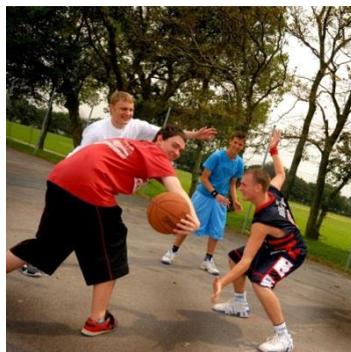
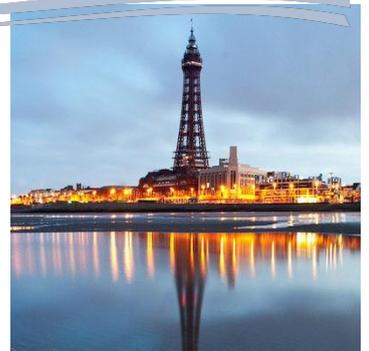


Appendix 2a

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

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

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.

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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

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

Blackpool in Context

Blackpool is England's largest and most visited seaside resort attracting around 8.4 million adult visitors in 2017.¹ 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 153,800.²

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.³ 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.⁴ Some key factors affecting Blackpool's population are:

- Blackpool ranks as the most deprived authority in England,⁵ 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 2nd lowest life expectancy amongst men and 4th lowest life expectancy amongst women in the UK,⁶ having the 5th highest proportion of workless households in the North West⁷ and for 2017/18 the number of dwelling stock in Blackpool only grew by 276 properties, below both the national and regional average.⁸

¹ 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>

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

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

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

⁵ 2015 English Index of Multiple Deprivation (IMD), Communities and Local Government (2015)

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

⁷ Workless Households, Nomis (2018)

⁸ 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

- In 2015, 26.8% of all dependent children were living in families in economic poverty.⁹
- As of December 2018, 12,000 families in Blackpool were receiving child or working tax credits.¹⁰
- 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.¹¹
- 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).¹²

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 2017/18¹³
- 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 West¹⁴

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

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

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

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

¹³ 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>

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

School Organisation Pupil Place Plan 2020 - 2028

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

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.

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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)

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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:

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

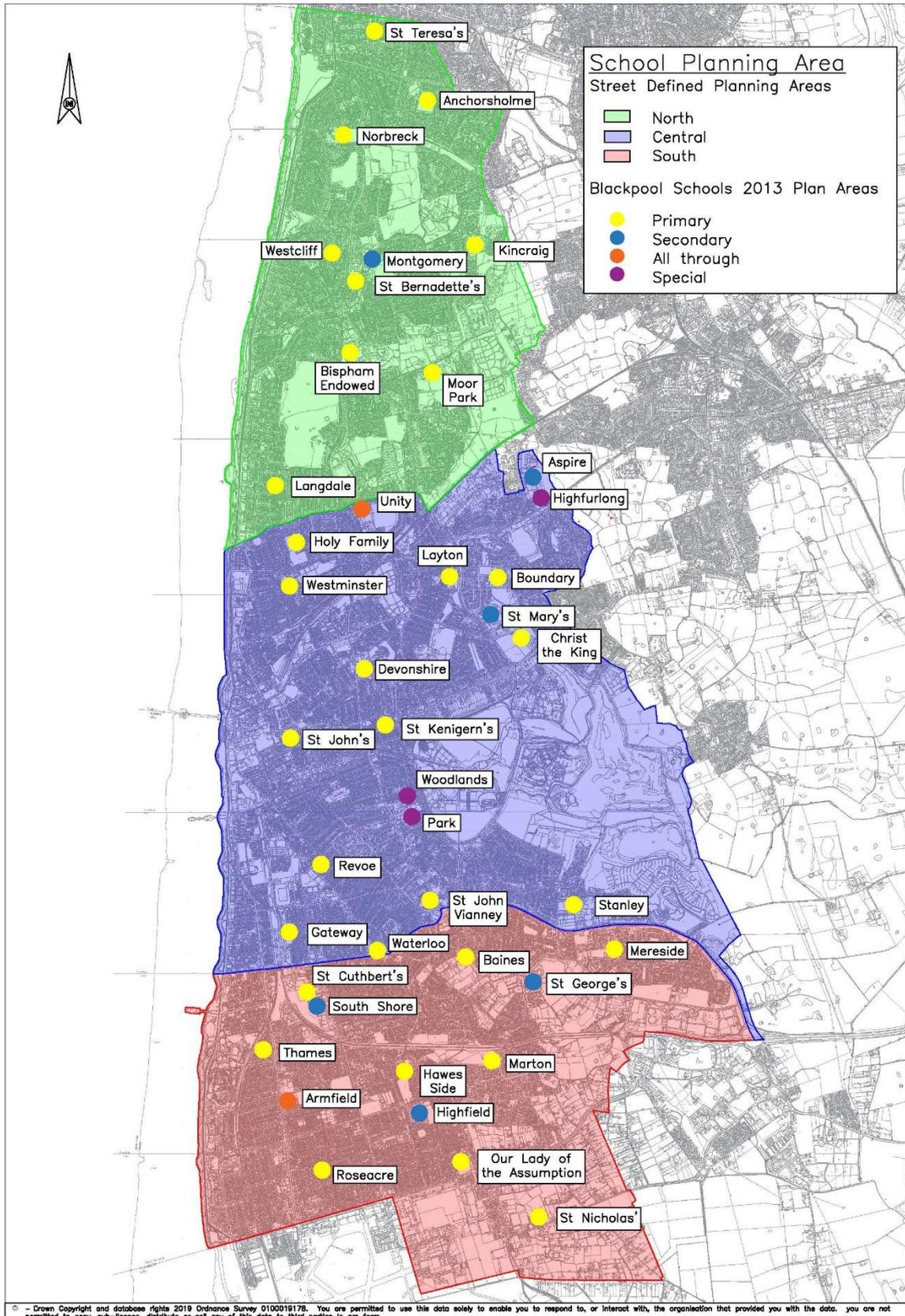
For pupils of compulsory school age, the breakdown by National Curriculum Year group is as follows:

