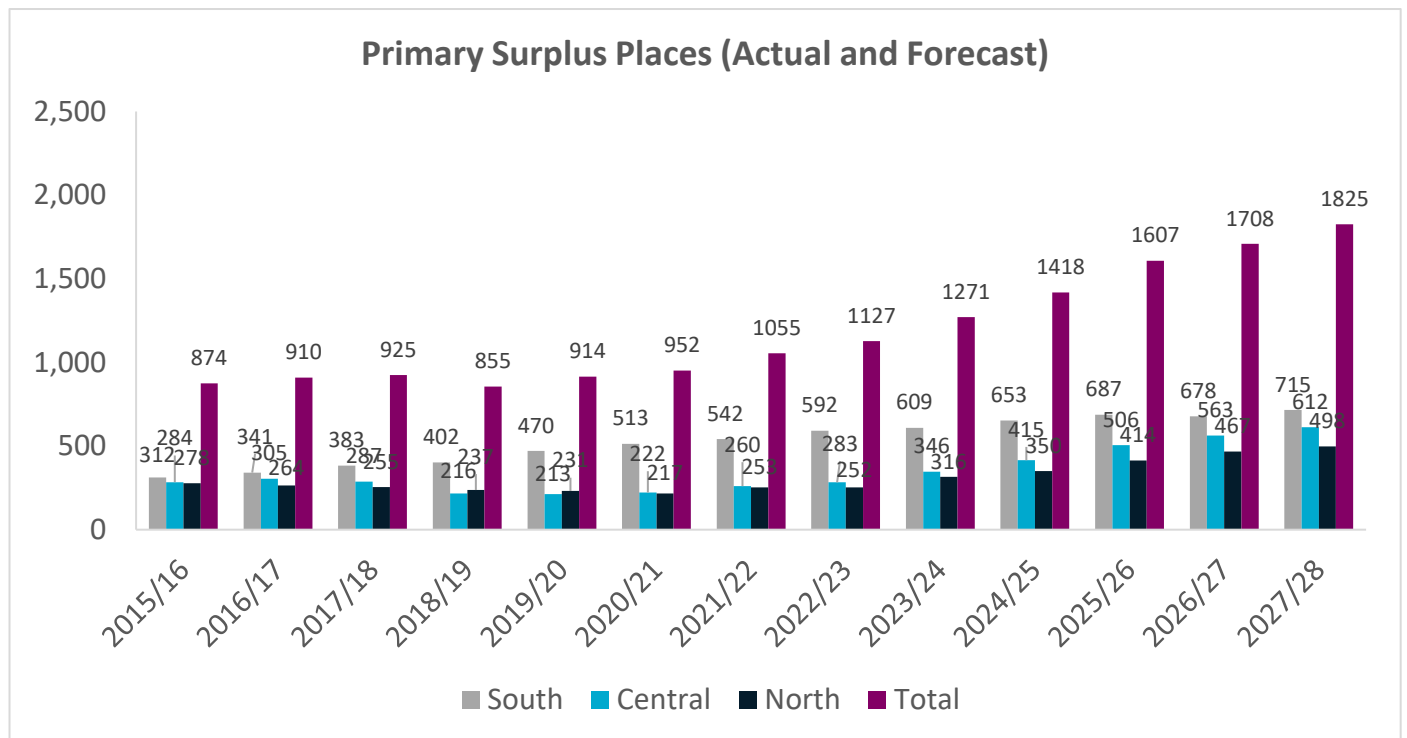
The numbers in these charts differ from the ONS population estimates shown earlier in this document, predominantly as a result of migration to and from Lancashire schools and inclusion of anticipated housing growth above normal levels.

# School Organisation Pupil Place Plan 2020 - 2028

The forecast numbers are used to compare to the available capacity in Blackpool schools, as measured by the Published Admissions Numbers (PAN) for each school. These numbers have been further analysed by reference to Blackpool’s three planning areas: North, Central and South.

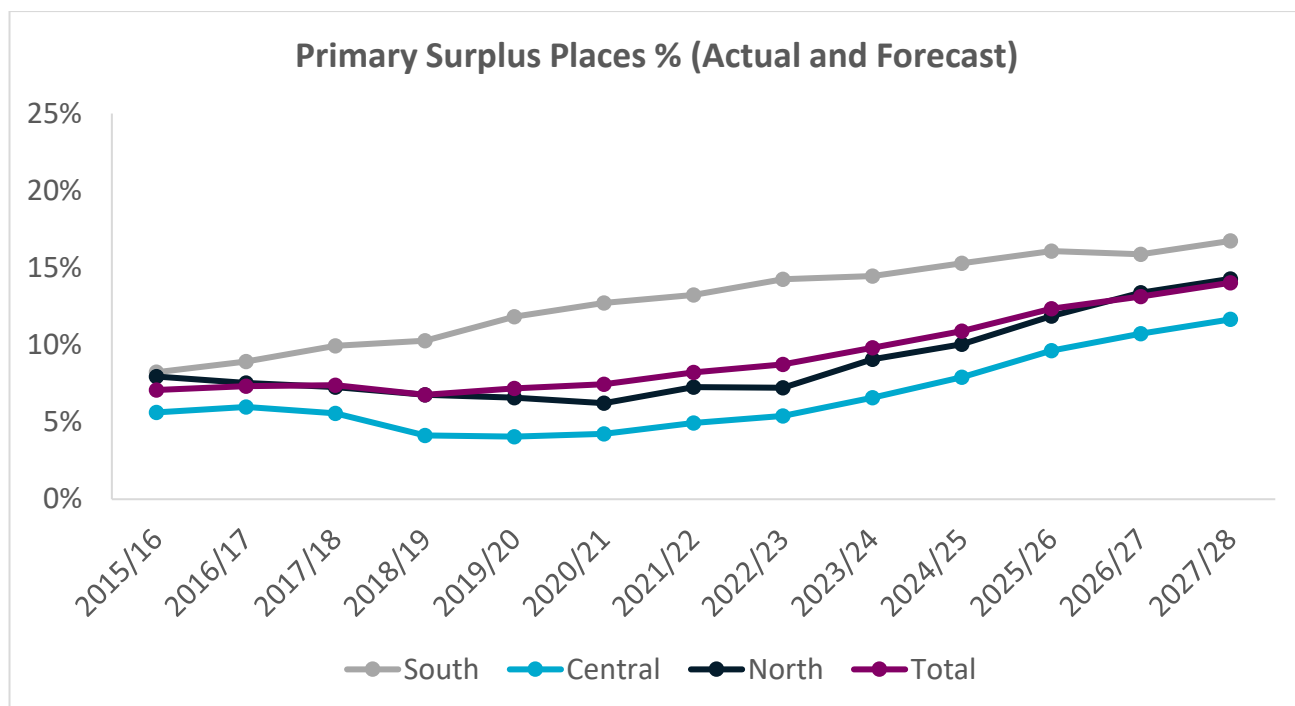
## Primary places forecast

The graphs below show the forecasted provision of primary places, as compared to predicted pupil numbers. It can be seen from the forecast that there will be a significant increase in the number of available places over the foreseeable future, with increases in all three planning areas. Based on the assumptions in the model, the total number of spare primary places would exceed 1800 across the town by 2027/28.

