

Lancashire County Council

Education and Children's Services Scrutiny Committee

Tuesday, 9th November, 2021 at 10.30 am in Committee Room 'A' - The Tudor Room, County Hall, Preston

Agenda

Part I (Open to Press and Public)

No. Item

1. Apologies

2. Disclosure of Pecuniary and Non-Pecuniary Interests

Members are asked to consider any Pecuniary and Non-Pecuniary Interests they may have to disclose to the meeting in relation to matters under consideration on the Agenda.

3. Minutes of the meeting held on 5 October 2021 (Pages 1 - 6)

4. Draft Education Strategy 2022-2025 (Pages 7 - 26)

5. Draft School Place Planning Strategy 2022-25 (Pages 27 - 56)

6. Education and Children's Services Scrutiny Committee Work Programme 2021/2022 (Pages 57 - 64)

7. Urgent Business

An item of urgent business may only be considered under this heading where, by reason of special circumstances to be recorded in the Minutes, the Chair of the meeting is of the opinion that the item should be considered at the meeting as a matter of urgency. Wherever possible, the Chief Executive should be given advance warning of any Member's intention to raise a matter under this heading.

8. Date of Next Meeting

The next meeting of the Education and Children's Services Scrutiny Committee will be held on Tuesday 7 December 2021 at 10.30am at County Hall, Preston.

County Hall
Preston

L Sales
Director of Corporate Services

Lancashire County Council

Education and Children's Services Scrutiny Committee

Minutes of the Meeting held on Tuesday, 5th October, 2021 at 10.30 am in Committee Room 'A' - The Tudor Room, County Hall, Preston

Present:

County Councillor Andrea Kay (Chair)

County Councillors

J Berry	J Mein
S Barnes	M Salter
A Cheetham	A Sutcliffe
S Clarke	R Swarbrick
S Hind	R Woollam
T Hurn	B Yates
S Malik	

County Councillor Azhar Ali replaced County Councillor Nweeda Khan for this meeting.

Also welcomed to the meeting were Ambarin Quadri and Matthew Truongm, representing the Youth Council.

1. Apologies

Apologies were received from County Councillor Azhar Ali, County Councillor Stewart Jones, Daniel Ballard, Co-Optee Voting Member representing Church of England Schools, and Simon Smith, Co-Optee Voting Member representing Roman Catholic Schools.

2. Disclosure of Pecuniary and Non-Pecuniary Interests

None were disclosed.

3. Minutes of the meeting held on 1 September 2021

Resolved: The minutes from the meeting held on 1 September 2021 were confirmed as an accurate record.

4. Maintained Nursery School Consultation Update

The Chair welcomed to the meeting Andrew Cadman, Interim Head of Early Years, and Julie Bell, Director of Education, Culture and Skills.

The report presented informed the committee that maintained nursery schools in Lancashire possessed a rich source of skills and knowledge. This was reflected in how they were graded in their inspections by Ofsted, with the quality of delivery being highlighted. The maintained nursery schools had served some of the most deprived communities in Lancashire for decades and were integral to the history and cultural make-up of those communities.

The current context was very different from when most of the maintained nursery schools were established, and to ensure their ongoing viability, adjustments needed to be considered, opportunities needed to be seized, with transparency and accountability being key.

The committee was also provided with a presentation on the Maintained Nursery School Consultation Update. Some of the points raised by the presentation were as follows:

- Maintained nursery schools were controlled by the local authority.
- They received their funding through the Early Years block. They also received a supplementary funding for the additional costs of deliverance.
- Lancashire had 24 maintained nursery schools which was the second largest after Birmingham.
- In January 2020 agreement was obtained from Cabinet to undertake a formal consultation. However, due to significant changes arising as a result of the pandemic, this was not carried out.
- However, a more comprehensive review was undertaken with responses from all 24 maintained nurseries.
- As part of the review the long-term financial forecasts of the maintained nurseries were looked at and what their challenges were.
- Regarding staffing, it was all about sharing information and knowledge to improve services.
- It was important that the maintained nurseries were providing an offer that worked for their communities.
- In terms of Ofsted inspections, it was vital that Ofsted had the right support if required.
- Maintained nurseries in Lancashire had a disproportionate number of children with SEND. The Early Years Team was working closely with the Inclusion Team around SEND.
- Many of the maintained nurseries had rentable spaces and some had been successful in renting these spaces out and some not so successful.
- Regarding next steps there would be a sector wide consultation on Early Years Funding Formula Allocation.
- Cabinet was to consider a further financial report for Maintained Nursery Schools in the new year.

Comments and questions raised were as follows:

- It was noted that out of the 24 maintained nursery schools in Lancashire, 19 of them were situated in East Lancashire. It was pointed out that Wyre was one of the areas with the largest housing increase in Lancashire. There was concern over the Fleetwood area not having a maintained nursery school. Members were informed that maintained nursery location was historical but it was important to ensure the quality of provision being delivered across the county as a whole.
- It was important for Lancashire County Council to look at what it could do differently so that costs did not affect the delivery of services which involved more holistic discussions with property services as well as finance.
- It was pointed out that funding from central government had been confirmed for the autumn and spring terms but as yet funding had not been confirmed for the summer term. The funding formula had been changed about four years ago so now it generally ran on a cycle of two terms, one term. This created a number of challenges but there was a general commitment to the future of maintained schools. However it was vital for head teachers to have timescales in place so they could start planning.
- There were general concerns raised about how long financial support would be in place for maintained nursery schools.
- Members enquired if it was possible for Lancashire County Council to write to Government asking for some early intervention in establishing a timeline around funding and addressing the gaps in provision. It was confirmed that as a local authority, this had been undertaken and continued to be challenged.
- Members had hoped for more data and information in the report provided so as they could do more analysis. It was pointed out that the report presented to the committee was a summary report of a report provided to the maintained nursery schools in the summer which had significantly more data. The data and information from the report could be shared with the committee.
- The committee enquired about when the analysis of maintained nursery schools' rates of progress and value added had been done, and whether the medium and long term impact of Covid had been taken into account. This was confirmed and information would be provided to members on what the Ofsted Inspection Framework looked like for the Early Years Sector and the Maintained Nursery Schools.
- It was noted that most of the maintained nursery schools had stayed open throughout the pandemic. Members were concerned about how many hours the professional staff were working due to this and expressed their appreciation for the amount of work they had done.
- The committee was pleased with the volume of work undertaken in supporting maintained nursery schools from the financial perspective.

Resolved: That;

- i. Information provided in the report and presentation be noted.
- ii. Future reports to Cabinet on the delivery of maintained nursery provision be included on the work programme.
- iii. Inclusion of future consultations on funding in the Early Years Sector on the work programme be agreed.

5. Work Programme 2021/2022

The Committee received a report which provided information on the work programme for the Education and Children's Services Scrutiny Committee.

The topics included in the work programme were identified at the work planning workshop held on 5 July 2021.

Regarding the School place Provision Strategy 2021-26 set for the 5 November meeting the committee would like to discuss the perceived lack of Section 106 funding on planning applications and reviewing needs within new building developments and what the capacity was for every school within each committee member's district.

The committee also wanted to look at the costs around the decreased need for provision and also how Lancashire County Council could become a statutory consultee for planning applications. In addition to this, was the forward planning completed by the local planning authorities and how they work in tandem with health authorities.

Linking to the previous item on maintained nurseries was to consider maintained nursery schools/early years provision and how it sits within school place planning.

The impact of Covid was raised and its impact on attainment in schools across Lancashire. It was agreed that the catch up plans and funding could be included as part of the attainment report due to come to the committee in February.

Another issue raised was about what Lancashire County Council was doing to support children living in poverty and what it was doing to mitigate the situation. This was agreed to be included as part of the future work programme.

Consideration requested to be given around the PSHE curriculum and whether it remains fit for purpose around life planning for young people.

Resolved: That;

- i. The report presented be noted.
- ii. Additional topics identified be included in the work programme.

6. Urgent Business

There were no items of Urgent Business.

7. Date of Next Meeting

The next meeting of the Education and Children's Services Scrutiny Committee will be held on Tuesday 9 November 2021 at 10.30am at County Hall, Preston.

L Sales
Director of Corporate Services

County Hall
Preston

Education and Children's Services Scrutiny Committee

Meeting to be held on Tuesday, 9 November 2021

Part I

Electoral Division affected:
(All Divisions);

Draft Education Strategy 2022-2025

(Appendix 'A' refers)

Contact for further information:

Delyth Mathieson, Head of Service, Education Improvement (01772) 530700

Delyth.mathieson@lancashire.gov.uk

Executive Summary

This report presents the draft Lancashire's Education Strategy 2022-2025 for consideration. The Strategy is due to be reported to a future meeting of Cabinet for approval.

The Education Strategy sets out our priorities for Education for the next three years. It is anticipated that an annual report will be presented to the Education and Children's Services Scrutiny Committee against the key priorities within the Strategy.

The Strategy links with the following Corporate Priorities (agreed at Cabinet, 7 October 2021):

- Delivering Better Services
- Caring for the Vulnerable
- Protecting our Environment
- Supporting Economic Growth

Recommendation

The Education and Children's Services Scrutiny Committee is asked to:

- Consider the draft Strategy and support the priorities set out within it.
- Support the request for an annual reporting cycle through the Education and Children's Services Scrutiny Committee.
- Discuss and agree any further recommendations for consideration by Cabinet.

Background and Advice

Lancashire has much to celebrate in terms of educational outcomes. Year on year at all age phases Lancashire performs in line with national comparators. This means that most children do well academically in our Lancashire schools and settings. By settings we mean we mean nursery education, specialist colleges etc.

Our aspiration is high for all children and young people, regardless of their starting point and, as a large and diverse county, we know that some children do much better than others and from different starting points. This differential of experience underpins the purpose of this Education Strategy and it is also articulated clearly within the Children and Young People's Strategic Board vision where the emphasis is on '**All children achieving their full potential**'.

The ambition of the Education Strategy is to support integration across services so that barriers to learning can be overcome, particularly for those vulnerable groups including those eligible for Free School Meals (FSM), Children In Need (CiN), children with a Care Plan (CP), and Children Looked After (CLA), as well as those with Special Educational Needs and Disabilities (SEND) support and those with an Education Health and Care plan (EHCP). This will be realised through the implementation of the Team around the School and Settings model that will facilitate a partnership response to persistent issues that are preventing children and young people from achieving their full potential.

The vision of the county council is that we are helping to make Lancashire the best place to live, work, visit and prosper.