Year Group	Total Number on Roll January 2019 Census
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
Total Primary	11,779

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

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.

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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

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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

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

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

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

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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.

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Forecasting Methodology

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

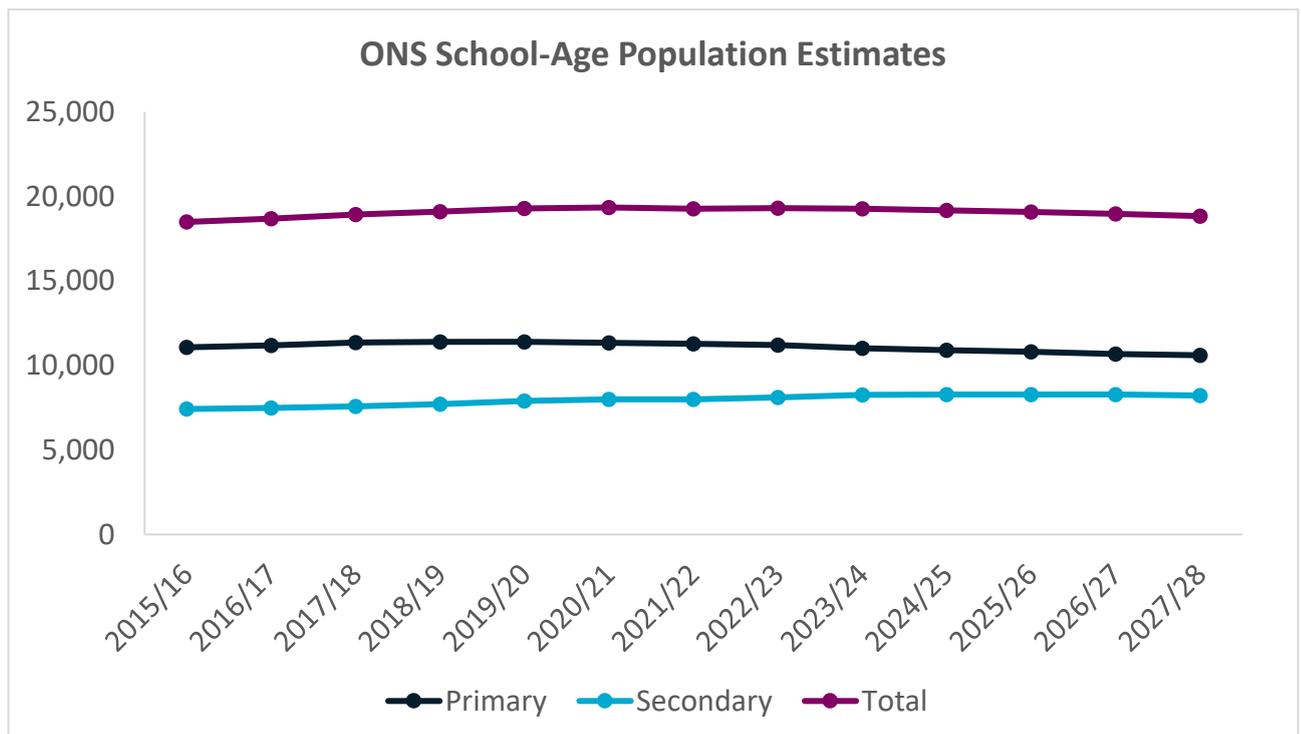
Birth Rates

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

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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.

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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 use¹⁵.

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 regulations¹⁶ placing requirements to consult with other interested parties before making decisions relating to alterations to Maintained and Non-maintained schools.

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

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

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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.