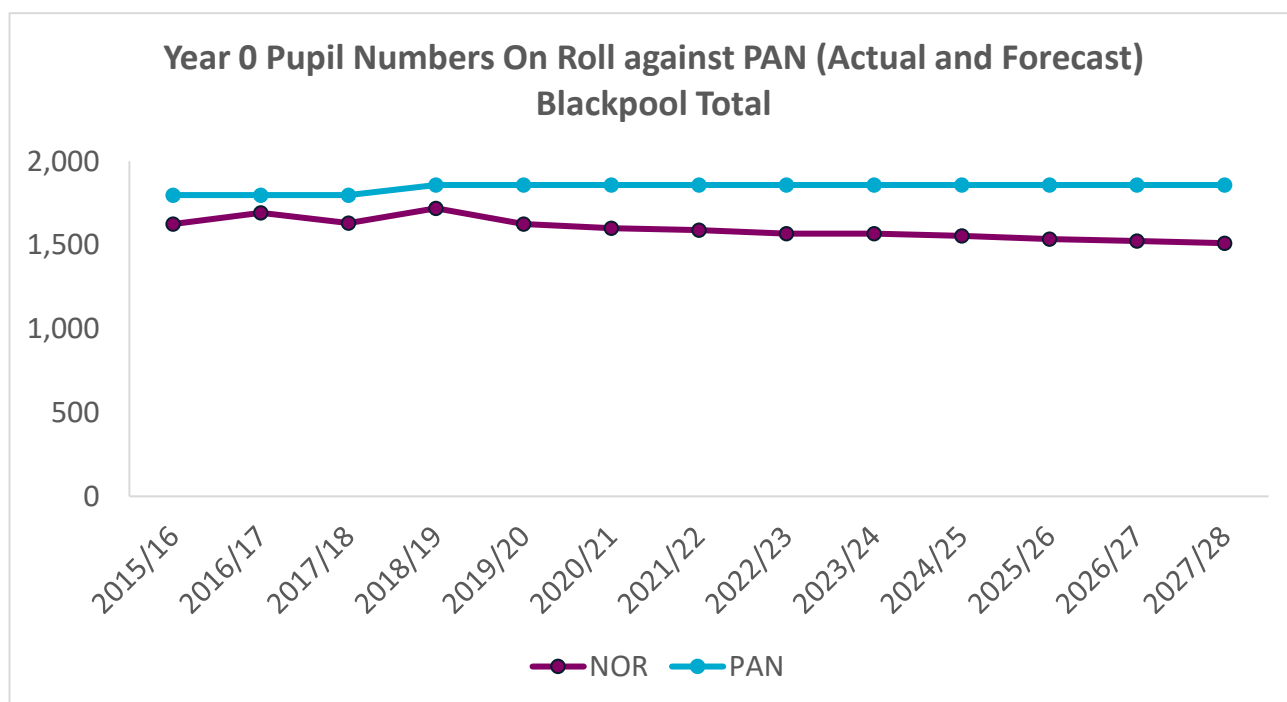


In percentage terms, the surplus capacity increases from 6.8% in 2018/19 to a predicted 14% by 2027/28, with the percentage of available places in the South area forecast to reach 16.7%.

# School Organisation Pupil Place Plan 2020 - 2028



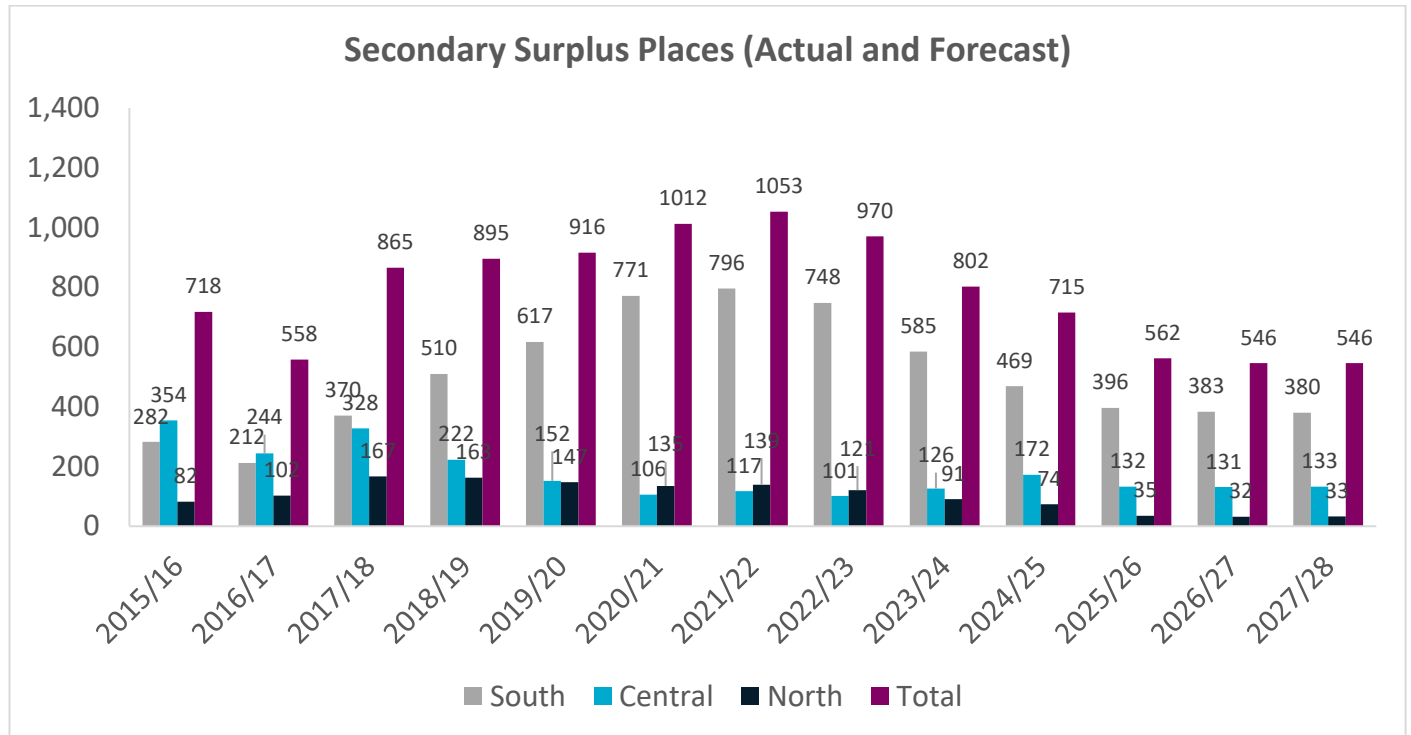
However, capacity cannot be considered solely at the overall level, as we need to be sure that there are sufficient places for each year group. As a local authority, we need to ensure that we can fulfil our School Admissions responsibilities for admissions to school in Year Reception and Year 7. The chart below shows the historic and forecast numbers of pupils in Year Reception. The peak of pupils in this year group was in academic year 2018/19, where there was 7.5% spare capacity. However, numbers look set to decrease over the coming years, with a forecast of 1511 pupils in 2027/28 compared to 1858 available places, a difference of 347, or 18.7%.



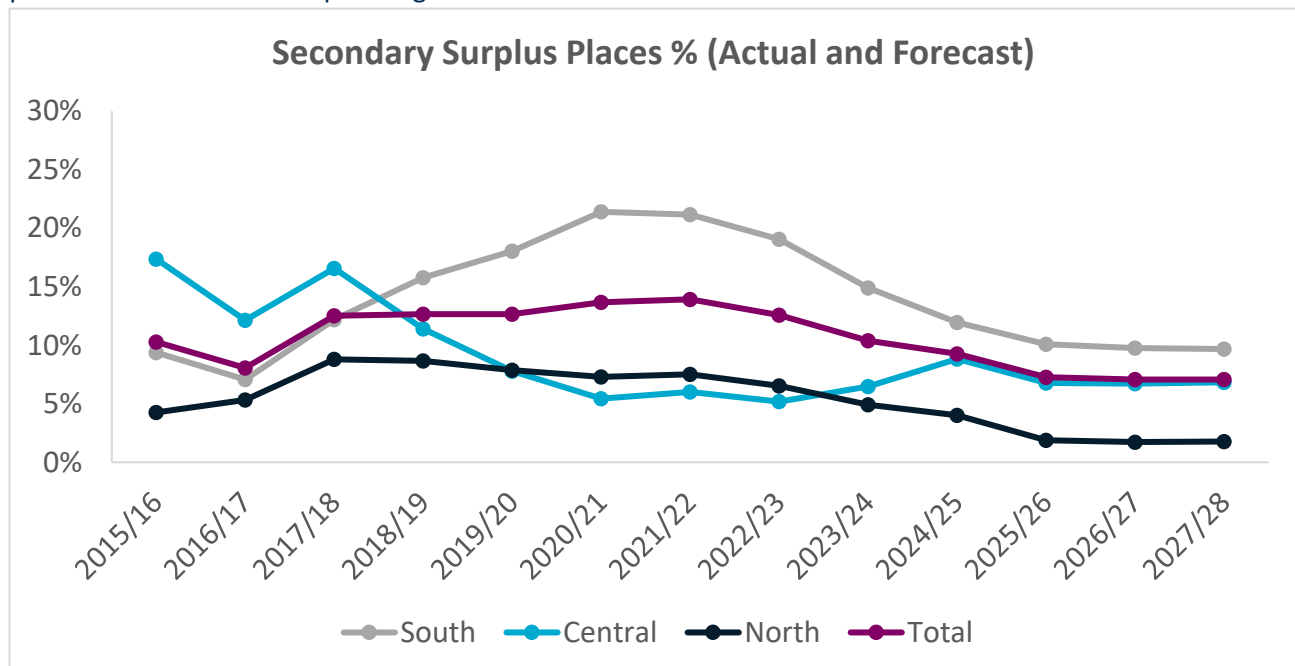
# School Organisation Pupil Place Plan 2020 - 2028

## Secondary places forecast

The graphs below show the forecasted provision of secondary places. It can be seen from the forecast that the number of spare places look set to stabilise at around 700 across the town by 2027/28.

