

Strategy for the Provision of School Places and Schools' Capital Investment 2015/16 to 2017/18



September 2014

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FOREWORD

Schools are at the very centre of shaping experiences for children and young people - not just in terms of providing a good education, but also in encouraging positive attitudes and helping them to become valued members of society both as a child and into adulthood.

Therefore it is vital that our children receive a first class education in an environment where they feel both safe and valued. In Lancashire, we are proud that our schools continue to perform at above the national average and that many children leave school with good qualifications and a positive outlook on life that will equip them well for the future. However, this does not come easily or by chance and it is the role of Lancashire County Council to support Lancashire schools in their ambitions: to strive for continuous improvement; to celebrate success and share good practice; and to address issues before they become a cause for concern. There are many ways in which Lancashire County Council does this. This document is concerned with just two of them: school place commissioning and schools' capital investment – in other words, how the council intends to ensure that the right number of school places are in the right areas at the right time in order to meet ever changing demand; and how it intends to direct capital resources to secure school place provision of high quality in premises that are safe, secure and fit for purpose.

I am pleased to report that:

- The County Council has successfully provided sufficient school places for all Lancashire children and young people for September 2014 and in previous years by creating 2553 additional school places in areas of need;
- The accuracy of pupil forecasts has been very good, thus providing confidence in future forecasts and proposals;
- The vast majority of children were offered places at their preferred school despite the pressures of increasing population in many parts of the County

I would like to thank all schools that have taken part in the major expansion programme, particularly headteachers and governors for their leadership and management of consultation and building projects whilst at the same time continuing to raise standards and improve outcomes for children.

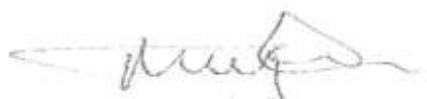
Challenges for the future remain. The school age population continues to grow, requiring additional school places to be provided into the foreseeable future; land

availability and other practical issues are obstacles to development in some areas; and access to sufficient funds for school building development continues to be limited.

I am determined that we will meet these challenges with robust commissioning arrangements which have been secured through consultation and collaboration with schools; Diocesan and Church Authorities; and the twelve borough and city councils that make up Lancashire.

I believe that this plan sets out a realistic vision for the future of education provision in Lancashire and provides a framework for schools and other providers to work closely with the County Council to deliver a good school places for every Lancashire child.

It is hoped that schools, parents, those concerned with infrastructure development, and all those with an interest in education provision in Lancashire will find the document useful.

A handwritten signature in dark ink, appearing to read 'Matthew Tomlinson', with a long horizontal stroke extending to the left.

County Councillor Matthew Tomlinson
Cabinet Member for Children, Young People and Schools

Introduction

This strategic document provides the context and policy for school place provision and schools' capital strategy in Lancashire. The document also provides information for schools and stakeholders on an area basis that may prove useful in school development planning. The document represents Lancashire County Council's forward plan for the next three years. Policy and information will be refreshed annually on a rolling three year basis to reflect the most up to date position. This strategic document utilises January 2014 pupil census data and all contents relate to May 2014 unless otherwise specified.

This document is arranged as follows:

- Information on current school place provision in Lancashire
- Strategy for school place commissioning and capital investment from 2015/16 to 2017/18
- Appendices, including current school information arranged by areas.

The document will form the cornerstone of our school place commissioning policy and capital investment strategy for the next three to four years and will contribute to Lancashire's vision and priority objectives for children and young people. Further details of the vision and priority objectives can be viewed in the Lancashire Children & Young People's Plan 2014-2017

<http://www.lancashirechildrenstrust.org.uk/cypplan/>

Sufficiency of School Places

Lancashire County Council has a statutory duty to ensure that sufficient school places are available for its resident children and young people. By far the most significant challenge facing Lancashire, and many other local authorities nationally, is the unprecedented increase in demand for primary school places. Since 2010, 2353 additional primary school places have been commissioned, the majority of which in good or outstanding schools to increase the prospect of pupils receiving an excellent education in Lancashire. Over the timeframe of this plan it is anticipated that a further 3 forms of entry (90 places) will be needed on a permanent basis and a further 7½ classes (225 Reception places) will be needed to address a temporary increase in demand. The completion and occupation of new housing developments will add to this estimate as will any inward migration.

Clearly, the provision of the required additional places must take top priority in terms of strategic delivery and expenditure from the schools' capital allocation. The vast majority of the schools' capital allocation over this three year period will need to be used for additional place provision, leaving very little for projects that address the suitability of premises.

In order to deliver its statutory responsibilities around the provision of school places, Lancashire County Council will seek to provide standardised design solutions

wherever possible, in order to minimise costs and timescales. In providing standard designs, the build quality will not be compromised but the opportunity to address existing suitability issues in schools may not be available. Lancashire County Council will seek to adhere to the published criteria in identifying schools for expansion and will always take governing body views into account. However, school place commissioning powers ultimately rest with Lancashire County Council and, on occasion, it may need to utilise these powers if an appropriate negotiated solution cannot be found.

Where new housing development creates a demand for school places in excess of those available, Lancashire County Council will expect district councils to work with Lancashire County Council in seeking a financial contribution from the developers that is proportionate to impact in order to mitigate against the effect of any new development on local infrastructure. It is critical that developers make a financial contribution to school places as, without one, Lancashire County Council will be unable to deliver the required provision and this will impact on the children and families that come to settle in new developments.

The school age population in the secondary sector continues to decline in most areas of Lancashire and, with few exceptions, it will take some years for overall pupil numbers to recover to their previous levels. This is presenting a different challenge for schools with low pupil numbers and the County Council is forming a strategy to maintain the quality of education provision in the medium term. The aim will be to support schools, wherever possible, to withstand the fall in pupil numbers. However, where there are significant challenges around education standards, in schools where pupil numbers are not expected to rise and that have increasingly difficult budgetary circumstances, the county council will open up discussions on:

- entering into partnership with another high quality education provider, where this is an appropriate option; or,
- assess and discuss the implications of a structural school organisation solution that may include school closure.

School closures will only be progressed where there are no other viable solutions that are likely to quickly improve education standards.

Targeted Investment

Lancashire County Council must continue to make progress in enabling children and young people who require specialist provision to be educated within the Lancashire maintained sector wherever possible. Over the past five years an additional 150 places have been commissioned at Lancashire maintained special schools which have usually been part funded from the anticipated revenue savings over a period of time. The plan will continue to address the sufficiency of places in the special sector and to address premises issues at special schools. Wherever opportunities are available and costs permit, Lancashire County Council will seek to co-locate special and mainstream school provision in order to provide inclusive opportunities.

For some children, mainstream or special school provision is not appropriate and alternative provision is needed, usually on a short term basis before being re-integrated into school. It is important that the amount of alternative provision available in Lancashire is sufficient and that premises do not hinder the delivery of an appropriate curriculum. The plan will seek to address these issues in Lancashire's alternative provision over the next three years.

Strategic Maintenance of the School Building Stock

There will be a continuous programme of work to address serious condition issues in schools. The suitability of premises is unlikely to be addressed unless it is integral to works arising from condition led projects.

It is important to note that this plan is a 'live' document which underpins the dynamic process of ensuring the need for sufficient and appropriate school places in Lancashire. The plans may alter as a result of changes in migration, housing development and as a result of discussions and consultations with schools; Diocesan and Church Authorities; District Councils; Local Elected members and others.

SECTION 1: CONTEXTUAL INFORMATION

Key Characteristics of Lancashire

The Lancashire County Council area is a large, diverse local authority covering an area of [2,903 square kilometres](#). [1.18 million people](#) live within the county council area, making it the fourth largest council in England and Wales. There are an estimated 277,000 children and young people aged up to 19 years living in the county (2011 Census data). Perhaps Lancashire's defining characteristic is its size and diversity, with urban, rural and coastal communities spread across 12 districts. Within the broader 14-authority Lancashire area, there are also two unitary authorities, operating independently from Lancashire County Council. These are Blackburn with Darwen and Blackpool.

Each district has its own unique demography and geography. Almost one quarter of Lancashire's population live in the districts of Lancaster (12%) and Preston (12%) whilst at the other end of the scale 5% live in Ribble Valley and almost 6% live in Rossendale. Approximately 19% of the population of Lancashire live in rural areas.

The components of population change in 2013 revealed strong inward migration flows in Chorley and Lancaster of 900 or more, whilst Burnley, Hyndburn and Preston each saw negative migration changes in excess of 400. Fylde and Wyre both saw deaths exceed births by over 400, but births exceeded deaths by more than 400 in both Pendle and Preston.