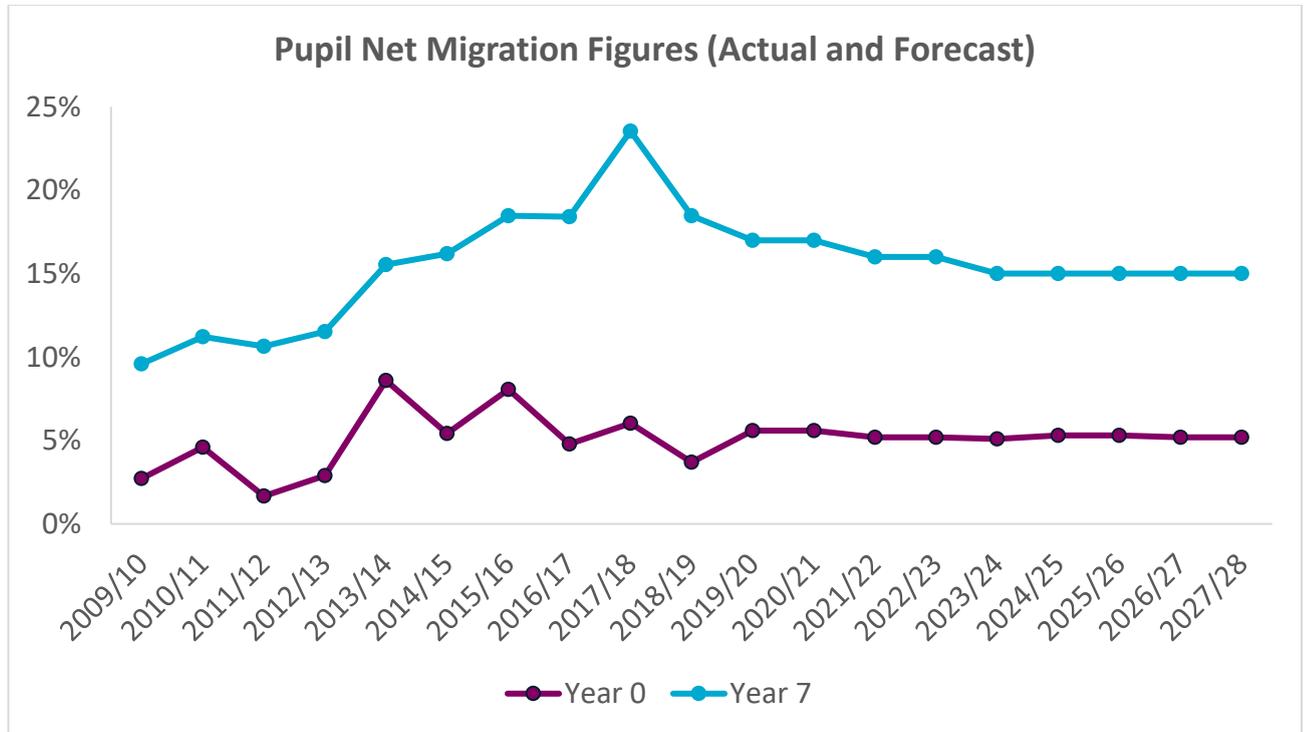
Typically, for primary aged pupils, slightly more Lancashire pupils attend Blackpool schools than vice versa. However, when the number of pupils starting school in Reception is compared to birth rates, this inward migration is more than offset by migration out of Blackpool between birth and starting 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.

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Pupil Net Migration



Notes:

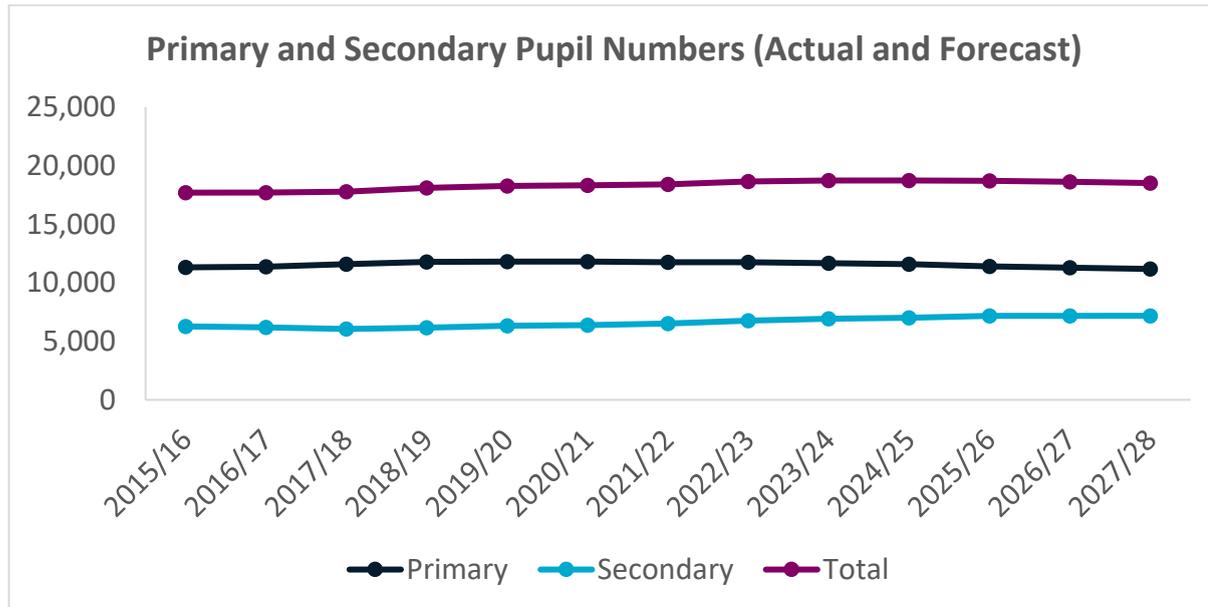
Year 0 figures show the percentage difference between ONS Birth Figures (split into academic years) and number of pupils five years later in National Curriculum Year 0