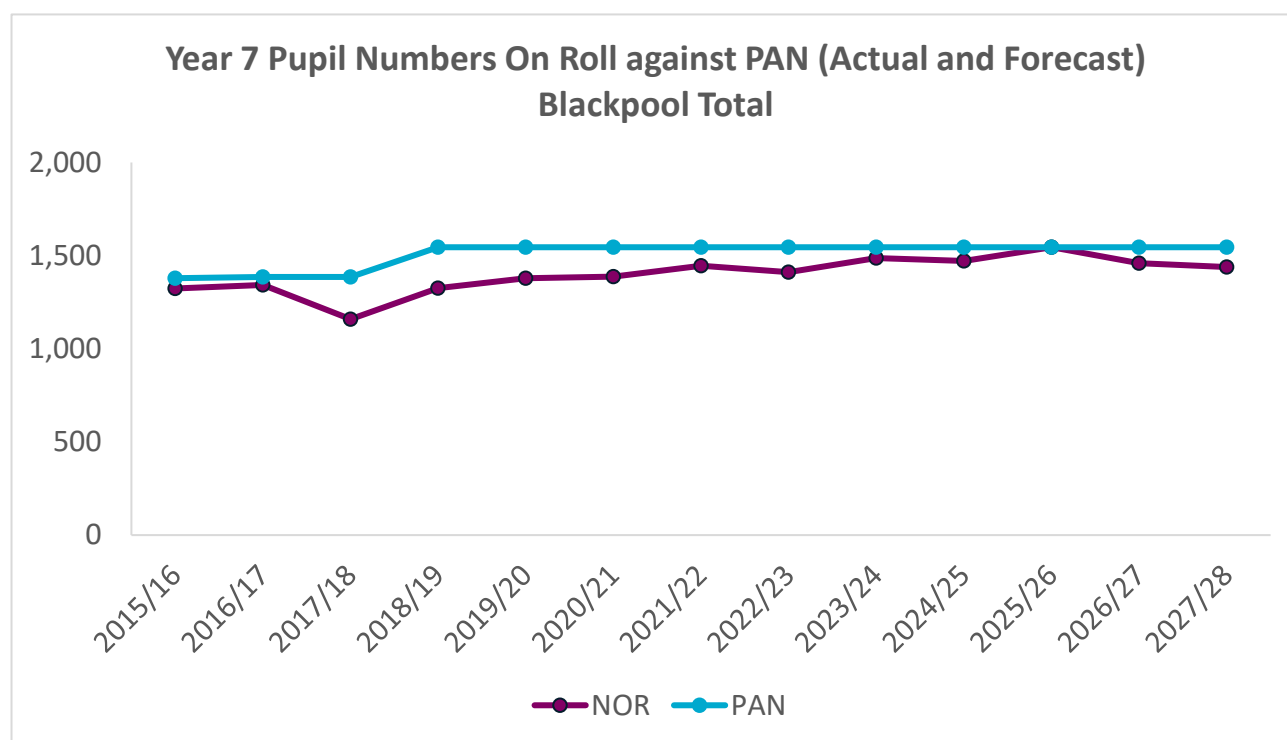


In percentage terms, the surplus capacity settles at around 7% by 2027/28, with the greatest number of spare places in the south school planning area.



## School Organisation Pupil Place Plan 2020 - 2028

As with the primary forecasts, capacity cannot be considered solely at the overall level, as we need to be sure that there are sufficient places for each year group. The chart below shows the historic and forecast numbers of pupils in Year 7. The peak of pupils in this year group is predicted to arise in academic year 2025/26, where the forecast pupil number exactly matches the current PAN of 1545. However, numbers are estimated to be very close to the PAN from 2023/24 through to 2026/27, so any variation in the forecast numbers could lead to a shortfall in available places in Blackpool. The varying landscape across the three planning areas also needs to be taken into account, and the surplus capacity in the south planning area masks the tighter position in schools in the north and central areas.



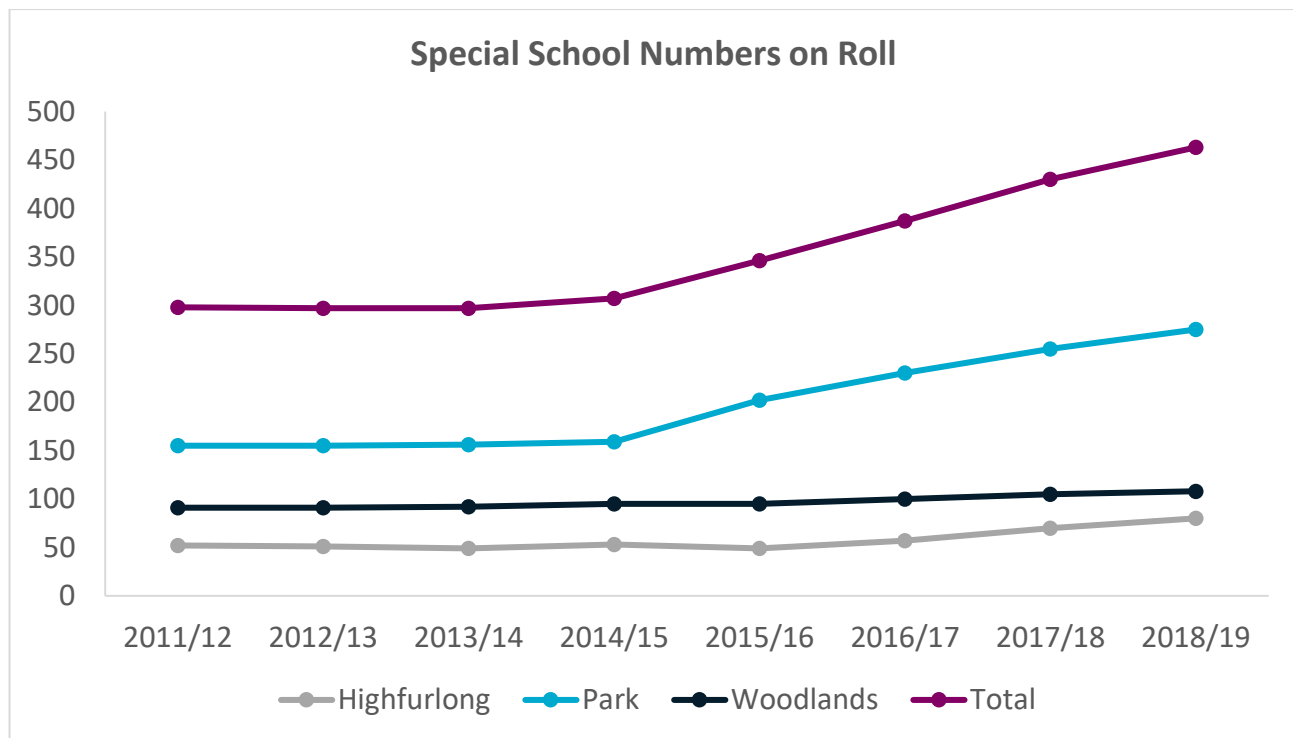
### Special School Increase in Numbers

The chart overleaf shows how numbers in the town's three special schools were typically around 300 in total until 2014/15. Since this time, numbers have increased by more than 50% to 463 by 2018/19. The figures include an increase of places in Park, which recently extended its age range from 4-16 to 2-19. The demand for post-16 places at the school has exceeded expectations, and there are 34 pupils in Years 12 to 14 as at January 2019.

The increase in special school numbers is due to a number of contributing factors:

- A net movement of between 30 to 40 children with EHC Plans into the town each year.
- A strong special school sector, with two schools having an outstanding Ofsted judgement, and one with a good judgement, which contrasts with a variable landscape in Blackpool's secondary schools and impacts on parental preference.
- The increase in the age range at Park Academy.
- An increase in early years children with additional needs.

## School Organisation Pupil Place Plan 2020 - 2028



The number of children with special educational needs placed out of area for education has increased from 101 in autumn 2015 to 138 in autumn 2018.

### Pupil Referral Unit Numbers

Numbers of pupils attending Educational Diversity, the local authority's Pupil Referral Unit, have been gradually reducing recently, following a period of increasing numbers. The number of commissioned places will reduce from 258 to 250 from September 2019, and there is a proposal to further decrease the number of local authority commissioned places to 150. 100 places would be available to be commissioned by schools in accordance with need on a dual registration basis, up to a maximum capacity of 250.

# School Organisation Pupil Place Plan 2020 - 2028

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## Proposals to Manage School Places 2020 – 2028

There are many assumptions built into the pupil place model that will require close monitoring over the coming years, particularly in respect of the level of cross-border migration of pupils, and the delivery of housing growth, both in Blackpool and in neighbouring areas. A further unknown factor is the potential impact of exiting from the European Union on Blackpool's pupil population, given the increasing number of EU nationals taking up residence in the town over recent years. Based on the pupil modelling and demographic projections described in this report, the conclusions and recommendations made by the Local Authority are as follows:

- **Primary School Provision**

Surplus capacity in primary schools reduced to approximately 6.8% across the borough in 2018/19. Previous recommendations have been to keep available capacity at around 5-8% to allow for parental preference. However, Reception Year pupils peaked in 2018/19, and due to the predicted decrease in primary pupil numbers, the surplus capacity is forecast to increase to 14% by 2027/28. The spare capacity is more acute in the south planning area of the town, where it is estimated to reach 16.7%.