As well as some of England's most prosperous communities, Lancashire also has pockets of very severe deprivation. The 2010 [Index of Multiple Deprivation](#) indicates that Burnley falls into the 10% most deprived areas of England. The districts of Pendle, Hyndburn and Preston also demonstrate clear evidence of deprivation. In contrast, Ribble Valley is in the top 15% least deprived authorities in the country.

The 2011 census revealed that 7.7% of the county council area's population were from [minority ethnic backgrounds](#), much lower than the national average of 14.0%. However, the four districts of Burnley, Hyndburn, Pendle and Preston have ethnic minority proportions greater than 10%. The most significant ethnic group is "Asian or Asian British" who comprise 6.1% of the resident population in the county council area, a proportion lower than the national average of 7.5%.

The 2011 Census usual resident population figure for the county council area shows an [increase of 3.2%](#) since the last census in 2001. That was well below the England and Wales increase of 7.8%. Preston recorded the largest numeric increase in usual residents of more than 10,000 people since the last census. It also had by far the highest growth rate within the county of over 8%, whilst Chorley had an increase of approaching 7%.

Future population projections reveal that the county council area's population is expected to grow by [5.8% between 2012 and 2037](#) to 1.24 million. This rate of growth is expected to be well below the average for England of 16.2%. At the district

level, West Lancashire is predicted to see a growth rate of just 1.4%, whilst Burnley and Hyndburn are expected to see minor population decreases. In contrast, rates of above 10% are predicted for in Rossendale and Chorley.

In the Lancashire County Council area, the [number of households](#) is expected to increase by just under 7% between 2011 and 2021, which compares to a national increase of 10%. There is projected to be of around 9% in households in Chorley and South Ribble, but a small reduction in Burnley.

The [UK fertility rate](#) has risen from an average of 1.7 children per woman of child-bearing age in 2002 to 1.94 in 2012. Patterns of fertility in the Lancashire sub-region have largely followed those nationally with a fertility rate of 1.93 for the county council area in 2012. There are however marked variations between districts. For example in 2012, the fertility rate for Ribble valley was 1.75 whilst in Pendle it was 2.23.

Current School Provision

Lancashire County Council has a statutory duty to ensure that every child living in Lancashire who wants a place in a Lancashire school is able to access one. In order to carry out this duty effectively Lancashire County Council must ensure that changes in the population are taken into consideration when planning school place provision. At the same time planning activities must recognise the unique differences within specific areas. Each district has its own demography and geography, including highly populated urban areas and sparsely populated rural areas. At the same time school planning must recognise the needs of the more vulnerable and disadvantaged members of the community, such as those with special educational needs.

The education provision in Lancashire exhibits many strengths but there are two key features which parents value when seeking a school place for their child – the ability to secure a place at an appropriate school with high education standards and the diversity in the types of schools available. Lancashire is strong in both respects.

In July 2014, the Ofsted grades of Lancashire County Council maintained schools were as follows:

	Total	Outstanding	Good
Nursery	24	16	8
Primary	485	95	321
Secondary	88	16	47
Special	30	11	17
Alternative Provision	10	2	6

Overall, 85% of schools are graded either good or outstanding by Ofsted.

There are a wide range of school categories in Lancashire providing parents with an element of choice, depending on place availability, in most areas of the County. There are: 202 (37.3%) of Lancashire schools community schools, 262 (47.7%) voluntary aided, 46 (8.2%) voluntary controlled, 17 (4.8%) Academy and Free schools and 11 (1.9%) foundation schools. Ten Diocesan/Church Authorities are important partners in the provision of schools in Lancashire. These are:

- Blackburn Church of England Diocese
- Bradford, Ripon & Leeds Church of England Diocese
- Lancaster Catholic Diocese
- Leeds Catholic Diocese
- Liverpool Catholic Diocese
- Liverpool Church of England Diocese
- Manchester Church of England Diocese

- Salford Catholic Diocese
- The Methodist Districts of Lancashire & Liverpool
- United Reformed Church

At July 2014 there were 27 academies and 1 free school in Lancashire. In September 2013, the first UTC and 14-16 in FE Unit opened, both in East Lancashire. Lancashire County Council will continue to work closely with academies and free schools in terms of planning for the provision of school places.

A full breakdown of the types of mainstream schools is provided in the table below:

School Category	Primary	Secondary	Total
Academy - Sponsor led	1	3	4
Academy – Converters	5	17	22
Academy – Free School	1		1
Community	180	32	212
Foundation	2	5	7
Foundation (Trust)	2	2	4
Voluntary Aided	1	1	2
Voluntary Aided – Catholic	103	18	121
Voluntary Aided – Church of England	140	3	143
Voluntary Aided – Church of England and Methodist	3	0	3
Voluntary Aided – Methodist	1	0	1
Voluntary Aided – Muslim	0	1	1
Voluntary Controlled	6	1	7
Voluntary Controlled – Church of England	32	0	32
Voluntary Controlled – Methodist	7	0	7
Voluntary Controlled – Church of England and Methodist	1	0	1
Total	485	83	568

Source –LCC Internal Records July 2014

For further information on the different types of schools please see <https://www.gov.uk/types-of-school/overview>

Lancashire County Council places equal value on all state maintained schools, regardless of whether they are community; voluntary, foundation or academy and will apply the strategy for the provision of school places and schools' capital investment across all sectors based on need and the priorities as contained within the strategy.

The diversity across Lancashire is further demonstrated by the varying school sizes. Primary schools currently range in size from under 20 pupils to 610. Maintained Secondary schools currently range in size from 141 to 1,297. Many, but not all, of the small schools serve rural areas, with 178 primary schools currently designated as rural by the Department for Education. Of these schools 16 are over 2 miles from their nearest neighbour, 41 are over 2 miles from the nearest school of the same denomination/type and 121 are within 2 miles of a school of the same denomination.

Despite the increased pressure for primary school places, in some areas of Lancashire the number of places available is far greater than demand, resulting in surplus places. The 2013/14 figures show that 88 primary schools and 18 secondary schools had surplus places greater than 25%. 6 primary schools and 8 secondary schools had surplus places greater than 50%. School budgets are largely determined by the number of pupils on roll and therefore surplus places act as a drain on resources. A disproportionate amount of the budget is utilised in running and maintaining premises that are too large, affecting the amount of resources available for teaching and learning.

In contrast, 6 primary schools experienced overcrowding greater than 10%. This is due to factors such as admitting above admission numbers and successful admission appeals. Significant overcrowding impacts on curriculum delivery as well as the day to day environment for pupils and staff.

The map below shows the numbers of maintained and academy schools in each District:



Special Schools

Lancashire County Council provides a flexible range of provision and support for pupils with additional needs that can respond to the special educational needs (SEN) of individual pupils and parental preferences.

There are 30 Special Schools across Lancashire, each are able to provide for a wide range of additional needs.

Alternative Provision

Alternative Provision in Lancashire is provided in a number of settings across Lancashire. There are 10 Pupil Referral Units (PRU - formally known as Short Stay Schools in Lancashire), 3 are in the Primary sector and 7 in the secondary sector. There are settings within hospitals and a number of independent providers.

The short stay schools are maintained schools, but are not mainstream schools. The council commissions these schools to provide for permanently excluded pupils, pupils with medical needs necessitating education other than at their school for a period, and a smaller number of hard to place pupils unable to attend mainstream, all statutory responsibilities of the LA.

The School Forum also commissions an intervention/outreach support service from the Primary PRUs accessible to all primary mainstream schools. Intervention programmes, respite and alternative curriculum programmes are also provided by the secondary PRUs - but this is commissioned and funded directly by mainstream secondary schools.

The provision commissioned is monitored closely in terms of curriculum and pupil outcomes by the county council.

Permanently excluded pupils will only be on the roll of the PRU until reintegrated. The PRU works closely with Pupil Access Team to support reintegration. Pupils with medical needs will be dual rolled with their mainstream school.

The Lancashire Hospital Education Service is centrally managed as a service, therefore not a school. It consists of 3 general hospital classrooms for inpatients (Royal Preston Hospital, Royal Lancaster Infirmary and Ormskirk & District General Hospital), county wide Home Teaching provision for pupils who are house bound , educational provision for day patients with mental health needs at Burnley General Hospital, and for inpatients with significant mental health needs at the Junction Lancaster. These are located in NHS buildings. The provision at Royal Preston Hospital also includes a specialist unit for inpatients with mental health needs up to the age of 18.