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

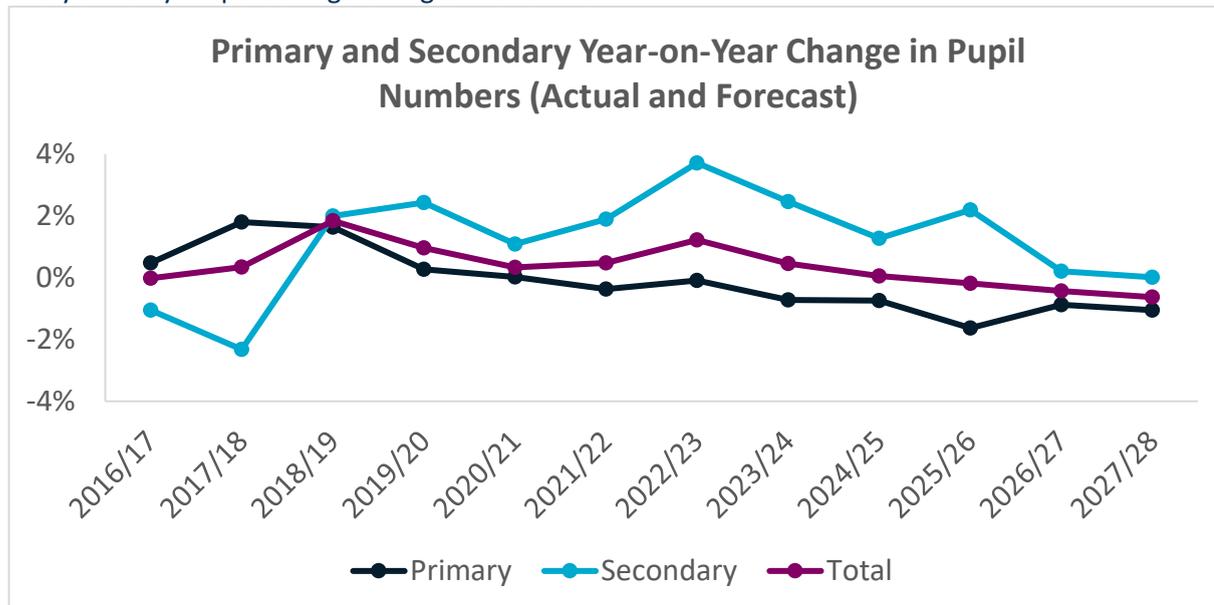
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Future Forecasting

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:



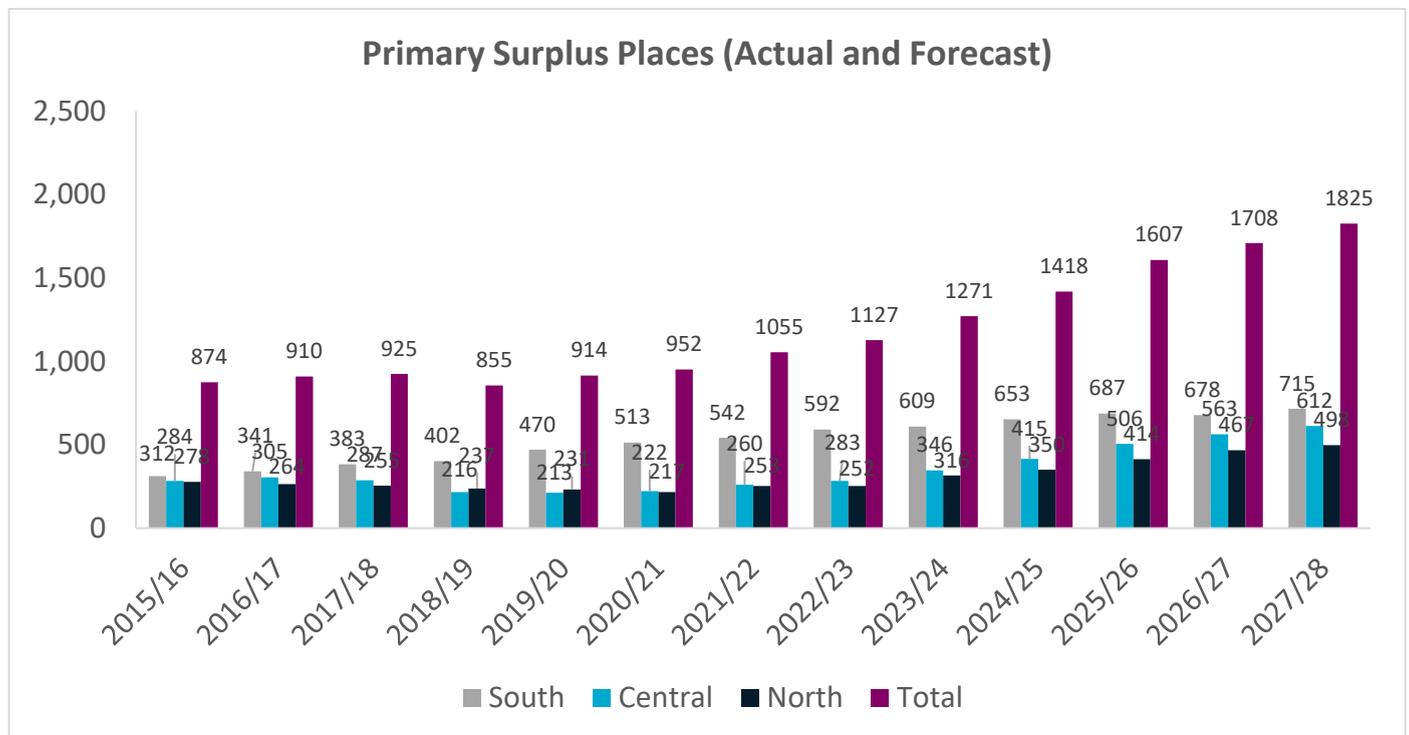
The numbers in these charts differ from the ONS population estimates shown earlier in this document, predominantly as a result of migration to and from Lancashire schools and inclusion of anticipated housing growth above normal levels.