As a result of the forecast oversupply of primary places, the local authority will object to any requests to increase primary provision in the town. During a consultation with schools and stakeholders in summer 2019, expressions of interest were invited from primary schools who would be in a position to reduce their Published Admissions Number, particularly in the south planning area of the town. The local authority's preference would be for a reduction of numbers in three-form entry schools, but all options will be considered. Failing the voluntary reduction in Published Admissions Numbers, the local authority will consider alternative solutions, including the potential closure of one or more schools.

- **Secondary School Provision**

Over the course of this Plan, surplus capacity in secondary schools is forecast to peak at approximately 14% in 2021/22. Capacity reduces to just over 7% by 2027/28, however small year groups currently in the later years of school will be replaced by increasingly larger year groups, placing pressure on the Year 7 intake.

There are currently 1545 Year 7 places available in the town at present levels of Published Admission Numbers, however, there are more than 1545 pupils in each of the primary year groups in the town. The provision of places for Blackpool residents therefore relies on the continued availability of places in Lancashire schools. As already described, the forecasts in this plan make assumptions about housing growth within Blackpool, and a reduction in cross-border migration. With these assumptions, the Year 7 numbers look set to peak at exactly 1545 in 2025/26 before beginning to reduce again. This situation will require close monitoring over the coming years in order to understand whether action is required to address a potential shortfall. The shortfall could be more pronounced if plans for a more inclusive secondary sector result in fewer pupils attending special schools and the Pupil Referral Unit in future.

The Local Authority is therefore unlikely to agree to requests for permanent reductions in Published Admissions Numbers, and may require additional capacity for Year 7 intakes for a short period of time. The local authority would first seek opportunities to unlock existing capacity within the school building estate, prior to creating new provision. During the summer 2019 consultation, expressions of interest were invited from secondary schools who may be in a position to accommodate a temporary increase in Year 7 admission numbers during the academic years 2023/24 to 2026/27, particularly in the north and central planning areas of the town.



# School Organisation Pupil Place Plan 2020 - 2028

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- **Special School Provision**

The new Lotus School will enable 48 pupils with social, emotional and mental health needs to be educated locally rather than attending schools in other areas. The growing pressure on places in the existing three special schools is unsustainable, both from the capacity of the building but also the available resources in the High Needs budget. Work is underway within the school-led system to address the underlying causes of the increase in numbers, and opportunities will be pursued for increasing the capacity of mainstream schools to meet the needs of a greater number of pupils with special educational needs and disabilities. No action is therefore currently recommended to further increase capacity within the schools, although this will be carefully monitored.

## Document Control

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Issued by:	Hilary Wood
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## Record of amendments:

Date	Version	Amended by	Description of changes
02/08/2018	1.0	Hilary Wood	Initial drafting
21/08/2018	1.1	Hilary Wood	Updates
11/09/2018	1.2	Hilary Wood	Updates
16/04/2019	1.3	Hilary Wood	Changed from 2018-2024 to 2020-2028
29/04/2019	1.4	Hilary Wood	Further updates
26/05/2019	1.5	Hilary Wood	Further updates
18/06/2019	1.6	Hilary Wood	Final changes before consultation
20/06/2019	1.7	Hilary Wood	Consultation version
23/09/2019	1.8	Hilary Wood	Final version

## Approved By:

Name	Title	Signature	Date
Diane Booth	Director of Children's Services		23/09/2019

<b>Report to:</b>	<b>EXECUTIVE</b>
<b>Relevant Officer:</b>	John Blackledge, Director of Community and Environmental Services
<b>Relevant Cabinet Member:</b>	Councillor Maria Kirkland, Community Cohesion and Leisure
<b>Date of Meeting:</b>	14 October 2019

## DEVELOPMENT OF A SOFT PLAY CENTRE AND CAFÉ FACILITY AT BLACKPOOL SPORTS CENTRE

### 1.0 Purpose of the report:

- 1.1 To seek permission for Prudential Borrowing to develop a soft play centre and café facility within Blackpool Sports Centre, to complement the existing parks and leisure facilities.

### 2.0 Recommendation(s):

- 2.1 To agree the development of a large scale soft play facility and development of a café facility that will serve both soft play and leisure centre customers at Blackpool Sports Centre.
- 2.2 To agree that the existing double sports hall to be reduced to a single sports hall.
- 2.3 To agree that the works be funded by Prudential borrowing of £325,000 (in two segments one of £180,000 and one of £145,000 as outlined paragraph 9.2) to be repaid by the income generated by the redevelopment.

### 3.0 Reasons for recommendation(s):

- 3.1 To develop the leisure offer within Blackpool Sports Centre, particularly targeting families with children under 8-years old and increase the level of income the facility generates, in order to support the future sustainability of the service.

- 3.2a Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.2b Is the recommendation in accordance with the Council's approved budget? Yes

3.3 Other alternative options to be considered:

The alternative option is to do nothing and try and increase the use of the existing sports hall space. However, there is a significant risk in this option as traditional usage of this space has declined and turning this round would be difficult as people's leisure preferences have changed significantly in relation to sports hall usage.

#### 4.0 Council priority:

4.1 The relevant Council priority is both:

- "The economy: Maximising growth and opportunity across Blackpool"
- "Communities: Creating stronger communities and increasing resilience"

#### 5.0 Background information

##### 5.1 Overview

Blackpool Sports Centre is a large sports and leisure facility situated on the edge of Stanley Park, with a range of facilities including fitness suite, exercise class and indoor cycling studios, double sports hall, indoor running track and climbing walls within the facility. In addition an athletics arena, 3G pitch, 8 netball courts and a sand-dressed all weather pitch are situated outside. The facility hosts a number of large-scale sporting events each year, which use both the indoor and outdoor facilities.

The facility attracted 287,000 visits in 2017/18, however the number of large scale events and ongoing bookings that require the use of a double sports hall has reduced in recent years, resulting in under-utilised space, particularly during the daytime.

##### 5.2 Proposal

Having explored a number of options to better utilise the double sports hall space to help generate greater community usage and benefit and increase the income generated and to attract a new audience to the facility, better utilising the space available, a soft play centre with café to serve the whole facility would be a feasible and exciting option. This would effectively reduce the ten badminton court sports hall to a five badminton court sports hall.

Having carried out some site visits and benchmarking exercise as well as a competitor analysis, the development of a soft play centre would be a popular option, providing an all-year round play space for local families particularly given the location of the facility near the largest green space in Blackpool.

Blackpool Sports Centre has found it challenging to attract a new market to its health and fitness activities and has seen significantly lower sales and overall membership than Moor Park Health and Leisure Centre. This has presented some financial challenges for the site. The proposal would attract a new audience to the facilities that would enable the service to cross-promote other activities available across the centres, including health and fitness memberships, children and young people's activities and activities and events within the park. Furthermore it would provide a new income stream which would resolve the financial challenges the centre has faced over the previous three years.

It is projected the soft play centre would attract in excess of 33,150 child entries per year. It is important that the soft play centre and café are developed hand in hand, in order for the projections within the business case to be achieved. The development would provide additional employment opportunities for both play workers and catering staff.

### 5.3 **Financial Projections**

Based on similar schemes delivered elsewhere, the overall cost of the soft play installation is estimated to be £120,000, although subject to securing external funding, the budget allocated for the soft play equipment could be up to £150,000. Property Services have produced an overall cost estimate for the café development, including fit out which is estimated to be £205,000. Therefore the overall upfront capital cost of the project is estimated to be £325,000.

Income projections for the soft play facility are based on the detailed modelling sheet at Appendix 3a, which outline the projected patronage during peak and off-peak operation and proposed fees and charges which relate to taking an average position in relation to the local competitor market.

Income projections for the café facility are based on two income streams – income from the soft play customers and income from the general leisure centre customers. Income projections from the soft play custom is based on a £3.75 per family spend, based on estimated patronage figures of 33,150 per year. Soft play customers would usually spend between two and three hours in a soft play facility, therefore £3.75 per family is a conservative projection.

Café income from the general leisure centre customers is based on half of the annual patronage (143,500) spending an average of £2.15 in the café. Again, this is a conservative projection as it is hoped that over 50% of leisure customers would utilise the café facilities.

Both the soft play centre and café are subject to VAT which has been taken into consideration as part of the detailed projections.

The tables below outline the key income and expenditure lines for both the café and soft play facilities:

<b>Financial Summary</b>	<b>Annual Income</b>	<b>Annual Expenditure</b>
<b>Soft Play</b>	£112,856	£87,747
<b>Café</b>	£194,783	£110,228
<b>Prudential Borrowing build works</b>		£26,172
<b>Prudential Borrowing soft play and fit out</b>		£35,612
<b>Total</b>	307,639	£259,759
<b>Projected Profit</b>		<b><u>£47,880</u></b>

Overall it is projected that the two facilities combined will generate an additional £47,880.