We will continue to focus on addressing the inequity of experience across the county by adopting a warranted variation locality approach. Using data intelligently, feedback, Quality Assurance/audit processes, analysis of complaints, and working with schools and settings, support will be targeted to ensure that there is a partnership approach to delivering these five key priorities:

- Improved outcomes in early years
- Further reduce exclusions, both permanent and suspensions
- Address risks associated with rising numbers of Elective Home Education (EHE) where this is not in the best interests of the child
- Improve outcomes for vulnerable groups including those eligible for Free School Meals, Children in Need, children with a Care Plan, and Children Looked After, as well as those with SEN support and those with an EHCP
- Increase the number of children and young people in Education, Employment and Training (EET)

Consultations

It is vital that the Education Strategy and its delivery mechanisms are co- owned and co-delivered by all the key stakeholders across the county with a vested interest in education. For this reason, a consultation timeline was developed to ensure that all key stakeholders were able to contribute to it. The consultation timeline began in March 2020 with all schools and governors consulted through a series of roadshow

events on the delivery mechanism of Team around the School and Settings. Following the onset of the pandemic, further consultations have taken place on the Education Strategy with representative groups including Headteacher groups, Governor groups, Maintained Nursery School headteachers, and Diocesan and faith representatives.

Implications:

This item has the following implications, as indicated:

Risk management

The Local Authority's position within education has changed with schools having increased autonomy through the growth of academisation.

All local authorities are seeing a growth in terms of the numbers of academies albeit that the majority of our Lancashire schools are still maintained. Therefore, in Lancashire, the need for a coherent vision that reaches out to all schools for education is even more important as more of our schools convert to academy status by joining or becoming Multi Academy Trusts (MATs). Despite this mixed market economy of providers, there remain statutory duties set out within education legislation including the Education Act 2011.

Currently there are:

- 175,701 pupils at 628 schools.
- 56 schools are academies and 572 maintained by Lancashire County Council
- 2,386 attended nursery schools
- 101,399 children attended primary schools
- 67,694 children attended secondary schools
- 3,069 attended special schools
- 906 pupils attended pupil referral units

Without a clearly articulated vision for education, the county council is at risk of exacerbating the impact of COVID on educational outcomes. Prior to the pandemic, a gap existed between all children and those in more challenging circumstances, the Education Strategy will address these inequities through a collaborative, partnership response that uses data and local intelligence to relentlessly drive educational excellence for all.

The Education Improvement team is committed to ensuring that collaborative school improvement delivers high quality provision in all areas. There is recognition of the need to ensure that all Lancashire schools maintain an inclusive approach to education that meets the needs of all learners, particularly within the context of the pandemic, and learning from that experience so that:

- Outcomes for children and young people are good or better across all stages

- Inequalities and inequities are addressed and improve outcomes so that all children and young people achieve well, with particular focus on those in priority groups
- There are sufficient quality places for our youngest children in early years, that deliver good outcomes for all and plan effectively to meet future demand
- Deliver high quality primary provision based on a rich, connected curriculum that deepens learning and equips pupils for the demands of secondary school
- Provide a rich, inclusive and engaging secondary curriculum that enables all learners to achieve at least expected progress and prepares them for post 16/18.

Finance

The cost of delivering the Education Strategy, and the implementation are integral to the current budget. There will be no additional costs.

Legal

Relevant legal frameworks that underpin this strategy are the Equalities Act 2010 and education legislation including the Education Act 2011 and the Academies Act 2010 as well as relevant legislation including but not limited to the 1996 Act, Education and Inspections Act and Children and Families Act 2014 and the regulations and guidance issued under them such as Schools Causing Concern.

List of Background Papers

Paper	Date	Contact/Tel
Annex 1: Pillars of the Strategy	October 2021	Delyth Mathieson, (01772) 530700
Our Vision for Lancashire, Lancashire County Council	2019	
Equality Objectives, Lancashire County Council	April 2020	
Education Act: Education Act 2011 (legislation.gov.uk)	2011	
Academies Act: Academies Act 2010 (legislation.gov.uk)	2010	
Schools Causing Concern guidance Schools causing concern guidance (publishing.service.gov.uk)	2020	
The Equality Act 2010	2010	
The Children and Families Act: Children and Families Act 2014 (legislation.gov.uk)	2014	

Reason for inclusion in Part II, if appropriate

N/A

Lancashire Education Strategy 2022-2025

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Foreword



Cabinet Member for Education and Skills – County Councillor Jayne Rear

Education Strategy Mission Statement

In Lancashire, we have high aspirations for all our children and young people, whatever their starting point. Access to a quality learning pathway from childhood through to adulthood enabling them to thrive and develop the life skills that will support them into a productive and happy adulthood is at the root of our council ambition to ensure that children of all abilities do well in our schools and colleges gaining important skills and expertise for life

**Our
vision**

Children, young people and their families are safe, healthy and achieve their full potential.

Lancashire Children, Young People and Families Partnership Vision

Introduction

Lancashire has much to celebrate in terms of educational outcomes. Year on year at all age phases Lancashire performs in line with national comparators. This means that most children do well academically in our Lancashire schools and settings. By settings we mean nursery education, specialist colleges etc.

Our aspiration is high for all children and young people, regardless of their starting point and, as a large and diverse county, we know that some children do much better than others and from different starting points. This differential of experience underpins the purpose of this Education Strategy and it is also articulated clearly within the Children and Young People's Strategic Board vision where the emphasis is on '**All children achieving their full potential**'.

The ambition of the Education Strategy is to support integration across services so that barriers to learning can be overcome, particularly for those vulnerable groups including those eligible for Free School Meals (FSM), Children In Need (CiN), children with a Care Plan (CP), and Children Looked After (CLA), as well as those with Special Educational Needs and Disabilities (SEND) support and those with an Education Health and Care plan (EHCP). This will be realised through the implementation of the Team around the School and Settings model that will facilitate a partnership response to persistent issues that are preventing children and young people from achieving their full potential.

The vision of the County Council is that we are helping to make Lancashire the best place to live, work, visit and prosper.

Context

Since the Academy Act in 2010, the educational landscape has significantly altered, creating a mixed market economy of schools with different status and different levels of autonomy. The ambition of the current Government remains that all schools will become academies by the end of the current parliamentary term.

With a growing number of schools either converting to academy status or converting because of an inspection that has judged them to have serious weaknesses or to require special measures, the role of the Local Authority has therefore changed. Despite these changes, there are still statutory duties set out within legislation including the Education Act 2011 that the Local Authority must do, and these are explained more fully further in 'why we need a strategy' section.

It is important to note, that out of the 152 Local Authorities in England, Lancashire retains the highest number of Local Authority maintained schools. Therefore, in Lancashire, the need for a coherent vision that reaches out to all schools for education is even more important as more of our schools convert to academy status by joining or becoming Multi Academy Trusts (MATs). It is therefore important that the Local Authority works together with Chief Executives of MATs to deliver this strategy.

In October 2021, there are 175,701 pupils at 628 schools. 56 of these schools are academies and 572 are maintained by Lancashire County Council. In addition, there are a further 2386 children attending nursery schools. The breakdown of the 175,701 is set out below:

- 3,210 (69%) two year olds benefitted from funded early education with 98% in good or outstanding provision.
- 27,153 (98%) three and four year olds benefitted from some funded early education with 96% in good or outstanding provision.
- 101,399 children attended primary schools.
- 67,694 children attended secondary schools.
- 3,069 attended special schools.
- 906 pupils attended pupil referral units.
- 6,230 (3.4%) of children and young people had Education Health and Care Plans and 19,078 (10.3%) Special Educational Needs (SEN) Support.
- 26,338 young people aged 16-19 from Lancashire are engaged in Education and Skills Funding Agency (ESFA) funded post-16 education and training across 393 post-16 providers (8 colleges, 2 Foundation Learning providers, 6 maintained school sixth forms and 10 academies with sixth forms).
- 13.7% of children attending primary school and 9% of children attending secondary school have English as a second language.
- 79% of school-age pupils are White British, 7.7% of Pakistani Heritage, 2.2% Indian, 0.9% of Bangladeshi Heritage, with a large majority of ethnic minority pupils attending schools in Pendle, Preston, Hyndburn and Burnley.

- 37,367 children and young people were identified as disadvantaged (21.3%), from 11.9% in the Ribble Valley to 31.2% in Burnley.

Education outcome data is only available for 2018/19 due to the pandemic. Implementation plans will demonstrate the starting position and targets for improvement for all outcome measures. These will be reviewed as part of the annual report.

There are significant variations in needs and outcomes for children and young people across Lancashire. The 2019 indices of multiple deprivation by District Council area provide an illustration of the diversity of Lancashire. We therefore need to take a differentiated approach in delivering the Education Strategy across Lancashire.

Local Authority District name (2019)	IMD - Rank of average rank out of 317	Index of Multiple Deprivation (IMD) Decile (where 1 is most deprived 10% of LSOAs)
Burnley	11	1
Chorley	192	7
Fylde	198	7
Hyndburn	18	1
Lancaster	112	4
Pendle	36	2
Preston	46	2
Ribble Valley	282	9
Rossendale	91	3
South Ribble	210	7
West Lancashire	178	6
Wyre	147	5

The impact of the pandemic has exacerbated this divide, with a 15% increase in the referrals for Education, Health and Care Plans (EHCPs) over the last 12 months and a national surge in mental health issues. For this reason, the Education Strategy is even more important to ensure that there is a collaborative, partnership response to enable all children and young people to access an educational pathway that meets their needs.

The Education Improvement service delivers across all key phases, also providing Early Years support, traded Continuing Professional Development and leadership development, and services to Governors. The Education Improvement service also includes the headteacher for the virtual school, pupil access, attendance, elective home education and children missing education support.

Through 2020 the focus of the service shifted from a Lancashire focussed approach to a more targeted approach based on need and this will be reflected in the delivery plan. Consultation with all schools and school governors to support this new way of

working took place in March 2020 but the implementation was delayed during the Covid pandemic. Despite this, services including: Designated Clinical Officers, Primary Mental Health workers and school nursing as well as the internal leads from the Inclusion Service and Children and Family Wellbeing service have been identified for each of the 5 Integrated Care Partnership (ICP) footprints so that there has been a more coordinated response to meeting need during the pandemic. We use the integrated care partnership footprint as a viable and understandable unit of partnership.