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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.

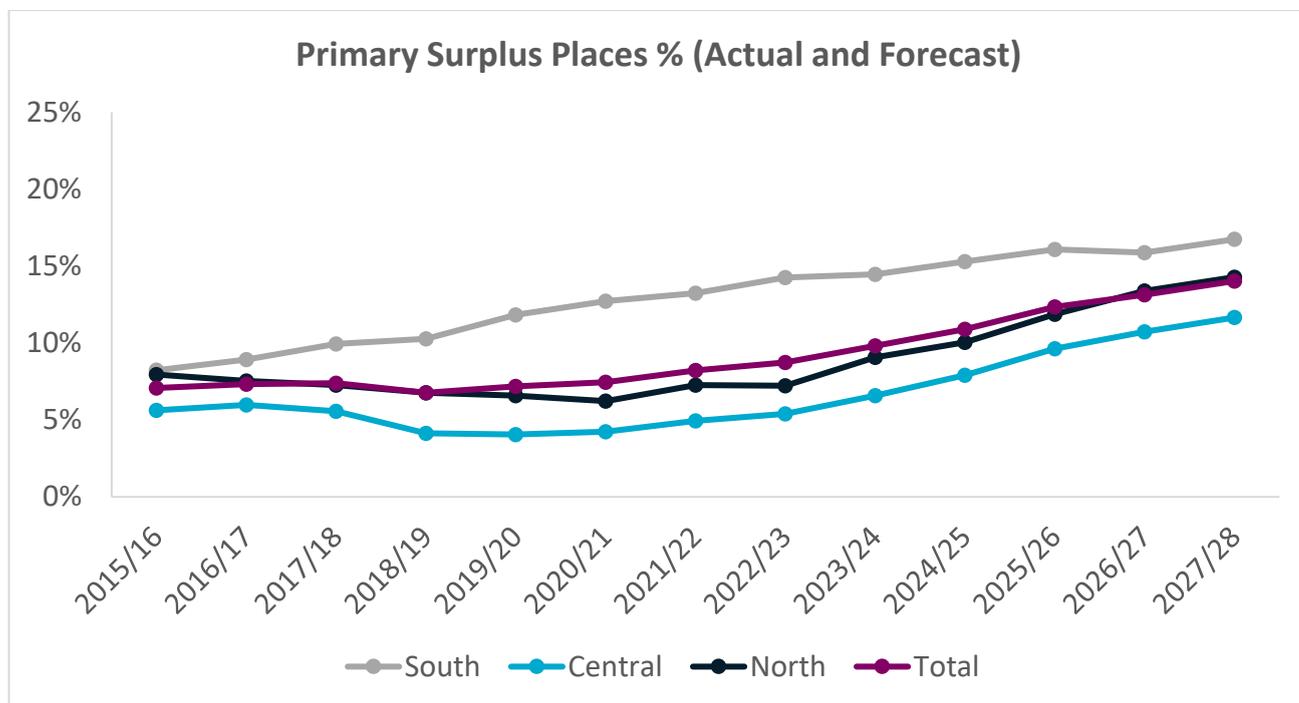
Primary places forecast

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.