The Blackpool Sports Centre health and fitness budget code was overspent by £69,000 in 2018/19 due to challenging increases in income targets in recent years, therefore the additional income generated from this development will contribute towards rightsizing this budget line moving forward and as highlighted at 6.2.3 presents an opportunity to cross market and promote the health and fitness offer to the new market of users and again therefore increasing income further.

Consideration will need to be given to the branding of the café, to ensure it appeals to a broad range of customers. Furthermore, it would be beneficial to create a café brand that has the potential to be extended to other leisure facilities at a later date.

#### 5.4 **Impact**

The loss of a double sports hall at Blackpool Sports Centre would have some impact on existing users. Some detailed work has been carried out to understand what activities and events could be moved elsewhere within the building or to another leisure centre and whilst there will be some impact on ongoing bookings, the service is confident that all bookings can be accommodated across the service.

The double sports hall is used for a number of large sporting events each year, however it is believed that a large number of these can operate utilising a single sports hall and other areas of the indoor and outdoor space available on site. The service will however lose some events that require a double sports hall space. The estimated loss of income from the reduced space is £25,000 per year, which has been taken into consideration within the above projections.

Three key clubs that utilise the double sports hall on a weekly basis are The Bears Multi-Sport Disability Club, Fylde Netball League and Blackpool Netball Club. The Bears could be accommodated within the remaining single sports hall, existing projectile hall space and Hall E, with opportunities to utilise the new 3G pitch and other indoor areas. The remaining sports hall space would need to be re-lined, and the service will include boccia markings as part of the new permanent markings to support both The Bears and Blackpool Boccia Club.

The Fylde Netball League has the option of utilising the 6 outdoor netball courts which were resurfaced two years ago, however from previous discussions this option is unlikely to be favoured by them due to the committee preferring indoor venues particularly during the winter months.

Blackpool Netball Club has operated from Blackpool Sports Centre for a number of years and successfully develop and support players through to regional and national standard. The club are being consulted with as part of this process and while they have some concerns regarding the proposed changes, the club is working with the service to explore opportunities to deliver across both Blackpool Sports Centre and Palatine Leisure Centre, which will broaden their reach into the local community and allow more young people to attend club sessions.

Further discussions with key groups and customers impacted by these changes will be undertaken once permission to progress with the above proposal is received. Consultation will also be carried out with parents and young children in partnership with BetterStart and the Children's Centres to gain feedback on the soft play theme. Consultation will also be carried out with existing customers regarding the proposed café facility to gain insight and feedback on menu options.

5.5 Does the information submitted include any exempt information? No

**5.6 List of Appendices:**

Appendix 3a – Detailed income/ expenditure projections.

**6.0 Legal considerations:**

6.1 None.

**7.0 Human resources considerations:**

7.1 The development will require the appointment of new staff for both the café and soft play facilities.

## **8.0 Equalities considerations:**

- 8.1 In the course of developing this proposal, officers have considered whether there could be unintended adverse impacts on people because of shared characteristics protected by the Equality Act. The Council believes the proposal will not have any discriminatory effects. Officers have identified clubs affected and have thought about ways to mitigate this and this has and will be done in full consultation with these clubs.
- 8.2 The proposed changes impact on the space that will remain available for Blackpool Bears Multi Sport Disability Club. The club currently receives free use of the double sports hall every Saturday from 11.30am – 2.30pm providing a range of sporting activities including trampolining, boccia, football and rock climbing for 60 young people on a weekly basis.
- 8.3 The Council's Leisure Services team believe that the club can be accommodated by utilising the remaining space within the facilities, including the projectile hall. The club has agreed to take an open approach to considering alternative layouts and activities in order to find a workable model moving forward and are already trialling the use of alternative spaces to enable attendees to adapt to the change in space and to anticipate and operational issues that can be resolved prior to a permanent move.
- 8.4 The soft play design would be developed with inclusivity in mind. The tender specification would include a specific question asking about design elements that are suitable for disabled users, which will contribute towards the overall score for each potential company.
- 8.5 An Equality Analysis is being developed throughout the process of planning, agreeing and implementing the proposed scheme.

## **9.0 Financial considerations:**

- 9.1 Both the soft play centre and café would be subject to VAT which has been taken into consideration as part of the detailed projections.
- 9.2 The Prudential Borrowing will be split into two amounts - £180,000 to be borrowed over 10 years to cover the cost of the building works required and £145,000 over 5 years to cover the cost of the soft play equipment and café fit-out. The soft play equipment and café furniture is expected to require a refresh and some replacement after five years, whereas the building work relating to this project is not likely to require substantial additional investment over the 10 year payback period.



9.3 The Prudential Borrowing cost would be funded through the income generated from the scheme. If the additional income is insufficient to cover this cost, the cost will be placed against the Leisure Services budget.

**10.0 Risk management considerations:**

10.1 There is a risk to the service and Council in investing in the proposed development should the income targets not be achieved, however this risk is small as a result of the benchmarking that has been carried out and the detailed business planning that has been completed. The service believe there is a greater risk in not investing in the facility due to the age of the building and internal decoration which requires investment to retain existing customers and attract new footfall to the building.

**11.0 Ethical considerations:**

11.1 The proposal is in line with the Council's ethical policy.

**12.0 Internal/external consultation undertaken:**

12.1 Consultation with the main groups affected has been undertaken as detailed within the report and if agreed further dialogue will take place.

**13.0 Background papers:**

13.1 None.

**14.0 Key decision information:**

14.1 Is this a key decision? Yes

14.2 If so, Forward Plan reference number: 24/2019

14.3 If a key decision, is the decision required in less than five days? No

14.4 If **yes**, please describe the reason for urgency:

**15.0 Call-in information:**

15.1 Are there any grounds for urgency, which would cause this decision to be exempt from the call-in process? No

15.2 If **yes**, please give reason:

**TO BE COMPLETED BY THE HEAD OF DEMOCRATIC GOVERNANCE**

**16.0 Scrutiny Committee Chairman (where appropriate):**

Date informed: 4 October 2019 Date approved:

**17.0 Declarations of interest (if applicable):**

17.1

**18.0 Executive decision:**

18.1

**19.0 Date of Decision:**

19.1

**20.0 Reason(s) for decision:**

20.1

**21.0 Date Decision published:**

21.1

**22.0 Executive Members in attendance:**

22.1

**23.0 Call-in:**

23.1

**24.0 Notes:**

24.1

**Blackpool Sports Centre**  
**Development of a Soft Play Centre and Cafe**  
**Financial Summary**

<b>Financial Summary</b>	<b>Annual Income</b>	<b>Annual Expenditure</b>
<b>Soft Play</b>	£ 112,856.88	£ 87,747.30
<b>Café</b>	£ 194,783.33	£ 110,228.50
<b>Prudential borrowing build works</b>		£ 26,172.00
<b>Prudential borrowing soft play and fit out</b>		£ 35,612.00
<b>Total</b>	£ 307,640.21	£ 259,759.80
<b>Projected Return</b>		<b>£ 47,880.42</b>

Blackpool Sports Centre  
Development of a Soft Play Facility  
Revenue Projections

Based on Average Prices				
Weekday	Age	Cost	Number	Income
	0-1 yr	£0.00	5	£0.00
	1-3yrs	£3.25	25	£81.25
	4yrs+	£3.95	10	£39.50
Total Income				£120.75

Patronage	Annual
0-1 yr	2884
1-3yrs	12065
4yrs+	15345
Parties	2856
	<b>33150</b>

Based on Average Prices				
Weekend and school holidays	Age	Cost	Number	Income
	0-1 yr	£1.00	12	£12.00
	1-3yrs	£3.75	45	£168.75
	4yrs+	£4.50	85	£382.50
Party of 14	£112.00	2	£224.00	
Total Income				£787.25

Income	
Weekly Income term time	£2,178
Weekly Income Holidays	£4,391
<b>Net Annual Income Forecast</b>	<b>£112,857</b>
<small>40 School Term Weeks &amp; 11 School Holiday Weeks (1 week closed)</small>	

Expenditure	hourly rate	off peak days	peak days	off peak staff hours/day	peak staff hours/day	
Staffing	£ 13.81	200	157	8.5	13.5	£ 52,747.30
Cleaning & Maintenance						£ 10,000.00
Loss of income (from sports hall bookings)						£ 25,000.00
<b>Total Expenditure</b>						<b>£ 87,747.30</b>

**Projected Return £25,109.58**

**Blackpool Sports Centre  
Development of a Cafe Facility  
Revenue Projections**

Income	no. of customers	Spend per head	Net income	52% profit margin
soft play customers	33150	£ 3.75	£ 103,593.75	£ 53,868.75
general customers	143000	£ 2.15	£ 256,208.33	£ 140,914.58
<b>Total NET income</b>				<b>£ 194,783.33</b>