This work across partners contributed to a higher proportion of vulnerable children remaining in school during lockdown. A specialist 'Monitoring and Intervention Team' is working with schools causing concern to drive improvements in performance, leadership and management, and support those in financial difficulties as defined by the Department for Education's Schools Causing Concern guidance.

Our Purpose

There are key elements that the Local Authority **has to do** with regard to education and these are set out within Education legislation including the Education Act 2011. In summary, the statutory duties can be summarised under three key headings:

Access – this relates to our 'sufficiency duty' where all children of statutory school age are entitled to education. This duty relates not only to schools but also to the universal early years entitlements offer for all 3- and 4-year olds and our duty to have sufficient places for disadvantaged 2-year-olds and the 3 and 4-year-old extended 15 hours for working parents. What this means is, the Local Authority must ensure that there are sufficient childcare and school places for all children meeting these criteria. This duty also relates to special school places and access to alternative provision for children who either for medical or behavioural reasons are unable to access full-time education at times.

Quality – the Local Authority has a duty to drive school improvement so that every school is a 'good' school. In this way, the Local Authority is referred to as the 'champion of the learner'. The Local Authority also has a statutory duty to intervene where maintained schools are not performing, this means providing support to schools that are judged by Ofsted to be in 'special measures' or have 'serious weaknesses'. In Lancashire, there is a mixed economy of schools with academies, Multi Academy Trusts as well as maintained schools and faith schools. This strategy adopts a 'status neutral' approach no matter what category of school the children are in and drives educational excellence across all Lancashire schools and settings, regardless of the 'type' or 'status'.

Outcomes – within its capacity as 'champion of children' the Local Authority has a duty to support the best possible outcomes for all children and young people in Lancashire. This strategy aims to bring together services, schools and settings to work together to address any barriers to learning. Through the intelligent application of data, feedback, Quality Assurance/audit processes, analysis of complaints, a needs-led approach will drive improvement by tailoring support to local priorities.

This approach is called 'warranted variation' where different needs and different communities are recognised so that support is tailored in response to that need.

There are seven pillars which make clear the interdependencies across parallel pieces of work that will help to drive a joined-up approach to education in Lancashire. These seven pillars underpin the Education Strategy and have their own aims and objectives to support the delivery of this strategy. The seven pillars are: Alternative Provision; Multi-Agency Early Help; Early Years; SEND Improvement; School Effectiveness; School Place Planning; Preparation for Adulthood. Annex 1 shows how these pillars interrelate and support this strategy.

Our improvement priorities

We will continue to focus on addressing the inequity of experience across the County by adopting a warranted variation locality approach. Using data intelligently, working with schools and settings, support will be targeted to ensure that there is a partnership approach to delivering 5 key priorities aligned to the 4 corporate priorities.

Priority 1 Improved outcomes in early years

Delivering Better Services

- Developing pathways that enable all children and young people to engage with the curriculum.
- Supporting and engaging with families.
- Identifying local priorities informed by local intelligence.
- Ensuring effective transition from the early years into statutory education.

Priority 2 Further reduce exclusions, both permanent and suspensions¹

Caring for the Vulnerable

- Ensuring full time suitable education for all children and young people.
- Reducing exclusions, suspensions.
- Tackling Persistent Absence.
- Improving attendance of children from vulnerable groups.

Priority 3 Address risks associated with rising numbers of Elective Home Education (EHE) where this is not in the best interests of the child

Caring for the Vulnerable

- Reducing Elective Home Education where this is not in the best interests of the child.
- Reduce percentage of children with EHCP in Elective Home Education.

¹ Terminology for fixed term exclusions changed to suspensions from 2021

Priority 4 Improve outcomes for vulnerable groups including those eligible for Free School Meals, Children In Need, children with a Care Plan, and Children Looked After, as well as those with SEN support and those with an EHCP

Caring for the Vulnerable

- Championing the most vulnerable in our communities by further developing an inclusion agenda supported by all services, agencies, and wider stakeholders.
- Aligning resources to need (warranted variation).
- Robust Early Help Assessment processes.
- Ensuring timely early help to unblock barriers to learning.
- Building trust and improving communication across all the key stakeholders with a responsibility for supporting positive outcomes for children and young people.
- Providing continuity at key transition points.
- Effective tracking and monitoring of progress by vulnerable group.

Priority 5 Increase the number of children and young people in Education, Employment or Training (EET)

**Supporting Economic Growth
Delivering Better Services**

- Supporting all young people to develop the skills to progress in to training and work opportunities.
- Working with employers to ensure opportunities for work and employment are in place including apprenticeships.
- Preparing young people for adulthood.
- Meeting our high expectations for all children and young people, whatever their background or circumstances.

We will also prioritise

Protecting our Environment

- Supporting schools and settings in their education of young people regarding environmental issues
- Developing more sustainable and energy efficient practices and buildings.

The staff who work on education improvement are committed to ensuring that collaborative school improvement delivers high quality provision in all areas. There is recognition of the need to ensure that all Lancashire schools maintain an inclusive approach to education that meets the needs of all learners, particularly within the context of the pandemic, and learning from that experience so that;

- Outcomes for children and young people are good or better across all stages.

- Inequalities and inequities are addressed and improve outcomes so that all children and young people achieve well, with particular focus on those in priority groups.
- There are sufficient quality places for our youngest children in early years, that deliver good outcomes for all and plan effectively to meet future demand.
- Deliver high quality primary provision based on a rich, connected curriculum that deepens learning and equips pupils for the demands of secondary school.
- Provide a rich, inclusive and engaging secondary curriculum that enables all learners to achieve at least expected progress and prepares them for post 16/18.

How will the Education Strategy deliver improvement?

A collaboration between the services within the Council combined with the services and partners within the Team around the Schools and Settings Locality Boards will deliver the aspirations articulated within this strategy and realise the shared ambition for all children and young people set out within the vision statement.

The Education Strategy sets out the aspirations for education in Lancashire but the context in which the strategy is delivered will shift year on year. For this reason, the Education Strategy will be supported by an annual delivery plan. The priorities within the annual delivery plan will be informed by data and local intelligence and they will be agreed with sector representatives across early years, primary, secondary, post 16 and special schools at the Lancashire Education Partnership Group.

The Education Scrutiny Committee will receive a copy of the annual delivery plan to scrutinise and challenge performance against the targets agreed at the Lancashire Education Partnership Group.

The Education Strategy itself will be reviewed on a three yearly basis and so the term of this strategy is from 2022 to 2025.

What will success look like?

- Locality gaps and underperformance will be addressed through strengthening local area prioritisation and planning in relation to school improvement and outcomes.
- Improved family engagement in learning will be achieved through Team around the School and Setting approach to support early years uptake and learning.
- Parents are confident that local mainstream schools are identifying and meeting their children's needs through the early identification of SEND and ensuring timely access to relevant support and intervention.
- Governors are confident that Education Improvement and Governor Services are supported and have effective development opportunities to ensure strong and robust leadership and accountability across schools and settings.
- Commercial services to schools provide a coherent traded offer which reflects the changing needs of schools and reflect increased academisation.

- The number of pupils who are suspended or excluded will reduce through the review and development of inclusion hubs and specialist support/Alternative Provision outreach.
- The prevalence of pupils from vulnerable groups suspended or excluded will be reduced.
- Families new to Lancashire report that they are supported in making a positive start to their life here to gain a sense of belonging and the opportunity to settle.

Background papers

This strategy has been informed by and supports the message and ambitions of the following key documents:

- Annex 1: Pillars of the Strategy
- Our Vision for Lancashire, Lancashire County Council, 2019
- [Equality Objectives](#) , Lancashire County Council, April 2020
- Education Act: [Education Act 2011 \(legislation.gov.uk\)](#)
- [Academies Act 2010 \(legislation.gov.uk\)](#)
- [Schools causing concern guidance 2020 \(publishing.service.gov.uk\)](#)
- [The Equality Act 2010](#)

The Pillars of the Strategy

Alternative Provision Strategy	Multi-Agency Early Help	Early Years	SEND Improvement	School Effectiveness	School Place Planning	Preparation for Adulthood (PfA)
Shared agreement on the roles and responsibilities across providers and services	Early Help Intensive Family Support aligned to the Family Safeguarding programme implementation	Take up of early education funding, with a priority for 2 year olds	Participation of children, young people and their families in decision making	Effective partnership working safeguarding children (TASS) (SSG buy in)	Commission sufficient high quality accessible places to maximise place preferences secured	Develop and implement a clear PfA Strategy which builds on the Lancashire and South Cumbria ICS PfA Strategy 0-25 years
Review the criteria and processes for admission to alternative provision – Charter for AP	Team around the School and Setting (TASS)	Take up of early education funding for vulnerable groups	Collaboration between education, health and social care services across the SEND Partnership	Inclusive and flexible education system	Offer diversity in types of school available	Include defined transition pathways appropriate for all CYP preparing for adulthood
Establish robust systems for tracking and monitoring alternative provision	Improving access to information, advice, guidance, support and signposting within the local community	Sufficient Places	Early identification and intervention	Sustainable school improvement through collaboration and partnerships	Manage school capacity data and provide statutory School Capacity (SCAP) return to DfE.	Deliver joint training, specific to PfA, to a variety of groups working with CYP across the County
Collate information from various sources to inform commissioning of alternative provision – voice of the child, family and stakeholders	Multi-agency workforce development strategy	Percentage of funded children accessing good or outstanding childcare settings	A graduated approach to intervention that supports inclusive practice	Schools accessing right support	Pupil forecasting informs decisions on school estate aligns with other education strategies eg SEND/AP	Work with local education and training providers (in particular with post 16 education providers) to ensure that there is a wide range of appropriate and attractive options and support is available, if needed, to access them
Create a quality assurance toolkit to support commissioning arrangements	Neighbourhood – placed based working	Percentage of children achieving a good level of development at the Early Years Foundation Stage	High quality education, health and care plans leading to high quality provision delivered in a timely way	High quality CPD for all teachers	Liaison with Local Planning Authorities to secure education infrastructure and support sustainable development	Agree, develop and monitor a multi-agency dataset to show impact on outcomes for children and young people as well as on improvements to service delivery
Build on existing services and the offer available to children, young people and their families to support inclusion in education – TASS	Targeted Youth Support	Narrowing the attainment gap	Enough places within the right type of specialist provision for all children and young people with SEND	Strong support for governing boards	Collaboration with other services, diocese and faith bodies, LAs and DfE with the mixed economy of schools	

Education and Children's Services Scrutiny Committee

Meeting to be held on Tuesday, 9 November 2021

Electoral Division affected:
(All Divisions);

Corporate Priorities:
Delivering better services;

Draft School Place Planning Strategy 2022-25

(Appendix 'A' refers)

Contact for further information:

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Brief Summary

As the education authority for Lancashire, the County Council has a range of statutory duties to fulfil. Our ambition to provide good access, quality and outcomes in education are set out in the Lancashire Education Strategy 2022-2025 which is also being considered at this meeting.