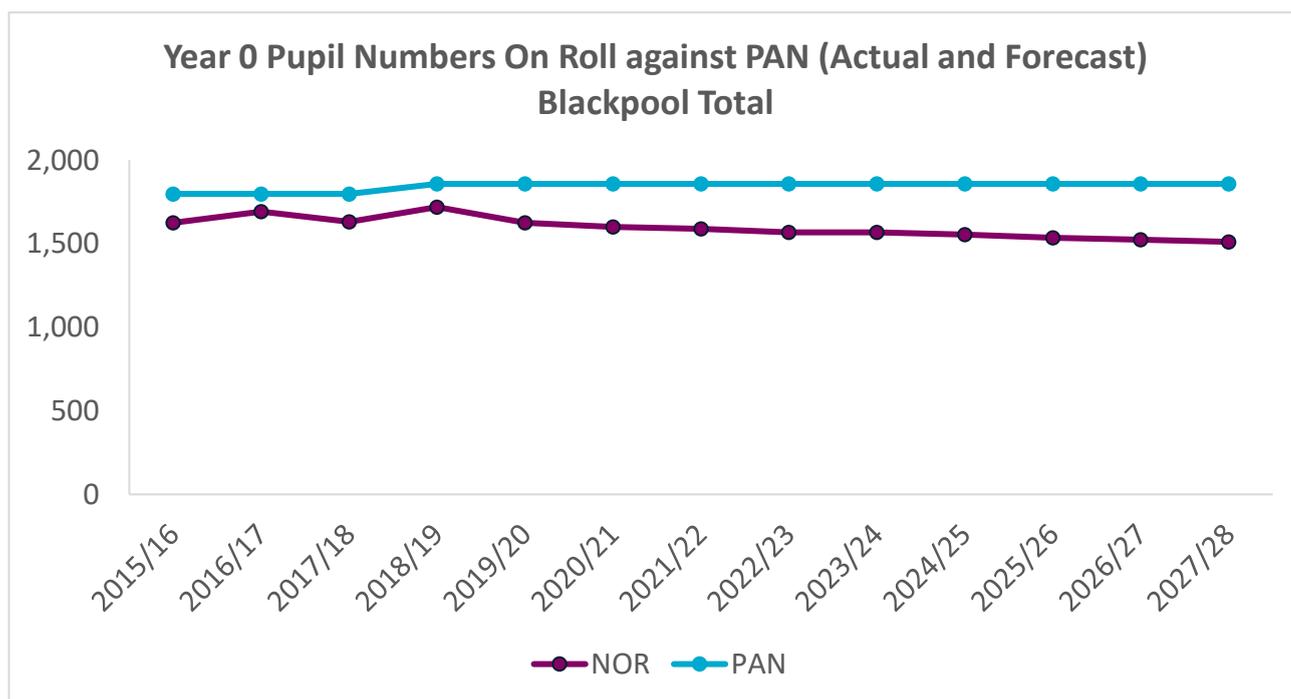


In percentage terms, the surplus capacity increases from 6.8% in 2018/19 to a predicted 14% by 2027/28, with the percentage of available places in the South area forecast to reach 16.7%.

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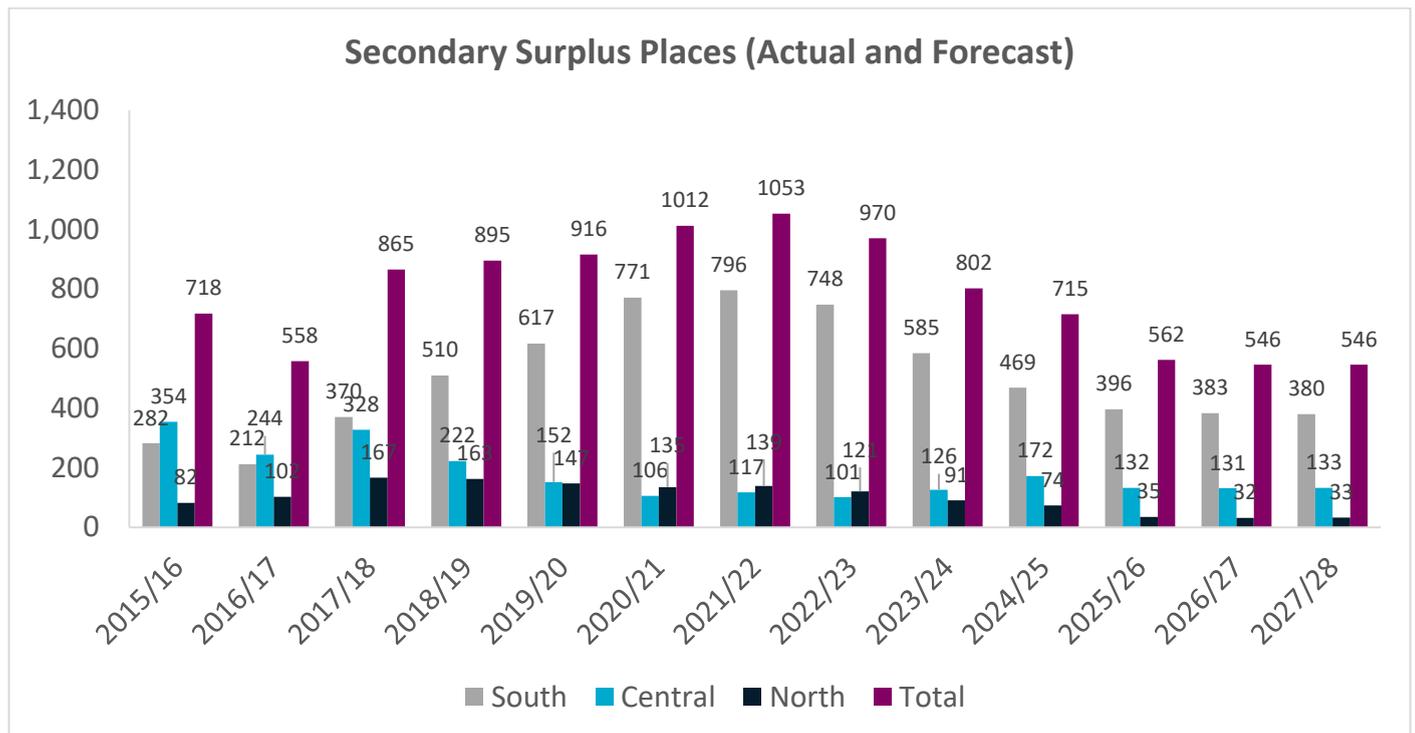
However, capacity cannot be considered solely at the overall level, as we need to be sure that there are sufficient places for each year group. As a local authority, we need to ensure that we can fulfil our School Admissions responsibilities for admissions to school in Year Reception and Year 7. The 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%.