Staffing Expenditure										
operating hours		hours/day		hours/yr	Cost					
M-F	9.30am - 7.30pm	11	1 staff	2,860	£ 27,272.00		1.5 FTE	£9.45/HR CATERING ASSISTANTS		£ 27,272.00
sat/sun	9.30am - 5.30pm	9	2 staff	1,872	£ 21,074.00		1 FTE	£10.9/HR CATERING MANAGER (Grade D)		£ 21,074.00
holidays	55days/yr	5	extra staff	275	£ 2,599.00		275 casual hours/yr			
		<b>overall staff cost</b>		<b>5,007</b>	<b>£ 66,228.50</b>					

Equipment maintenance					£ 8,000.00
Cleaning materials					£ 3,000.00
Specialist advice costs					£ 5,000.00
Additional utilities					£ 3,000.00
Loss of vending income					£ 25,000.00
<b>Total expenditure</b>					<b>£ 110,228.50</b>
<b>Projected return</b>					<b>£ 84,554.83</b>

Blackpool Sports Centre  
Development of a Soft Play Centre and Cafe  
Capital Costs

<b>Capital Costs</b>			
Building works			£ 180,000.00
Soft Play			£ 120,000.00
Café equipment		£	£ 18,000.00
Chairs softplay	70	£ 35.00	£ 2,450.00
Tables softplay	16	£ 50.00	£ 800.00
chairs café	36	£ 50.00	£ 1,800.00
sofas café	4	£ 200.00	£ 800.00
Tables café	16	£ 50.00	£ 800.00
			<b>£ 324,650.00</b>

<b>Report to:</b>	<b>EXECUTIVE</b>
<b>Relevant Officer:</b>	Alan Cavill, Director of Communications and Regeneration
<b>Relevant Cabinet Member:</b>	Councillor Gillian Campbell, Deputy Leader (Place and Tourism)
<b>Date of Meeting:</b>	14 October 2019

## CONFIRMATION OF ARTICLE 4 DIRECTION FOR RAIKES HALL CONSERVATION AREA

### 1.0 Purpose of the report:

- 1.1 To seek approval, following consultation, for the confirmation of a non-immediate Article 4 Direction Order for Raikes Hall Conservation Area.

### 2.0 Recommendation(s):

- 2.1 To note the consultation responses attached at Appendix 4b.
- 2.2 To approve the confirmation of a non-immediate Article 4 Direction Order for Raikes Hall Conservation Area with effect from 1 June 2020.

### 3.0 Reasons for recommendation(s):

- 3.1 In order to preserve the special character of the Raikes Hall Conservation Area

It is considered that the legislative test is met in relation to the proposed direction under Articles 4 and 5 in relation to the Raikes Hall Conservation area having regard to the relevant Guidance and the National Planning Policy Framework.

- 3.2a Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No
- 3.2b Is the recommendation in accordance with the Council's approved budget? Yes

3.3 Other alternative options to be considered:

Not to approve the confirmation of a non-immediate Article 4 Direction Order for Raikes Hall Conservation Area. The notice of intention will subsequently lapse, and the provisions of the direction order will not be enforceable.

**4.0 Council Priority:**

4.1 The relevant Council Priority is: “The economy: Maximising growth and opportunity across Blackpool”.

**5.0 Background Information**

5.1 Raikes Hall Conservation Area was designated in February 2014. A conservation area is an “area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance”, as set out in Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990. Under this legislation, local authorities have a duty to designate such areas and to review them, and to use their planning powers to safeguard and enhance the special qualities of these areas within a framework of managing change with a positive approach. Designation automatically entails control over the demolition of unlisted buildings, strengthens controls over minor development and gives special protection to trees within the area.

5.2 Raikes can be summarised as a good, well-preserved example of a largely early 20<sup>th</sup> century suburb with notable religious buildings, almost all of which are of good or very good architectural and historical quality. It is one of the best surviving areas of suburban housing in Blackpool and compares well with similar areas elsewhere in the country.

5.3 Despite Conservation Area designation, there is still a range of minor works which would be allowed under permitted development rights. The direction would allow the Council to control certain development visible from the highway which it considers would be prejudicial to the proper planning of the area and a threat to its amenity, so that any visual impact could be minimised by sensitive placement or alteration. This ensures that the conservation area’s essential character will be preserved.

5.4 Executive approval was given on 15 December 2016, to serve notices for the introduction of a non-immediate Article 4 Direction. This was done to pre-empt the risk of compensation claims arising from the introduction of an immediate Article 4 Direction as potential liability is limited by allowing a minimum of twelve months between notification and confirmation of the direction order.



5.5 A total of 1,100 notices of intention to introduce a non-immediate article 4 direction were hand delivered to residents of the Raikes Hall Conservation Area on 19 May 2019 giving a period of notice from 23 May until 19 July 2019 to make representations. The date of confirmation, if approved, will be 1 June 2020. A copy of the order is attached at Appendix 4a.

5.6 Eight representations were received, and a summary of the concerns raised are attached at Appendix 4b. Half of these concerned amenity issues which are beyond the scope of the direction. Four residents had misunderstood the measures being proposed; it was evident that the legal language in the direction order was a problem, and it is intended to simplify the wording for the notice of confirmation if possible. However, given the low proportion of representations, it is considered that the direction should now be confirmed on the date intended.

5.7 Does the information submitted include any exempt information? No

5.8 **List of Appendices**

Appendix 4a: Copy of the direction order

Appendix 4b: Summary of representations

Appendix 4c: Map of Raikes Hall Conservation Area

6.0 **Legal considerations:**

6.1 Article 4 directions are registrable as local land charges. Article 4 directions may be made when the Local Planning Authority is satisfied that it is expedient that development that would normally benefit from Permitted Development rights should not be carried out unless planning permission is granted.

6.2 Regard should be had to the Department for Communities and Local Government's Replacement Appendix D to the Department of the Environment Circular 9/95: General Development Consolidation Order 1995 issued in November 2010. It contains a general statement that an Article 4 direction should be considered 'only in those exceptional circumstances where the evidence suggests that the exercise of permitted development rights would harm local amenity or the proper planning of the area.' The Guidance requires that the potential harm that the direction is intended to address must be clearly identified and where such withdrawal is proposed to cover a wide area there must be particularly strong justification for the withdrawal at the time of making the direction. It states further that local planning authorities may wish to consider whether the exercise of permitted development rights would undermine local objectives to create or maintain mixed communities. The immediacy of the threat and the compensation liability may be factors in determining which type of direction to use.

6.3 The National Planning Policy Framework states that use of Article 4 directions should be limited to where it is necessary to protect local amenity or the wellbeing of the area

**7.0 Human Resources considerations:**

7.1 There are no significant human resources consideration only the officer time only to deal with the paperwork.

**8.0 Equalities considerations:**

8.1 Regard must be had to the provisions of the Equality Act 2010 and to the duty under section 17 of the Crime and Disorder Act 1998.

**9.0 Financial considerations:**

9.1 There are no costs associated with the implementation of the article 4 direction

**10.0 Risk management considerations:**

10.1 The key risk is that of compensation, which is mitigated through the use of a (12 Month) non-immediate order. Compensations claims are exceptionally rare and are almost always a result of the implementation of orders that have immediate effect.

**11.0 Ethical considerations:**

11.1 Regard must be had to the Human Rights Act 1998 in particular Article 8 (right to respect for private and family life) and Article 1 (protection of property). Any interference with the rights protected by the Act must be necessary and proportionate in the interests of a democratic society.

**12.0 Internal/ External Consultation undertaken:**

12.1 The Planning and Legal departments were consulted prior to the service of the notices of intention to introduce an article 4 direction. Talbot Ward Police and Communities Together meetings were also presented to and both Ward Councillors have been supportive of this initiative. A public consultation inviting representations concerning the direction was carried out between Thursday 23 May 2019 and Friday 19 July 2019.