The School Planning Strategy 2022-25 delivers on this ambition with the aim to provide 'the right number of school places, in the right areas, at the right time to meet need'. It sets out a series of priorities for improvement, areas of growth and reduction in the need for school places, and areas for future action.

The draft School Planning Strategy (attached at Appendix 'A') is due to be presented at a future meeting of Cabinet.

Recommendation

The Education and Children's Services Scrutiny Committee is asked to:

- i. Consider and discuss the draft strategy as set out at Appendix A.
- ii. Discuss and agree any further recommendations to be considered by Cabinet.

Background

There are 628 schools in Lancashire of which 482 are primaries and 82 are secondaries which provide mainstream school places across the county. This strategy is primarily concerned with ensuring that there are enough places available at these schools, identifying where more are needed, and where in some cases a planned reduction in places is necessary.

As at October 2021, there are 175,701 pupils attending Lancashire schools of which 101,399 attend primary schools and 67,694 attend a secondary school. At a population level, we know that:

- birth rates have fallen 6.5% over the last 5 years, and 9% over the last 10 years
- higher number of pupils are moving into secondary phase, which is creating pressure on places
- there are pockets of growth in primary planning areas, mainly led by housing development and in some areas by inward migration
- we have an emerging challenge of surplus places as primary numbers in some areas reduce

Whilst, we perform well overall in meeting the need for school places, we know that in some areas of the county we need to develop a more innovative approach to make sure there are enough places available in a shorter time to respond effectively to growth in pupil numbers. This is reflected in the strategy as priorities for improvement in our approach and will require closer collaboration with our school partners, other responsible bodies and governing bodies to meet the need for places.

Consultations

N/A

Implications:

This item has the following implications, as indicated:

Risk management

Financial

This strategy should be considered alongside the capital strategy for schools which is reviewed annually.

Legal

This strategy supports the County Council's statutory duty to provide good access, quality and outcomes in education through the provision of sufficient, good quality school places.

Equality and Cohesion

This strategy aims to:

- provide sufficient school places for every child in Lancashire who wants one
- promote high educational standards
- provide fair access and equal opportunity
- promote the fulfilment of every child's potential
- promote diversity in provision

- expand popular and successful schools, and
- increase opportunity for parents and carers to access schools of their choice

Property Asset Management

This strategy supports delivery of the Asset Management Strategy (Property) through adherence to good estate management guidelines set out by the Department for Education.

Local Government (Access to Information) Act 1985 List of Background Papers

Paper	Date	Contact/Tel
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NA		
Reason for inclusion in Part II, if appropriate		

N/A

School Place Provision Strategy (Draft)

The right number of school places, in the right areas, at the right time to meet need

2022 to 2025

Contents

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	Commissioning school places
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	School building capacity (NetCap)
	School Capacity and Provision survey (SCAP)
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	Supporting economic growth
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Annex A: The annual planning cycle

Annex B: Public consultation

Annex C: Capital funding for additional places

1. Introduction

Here at Lancashire County Council we are helping to make Lancashire the best place to live, work, visit and prosper. This strategy supports the corporate priorities for 2021-2025:

- Delivering better services
- Caring for the vulnerable
- Protecting our environment
- Supporting economic growth

As the education authority for Lancashire, the county council has a range of statutory duties to fulfil. Our ambition to provide good access, quality and outcomes in education is set out in the Lancashire Education Strategy 2022-2025.

The School Planning Strategy 2022-25 delivers on this ambition with the aim to provide 'the right number of school places, in the right areas, at the right time to meet need' and is underpinned by the following principles:

- Provide sufficient school places for every child in Lancashire who wants one
- Promote high educational standards
- Provide fair access and equal opportunity
- Promote the fulfilment of every child's potential
- Promote diversity in provision
- Expand popular and successful schools, and
- Increase opportunity for parents and carers to access schools of their choice

Principles underpinning capital investment (Cabinet, 2020)

2. Context

Lancashire County Council has strategic responsibility for commissioning education provision in the county. It is our statutory duty to provide a Lancashire place for every Lancashire child who wants one. The focus of this strategy is the provision of mainstream school places for children and young people aged between 4 and 16 and aligns closely with the Inclusion Strategy for children with special education needs and Alternate Provision Strategy.

School organisation

There are 628 schools in Lancashire of which 482 are primaries and 82 are secondaries which provide mainstream school places across the county. This strategy is primarily concerned with ensuring that there are enough places available at primary and secondary schools, identifying where more are needed, and where in some cases a planned reduction is necessary.

Lancashire has a 'mixed-economy' of schools (academy, voluntary aided, voluntary controlled, foundation, grammar etc.) where many determine their own admission

arrangements. This relies on effective collaboration with and between maintained schools and academies in the county to ensure sufficiency of places.

An increasing number of schools are becoming academies which operate independently from the county council. New academies must be part of an academy trust, which are operated by not-for-profit companies and are funded directly by the Department for Education. We will cooperate with the conversion of any school which is becoming an academy, whether this is a conversion directed by the Secretary of State for Education, or where the governing body of a school chooses to do so.

Schools in Lancashire 2021-21 <https://explore-education-statistics.service.gov.uk/data-tables/>

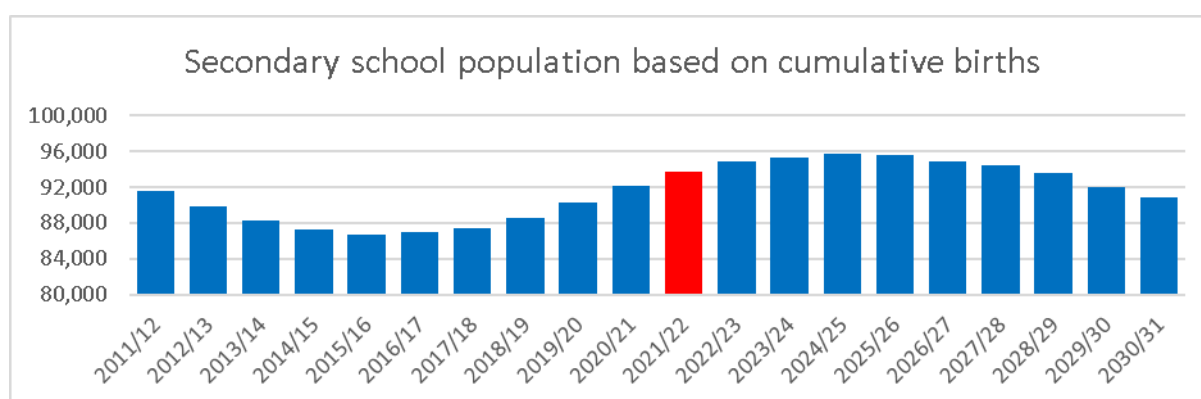
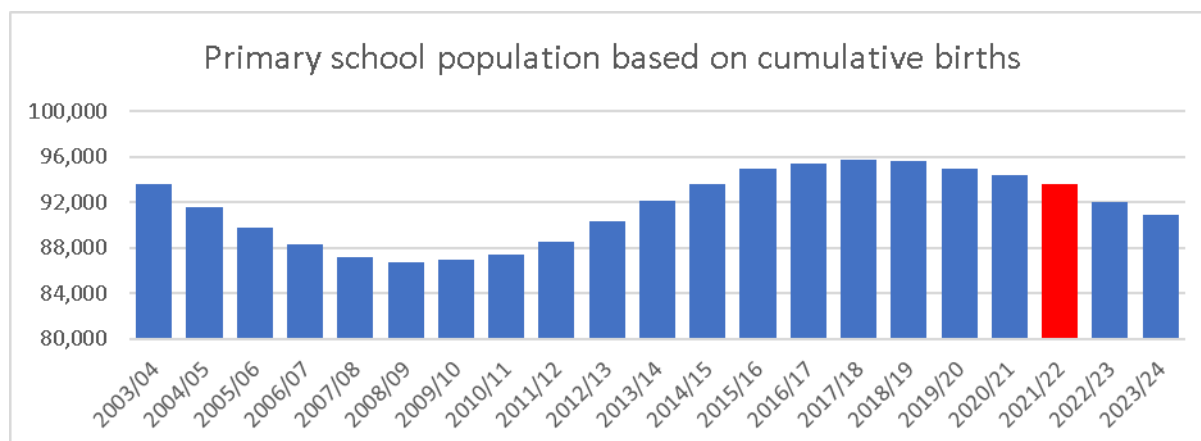
	Independent	Pupil referral unit	State-funded nursery	State-funded primary	State-funded secondary	State-funded special school	
Academy alternative provision sponsored		1					
Academy converter				10	24		
Academy special converter						1	
Academy sponsored				9	9		
Community school				170	16		
Community special school						29	
Foundation school				5	7		
Free schools				1	3		
Free schools alternative provision		1					
Local authority nursery school			24				
Other independent school	31						
Other independent special school	27						
Pupil referral unit		8					
Total	58	10	24	482	82	30	628
Voluntary aided school				239	21		
Voluntary controlled school				48	2		

Pupil population

As at October 2021, there are 175,701 pupils attending Lancashire schools of which 101,399 attend primary schools and 67,694 attend a secondary school. At a population level, we know that:

- birth rates have fallen 6.5% over the last 5 years, and 9% over the last 10 years
- higher number of pupils are moving into secondary phase, which is creating pressure on places but where there are fewer schools, a greater proportion of which are academies not controlled by the county council
- there are pockets of growth in primary areas, mainly led by housing development and in some areas by inward migration
- emerging challenge of surplus places as primary numbers in some areas reduce

This is illustrated in the following images:



Performance

Our performance in providing school places is measured against Department for Education indicators set out in the School Capacity Survey (SCAP) scorecard each year: In the admissions round for September 2021 places, we had:

- 13,940 applications
- 86.5% gained a place in a Lancashire school at their 1st preference school (compared with 82.2% nationally in 2020)
- 96.7% gained a place in a Lancashire school at one of their three preferences (compared with 95.6% nationally in 2020)

Commissioning school places

As education authority, the county council is the commissioner of school places, and so we will be the 'proposer' for the majority of projects that address need in an area. As the diversity of school provision continues, we will collaborate with the Regional School Commissioner (RSC) for Lancashire and West Yorkshire where this entails the development of a free school or academy, and with other responsible bodies such as academy trusts, and dioceses to deliver sufficient places.