There are a number of independent providers of Alternate Provision across Lancashire, many commissioned by mainstream schools and PRUs to supplement provision. Occasionally these are also commissioned by the county council for Year 11 pupils, previously missing education and who are unable to secure a school place.

Lancashire County Council has a Lancashire Alternative Provision Policy to ensure compliance with [DFE Guidance](#) on Alternative Provision and a policy on Ensuring Good Education for Pupils with Medical Needs.

Early Years Provision

There are a number of types of private and maintained childcare provision across Lancashire. Each provider has to be registered with [Ofsted](#) and hold a certificate of registration. The following is a list of the different types of provision within Lancashire registered with Ofsted:

Type of Provision	Number of Providers
Childminders	910
Day Nurseries	343
Pre-School Playgroups	161
Nursery Units of Independent Schools	13
Breakfast Clubs	338
After School Clubs	368
Holiday Schemes	100
Maintained Nursery Classes	85
Maintained Nursery Schools	24

Post 16 Provision

The county council has a statutory duty to secure sufficient and suitable education and training provision to meet the reasonable needs of all young people in their area, by influencing and shaping provision through local partnerships and by identifying gaps, enabling new provision and developing the market. The young people covered by this statutory duty are those aged 16-19 and those aged 19-24 who have a learning difficulty and/or disability and are the subject of a learning difficulty assessment.

There are a number of post 16 settings situated around Lancashire:

- 9 colleges, including 1 sixth form college and 1 land based college. West Lancashire College is also included in this figure and this college is part of the Newcastle College Group
- 1 Foundation Learning Provider
- 15 School Sixth Forms
- 9 Academies, including 1 UTC

Population Projections and Factors Influencing the Future Provision of School Places

Primary Schools

Due to the rise in demand for primary school places, Lancashire County Council has already commissioned 2196 permanent additional primary school places since 2011 in the following areas: Lancaster (Lancaster City Centre and Morecambe), Fylde (Lytham St Annes), Chorley (Euxton), Burnley (Padiham), Hyndburn (Oswaldtwistle) and Pendle (Nelson, Brierfield and Barnoldswick). In addition, 60 additional temporary Reception places have been provided for September 2014 in Clitheroe, Bacup and Preston.

Due to the continued increase in the birth rate, particularly the steep rise in the 2010/11 year, it is anticipated that further additional places will need to be added to deal with demand predominantly in the 2015 intake year. The rise in the birth rate is not uniform across the county, nor is the increase necessarily steady, exhibiting marked variances year on year within local areas. In some areas the situation is compounded by plans for significant new housing development.

Each district council produces a 5 year Housing Land Supply (HLS) document which outlines the land allocated for the building of new houses within each district. The estimated pupil yield as a result of the occupation of new housing is factored in to pupil roll projections.

In addition, families moving into and out of areas impact on pupil numbers. This is factored into projections by referring to past trends in migration within each school year group.

Details of Lancashire County Council's pupil roll projections methodology can be accessed at <http://www3.lancashire.gov.uk/corporate/web/viewdoc.asp?id=100807>.

These forecasts, together with the birth data and current pupil numbers, have helped to identify a number of 'hotspots' where additional places are likely to be needed in the near future. In some cases, these 'hotspots' show a sustained increase in demand for places and the provision of a permanent solution. However, in some instances, there will be one or two isolated years of increased demand followed by a fall. In such instances it may be necessary to seek a temporary solution to the provision of additional places. This may be in the form of a 'bulge year' in one or more schools. In areas where the proportion of surplus places is already low, even small increases in pupils can have significant impact. The current hotspots are as follows:

District	Planning area	PAN 2014 /15	Expected intake based on births			5 year HLS Housing Planned	Potential Primary School Pupils from this Housing
			2014/ 15	2015/ 16	2016/ 17		
Lancaster	Morecambe & Heysham	675	655	681	764	373	63
Lancaster	Rural North Lancaster	130	102	138	110	119	20
Wyre	Poulton-Le-Fylde and Staining	244	222	219	254	268	46
Ribble Valley	Clitheroe Town	200	189	133	159	944	160
Ribble Valley	Langho and Whalley	140	143	123	135	1408	239
Fylde	Lytham St Annes	405	347	430	392	823	140
Preston	Preston East	705	702	722	691	240	41
Preston	Preston West	499	490	467	438	994	169
Preston	Goosnargh & Grimsargh	90	84	69	65	191	32
South Ribble	Leyland	439	407	492	398	1615	275
South Ribble	Rural South Ribble	142	114	130	124	863	147
Chorley	Chorley Central	445	425	472	457	819	139
Chorley	Clayton-le-Woods	225	174	208	223	573	97
Chorley	Euxton	190	158	214	193	809	138
Hyndburn	Oswaldtwistle	259	252	259	242	61	10
Hyndburn	Clayton-le-Moors	126	133	137	118	96	16
Rossendale	Rawtenstall	236	213	204	192	663	113

The 5 year HLS housing planned denotes the housing included in the latest 5 year housing land supply documents provided by the district councils. There are some areas where there is additional significant interest from housing developers and there is potential for a number of housing developments to come forward outside of the 5 year Housing Land Supply quotas, as windfall sites. Such areas include Whalley in the Ribble Valley and Chorley. Lancashire County Council has no guarantee that housing in the 5 Year HLS will come forward within this timeframe but is closely monitoring the situation.

The potential for housing development can make the planning of pupil places complex particularly in the primary sector, where there is a relatively short lead-in

period. We are working very closely with the district planning authorities in order to secure the most up-to-date information available for school place planning purposes. However, it may take some time from a housing development securing planning permission to reach the point of occupation and, indeed, the generation of additional children. Therefore, we must carefully plan the timing of additional places in order to minimise impact upon existing provision.

Where the growth in pupil numbers is directly linked to housing development and existing school places are not sufficient to accommodate the potential additional pupils that the development may yield, we would seek to secure developer contributions towards additional school places, via Section 106 of the Town and Country Planning Act 1990 or The Community Infrastructure Levy in accordance with section 222 of the planning act 2008. Only by securing such contributions (which, depending upon the scale of development, may also include a contribution of a school site), can we mitigate against the impact upon the education infrastructure which the development may have. The need to secure contributions from developers, where necessary, will continue as we work with district councils in preparing Community Infrastructure Levy Charging Schedules.

Details of the methodology applied to ascertain the need to make requests for developer contributions are contained within Lancashire's Planning Obligations Policy Paper, available on the Lancashire County Council website: <http://new.lancashire.gov.uk/council/planning/planning-obligations-for-developers.aspx>.

It is anticipated that the following additional school places will be required over the timeframe for this plan:

Year	By 2015	By 2016	By 2017
<u>Permanent</u>			
Morecambe and Heysham	1 fe		
Chorley Central	1 fe		
Euxton / Buckshaw	1 fe		
<u>Temporary (bulge year expansion)</u>			
Rural North Lancaster			½ fe
Morecambe and Heysham		2 fe	
Lytham St Anne's	1 fe		
Preston East	1 fe		
Leyland	2 fe		
Clayton – le - Woods			½ fe
Oswaldtwistle			½ fe

*fe = form of entry (typically 30 pupils)

These projections factor in the impacts of known housing developments. The impact of City Deal is not factored in as the phasing of delivery is currently unknown.

Clearly, changes to migration and the rate of housing development may alter these projections.

Secondary Schools

In contrast to the position of rising pupil numbers in the primary sector, the secondary sector is still experiencing falling rolls in some areas, reflecting the lower numbers leaving the primary school sector at year 6. The general decline in numbers of primary school pupils entering the secondary sector is expected to continue for the next three years. However, the decline is not spread equitably across all schools or all districts.

There are also parts of the county where significant housing development coming forward may impact upon the numbers of secondary places required. The forecast figures below take into account planned housing included in the relevant district councils' 5 Year Housing Land Supply document. However, there is potential for additional housing development to come forward outside of the 5 Years Housing Land Supply (ie 'windfall sites') which could have an additional impact upon the number of spare places available.