**13.0 Background Papers**

13.1 None.

**14.0 Key decision information:**

14.1 Is this a key decision? No

14.2 If so, Forward Plan reference number:

14.3 If a key decision, is the decision required in less than five days? N/A

14.4 If **yes**, please describe the reason for urgency:

**15.0 Call-in information:**

15.1 Are there any grounds for urgency, which would cause this decision to be exempt from the call-in process? No

15.2 If **yes**, please give reason:

**TO BE COMPLETED BY THE HEAD OF DEMOCRATIC GOVERNANCE**

**16.0 Scrutiny Committee Chairman (where appropriate):**

Date informed: N/A Date approved: N/A

**17.0 Declarations of interest (if applicable):**

17.1

**18.0 Executive decision:**

18.1

**18.2 Date of Decision:**

**19.0 Reason(s) for decision:**

**19.1 Date Decision published:**

**20.0 Executive Members present:**

20.1

**21.0 Call-in:**

21.1

**22.0 Notes:**

22.1

# Appendix 4a



## **BLACKPOOL BOROUGH COUNCIL**

### **TOWN AND COUNTRY PLANNING (GENERAL PERMITTED DEVELOPMENT) (ENGLAND) ORDER 2015, AS AMENDED ("the Order")**

#### **DIRECTION MADE UNDER ARTICLE 4(1) TO WHICH SCHEDULE 3 APPLIES**

**WHEREAS** Blackpool Borough Council ("the Council") being the appropriate local planning authority within the meaning of article 4(5) of the Town and Country Planning (General Permitted Development) (England) Order 2015, as amended ("the Order"), is satisfied that it is expedient that development of the descriptions set out in the First Schedule below should not be carried out on the land shown edged red (for identification purposes only) on the Plan annexed hereto, unless permission is granted on an application made under Part III of the Town and Country Planning Act 1990, as amended.

**NOW THEREFORE** the said Council in pursuance of the power conferred on them by Article 4(1) of the said Order, hereby direct that the permission granted by Article 3 of the said Order shall not apply to development on the said land of the description(s) set out in the First Schedule below:

#### **FIRST SCHEDULE**

**Development to which the Direction shall apply (specified by reference to the Town and Country Planning (General Permitted Development) Order 2015, as amended):**

- (a) The enlargement, improvement or other alteration of a dwellinghouse being development comprised within Class A referred to in Part 1 of Schedule 2 of the said Order and not being development comprised within any other Class;

- (b) The enlargement of a dwellinghouse consisting of an addition or alteration to its roof being development comprised within Class B referred to in Part 1 of Schedule 2 of the said Order and not being development comprised within any other Class;
- (c) Any other alteration to the roof of a dwellinghouse being development comprised within Class C referred to in Part 1 of Schedule 2 of the said Order and not being development comprised within any other Class;
- (d) The erection or construction of a porch outside any external door of a dwellinghouse within Class D referred to in Part 1 of Schedule 2 of the said Order and not being development comprised within any other Class;
- (e) The provision within the curtilage of the dwellinghouse of:-
  - a) any building or enclosure, swimming or other pool required for a purpose incidental to the enjoyment of the dwellinghouse as such, or the maintenance, improvement or other alteration of such a building or enclosure; or
  - b) a container used for domestic heating purposes for the storage of oil or liquid petroleum gas;being development comprised within Class E referred to in Part 1 of Schedule 2 to the said Order and not being development comprised within any other Class;
- (f) Development consisting of:-
  - a) the provision within the curtilage of a dwellinghouse of a hard surface for any purpose incidental to the enjoyment of the dwellinghouse as such; or
  - b) the replacement in whole or in part of such a surface;being development comprised within Class F referred to in Part 1 of Schedule 2 of the said Order and not being development comprised within any other Class;
- (g) The installation, alteration or replacement of a chimney, flue or soil and vent pipe on a dwellinghouse being development comprised within Class G referred to in Part 1 of Schedule 2 of the said Order and not being development comprised within any other Class;
- (h) The installation, alteration or replacement of a microwave antenna on a dwellinghouse or within the curtilage of a dwellinghouse being development comprised within Class H

referred to in Part 1 of Schedule 2 of the said Order and not being development comprised within any other Class;

- (i) The erection, construction, maintenance, improvement or alteration of a gate, fence, wall or other means of enclosure being development comprised within Class A referred to in Part 2 of Schedule 2 of the said Order and not being development comprised within any other Class;
- (j) The formation, laying out and construction of a means of access to a highway which is not a trunk road or a classified road, where that access is required in connection with development permitted by any Class in this Schedule (other than by Class A of Part 2 of Schedule 2) being development comprised within Class B referred to in Part 2 of Schedule 2 of the said Order and not being development comprised within any other Class;
- (k) The painting of the exterior of any building or work being development comprised within Class C referred to in Part 2 of Schedule 2 of the said Order and not being development comprised within any other Class;
- (l) The installation, alteration or replacement, within an area lawfully used for off-street parking, of an electrical outlet mounted on a wall for recharging electric vehicles being development comprised within Class D referred to in Part 2 of Schedule 2 of the said Order and not being development comprised within any other Class;
- (m) The installation, alteration or replacement, within an area lawfully used for off-street parking, of an upstand with an electrical outlet mounted on it for recharging electric vehicles being development comprised within Class E referred to in Part 2 of Schedule 2 of the said Order and not being development comprised within any other Class;
- (n) The installation, alteration or replacement on a building of a closed circuit television camera to be used for security purposes being development comprised within Class F referred to in Part 2 of Schedule 2 of the said Order and not being development comprised within any other Class;

- (o) Any building operation consisting of the demolition of a building being development comprised within Class B referred to in Part 11 of Schedule 2 of the said Order and not being development comprised within any other Class;
- (p) Any building operation consisting of the demolition of the whole or any part of any gate, fence, wall or other means of enclosure being development comprised within Class C referred to in Part 11 of Schedule 2 of the said Order and not being development comprised within any other Class;
- (q) The installation, alteration or replacement of microgeneration solar PV or solar thermal equipment on—
  - a) a dwellinghouse or a block of flats; or
  - b) a building situated within the curtilage of a dwellinghouse or a block of flats;being development comprised within Class A referred to in Part 14 of Schedule 2 of the said Order and not being development comprised within any other Class;
- (r) The installation, alteration or replacement of stand-alone solar for microgeneration within the curtilage of a dwellinghouse or a block of flats being development comprised within Class B referred to in Part 14 of Schedule 2 of the said Order and not being development comprised within any other Class;
- (s) The installation, alteration or replacement of a microgeneration ground source heat pump within the curtilage of a dwellinghouse or a block of flats being development comprised within Class C referred to in Part 14 of Schedule 2 of the said Order and not being development comprised within any other Class;
- (t) The installation, alteration or replacement of a microgeneration water source heat pump within the curtilage of a dwellinghouse or a block of flats being development comprised within Class D referred to in Part 14 of Schedule 2 of the said Order and not being development comprised within any other Class;
- (u) The installation, alteration or replacement of a flue, forming part of a microgeneration biomass heating system, on a dwellinghouse or a block of flats being development



comprised within Class E referred to in Part 14 of Schedule 2 of the said Order and not being development comprised within any other Class;

(v) The installation, alteration or replacement of a flue, forming part of a microgeneration combined heat and power system, on a dwellinghouse or a block of flats being development comprised within Class F referred to in Part 14 of Schedule 2 of the said Order and not being development comprised within any other Class;

(w) The installation, alteration or replacement of a microgeneration air source heat pump—  
a) on a dwellinghouse or a block of flats; or  
b) within the curtilage of a dwellinghouse or a block of flats, including on a building within that curtilage.

being development comprised within Class G referred to in Part 14 of Schedule 2 of the said Order and not being development comprised within any other Class;

(x) The installation, alteration or replacement of a microgeneration wind turbine on –  
a) a detached dwellinghouse; or  
b) a detached building situated within the curtilage of a dwellinghouse or a block of flats.

being development comprised within Class H referred to in Part 14 of Schedule 2 of the said Order and not being development comprised within any other Class;

(y) The installation, alteration or replacement of a stand-alone wind turbine for microgeneration within the curtilage of a dwellinghouse or a block of flats being development comprised within Class I referred to in Part 14 of Schedule 2 of the said Order and not being development comprised within any other Class;

(z) The installation, alteration or replacement of stand-alone solar for microgeneration within the curtilage of a building other than a dwellinghouse or a block of flats being development comprised within Class K referred to in Part 14 of Schedule 2 of the said Order and not being development comprised within any other Class;

(aa) The installation, alteration or replacement of a microgeneration ground source heat pump within the curtilage of a building other than a dwellinghouse or a block of flats being

development comprised within Class L referred to in Part 14 of Schedule 2 of the said Order and not being development comprised within any other Class;

This Article 4(1) Direction shall apply to all properties included within the boundary as shown edged red (for identification purposes only) on the Plan annexed hereto.

The Article 4 Direction will come into force on 01 day of June 2020

Made under the Common Seal of Blackpool Borough Council on this 10<sup>th</sup> day of May 2019

THE COMMON SEAL of BLACKPOOL  
BOROUGH COUNCIL was affixed to this  
Direction in the presence of:-



Authorised Officer





Confirmed under the Common Seal of Blackpool Borough Council on this        day of        20

THE COMMON SEAL of BLACKPOOL  
BOROUGH COUNCIL was affixed to this  
Direction in the presence of:-

.....

Authorised Officer

.....