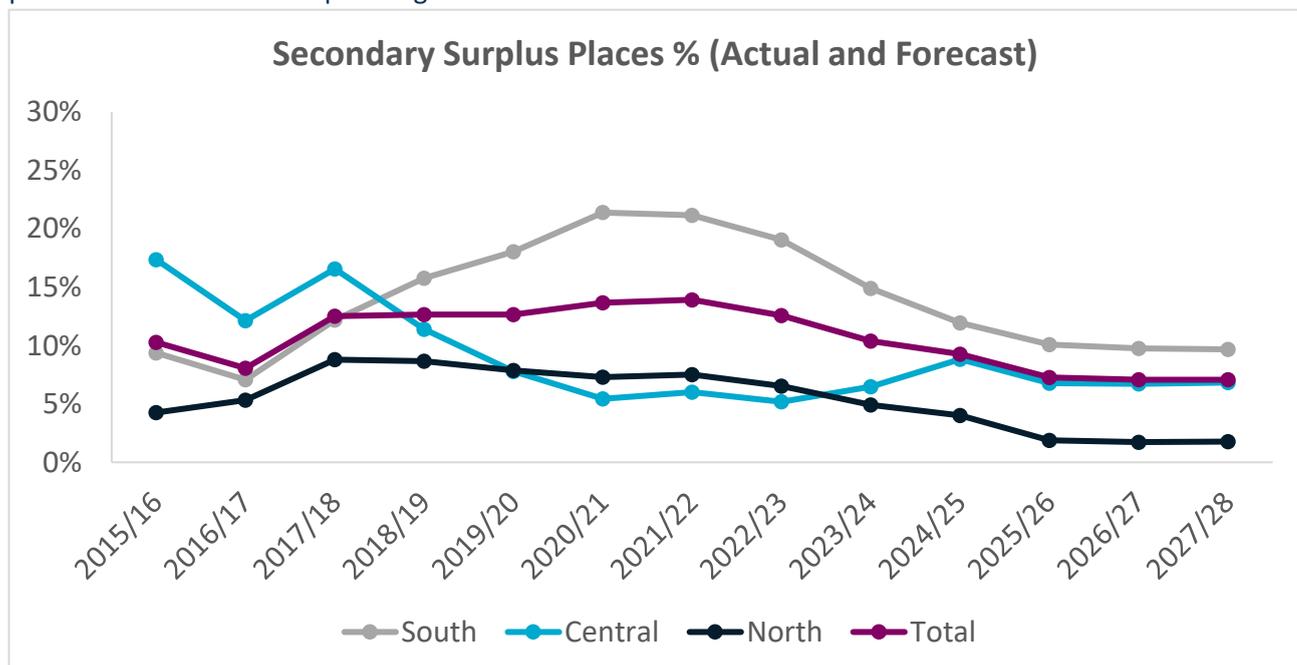
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Secondary places forecast

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.