A summary of the current and expected secondary place position is given below:

District	PAN 2014 /15	Expected intake based on Primary Leavers					5 year HLS housing planned	Potential Secondary School Pupils from this Housing
		2014/ 15	2015/ 16	2016/ 17	2017/ 18	2018/ 19		
Lancaster	1579	1322	1253	1349	1318	1407	1499	135
Wyre	1294	1094	1133	1119	1105	1129	1623	146
Ribble Valley	941	925	911	924	888	908	2867	258
Fylde	685	598	607	693	582	630	1284	116
Preston	1301	1168	1198	1273	1336	1312	1612	145
South Ribble	1786	1365	1475	1428	1501	1532	3529	318
West Lancashire	1402	1104	1158	1189	1133	1203	967	87
Chorley	1135	1024	1156	1116	1173	1164	2870	258
Hyndburn	1060	968	987	1020	1001	1002	754	68
Burnley	1120	844	906	994	947	1003	1478	133
Pendle	1041	868	910	977	966	974	2241	202
Rossendale	993	860	835	838	832	871	2357	212

It is important to note that some pupils travel considerable distances to access the secondary school of their choice. Therefore, the above figures should be treated with caution as some districts are significant net 'importers' of secondary aged children from surrounding local authorities and districts. Few available spare places does not necessarily mean that the district will require additional secondary school places for its local population in the future.

Once the trend in falling Year 7 numbers reverses, total secondary pupil numbers are expected to start to rise again in line with the recent increase in primary numbers. In the Chorley District this process has already begun and there is a need to provide an additional two forms of entry (60 places per year group) by September 2015. Processes are already underway to secure these places.

At the current moment in time it is expected that additional secondary school places will be required in Districts as follows:

District	Additional Places	Date
Lancaster	1 fe	2022
Fylde	1 ½ fe	2022
Preston	4 ½ fe	At various stages between 2017 and 2020
Chorley	3 fe	At various stages between 2015 and 2020
Pendle	1 fe	2019

fe = forms of entry, typically 30 pupils

These projections factor in the impacts of known housing developments. The impact of City Deal is not factored in as the phasing of delivery is currently unknown.

Clearly, changes to migration and the rate of housing development may alter these projections.

Special School Provision

Lancashire County Council wishes to continue the policy of co-locating special school provision with mainstream provision in order to provide pupils with inclusive opportunities and wider access to a range of facilities. Lancashire County Council will continue to broker arrangements between mainstream and special schools, especially where existing premises are poor and there are opportunities for re-location on an alternative site.

In addition, Lancashire County Council must move forward with the provision of additional special school places for children and young people that are currently educated outside of Lancashire and / or in the independent sector due to insufficient provision within Lancashire's maintained system. The anticipated revenue savings are such that prudential borrowing principles can be applied to the Dedicated Schools Grant which effectively funds the capital development on the basis that it is paid back over five years.

In addition, Lancashire County Council must ensure that children with additional needs are able to access mainstream provision wherever this is preferred and practicable. There already exists a good spread of provision within the county but the programme is very much demand led and funding is allocated on an annual basis to meet emerging needs.

Alternative Provision (Short Stay Schools)

Nationally there is an increase in Primary exclusions, this increase is also reflected in Lancashire. The county council under the guidance of Alternate and Complementary Education and Residential Services (ACERS) Team will be carrying out a review of sufficiency of Pupil Referral Unit places, especially in Primary aged pupils, and the suitability of buildings.

Lancashire County Council has three primary and seven secondary settings of Alternative Provision situated across the county.

ACERS will also be carrying out a review of processes around commissioning and monitoring commissioned alternate provision for pupils without a school place, either in the mainstream sector or within pupil referral units.

Early Years Education

Lancashire County Council will only commission additional maintained provision in areas where there is insufficient provision and a need can be demonstrated for additional provision. Lancashire County Council undertakes an annual exercise to assess the sufficiency of childcare across the county. This is managed by the Quality and Continuous Improvement Service. Further details can be obtained from the team on 01772 531555. Information on the Free Early Education funding for 2, 3 and 4 year olds can be found at:

<http://new.lancashire.gov.uk/children-education-families/childcare-and-family-support.aspx>

The county council will take into account the following factors when considering proposals or responding to consultations from maintained primary schools to add nursery classes:

- The existing pattern of early years provision in the area, including provision in the private, voluntary and independent sector (quantity, quality, breadth, viability and effects on the overall value for money / affordability of early years provision in the area if additional provision is established);
- The future pattern of early years provision in the area, (quantity, quality, breadth, viability and effects on the overall value for money / affordability of

the future early years provision in the area if additional provision is established);

- Evidence of parental demand;
- Effects on the viability of nearby early years providers, (particularly the scale of the effect compared to the provider(s) size);
- The educational standards at the school(s) proposing expansion;
- The capital costs of the proposals, including future capital costs where the numbers of eligible children are expected to rise;
- Viability of the proposal's planned numbers, taking into the sufficiency data and nearby high quality early years providers who are expanding or have spare capacity;
- The sustainability of the budget proposal in the long term;
- The admission arrangements which must be compliant with the Admissions Code
- Any consequences for resourcing the Reception to Year 6 curriculum at the school.

Post 16

Under section 15ZA of the Education Act 1996, the county council has a statutory duty to secure sufficient and suitable education and training provision to meet the reasonable needs of all young people in their area, by influencing and shaping provision through local partnerships and by identifying gaps, enabling new provision and developing the market. The young people covered by this statutory duty are those aged 16-19 and those aged 19-24 who have a learning difficulty and/or disability and are the subject of a learning difficulty assessment.

The Learning and Skills Team has produced a Statement of Priorities document which outlines the priorities and actions needed in order to meet this statutory duty. As well as meeting the statutory duty, this statement will help to support the achievement of the objectives outlined in Lancashire's Youth Employment Strategic Framework (YESF).

The main issues outlined in this document are summarised below:

- Participation by Lancashire young people is not increasing. This is a key priority in Lancashire, which is further enhanced through the introduction of Raising the Participation Age (RPA). All partners and stakeholders must take positive action to address this key priority, with a clear focus on 16-18 FE participation; 16-18 Apprenticeship participation; improving impartial Information, Advice and Guidance (IAG); and identifying and removing barriers which are preventing young people from participating
- All partners must work together to reduce the number of NEET (Not in Education, Employment or Training) and Not Knowns in Lancashire through a range of actions such as data sharing and information exchange,

focused/personalised IAG and improved support for those young people identified as at risk of becoming NEET

- All providers of EFA funded provision must ensure that their provision offer meets with Study Programme requirements, with specific emphasis on the delivery of GCSE English and maths where required
- Education and training providers should review their curriculum offer to ensure that young people are enabled to access clear progression routes into sustainable employment and further learning, with a focus on the LEP priority sectors and apprenticeships at level 3
- All partners and stakeholders must ensure that each young person, regardless of their background, is aware of the various education and training opportunities available to them and that they are fully supported to allow them to achieve and progress to their full potential
- Building on the improvements made to date, the attainment gap for both young people eligible for FSM and for young people with SEN must continue to be narrowed, ensuring that young people from disadvantaged backgrounds are able to achieve in line with their peers
- Providers should ensure that their provision is aligned to the Lancashire LEP Priority Sectors to provide young people with the best opportunity for progression into sustainable employment
- All IAG given to young people must reflect the real opportunities in the local labour market and provide information on all education and training routes related to the growth sectors within the county
- All partners and stakeholders must work together to develop an inclusive provision offer across the different learning routes

The county council will review and update the information in this document periodically. This will enable the current position to be shared and will allow us to see the progress being made towards the range of priorities above, as well as the contribution towards the achievement of the Lancashire Youth Employment Strategic Framework objectives.

A copy of the full Statement of Priorities can be obtained by contacting Sarah Hirst from the Learning and Skills Team at sarah.hirst@lancashire.gov.uk.

SECTION 2: STRATEGY FOR SCHOOL PLACE COMMISSIONING

The political, environmental and economic landscape has changed dramatically over recent years, touching all areas of Lancashire County Council responsibility including its role in relation to school organisation. School organisation is integral to facilitating school improvement and striking the right balance between supporting schools and championing the interests of children and families is vital.

County Council Statutory Requirements

The Education and Inspections Act 2006 placed a duty on local authorities to act as commissioners, rather than providers, of school places. Local authorities are under a statutory duty to:

- Ensure there are sufficient school places in their area
- Promote high educational standards
- Ensure fair access and equal opportunity
- Promote the fulfilment of every child's educational potential
- Promote diversity in provision
- Expand popular and successful schools
- Increase opportunities for parents to access schools of their choice

As commissioner of school places, Lancashire County Council will be the 'proposer' for the majority of proposals that address strategic need in an area. However, mainstream schools may also make and determine their own proposals and the [School Organisation Regulations 2013](#) provides measures for mainstream schools to expand or alter the age range (except for adding or removing a sixth form) without needing to undertake statutory consultation. The School Organisation Unit website at: <https://www.gov.uk/government/collections/school-organisation> contains full guidance on making changes to school organisation and provides links to relevant statutes.