Whilst, we perform well overall, we know that in some areas we need to develop a more innovative approach to make sure there are enough places available in a

shorter time to respond effectively to growth in pupil numbers. This is reflected later in the strategy as improvement priorities for change in our approach and will require closer collaboration with our school partners and, at times, a more direct approach with other responsible bodies and governing bodies to meet the need for places.

3. The vision

This strategy delivers on the aims of the Education Strategy 2022-25 by seeking to provide access to sufficient places in schools delivering a good quality education and which support each child to achieve the best outcomes.

To enable these aims to be achieved, this strategy provides the 'pillar' of our approach to school place planning, namely to:

- Commission sufficient high-quality accessible places to maximise the number of place preferences secured.
- Offer diversity in the types of school available.
- Manage school capacity data and provide the statutory School Capacity Survey (SCAP) return to the Department for Education (DfE).
- Provide pupil forecasting to inform decisions on the school estate which align with other education strategies.
- Liaise with Local Planning Authorities to secure education infrastructure to support sustainable development.
- Collaborate with other services and the mixed economy of schools across the county.

Interdependencies

Through engagement with the Team Around the School & Settings (TASS) model we will develop and maintain effective, collaborative relationships that will ensure sufficient places are brought forward at the right time.

In implementing the new Admission Code, the council has put in place a new system of pupil access that aims to quicken the pace at which children and young people are able to gain a school place through 'in year' admissions. Where necessary, we will direct schools to take pupils and use the levers available through the Regional Schools Commissioner (RSC) and Education and Skills Funding Agency (ESFA) to persuade schools to make places available at the earliest opportunity.

To ensure that proposed projects that seek to address school place sufficiency take account of the nature of local educational requirements, characteristics and organisation across the school phases, proposals for building works to education infrastructure will follow the "Principles underpinning capital investment" (Cabinet, January 2020).

This approach will support delivery of the Inclusion Strategy by creating a network of Inclusion Hubs in mainstream schools around the county and by delivering expansion projects which support an inclusive approach to education.

4. Forecasting the need for places

We take an evidence-based approach to forecasting the need for school places to produce 5-year pupil projections. Forecasts are updated twice a year, in December and April, using data which includes:

- current & previous years' school census numbers
- inward and outward migration (or movement) of pupils between areas and schools
- school net capacity assessment of buildings
- schools' published admission numbers (PAN)
- birth data
- district and city council supplied planned housing data for the next 5 years

Further information on how these projections are produced can be found in our [Pupil Projection Methodology](#).

School planning areas

To better understand need at a local level, primary schools are grouped in 70 planning areas for planning purposes, reflecting travel to school catchments. Secondary schools are grouped by district. Planning areas are reviewed annually, and revisions shared with the DfE for approval. Most recently this has resulted in changes to planning areas in Burnley and Lancaster.

We also consider places across district and planning area borders to ensure viability of existing schools, as well as number of places taken up by pupils out of county and vice versa.

Geographic Priority Areas

Within Lancashire, the area in which a child or young person has priority for a school place is known as a geographical priority area (GPA). Living within the GPA does not guarantee a place within a particular school - but offers a degree of 'priority'. GPA reviews are carried out annually to reflect changes in an area, most recently this has resulted in changes within Burnley and Chorley.

School building capacity

The need for places is determined by comparing the projected need for places against the actual capacity of schools in a planning area. It is important for this reason that schools keep us informed of any changes made to their buildings. The net capacity assessment (NetCap) is still used as the standard method for measuring the number of pupil places available in any mainstream school. The NetCap helps to determine the appropriate amount of space for teaching and learning activities.

School Capacity and Places Survey (SCAP)

Forecasts are submitted annually to the DfE as part of the School Capacity and Places Survey (SCAP) setting out our place provision and forecast of need. The

SCAP then determines the level of capital grant the Council will receive, the majority of which is via the Basic Need Grant and Condition allocations with occasional other capital funding for targeted investment.

5. Developing sufficiency solutions

Where the forecast has identified a clear need for additional places, we will engage with schools, diocese and trusts to understand how that need might be met and seek expressions of interest for expansion. The proposal for commissioned school places will be selected using the following criteria:

- Educational standards as determined by the latest judgement by Ofsted as Outstanding or Good. Where there is a shortage of schools meeting these criteria in an area of increased demand for places, a 'direction of travel' report will be assessed by the Education Improvement service advise where any schools with a category of 'Requires Improvement' show a clear improving trend in standards and may be suitable candidates for expansion, subject to current DfE guidance. Positive, or a clear improving trend in, pupil attainment and progress scores at Key Stages 2 and 4
- High levels of parental first preferences in particular, oversubscribed schools. Meeting parental preference comes at a significant cost therefore, where pupils are able to access a reasonable alternative, it may not always be seen necessary to provide additional places in a more popular school. We also consider whether additional places would provide places for Lancashire children or whether the quality of Lancashire schools may be drawing pupils in from other areas.
- 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 wishes of the governing body and school leadership. We will always seek to arrive at a negotiated solution with governing bodies however, we will use our 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.
- Access for pupils by public transport and other sustainable modes with the aim of reducing travel by private car and commissioned transport

Where forecasts show a need to increase the number of places available, there are a number of different approaches set out below that we can take to make sure there are enough places.

Expand popular and successful schools

We know that families and carers want to be able to access a place at popular and successful schools. As far as possible we will seek to provide additional places, when needed, at existing schools that are already achieving high standards of education or have robust school improvement plans in place. 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.

We also seek to expand schools that have high levels of first preferences for admission applications, in particular those that are regularly oversubscribed. This approach provides parents and carers with increased opportunities for obtaining a preferred school place for their child. It also helps to maintain stability within the existing family of Lancashire schools.

All-through schools

There may be circumstances where the provision of additional school places may be facilitated by altering the age range of an existing school, for example, providing additional primary school places by extending the age range of a secondary school to offer places for pupils aged 4 to 11 years thereby becoming an 'all through' school. To inform the decision on whether to propose an all-through school or to commission a new free school, options would be assessed against the Principles Underpinning Schools Capital Investment (Cabinet, 2020).

New schools

If expansion of an existing school or extending the age range is not possible or not appropriate, and a high number of additional school places are still required, we will propose to commission a new school. When a local authority decides that a new school is needed, it must seek proposals for the establishment of a free school, known as the 'free school presumption'. All such proposals require the Secretary of State to consider our assessments and preferences before making a final decision to approve. If the free school presumption route does not result in a suitable free school sponsor, a statutory competition can be held with the consent of the Secretary of State.

In commissioning a new school, we are mindful of the DfE's guidance on viability which suggests that primary and secondary school viability is greater at 2 forms of entry (FE) and 4 FE respectively (where 1 FE equates to 30 school places). However, in circumstances where the need for places in an area or available site size does not support this, it may be necessary to commission a smaller school.

Where we have already taken steps to address growth through the delivery of additional school places at existing schools, but a housing development will require additional mitigation, particularly to accommodate the pupils yielded by the development, a new school would be proposed.

Temporary places or "bulge years"

In some instances, rather than sustained evidence of demand for additional places, there may be a single intake year where numbers are forecast to be unusually high, followed by a fall in numbers or a return to 'normal' numbers. In these instances, we

would normally use a bulge year to meet the need temporarily for one year at a single school. A bulge year can be implemented later in the process by an agreement to exceed the published admission number (PAN), therefore can be an informal change to the published or determined admission number rather than formally consulted rise. In addition to being a tool for dealing in advance with single year peaks in demand, it also allows the flexibility to react to a sudden change in circumstances and put additional places in at short notice.

Closing a school

In certain circumstances the county council can propose the closure of any category of maintained school. The governing body of a voluntary aided, foundation or foundation special school may also publish proposals to close its own school. Reasons for closing a maintained mainstream school would normally be too many surplus places, amalgamation, standards, failure (and no viable sponsor to convert to academy status), to acquire or lose religious character or replacement by another school.

The Secretary of State for Education, through the Regional School's Commissioner, can make an academy order in respect of a maintained school either on the application of a school's governing body or if the school is eligible for intervention. Where a maintained school is judged inadequate by Ofsted the RSC is under a duty to make an academy order. The RSC may consider the viability of the school, how the school is managed or where the safety of pupils or staff at the school is threatened. RSCs will only issue academy orders to maintained schools that become eligible for intervention after failing to comply with a warning noticed issued on the grounds of low standards of pupil performance in the most exceptional of circumstances.

The Secretary of State can direct a local authority to close a maintained school that is eligible for intervention. This will usually be done where there is no prospect of the maintained school making sufficient improvement through other means of support. Before this power can be exercised the Secretary of State must consult various parties, but any such direction means that the statutory process does not need to be followed.

Out of scope of this strategy

Post-16 Education

All young people over compulsory school age are now required to continue in education or training until at least their 18th birthday. As a result, the local authority has broad duties to encourage, enable and assist young people to participate in education or training and must promote the effective participation of 16 and 17 year-olds in their area. We have further duties 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. If it is determined that the market needs to be developed in the county, the local authority will work alongside the Regional Schools Commissioner and the Education and Skills Funding Agency to progress this.

Young people have a range of options in terms of continuing their education or training at a wide range of post 16 providers, such as at college; school sixth form; or following an Apprenticeship. Therefore, the local authority does not have a duty to ensure that a specific number of places are available at specific institutions but rather to have a strategic overview of the provision available in their area, hence the provision of post 16 school places is not within the remit of this strategy.

Early Years

Within many mainstream schools, there is associated early years provision, however the type of provision varies from independent providers co-located within the school or in adjacent buildings, to the school themselves offering early years provision through a lowered age range, governor led provision or private provider. The arrangement of early year's provision within an individual school is usually outside of our responsibility and as such, the provision of early year's education is not currently within the remit of this strategy.