**Appendix 4b: RAIKES HALL CONSERVATION AREA – ARTICLE 4 DIRECTION**

**REPRESENTATIONS RECEIVED DURING PUBLIC CONSULTATION**

Eight representations were received which can be broken down into the following areas of concern:

<b>Cost of using Traditional materials</b>	<b>Parking issues</b>	<b>Cost of planning permission</b>	<b>Restrictions on energy efficiency/ micro-generation measures</b>	<b>Legal content difficult to understand</b>	<b>Small boundary map</b>	<b>Amenity issues beyond scope of art 4</b>	<b>Misunderstanding of restrictions</b>
<b>2</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>4</b>

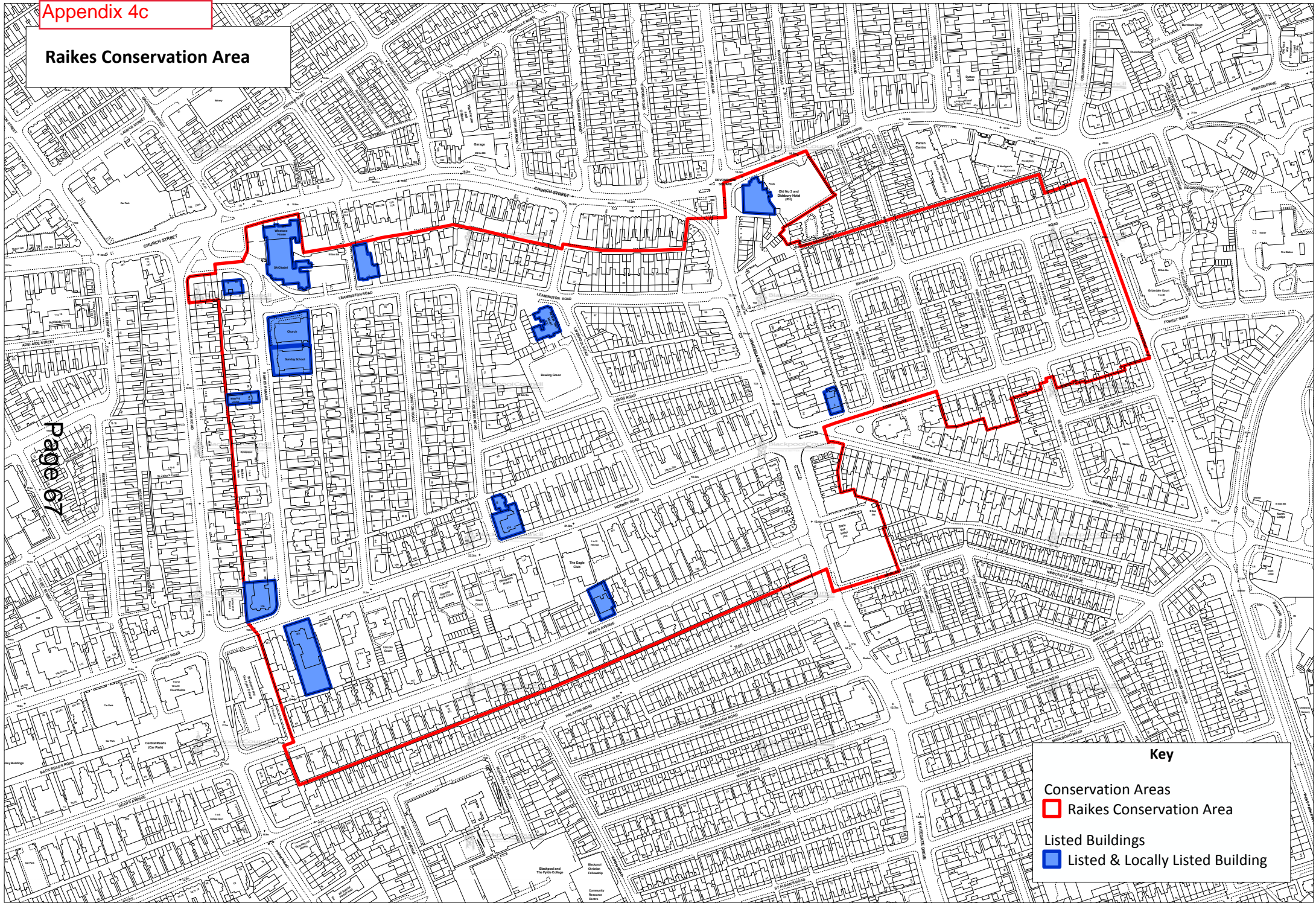
Amenity issues included broken and patched pavements, weeds in alleyways, rented properties in poor repair and anti-social behaviour.

Two people complained about street trees being removed and not replaced.

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Raikes Conservation Area

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**Key**

- Conservation Areas
- Raikes Conservation Area
- Listed Buildings
- Listed & Locally Listed Building

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<b>Report to:</b>	<b>EXECUTIVE</b>
<b>Relevant Officer:</b>	Steve Thompson, Director of Resources
<b>Relevant Cabinet Member:</b>	Councillor Simon Blackburn, Leader of the Council
<b>Date of Meeting:</b>	14 October 2019

## FINANCIAL PERFORMANCE MONITORING AS AT MONTH 4 2019/20

### 1.0 Purpose of the report:

1.1 The level of spending against the Council's Revenue and Capital budgets for the first 4 months to 31 July 2019.

### 2.0 Recommendation(s):

2.1 To note the report.

2.2 To continue to lobby Government (HM Treasury, Ministry of Housing, Communities and Local Government and the Department for Education in particular) along with local authority peers, the Local Government Association and the Association of Directors of Children's Services for significantly more funding to cope with the soaring demand and new burdens presenting in Children's Services.

2.3 To require the respective directors and Director of Resources to continue to closely monitor and manage service financial and operational performances, specifically Children's Services but also Strategic Leisure Assets, Parking Services and Concessionary Fares, and to ensure the release of at least £1m of budgets across all directorates as a consequence of a 1-year freeze on non-essential spend.

2.4 To release £1m of Earmarked Revenue Reserves to compensate for the deficit on Working Balances of £971,000.

### 3.0 Reasons for recommendation(s):

3.1 To ensure financial performance against the Council's Revenue and Capital Budget is kept under review by members.

3.2a Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.2b Is the recommendation in accordance with the Council's approved budget? Yes

3.3 Other alternative options to be considered:

None.

**4.0 Council Priority:**

4.1 The relevant Council Priority is:

"The economy: Maximising growth and opportunity across Blackpool"

**5.0 Background Information**

5.1 See reports and appendices circulated to members under separate cover.

5.2 Does the information submitted include any exempt information? No

**5.3 List of Appendices:**

Report

Appendix 1 - Revenue Summary

Appendix 2 - Schedule of Service forecast overspendings

Appendix 3a - Chief Executive

Appendix 3b - Governance and Partnership Services

Appendices 3b/c - Ward Budgets

Appendix 3d - Resources

Appendix 3e – Communications and Regeneration

Appendix 3f - Strategic Leisure Assets

Appendix 3g – Growth & Prosperity

Appendix 3h - Community and Environmental Services

Appendix 3i - Adult Services

Appendix 3j - Children's Services

Appendix 3k - Public Health

Appendix 3l - Budgets Outside the Cash Limit

Appendix 4 - Capital Monitoring

Appendix 5 - Cash Flow Summary

Appendix 6 - General Fund Balance Sheet Summary

All circulated to members under separate cover



**6.0 Legal considerations:**

6.1 None.

**7.0 Human Resources considerations:**

7.1 See reports and appendices circulated to members under separate cover.

**8.0 Equalities considerations:**

8.1 An Equalities Impact Assessment was produced as a part of the budget setting process and remains relevant.

**9.0 Financial considerations:**

9.1 See reports and appendices circulated to members under separate cover.

**10.0 Risk management considerations:**

10.1 Impact of financial performance on Council balances. Financial performance against approved Revenue and Capital budgets.

**11.0 Ethical considerations:**

11.1 None.

**12.0 Internal/ External Consultation undertaken:**

12.1 None.

**13.0 Background papers:**

13.1 None.

**14.0 Key decision information:**

14.1 Is this a key decision? No

14.2 If so, Forward Plan reference number:

14.3 If a key decision, is the decision required in less than five days? N/A

14.4 If **yes**, please describe the reason for urgency:

**15.0 Call-in information:**

15.1 Are there any grounds for urgency, which would cause this decision to be exempt from the call-in process?

No

15.2 If **yes**, please give reason:

**TO BE COMPLETED BY THE HEAD OF DEMOCRATIC GOVERNANCE**

**16.0 Scrutiny Committee Chairman (where appropriate):**

Date informed: N/A

Date approved: N/A

**17.0 Declarations of interest (if applicable):**

17.1

**18.0 Executive decision:**

18.1

**18.2 Date of Decision:**

**19.0 Reason(s) for decision:**

**19.1 Date Decision published:**

**20.0 Executive Members present:**

20.1

**21.0 Call-in:**

21.1

**22.0 Notes:**

22.1