The County Council has produced guidelines for schools wishing to make changes which include Lancashire County Councils position statement in terms of future impacts on accommodation and schools' capital. The guidelines can be found at: https://schoolsportal.lancsngfl.ac.uk/security/login.asp?page=/view_sp.asp?siteid=4471&pageid=42022&e=e

Please note, this link is only available to Lancashire schools registered on the Schools Portal

Factors to be taken into Consideration When Proposing to Alter School Provision

Sufficient school places

A basic requirement of the school place commissioning strategy is that it ensures that there are the right numbers of school places, of the right type, in the right areas. In other words, that school provision reflects parental demand for places and does not involve excessive travel for pupils.

It is desirable for schools to be at the centres of the communities that they serve in order to provide easy access to their facilities by children, young people and their families, and the resident community. Lancashire County Council will seek to commission school places at schools and in areas that provide easy access in terms of travelling distance, time and nature of the journey, aiming to facilitate sustainable modes of transport such as cycling and walking. However, this is not always possible, especially in a large county such as Lancashire with many rural communities, and some children routinely make long journeys to school due to the nature of the community in which they live. Lancashire County Council will aim to ensure that disadvantaged groups are not adversely impacted by changes to school locations. A further and important consideration is that Lancashire County Council will seek to commission additional places, when needed, at schools with high levels of parental preference in the local area, in particular those schools that are oversubscribed, wherever possible.

Education standards

Guidance on school organisation is clear that outcomes should lead to school improvement and increased attainment levels. The Government wishes to see a dynamic system in which weak schools that need to be closed are closed quickly and replaced by new ones where necessary; and the best schools are able to expand and spread their ethos and success. Standards information used in planning school place provision includes:

- Attainment scores at key stages 2 and 4
- Ofsted evaluations

This information is coupled with information on deprivation, as measured by entitlement to free school meals and the Indices of Multiple Deprivation, and the amount of pupil progress between key stages in order to set attainment in context. Where a review of school provision proves necessary, including when additional school places are required, Lancashire County Council will seek to reshape provision or provide the additional places so that pupils are able to access schools that offer improved opportunities for achievement and attainment.

Fair access and equal opportunity

In making proposals to alter school provision, the County Council will be mindful of its impacts on access to school places for different sections of the community. The aim will be to maintain a coherent education system where children are not disadvantaged in terms of education opportunity because of where they live or because of their individual circumstances.

Promote the fulfilment of every child's potential

Lancashire County Council has a role as children's champion in the widest sense. The implication for school organisation is that Lancashire County Council must secure places at popular and successful schools, at the same time as supporting schools in challenging circumstances to improve. Lancashire County Council must provide advocacy for parents and also hold schools to account for the use of public resources. However, in doing so, the relationship between schools, Lancashire County Council and elected members needs to be maintained as a strong and positive one.

Lancashire County Council will consider the likely impact of school reorganisations on outcomes for children and young people. Schools will provide or have swift and easy access to a wide range of extended services, providing opportunities for personal development; academic and applied learning; training; addressing barriers to participation and supporting children and young people with particular needs, for example, looked after children or children with special educational needs (SEN) and disabilities.

Promote Diversity

Lancashire has always had a diverse pattern of school provision, owing largely to the significant proportion of voluntary aided schools in the county, and is accustomed to positive working relationships with the nine Diocesan/Church Authorities. Over recent years new providers have been established, including Trust schools and Academies. Lancashire County Council is working in partnership with an increasing number of providers in order to develop a school organisation and capital investment strategy that delivers optimal solutions for local areas. The policy of Lancashire County Council is that all categories of school are of equal value and this principle will be applied when planning and delivering the strategy.

Lancashire County Council has a flexible approach to school place commissioning that aims to benefit local children and is built around the proven success of local providers. However, there is a balance to be struck between welcoming diversity and new provision and the importance of maintaining coherence within the school system.

Lancashire County Council seeks to maintain or increase levels of diversity and choice for parents wherever possible. However, due to the remoteness of some small communities it must be recognised that a choice of schools is not always possible and that, if parents seek a particular type of provision, it may involve travelling out of the local community.

In reorganising school provision, the aim will be to maintain the balance of denominational provision, unless parental preferences via the admissions process provide evidence that change is required. In considering places at voluntary aided schools, Lancashire County Council works in partnership with the appropriate Diocesan and Church Authorities, from inception to completion of the review.

Expand popular and successful schools

Lancashire County Council will seek to provide additional places, when needed, at existing schools that provide outstanding or good standards of education, as judged by Ofsted, wherever possible. Particular attention will be paid to the effects of proposals on groups that tend to under-perform including children from certain ethnic groups, children from deprived backgrounds and children in care, with the aim of narrowing attainment gaps.

In addition to high education standards, we would seek to expand schools that have high levels of parental first preferences for admission, wherever practicably possible, in particular, schools that are regularly oversubscribed. This approach provides parents with increased opportunities for obtaining a preferred school place for their child.

Where the expansion of an existing school is not possible or not appropriate, and additional school places are required, Lancashire County Council will commission a new school. The Education Act 2011, and non-statutory guidance, contains a presumption that the new school will be an academy or free school.

The process for establishing a new school has been amended by section 37 of the Education Act 2011 and has been summarised in Appendix 5 of this document.

The Education Act 2011 can be found at the following link:

http://www.legislation.gov.uk/ukpga/2011/21/pdfs/ukpga_20110021_en.pdf

School Organisation Challenges

Over the next three years, Lancashire County Council and its partners will need to address a range of issues around school organisation in order to maintain a coherent system that is fit for purpose, stable, and delivering the best possible outcomes for children and young people.

The main issues to be addressed are:

- The urgent need to provide additional primary and secondary places in some parts of the county;
- The sufficiency of suitable education provision for children with special education needs and children who require alternative provision within County;
- The need to keep under review, and take appropriate action where necessary, the fall in secondary school numbers; and
- Continuing to support the educational viability of the high proportion of small schools in the county, where appropriate.

The following sections outline the County Council's approach to each of these areas.

The Challenge in Providing Additional Places

In areas that have been assessed as requiring additional places, the commissioned schools will be selected according to the following criteria:

- Pupil attainment levels (Outstanding or good as judged by Ofsted) and attainment scores at key stages 2 and 4
- High levels of parental first preferences (in particular, oversubscribed schools)
- The current size of the school
- Location of the school relative to population
- Practicalities of expansion on the existing or nearby site
- Costs of expansion
- The governing body's wishes

Lancashire County Council will aim to provide additional places at existing schools, wherever possible and appropriate, rather than commission new provision. The rationale for this approach is to maintain stability in the existing school system; to provide the places in the shortest timescale possible; and to achieve best value for money, within a reduced capital allocation.

Lancashire County Council will not normally seek to expand schools beyond two forms of entry (60 pupils into reception year forming two classes) unless this is the only realistic option in the area; school leadership is strong and good practice is embedded; standards are high; and there are few or no significant challenges in the local area served by the school.

Lancashire County Council will always seek to arrive at a negotiated solution with governing bodies. However, on occasion, Lancashire County Council may need to utilise its school place commissioning powers if an alternative solution is either not available or not considered to offer the same quality of educational opportunity to local children.

Where a new primary school is required, the preference is for school sizes of one form of entry (30 pupils per year group) and above.

The planning window for additional primary places is short and birth information and planning applications are constantly monitored in order to plan ahead effectively. Lancashire County Council will normally wait until at least two, and preferably three years, of increased demand in the area is evident before it makes proposals to permanently expand a school. The reason for this policy is to ensure that permanent places are not created where temporary places would be sufficient; to maintain stability of provision in neighbouring schools; and to reduce the risk around unnecessary capital expenditure. This policy will often mean that schools that are commissioned to provide additional places will have a temporary expansion followed by a permanent expansion once statutory consultation has been completed. However, where the need for places is significant but not sustained, the authority may need to seek 'temporary' solutions to providing the places for one (or occasionally more) years. This may be achieved by providing an expansion or remodel of existing accommodation that can then be converted to other purposes once the large year group has left school, or through the provision of a temporary classroom on site.

The Government expects local authorities to prioritise the provision of additional places alongside significant and/or urgent condition repairs in capital investment strategies. The section on Capital Strategy for Schools provides detailed information and provides proposed priorities for expenditure in 2014/15 to 2016/17.