6.Improvement priorities

Taking learning from the previous strategy covering 2017 to 2020, this strategy identifies a number of improvement priorities that will drive change in how we approach school place planning and the way in which we develop projects to deliver sufficient places in future:

Delivering better services

- a. Lancashire has a mixed economy of schools many of which set their own admissions criteria relevant to the characteristics of the school. There is different provision in each area however Lancashire has fewer schools which are academies and a greater proportion which are maintained by the local authority and this will continue to change as increasing numbers convert. To help families and carers make informed decisions about which schools they apply for a place at, we will improve the accessibility of information available to families, carers and other stakeholders by providing details about school organisation, sufficiency and potential future need, and our plans for delivering school place projects, on an easily searchable web-based platform which is currently in development.
- b. Where we experience a growth in pupil numbers within a local area that outpaces our forecast numbers, we will apply warranted variation in how we deliver sufficiency solutions. For example, in areas of growth driven by rapid movement into the area, we will expand place numbers across all year groups rather than the traditional approach to expansion at reception or year seven.
- c. We will work in partnership with schools, the Regional Schools Commissioner (RSC) and the Education and Skills Funding Agency (ESFA) and with other responsible bodies to ensure that the appropriate levers and revenue support are in place however where necessary, schools will be directed to take pupils on roll to minimise the time spent out of education and collaborate in delivering sufficiency projects.
- d. Due to factors such as constraints in the existing school estate, funding limitations and a reluctance in some schools to participate in expansion projects, this has, in some areas, led to a pattern of admitting pupils above the published

admission number (PAN) of a school. Where this has become relied upon as a means of securing places in the absence of other solutions, it has resulted in a reduction in the 'buffer' or planned surplus of places necessary to accommodate movement of pupils between schools. We need to understand the impact of this on the physical capacity of school buildings and plan for a managed increase in physical capacity where possible.

- e. We are now seeing a fall in birth rates produce significant numbers of surplus places in parts of the county which if not addressed may begin to impact on the viability of some schools. The county has a large number of small schools, mainly rural but in some urban areas, which are increasingly faced with balancing the demands of maintaining buildings, staff structures and delivering a balanced curriculum leading to financial hardship. We will engage with schools and the relevant responsible bodies to manage a planned reduction in places, and where appropriate, consolidate the school building portfolio.

Caring for the vulnerable

- a. Children who are new to area should be readily able to access an appropriate school place however it is becoming increasingly difficult in some areas to access a place for children where applications are made outside of the annual round of admissions. The issue of Children Missing Education (CME) is not experienced county wide but is proving a challenge in Burnley, Pendle and Preston and is influenced by several factors. This includes the EU exit which saw a rapid increase in the movement of people, followed immediately by the pandemic which has impacted on travel patterns into these areas. These districts also experience some of the highest levels of deprivation in the country where Burnley is 11th out of 317 areas, Pendle is 37th and Preston 46th. Within Burnley there are constraints in school building portfolio where several changes to school organisation in recent years have disrupted the strategy for school place provision, resulting in significant investment in school expansions to date. Many schools determine their own admission criteria which limits the influence of school improvement.

When children are missing education, there is a record kept of the referral route and the length of time the child has been out of school. It is striking that there are significant numbers of pupils, who are new to country, who are relocating to Burnley, Pendle, and Preston where the pressure for school places may already be a concern. In Burnley, for example, over 60% of the pupils on the CME list are new to country. This is mirrored in Pendle and Preston where more than a third of the pupils have not attended a school in the UK previously and there is the need for language support and liaison with the family in respect of school admission or advice around the appeal process when schools are full.

We will reduce the number of children missing education where this is the case by improving the time taken to secure a place for in-year admissions. This will be managed through a new pupil access system that comes in to effect in November 2021, to quicken the pace at which pupils are able to secure a place in a Lancashire school.

- b. Learning from success in other parts of the country, we will adopt a model of support for families in making a positive start to their life in Lancashire, to gain a sense of belonging and the opportunity to settle. Through the principle of warranted variation, we will implement this way of working in east Lancashire initially, to reduce the cultural shock of a relocation, and its wider impact on a whole family and effects that can hinder educational achievement and wider aspects of wellbeing. This will include the development of a physical space that becomes a single point of contact for new arrival families where they can access, or be supported to access a range of signposted services such as employment support, housing, health, school admissions, and adult learning. By enabling access to assessments that children may need they will be more readily able to access the curriculum and schools will know the next steps for each child before they start at the school. This would pave the way for transition being less challenging and with greater success so reducing school absence, and time as a pupil who is "child missing education". This new provision comes into place in November 2021.

Protecting our environment

- a. In response to the global challenge of climate change, the county council has committed to an ambitious carbon reduction strategy. In developing school sufficiency projects, we will identify opportunities for decarbonising buildings and delivering sustainable school accommodation within the scope of that scheme.
- b. In considering changes to the school estate, we will take account of the new Department for Education guidance on school land transactions (DfE, 2021).

Supporting economic growth

- a. Whilst our forecasts are built on nationally recognised data sets, we will seek to use other intelligence to take account of the context in which additional school places are required for example, by engaging with major employers to understand the potential implications of their workforce strategies, where employees are planning to settle and availability of places in local schools, or where district councils are experiencing a growth in social housing or building conversions for the private rental market.
- b. Where the growth in school places is driven by housing development, we will seek to mitigate the impact on education infrastructure through appropriate levels of developer contributions. We will collaborate with local planning authorities to ensure that this impact is understood to allow for sustainable development to be supported. This is crucial to our success in providing sufficient places in areas that are experiencing high levels of housing development. We will ensure that our developer contributions methodology is kept up to date with government guidance and expectations and takes account of our learning from planning inquiries and good practice.

DfE guidance set an expectation that developers should contribute toward education infrastructure to enable sustainable development. Lancashire County

Council is not a statutory consultee in respect of its education function (unlike Highways) and so heavily relies on district planners' co-operation and support for education infrastructure provision. Where payment is not agreed or pursued by the local planning authority the development could be considered to be unsustainable. Operating in a two-tier local government system, we need district councils to work with us in ensuring that adopted Local Plans give full consideration to the provision and funding of sufficient school places and in seeking a financial contribution and/or land from the developers.

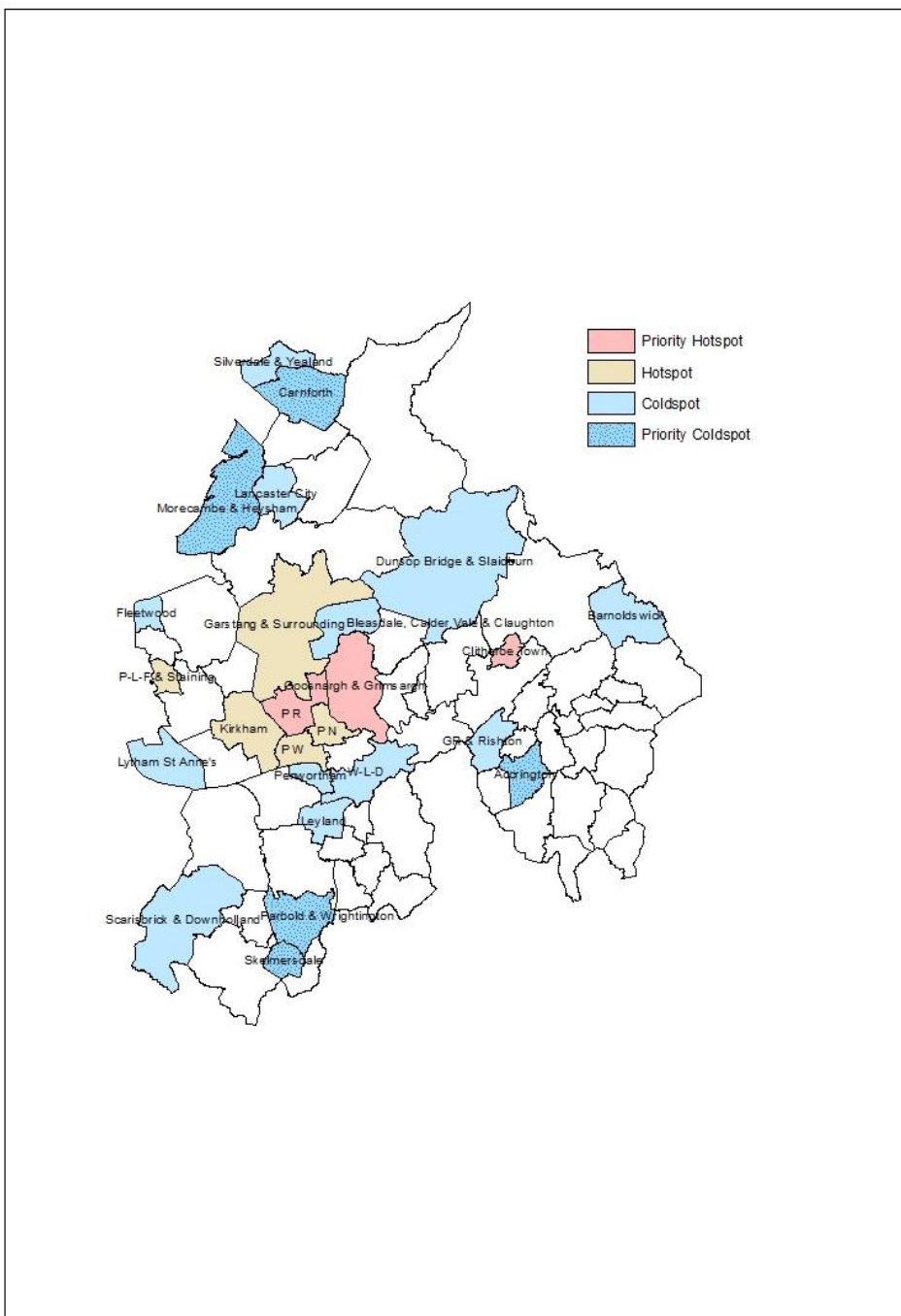
- c. We will improve the pace at which projects to address sufficiency, through providing additional accommodation, are delivered. By echoing the approach used by the Department for Education, we will apply the use of standard design for school premises and access modern methods of construction such as off-site manufacture to reduce the time it takes to deliver additional accommodation. This may include the use of temporary, demountable accommodation to allow for a rapid increase in places that can be easily removed and repurposed as pupil numbers reduce at a later date.
- d. The school building portfolio in the county is ageing and, in some areas, may benefit from renewal. In addition, opportunities to deliver traditional models of school expansion are limited by site constraints or the operation of Private Finance Initiative (PFI) contracts to deliver building services. We will consider the implications of such constraints and identify the conditions which may mean a greater focus on the delivery of new schools.

7.Areas of growth and reduction in need

Primary school planning areas

Primary school planning areas are shown in the map below with areas of growth (Red) and areas of reduction (Blue).