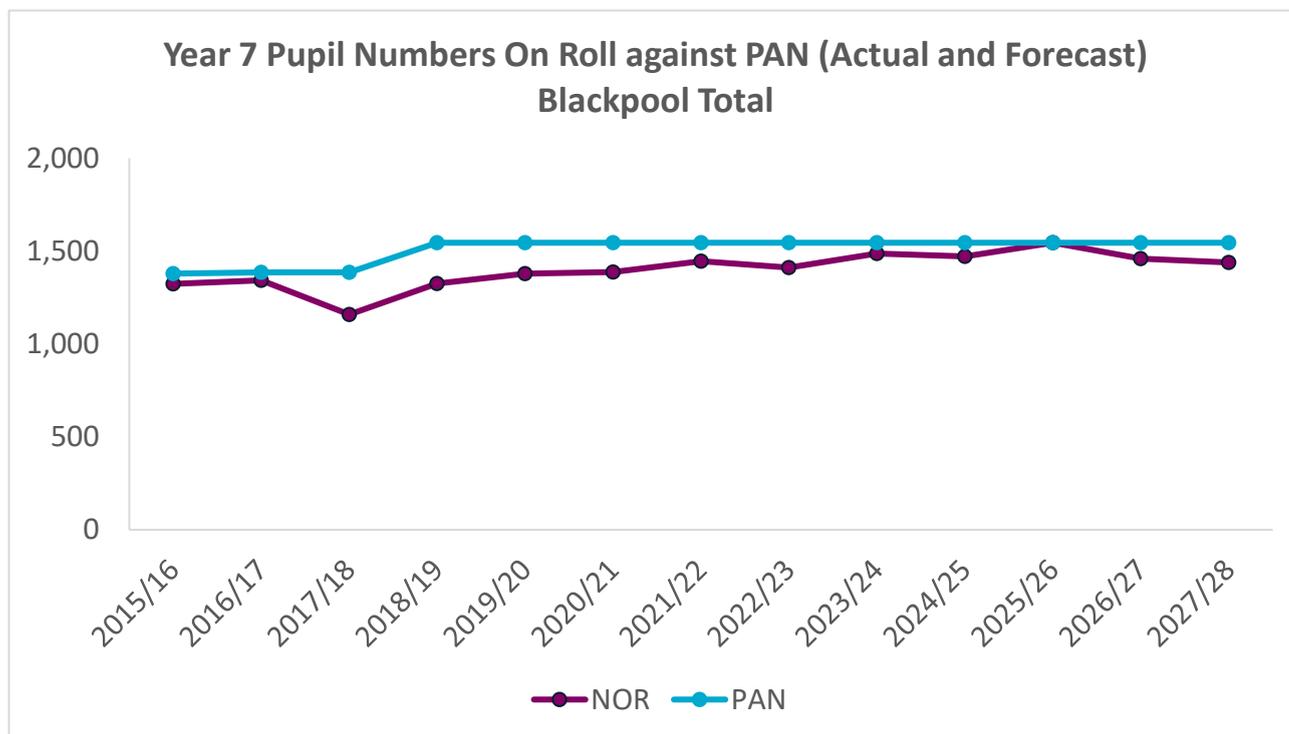


In percentage terms, the surplus capacity settles at around 7% by 2027/28, with the greatest number of spare places in the south school planning area.



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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.



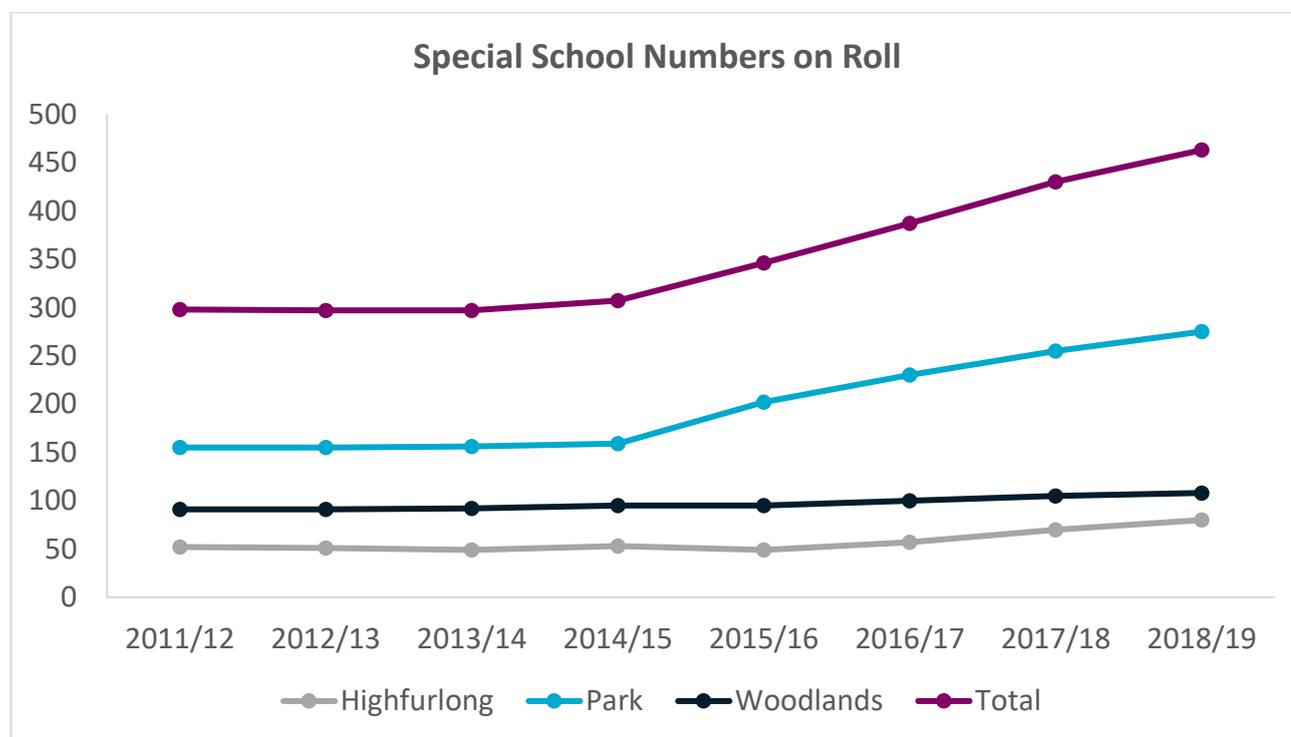
Special School Increase in Numbers

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.

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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.

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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.

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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.

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Approved By:

Name	Title	Signature	Date
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