Special Education Needs

Lancashire County Council will continue to provide a flexible range of provision and support for pupils with additional needs that can respond to the special educational needs (SEN) of individual pupils and parental preferences. Lancashire County Council's strategy is to continue to provide high quality inclusive provision within mainstream schools wherever possible; to age phase special school provision to reflect mainstream provision; and to maximise opportunities to co-locate special schools with mainstream schools in order to create more inclusive settings. Lancashire County Council will only develop proposals for changes in SEN provision that are likely to lead to improvements in the standard, quality and/or range of educational provision.

The [Inclusion and Disability Support Service \(IDSS\)](#) have introduced the Lancashire local offer which brings together information for children and young people with special educational needs and disabilities and their families in one place. Visit the new [special educational needs and disabilities - local offer](#) section for more information for parents and carers.

Alternative Provision

Alternate and Complementary Education and Residential Services (ACERS) Team will be addressing the following challenges over the lifetime of this document:

- Monitoring of commissioned provision and pupil outcomes.

- Improve communication with the development of a website.
- Development of a quality assurance system for independent providers
- Annual reviews of relevant policies.
- Remaining up to date with national trends and developments to inform policy decisions.

Challenges around Small Schools

Not all small schools present challenges or are a cause for concern. Indeed, many of Lancashire's small primary schools and some small secondary schools provide good or outstanding standards of education and are a vital part of the community they serve. The commonly held factor for such schools is that they are intended to be small – they occupy small premises and serve small, often rural, communities.

However, there is another group of small schools that face significant challenges. The Audit Commission, in its publication 'Trading Places' states the following:

Such schools can be grouped under the heading 'schools in difficulty' and can be identified with reference to a basket of measures, such as the near-failure of an Ofsted inspection, declining admissions, high levels of unfilled places, poor and unimproving performance in GCSE exams and high levels of absence by both pupils and staff.Many such schools enter financial, social or educational spirals of decline –or a combination of all three.....The reduced funding that accompanies the loss of pupils makes it harder for a school to address its failingsThis fate compounds the problems of poor intake, poor staff morale and performance, and poor educational quality. Until such schools close or recover, their pupils suffer an unacceptably low quality of education.

Such schools are of concern not merely because of the poor education they offer. They have an adverse impact on an LEA's ability to manage the supply of places and school admissions effectively, since the majority of parents become desperate to avoid sending their children to such schools. This lack of popularity leads to high levels of unfilled places in the schools in difficulty, with a few such schools often accounting for a significant proportion of the LEA-wide problem of unfilled places. It also creates problems of oversubscription and possible overcrowding at other more highly regarded schools, where parents seek sanctuary.

Contributory factors to the 'spiral of decline' described by Ofsted, with particular reference to education standards, are difficulties in attracting and retaining high quality staff; increased staff workloads; and the ability to deliver a broad and balanced curriculum. It can be particularly difficult for small schools to attract and retain the right calibre of individual to lead a school in these challenging circumstances, particularly if it faces additional complexities such as high levels of deprivation, high rates of pupil transience or a disproportionate number of children with English as an additional language.

Small Secondary Schools

Lancashire County Council's preference is for secondary schools of 4 forms of entry - 600 pupils and above. It is recognised that in some exceptional circumstances small secondary schools are a necessity, due to factors such as geographical isolation, and a small number of small secondary schools successfully deliver high quality education and are popular with parents. However, pupil numbers across the secondary sector have fallen significantly over recent years and the effects have not been experienced evenly. The general pattern on an area basis is that the most popular schools have maintained their pupil numbers, whilst the majority of schools have experienced and managed some decline. However, there is a small proportion of schools that have had far higher pupil numbers in the past but are currently experiencing low and declining pupil numbers because many of the available pupils are able to obtain places at other preferred schools. Many of these schools are experiencing difficulties in maintaining and improving education standards whilst, at the same time, managing a declining budget.

Overall pupil numbers at secondary schools are not expected to begin to rise until at least 2018, though intakes are expected to begin to increase in some areas with effect from 2015. In the meantime, strategies are being developed and action plans are being formulated around the small number of secondary schools that are in challenging circumstances. The solution will be different in each case, including supporting the leadership in developing a different curriculum model which is deliverable within a smaller staffing structure; exploring possibilities around partnerships with other high quality education providers; co-location with a local primary school or special school, where appropriate; and collaboration, federation, and foundation status with shared Trusts may offer a suitable solution.

In brokering viable solutions with schools and Diocesan/Church Authorities Lancashire County Council will consider the balance between the need to maintain an educational presence in the area, including the need for particular categories of school, against the need for sustainable and high quality provision.

In circumstances where a robust and sustainable solution cannot be identified, the County Council may have to move towards a structural solution, such as closure. This option will only be taken after all other options have been explored and discounted.

Small Primary Schools

In urban areas, Lancashire County Council preference is for primary school sizes of one form of entry (210 pupils) and above. There are currently 100 primary schools in Lancashire that are below half a form of entry (105 pupils) in terms of pupil numbers, the majority of these being designated rural schools. It is acknowledged that many of these schools provide good or outstanding standards of education and are a vital part of the community they serve.

Where school size is significantly below one form of entry (210 pupils) Lancashire County Council will promote collaboration through to setting up a federation with other appropriate local schools. When a headteacher vacancy occurs or there is already an executive headship, a move towards hard federation with a single governing body and opportunities for pooling budgets and streamlined management structures will be encouraged.

Collaboration and federation provides opportunities to improve standards and parental preferences. Where pupil numbers in the area are expected to increase in the future, collaboration and federation can help to sustain viability until any upturn in numbers occurs and increases the opportunity for schools to capture first preference applications.

If ultimately a school becomes either educationally or financially unviable and a move to reorganisation remains the only option, an established collaboration or federation with another local school can facilitate continuity in governance and staffing, with the reshaped provision being representative of both schools where appropriate.

Other sustainability solutions for small primary schools includes collaboration or federation with secondary or special schools which may or may not include co-location; or foundation status with a Trust shared amongst other schools (primary, secondary or special).

Infant and Junior Schools

There are a number of separate infant and junior schools in Lancashire and we believe that 'all through' primary schools offer better opportunities for the continuity of learning for pupils. When the opportunity arises we will seek to open up discussions with schools and partners with a view to reorganising provision to make one all through primary school.

Schools requiring intervention

For both primary and secondary schools in special measures, with a notice to improve or otherwise identified as requiring intervention, Lancashire County Council will consider a range of options and take action according to the urgency of the

situation and local circumstances. These options will include the feasibility of reorganisation or a change in governance and /or management arrangements. In cases where all options to improve and sustain provision have been investigated and not found suitable, the county council is under a statutory obligation to commence consultation on closure.

Practical Considerations

There is a range of practical considerations that impact significantly on the County Council's ability to deliver according to policy or its preferred options with regards to specific school reorganisation proposals. These are outlined below:

Schools' Capital Funding

The need to provide additional school places will take a significant proportion of the capital allocation for 2014/15 to 2016/17. Lancashire County Council has received a three year allocation for the provision of additional school places and funding for the maintenance of school premises is currently only being provided on a single year basis by DfE. Lancashire County Councils plan for expenditure of the schools' capital programme can be accessed [here](#).

Statutory proposals to alter school provision cannot be published without the necessary capital funding being identified and secured.

Where the county council is commissioning additional school places, it needs to be assured that it achieves value for money. Schools will be provided with any necessary additional accommodation by reference to DfE Building Bulletin area guidelines and curriculum requirements. Therefore, the county council will need to work in partnership with the full range of schools, including Academies, to assess need and arrive at an agreed solution. Diocesan representatives will be included in this process for faith schools.

Due to pressures for additional places, opportunities for the authority to address suitability (fitness for purpose) issues in existing schools are severely restricted. Equally, the need to provide additional places with limited resources may mean that schools may need to consider the reinstatement of classrooms previously adopted for other, non-statutory, purposes. This could include resources such as music rooms; art rooms; after schools clubs; private or voluntary nursery rooms (where lease arrangements allow); nurture rooms and ICT suites. Schools need to be aware of this possibility when considering the conversion of classrooms to other usage. There is a balance to be struck between striving to address school viability; cost effectiveness and stability of provision; and the inclusivity of provision, with the reality of an increasing demand for places and the need to maintain premises with a reduced capital pot.