There is no birth led demand due to birth rates dropping and the areas of growth are housing led. Within the map and table below listing the areas, those areas that are darker require immediate consideration with the lighter areas for the future.



District	School Planning Area
Lancaster	Carnforth
Lancaster	Morecambe & Heysham
Lancaster	Silverdale & Yealand
Lancaster	Lancaster City
Wyre	Fleetwood
Wyre	Calder Vale & Cloughton
Ribble Valley	Dunsop Bridge & Slaidburn
Fylde	Lytham St Anne's
South Ribble	Leyland
South Ribble	Penwortham
South Ribble	Walton-le-Dale, Bamber Bridge & Samlesbury
West Lancs	Scarisbrick & Downholland
West Lancs	Parbold & Wrightington
West Lancs	Skelmersdale
Hyndburn	Accrington
Hyndburn	Great Harwood & Rishton
Pendle	Barnoldswick
Lancaster	Rural North Lancaster
Wyre	Garstang & surrounding
Wyre	Poulton-le-Fylde & Staining
Ribble Valley	Clitheroe Town
Fylde	Kirkham
Preston	Goosnargh & Grimsargh
Preston	Preston Rural
Preston	Preston North
Preston	Preston West

Secondary school planning areas

Within the secondary sector the areas for growth are within Burnley, Chorley, Fylde, Pendle, Preston, Ribble Valley. West Lancashire is the district with increasing surplus places.

insert map for secondary

8.Short-term Delivery

Ribble Valley Primary

School Planning Area	Clitheroe Town
Location	Higher Standen, Clitheroe
Name	Create an all-through school by extending age range at Ribblesdale High School (Final decision December 2021)
Type	Provide additional primary school places by extending the age range of Ribblesdale High School to provide places for pupils aged 4 to 11 years.
Size	210 primary places (30 Reception places per year from September 2023)
Target Date	September 2023
Status	Site and housing contributions at Higher Standen secured in conjunction with Ribble Valley Borough Council

Ribble Valley Secondary

Location	Ribble Valley / Longridge
Name	St Cecilia's Roman Catholic Technology College
Type	School expansion
Size	20 places
Target Date	September 2021
Status	Temp expansion from 93 to 97 in 2021 becoming permanent in 2022

Preston Secondary

Location	Preston
Name	Ashton Community Science College
Type	School expansion
Size	60 places
Target Date	September 2021
Status	Temporary increase, for two years only, in the year 7 intake of Ashton Community Science College School in Preston, from 160 to 190 places for September 2020 and September 2021.

Burnley Secondary

Location	Burnley
Name	Unity College
Type	School expansion
Size	300 places
Target Date	September 2021 (phase 1), September 2022 (phase 2)
Status	The admission number at Unity College has been raised from 240 to 270 in 2020 and then to 300 from 2021 through 2 phases of building works (building work ongoing)

Location	Burnley
Name	Blessed Trinity RC College
Type	Temporary one-year bulge
Size	Bulge of 30 places
Target Date	September 2021 (delivered)
Status	2021 temporary increase of 30 pupils to Year 7, for one year only. Fixtures, Fittings and ICT.

Location	Burnley
Name	Burnley High School
Type	Temporary one-year bulge
Size	Bulge of 10 places
Target Date	September 2021
Status	2021 increased admission number from 120 to 130 for one year only. Building work delivered.

9. Medium- term delivery

Within the period of this strategy 2022 to 2025, the following areas have been identified where additional places are required either permanently or temporarily due to increased need resulting from a rise in population and/or housing development impact.

Ribble Valley Secondary

Location	Ribble Valley
Name	Additional permanent places
Type	School expansion
Size	60 places
Target Date	September 2023
Status	Ongoing discussion with Ribble Valley Headteachers

Preston Secondary

Location	Preston
Name	Fulwood Academy
Type	School expansion
Size	60 places
Target Date	September 2024
Status	2022 will provide a temporary increase of 20 additional Year 7 places, monitoring need for 2024

Chorley Secondary

Location	Chorley
Name	Additional permanent places
Type	School expansion
Size	60 places
Target Date	September 2022
Status	Ongoing discussion with Chorley Headteachers

Burnley Secondary

Location	Burnley
Name	To be confirmed
Type	School expansion
Size	70 places
Target Date	September 2022
Status	To be confirmed.

Pendle Secondary

Location	Pendle
Name	Colne Primet Academy
Type	School expansion
Size	225 places
Target Date	September 2022
Status	2022 will provide a temporary increase in the admission number from 165 to 210, for one year. To become permanent in 2023 (subject to academy consultation and ESFA approval). Capital project approved by Cabinet September 2021.

Pendle Secondary

Location	Pendle
Name	SS John Fisher and Thomas More Roman Catholic High School
Type	School expansion
Size	100 places
Target Date	September 2022
Status	2022 will provide a temporary increase in the admission number from 160 to 180 places, for one year. To become permanent in 2023. Capital project approved by Cabinet in September 2021.

Pendle Primary

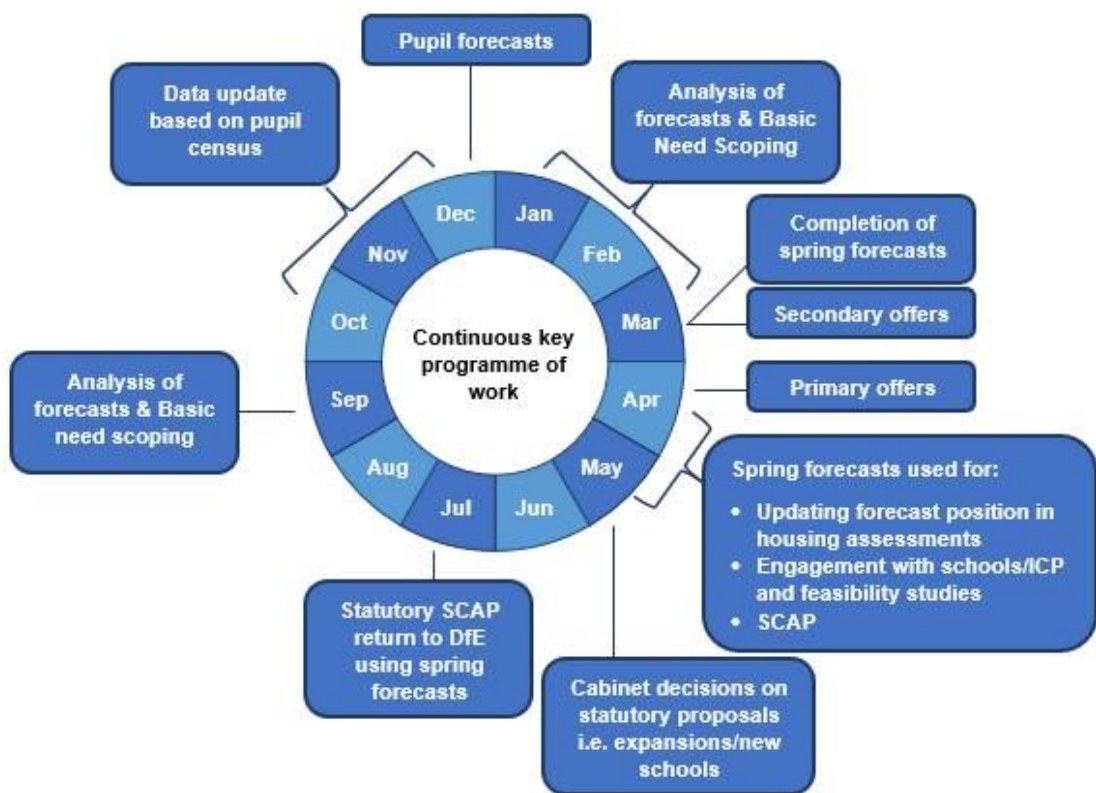
Location	Pendle
Name	To be confirmed
Type	Temporary accommodation
Size	To facilitate take up of existing places
Target Date	January – March 2022
Status	2022 will provide a temporary increase in accommodation to support in-year admissions.

10. Longer term: Local Plans

District Councils, as local planning authorities, are required to produce a Local Plan that sets out the vision for local development in the area. Close collaboration with each district and city council enables us to identify where their Local Plans may require additional education infrastructure. As a result, a number of sites have been reserved with the potential to bring forward new schools. Set out below is a summary of where sites and/or financial contributions have been sought from housing developers towards potential projects anticipated to be beyond the scope of this strategy. As longer-term projects we will continue to monitor forecasts, the delivery of developments and so refine the extent which each project is required. Many of these projects are dependent on collaboration between the county council and local planning authorities to secure these sites or education contributions from developers, without which the viability of each project is at risk.

District	Phase	Summary of contribution
Lancaster	Primary	New primary school sites or expansions are being sought at North Lancaster Development, East Lancaster Development, Bailrigg Garden Village and South Carnforth Development.
	Secondary	A new secondary school site is being sought in conjunction with the Bailrigg Garden Village development, subject to future demand for places and the pace of development of this site.
Wyre	Primary	New primary school sites are being sought in the Garstang area, Thornton Cleveleys, Great Eccleston and Poulton-Le-Fylde to address demand from new housing.
	Secondary	Education contributions are being sought for existing secondary school expansions in conjunction with multiple developments in Wyre.
Fylde	Primary	A new primary school site has been secured at the Whyndyke Farm development. A new primary school site has been secured at Queensway.
Preston	Primary	Two sites requested for primary schools as part of North West Preston Masterplan. School site secured as part of the Cottam Hall housing development. A new primary school site has been secured on the former Whittingham Hospital site.
	Secondary	A new secondary school site is being sought in conjunction with North West Preston Masterplan.
South Ribble	Primary	School site secured as part of the Leyland Test Track housing development. A new primary school site is being sought in the Penwortham area.
Rossendale	Primary	Seeking to secure education contributions for a potential new school site or expansion to existing schools in conjunction with the strategic development at Edenfield.

Annex A: The annual planning cycle



Data gathering, analysis and scoping out focused areas of need for additional places and other education priorities

Conduct desk top studies of school sites and capital programme budget position

Where need is confirmed, begin engagement with TASS, local schools, diocese and responsible bodies/Trusts and elected members

Invite Expressions of Interests to meet the sufficiency gap

Conduct Feasibility Study and assess potential projects against the Principles Underpinning Capital Investment (Cabinet, 2020) To ensure the sufficiency and sustainability of school places:

- Education provision is inclusive, reflects the needs of the community, skills requirements and economic development
- Infrastructure development should not destabilise education improvement in the area
- Consideration is given to both mainstream and special needs capacity
- Support local demand and minimise need for capital expenditure where possible
- Maximise capacity in Private Finance Initiative and Building Schools for the future premises
- Enable parents and carers to access places at the right time

- Prioritisation of condition related works utilising Department for Education guidance on good estate management for schools
- Deliverability of projects taking into account factors such as cost, site conditions and timescale.