Planning Permission and Section 77 Consent

The need to secure planning permission and section 77 of the School Standards and Framework Act 1998 consent limits the options for development work at schools in almost all area school expansion programmes. Therefore, whilst the County Council may wish to expand a popular and successful school, site limitations may present an obstacle that cannot be overcome.

Planning permission is required where there are proposals to increase the footprint of a building and in certain other circumstances. For all school expansion programmes, planning permission takes account of highways considerations and how the increased flow of traffic can be safely managed. An informal view from planning officers is taken at the feasibility stage of assessing possible school expansions and it is often the case that some options have to be ruled out because of planning considerations. Where planning permission is required, school organisation proposals may be approved subject to planning consent being obtained.

[Section 77 of the School Standards and Framework Act 1998](#) is the Secretary of State's policy to protect school playing fields and public land. It requires schools or the county council to seek the consent of the Secretary of State for Education to dispose of, or change the use of land used by schools.

Section 77 consent must be sought when seeking to build any extension which builds on the school playing fields. If the remaining playing field is then below a specified size (depending on the phase and size of the school) section 77 consent may be denied.

School Net Capacity and Published Admission Numbers

Schools' net capacities are derived from the number, size and use of teaching areas. The Department for Education's methodology is used to calculate a range of workplaces in a school and also indicates an appropriate admission number for a school whilst providing the authority with a measure against which to assess surplus places and overcrowding.

Published admission numbers are normally set at, or slightly above, the indicated admission number level and should be within the maximum and minimum range of workplaces. Schools should be aware when planning any building projects that provide additional teaching areas that will, consequently, increase the indicated admission number. This could lead to a request from the authority to take additional pupils, by increasing the published admission number. Conversely, the removal of accommodation from school use (e.g. a temporary classroom) may decrease the net capacity and should lead to a school considering whether a downward adjustment to the published admission number may be required in order to avoid the possibility of future overcrowding. Schools adding or removing capacity should be aware of the implications on both the level of surplus places and the admission number of the school and **must** inform the authority of any changes to their accommodation which may affect the net capacity.

As the authority needs to be aware of the availability of places at all schools in the county in order to fulfil its statutory responsibility to provide sufficient school places, there is a requirement for academies and free schools within Lancashire to share information on their admission numbers and capacity of their building.

The School Places and Access service will provide advice and guidance upon request to schools considering alterations to premises. This will include impact on the sufficiency of premises and published admission numbers.

Existing Premises and Sites

In drawing up options and proposals around reshaping provision and / or providing additional places, Lancashire County Council will conduct an option appraisal on existing premises and sites to inform feasibility. The issues to be considered will include:

- The condition and suitability of existing premises;
- The ability to expand or alter the premises, including temporary arrangements whilst works are in process;
- The works required to expand or alter the premises and the estimated costs of the project;
- the size and topography of the site;
- road access to the site, including safety issues;
- The likelihood of obtaining planning consent and section 77 consent, if required.

Alterations to school premises and new build schools are subject to planning development consent. This process will consider the impact of the proposals on the local community, in terms of location of premises on site, alterations to traffic conditions and road safety issues. Lancashire County Council will seek to obtain an informal view from the Planning Authority prior to commencing consultation on proposals to alter school provision.

In most cases premises expansions will require consent from the Department for Education to build upon outdoor space. The Department for Education makes it clear that consent cannot be presumed and this could present an obstacle to expanding some schools that would otherwise be ideal for development.

16 – 19 Provision

As the Cabinet Member for Children, Young People and Schools will make the final decision on such proposals, it is advisable that, before starting the consultation process you liaise and consult with the county council, to ensure the LA will continue to meet its statutory duty to provide enough school places for the children of Lancashire and to check that the proposals are possible within the school's desired timescales.

The School Organisation guidance contains a strong presumption that proposals to add a sixth form by high performing schools should be approved. However, the decision making process will be informed by additional factors:

- The existing pattern of post 16 provision in the area , including provision in neighbouring local authorities (quantity, quality, breadth, viability and effects on the overall value for money / affordability of post 16 provision in the area if additional provision is established);
- The future pattern of post 16 provision in the area, including provision in neighbouring local authorities, for example plans for new establishments such as Studio Schools, University Technical Colleges and Free Schools (quantity, quality, breadth, viability and effects on the overall value for money / affordability of the future post 16 provision in the area if additional provision is established);
- Evidence of parental and student demand;
- Evidence of local collaboration;
- Evidence of the need for the proposed curriculum in the area; for example will the sixth form curriculum engage young people that are not in education, employment or training (NEET) or displace learner numbers that would have otherwise participated in neighbouring learning institutions?;
- Effects on the viability of nearby high quality post 16 providers, (particularly the scale of the effect compared to the provider(s) size);
- Evidence of the intention for the proposals to lead to higher standards and improved progression routes;
- The educational standards at the school(s) proposed for expansion;
- The capital costs of the proposals, including future capital costs where 11 – 16 pupil numbers are expected to rise;
- Viability of the proposal's planned numbers, taking into account population projections, young people who are NEET (dependent on proposed curriculum, see above) and nearby high quality post 16 providers who are expanding or have spare capacity;
- The sustainability of the budget proposal in the long term;
- The admission arrangements which must be compliant with the Admissions Code;
- Any consequences for resourcing the 11-16 curriculum at the school.

Where the need for additional sixth form provision is not evident but the proposals are from a high performing school, the county council may approve the proposals provided that:

- There is no impact on the schools' capital programme, either at the time of expansion or in the future;
- There is no impact on the school's accommodation for Y7 to Y11, either at the time of expansion or in the future, when the school may be filled to its admission number across all year groups; and

- The governing body agrees that the published admission number for Y7 will not be reduced.

Having considered the above, where any Governing Body is considering expanding their school or changing their age range by adding a Sixth Form, they should ensure that they comply with the appropriate DfE School Organisation Regulations and timescales found in Appendix 5 of this document.

Views of Interested Parties

There are two consultation stages to school organisation proposals that must be conducted in accordance with School Organisation Regulations and Guidance. A summary of the consultation process can be viewed at:

<https://www.gov.uk/government/publications/school-organisation-maintained-schools>

As the commissioner, Lancashire County Council will make the final decision on the majority of school organisation proposals; with the exception of new academy schools (see section on Diversity). In doing so Lancashire County Council will consider the views of all those affected by the proposals or who have an interest in them including: pupils; families of pupils; staff; other schools and colleges; local residents; diocesan bodies and other providers; neighbouring local authorities; any other relevant local partnership or group that exists in the area. This includes the consideration of comments submitted during the statutory representation period. Lancashire County Council will not simply take account of the numbers of people expressing a particular view when considering representations made on proposals but will give the greatest weight to representations from those stakeholders likely to be most directly affected by the proposals, for example the parents of children who might be eligible to attend proposed new or expanded provision.

Schools wishing to expand or alter the age range outside of the County Council commissioned processes

As a consequence of the changes introduced by the School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013, governing bodies of all categories of mainstream school can now make the following changes to their schools without following a formal statutory process:

- Expansion (enlargement of premises);
- Alteration of upper or lower age limit by up to two years (except for adding or removing a sixth-form)

Governing bodies considering making these changes are advised to refer to Department for Education guidance: [School Organisation Maintained Schools: Guidance for Proposers and Decision Makers](#) published in January 2014.

A [guidance document](#) has been produced to support schools through this process. The guidance sets out Lancashire County Council's position statement and contains supplementary guidance in respect of the above changes, which governing bodies may find useful to consider prior to embarking on a change to school organisation. *Please note, this link is only available to Lancashire schools registered on the Schools Portal*

Completed Projects

Barnoldswick Church of England Primary School

To address the growth in the number of births in Barnoldswick, the Cabinet Member for Children and Schools agreed to expand Barnoldswick CE school to double its intake from 30 pupils a year to 60 in March 2012.



The schools existing site on York Street was too small to accommodate the additional pupils, so the school moved in to a purpose built school, co-located on the existing site of West Craven High Technology College.

The build was completed Summer 2014 and will open its doors to 60 new pupils in September 2014.



Bowerham Community Primary School, Lancaster

In 2010 it became apparent permanent primary school age places were required in the Lancaster area from September 2012, schools were invited to expand and Bowerham came forward, proposing to increase their intake each year from 60 to 90 pupils per year.

The Cabinet Member for Children, Young People and Schools approved the decision to expand Bowerham Primary School on 9th May 2011.

The school gained a new set of classrooms and resource space to increase the size of the school by an extra 210 pupils.