Decision making

- Cabinet member briefing
- Report to Capital Board to secure funding where building works are required
- Cabinet approval and permission to consult where appropriate

Annex B: Public consultations

As the commissioner of school places, the county council will make the final decision on the majority of school organisation proposals, with the exception of new academy schools. In doing so we 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; and any other relevant local partnership or group that exists in the area. This includes the consideration of comments submitted during the statutory representation period.

We consider all views put forward but give the greatest weight to representations from those stakeholders likely to be most directly affected by the proposals, for example the parents and carers of children who might be eligible to attend proposed new or expanded provision.

Proposals to significantly expand, alter, or close a school must follow a statutory process. In Lancashire, to ensure that we fully understand the impact of a proposal on stakeholders, we also carry out an informal consultation before starting the statutory process. Hence the four stages of statutory consultation are five stages in Lancashire:

- Informal Consultation (non-statutory)
- Stage 1: Publication
- Stage 2: Representation
- Stage 3: Decision
- Stage 4: Implementation

Annex C: Capital funding for additional places

This section should be read this alongside the Capital Strategy for Schools which is produced annually. There are three sources of funding for additional school places available to the county council:

DfE Basic Need Grant

Capital funding for schools is received in the form of capital grant from the DfE, the majority of which is via the Basic Need Grant and Condition allocations with occasional other capital funding for targeted investment. The actual figure received is based on information provided to the DfE through the annual School Capacity (SCAP) and the Condition Spend Data Collection (CSDC) return which sets out place provision and forecast of need. Over the past five years this has been a one or two-year allocation only which can impact on the ability to forward plan.

School contributions

Schools may wish to contribute towards expansion projects to address wider suitability issues or carry out other planned works to minimise disruption and gain added value through pooled resources. In the main this has mainly been to meet the cost of fixtures & fittings, ICT etc.

Section 106 or Community Infrastructure Levy (CIL) from developers

Where new housing development creates a demand for school places in excess of those available, the DfE expects that local planning authorities will work with education authorities to secure contributions towards education infrastructure. In Lancashire we work with district and city councils to seek a financial contribution and/or land from the developers that is proportionate to impact, in order to mitigate against the effect of any new development.

If a developer does not agree to payment of the requested education contribution or the local planning authority does not pursue our request on its behalf, we cannot guarantee that pupils yielded by the development will be able to access a school place within reasonable distance from their home, so the development could be considered to be unsustainable. If the development is still approved without any education contribution or a reduced contribution, we would be seeking clarification from the local planning authority on how the shortfall of education places will be addressed. Further details on our planning obligations are available on our website: <http://www.lancashire.gov.uk/council/planning/planning-obligations-for-developers.aspx>

Statutory proposals to alter school provision cannot be published without the necessary capital funding being identified and secured. Therefore, with reduced capital available to the council, in areas where housing development contributions are secured from developers to mitigate the impact of their development, the authority will be able to be more responsive to emerging need and able to provide additional places more quickly than in areas where this is not the case.

Agenda Item 6

Education and Children's Services Scrutiny Committee

Meeting to be held on Tuesday, 9 November 2021

Electoral Division affected:
(All Divisions);

Education and Children's Services Scrutiny Committee Work Programme 2021/22

(Appendix 'A' refers)

Contact for further information:

Samantha Parker, Tel: (01772) 538221, Senior Democratic Services Officer,
sam.parker@lancashire.gov.uk

Executive Summary

The work programme for the Education and Children's Services Scrutiny Committee is attached at Appendix 'A'.

The topics included in the work programme were identified at the work planning workshop held on 5 July 2021 and subsequent scrutiny committee meetings.

Recommendation

The Education and Children's Services Scrutiny Committee is asked to:

- i. Review the work programme.
- ii. Consider key lines of enquiry for future meeting topics.
- iii. Discuss any additional representation required from key officers/partners.

Background and Advice

A statement of the work to be undertaken by the Education and Children's Services Scrutiny Committee for the 2021/22 municipal year is set out at Appendix 'A'.

The work programme will be presented to each meeting for consideration by the Committee.

Members are requested to review the work programme, consider key lines of enquiry for future meeting topics and any additional representation.

Consultations

NA

Implications:

This item has the following implications, as indicated:

Risk management

This report has no significant risk implications.

**Local Government (Access to Information) Act 1985
List of Background Papers**

Paper	Date	Contact/Tel
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NA

Reason for inclusion in Part II, if appropriate

NA

Education and Children's Services Scrutiny Committee

Work Programme 2021-22

The Education and Children's Services Scrutiny Committee Work Programme details the planned activity to be undertaken over the forthcoming municipal year through scheduled Committee meetings, task group, events and through use of the 'rapporteur' model.

The items on the work programme are determined by the Committee following the work programming session at the start of the municipal year in line with the Overview and Scrutiny Committees terms of reference detailed in the County Councils Constitution. This includes provision for the rights of County Councillors to ask for any matter to be considered by the Committee or to call-in decisions.

Coordination of the work programme activity is undertaken by the Chair and Deputy Chair of all of the Scrutiny Committees to avoid potential duplication.

In addition to the terms of reference outlined in the [Constitution](#) (Part 2 Article 5) for all Overview and Scrutiny Committees, the Education and Children's Services Scrutiny Committee will:

- Scrutinise matters relating to education delivered by the authority and other relevant partners.
- Fulfil all the statutory functions of an Overview and Scrutiny Committee as they relate to education functions of a Children's Services Authority.
- Scrutinise matters relating to services for Children and Young People delivered by the authority and other relevant partners.
- Review and scrutinise any matter relating to the planning, provision and operation of the health service in the area and make reports and recommendations to NHS bodies as appropriate
- Invite interested parties when reviewing any matter relating to the planning, provision and operation of the health service in the area, to comment on the matter and take account of relevant information available, particularly that provided by the Local Healthwatch
- Review and scrutinise any local services planned or provided by other agencies which contribute towards the health improvement and the reduction of health inequalities in Lancashire and to make recommendations to those agencies, as appropriate
- Take steps to reach agreement with NHS body, in the case of contested NHS proposals for substantial service changes

- Refer a matter to the relevant Secretary of State in the case of contested NHS proposals for substantial service changes where agreement cannot be reached with the NHS
- Refer to the relevant Secretary of State any NHS proposal which the Committee feels has been the subject of inadequate consultation
- Scrutinise the social care services provided or commissioned by NHS bodies exercising local authority functions under Section 31 of the Health Act 1999
- Draw up a forward programme of health scrutiny in consultation with other local authorities, NHS partners, the Local Healthwatch and other key stakeholders
- Acknowledge within 20 working days to referrals on relevant matters from the Local Healthwatch or Local Healthwatch contractor, and to keep the referrer informed of any action taken in relation to the matter
- Require the Chief Executives of local NHS bodies to attend before the Committee to answer questions, and to invite the chairs and non-executive directors of local NHS bodies to appear before the Committee to give evidence
- Invite any officer of any NHS body to attend before the Committee to answer questions or give evidence

The Work Programme will be submitted to and agreed by the Scrutiny Committees at each meeting and will be published with each agenda.

The dates are indicative of when the Education and Children's Services Scrutiny Committee will review the item, however they may need to be rescheduled and new items added as required.

Topic	Scrutiny Purpose	Lead Officers/organisations	Proposed Meeting Date
School Place Planning	'How to' guide on school place planning ahead of the updated School Place Provision Strategy 2021-2026 release	Director of Strategy and Performance/Head of Asset Management/Admissions Manager	1 September 2021
Maintained Nurseries	Update on the local authority's engagement with maintained nurseries	Acting Director of Education, Culture and Skills/Interim Head of Early Years	5 October 2021
School Place Provision Strategy 2022-25	Review of the draft School Place Provision Strategy 2022-25 prior to Executive decision taken	Director of Strategy and Performance/Head of Asset Management	9 November 2021
Lancashire Education Strategy 2022-25	Review of strategy prior to Executive decision taken	Head of Service Education Improvement 0-11	9 November 2021
Children and Young People's Mental Health	Post Covid impact and progress update on CAMHS redesign	Director of Policy, Commissioning and Children's Health/NHS/Youth Council reps/School reps	7 December 2021
SEND Partnership Plan	SEND partnership plan update	Head of Service Inclusion/Zoe Richards	7 December 2021
Children Looked After	Housing, NEET, services/schools' transitions	Director of Children's Services/Head of Service Looked After Children Leaving Care	18 January 2022
Children's Health	Update on children's health in Lancashire post covid	Director of Public Health	18 January 2022
Lancashire Schools Attainment Outcomes	Annual report on attainment outcomes in schools across Lancashire. To include impact of the catch up funding on attainment.	Acting Director of Education, Culture and Skills/Head of Service Education Improvement 0-11/Finance	22 February 2022

Topic	Scrutiny Purpose	Lead Officers/organisations	Proposed Meeting Date
School Travel (TBC)	Review of current travel schemes and potential initiatives (walking school buses, mums for lungs, school streets, shared rides, community bus schemes, road safety, update on the SEND home to school transport policy review Air pollution, bus service redesign, new homes – joint session with other scrutiny committees TBC	TBC	16 March 2022
Not in Employment, Education or Training (NEET)	Review of measures in place and lessons learned - data trends, CLA, young carers, alternative provision colleges	Director of Education, Culture and Skills Alternative Provision	20 April 2022
NEET (ctd)	Review of apprenticeships data, work based training, district data link, accessibility	Lancashire Enterprise Partnership District Council leads	17 May 2022

Additional topics identified:

- SEND – covid recovery, in house ed psych and assessors vs costs to external agencies, auditory and sensory disorder, costs, short breaks
- Cabinet work on low carbonisation – education/waste renewables
- Family Safeguarding Model update (bite size briefing)
- Provision in Lancashire schools for bilingual children
- PHSE and life planning in schools
- Maintained nurseries update to Cabinet
- Child poverty

Task Group recommendation updates:

- Schools Causing Concern
- Pupils in Special Schools with Medical Conditions