SECTION 3: SCHOOLS' CAPITAL STRATEGY

Capital Strategy for Schools 2014/15 to 2016/17

The James Review recommended that future capital allocations should focus on the need for high-quality school places and the condition of facilities, with key Government priorities also featuring in expenditure decisions. Lancashire County Council's current priorities for investment are set out below.

In March 2013, Lancashire County Council received a two year allocation for Basic Need for the provision of additional school places during the financial years 2013/14 and 2014/15. In December 2013, the Government announced details of the County Council's Basic Need allocation for a further two years – 2015/16 and 2016/17. In a further announcement in January 2014, the County Council was issued with a one year only schools capital maintenance allocation.

In June 2014, Cabinet Member for Children, Young People and Schools [approved a three year capital strategy for schools](#) covering the years 2014/15 to 2016/17. The strategy assumed the same level of funding for capital maintenance for future years to that which had been received for 2014/15.

Capital Investment Strategy for Schools

The Strategy for the Provision of School Places and Schools' Capital Investment identifies three main strands, in the following priority order, for capital investment for the foreseeable future:

- Supporting growth to respond to demand for places
- Targeted investment in mainstream and special schools
- Strategic maintenance of the building stock

Due to pressure for additional school places it is anticipated that the majority of the capital allocation will be used for this purpose over the timeframe. With regards to targeted investment, the emphasis over the next three years will be as follows:

- Regularising (by increasing) admission numbers at primary schools in areas of high demand for school places to make them compatible with class size 30 requirements;
- Identified projects in special schools and short stay schools, including the provision of additional places and addressing serious suitability and condition issues; and
- Suitability projects in mainstream schools, aimed at addressing accommodation issues that impeded the delivery of provision either

- As identified by Ofsted
- In schools identified as 'requiring improvement' by Ofsted, particularly in geographical areas of high school place demand.

Capital Funding Available 2014/15 to 2016/17

Lancashire County Council's maintained Schools' Capital allocation is as follows:

	2014/15	2015/16	2016/17	Total (BN)
Basic Need (to support the provision of additional places across all schools including voluntary-aided (VA) schools, open academies, and any new free schools where they address basic need pressures)	8,927,397	8,467,705	8,891,090	26,286,192
Maintenance (to support local priorities and larger projects at non-voluntary aided LA maintained schools)	12,711,690			
Maintenance LCVAP Local Authority Co-ordinated Voluntary Aided Programme (to support the strategic needs of VA schools in conjunction with Diocesan Authorities)	9,656,602			
Devolved Formula Capital (DFC) (all LA maintained schools (provisional amount) direct to schools)	4,517,120			

The DfE has recently concluded a property data survey to provide up to date, validated condition information across the entire school estate. From 2015/ 16 maintenance funding will be determined by utilising the DfE property data survey and, therefore, allocation amounts to individual local authorities could change.

Capital Programme 2014/15 to 2016/17

The three year programme has been set by assuming that the same level of maintenance funding will be received in 2015/16 and 2016/17 as was received in 2014/15. The three year programme will need to be adjusted to take account of changes to maintenance funding as a result of the DfE property data survey and variance between estimates and actual costs for individual projects.

Expenditure on the schools' capital programme is phased over a number of years and the programme reflects carry over from previous year's allocations.

Proposed new starts with the total anticipated costs are provided below

Basic Need

Commitments

Current Projects which started in September 2014 or earlier are:

Morecambe Grosvenor Park	£334,000
Morecambe Greatwood	£1,618,000
Morecambe Westgate	£2,962,000
Barnoldswick CE	£5,269,000
Reedley Primary School	£2,086,000
Nelson St Pauls	£5,198,000
Nelson Lomeshaye	£3,282,000
Chorley Trinity CE/Meths	£2,700,000
Lytham Heyhouses	£5,419,000
Padiham St Leonards	£1,681,000
Oswaldtwistle St Andrews	£1,160,000
 Total Commitments	 £31,709,000

Future Growth in Pupil Places

Projects required to provide additional permanent and Temporary school places in: Morecambe; Lytham; Chorley Central; Euxton; Leyland and Preston East	£20,050,000
 Regularising published admission numbers in growth areas	 £3,000,000
 Reserve (to address unplanned for need)	 £3,500,000

Targeted Investment

Projects in special and short stay schools	£5,550,000
Suitability projects at mainstream schools	£4,250,000
Access projects at mainstream schools for pupils with disability	£750,000

Maintenance

Strategic maintenance of the building stock	£11,290,000
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Contingency and charges	£4,008,000
Commitments on 2013/14 and earlier years projects	£60,408,000
Grand Total	£144,515,000

Devolved Formula Capital 2014/15

This is an annual capital grant made to schools based on a lump sum plus an amount per pupil formula and is designed to enable schools to address building and ICT needs identified in asset management and school development plans. The amount provided is provisional and is based on published lists (November 2013) of open Academies and those intending to open by 1 April 2014.

The provisional allocation is as follows:

Per School	Per Primary Pupil	Per Secondary Pupil	Per boarding pupil, PRU pupil or special school pupil
£4,000	£11.25	£16.88	£33.75

The lump sum and formulaic amounts per pupil are the same in 2013/14 as they were for the previous year.

Universal Infant Free School Meals

The DfE allocated £3.3 million across the Community, Voluntary Controlled and Voluntary Aided sectors to equip schools to be able to comply with the provision of infant free school meals with effect from September 2014. This funding has already been allocated to schools based on need.

Supporting Growth

There is a short planning timeframe for the addition of primary places and Lancashire County Council will normally only make plans for permanent additional provision where there are at least two, and preferably three years of projected demand exceeding current supply. This policy is aimed at minimising the risks of:

- providing additional places where they are not required longer term, thereby creating instability and rendering other local schools vulnerable; and
- incurring unnecessary capital expenditure, impacting on the ability to progress projects at other schools.

Due to the consultation requirements this policy will often mean that temporary accommodation will need to be provided for the first year of expansion (or even

longer if there are unanticipated delays to the project), which will be removed following completion of a permanent expansion.

It is critical that additional resources are levered in, wherever possible, including an imperative for district councils to secure contributions on behalf of Lancashire County Council from housing developers where a development will have an impact on school places in order to mitigate the effects of planned housing developments on education infrastructure. The introduction of the Community Infrastructure Levy in 2010 has led to closer working relationships with district planning authorities in assessing the impact on sites with the potential to deliver future housing developments. This shared knowledge will continue to inform the Community Infrastructure Levy charging schedules to mitigate the effects of education infrastructure. District councils will be encouraged to secure contributions from developers for the rise in pupil numbers directly attributable to the developments, estimated through the application of pupil yield formulae and using Department for Education cost multipliers. The contributions requested, if secured, will cover only part of the cost of providing the additional places and will be spent on school provision within the local area.

It is important that this principle is adhered to in order to ensure that children from new developments (and the surrounding areas impacted on by the development) are able to access a local school place.

Within the Section 106 agreements or Community Infrastructure Levy (the process of requesting and securing financial contributions from housing developers for a range of additional public services required as a direct result of the development) Lancashire County Council will request education contributions paid to agreed timescales and for good quality school sites to be provided, where justified.

School initiated expansion

It should be noted that where individual schools wish to expand and/or increase their admission number and where Lancashire County Council is not satisfied that there is a need for additional school places in the area, schools will need to fund any build requirements and additional revenue expenditure from within their own resources. Schools will need to consider the sustainability of any plans through the medium and long term and how they plan to address resultant premises related matters. For example:

- An increase in an admission number may not immediately require additional accommodation but will do so in the future if the school continues to grow in numbers year on year;
- The use of temporary accommodation to facilitate an increased admission number will require replacement or permanent build in the longer term.

Further information on school initiated expansions and the issues that schools are advised to consider prior to undertaking one are provided on the [Schools Portal](#) for Lancashire schools.

Alternative use of school premises

Where schools have used surplus accommodation for community use and subsequently experience a rise in pupil numbers, leaving the school with a shortage of accommodation for statutory age pupils, Lancashire County Council will expect that the community use ceases and that the accommodation reverts back to its original use. Schools need to factor this policy into any decision to lease accommodation to community users and a break clause in the lease is advised in order to protect Lancashire County Council's statutory responsibilities around school place provision.

Appendices

Appendix 1 – District Information

Appendix 1 provides school information for each district, including maps, numbers on rolls, school capacities and surplus places.

Appendix 2 – Birth Data

Appendix 3 – Special Schools

Appendix 4 – Short Stay Schools

Appendix 5 – School Organisation Regulations 2013

Appendix 6 – Establishing a New School