



School Organisation Plan

2014 – 2024



SOUTHAMPTON
CITY COUNCIL

People Directorate
Children and Families Service Division
Education and Early Years

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1 Introduction

1.1. The SCC School Organisation Plan provides the strategic framework for the Council's core aim of ensuring that there is a good school within reach of every child in the City. In so doing it brings together our key data and planning in terms of:

- the provision of pupil places from the Early Years stage through to Post-16, inclusive of special schools and Alternative Learning Provision;
- the principles guiding the Council's school improvement activity;
- the principles guiding the Council's school organisation activity, particularly expansions, mergers and conversions of school status; *and*
- the processes for securing and making capital investments in schools.

1.2. The School Organisation Plan presents this data over the longest possible planning horizon (five years for primary and ten years for secondary) so that the Council, schools and other key stakeholders are able to take well informed, long-term, strategic decisions, aimed at securing the best possible outcomes for current and future generations within the City.

1.3. The requirement for a clear, over-arching Strategic School Organisation Plan, whilst not statutory, is certainly important. A series of fundamental changes in legislation and national policy have changed the role of the Local Authority from being the sole provider of services to schools, to being both a provider and commissioner of education and children's services.

1.4. This means that whilst the Council continues to hold the statutory responsibility for ensuring that core education and children's services are delivered within the City, it may not always be the direct provider of those services.

1.5. Similarly, changes in legislation and national policy have resulted in the emergence of new types of schools (academies, free schools, studio schools, and university technical colleges); new relationships between schools and local and central government, characterized by a greater scope for school autonomy; and the emergence of new types of relationships between schools (school to school improvement partnerships, joint leadership appointments, federations).

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These changes are aimed at driving up standards and improving outcomes for children and young people.

- 1.6.** In addition to these changes, we also face an enormous demographic challenge. The National Audit Office (NAO) has reported¹ that in the school year 2011/12, there were 6.8 million 4-16 year olds in state-funded schools in England, of which around 600,000 were in Reception classes in primary schools. The number of children entering YR classes has been rising for some years, putting pressure on school places with a greater stress falling on particular local authority areas where population growth has accelerated. The same report states that 256,000 new school places would be needed by 2014/15 to meet increased need nationally.
- 1.7.** The National Audit Office report also shows that despite a net increase of almost 81,500 primary school places between 2010 and 2012, there is still a real strain on schools, with demand expected to increase beyond 2014/15 with a possible 400,000 further places required by 2018/19.
- 1.8.** As the largest City in the South East outside London, Southampton is already managing one of the largest and sharpest increases in demand for school places in England. The Council has already made significant increases in the number of Year R places it provides, compared with levels of provision in 2008/09. Schools have responded positively to the need for expansion and we are grateful for all the hard work and commitment from Head Teachers, Governors, Teachers and Officers to see these changes through. There is no time to rest, however. The base demographic data tells us that the birth rate continues to rise and that further expansions at primary level are likely to be required. In addition, it is clear that as the expanded Year R cohorts flow through, we will see a significant requirement to increase the number of secondary school places on offer in the City.

¹ National Audit Office Report HC 1042 Capital Funding for New School Places

- 1.9.** A rise in the need for mainstream places will bring an inherent rise in the need for places for pupils with an Education, Health and Care Plan (EHC Plan)² and pupils needing Special Educational Needs (SEN) Support³, whether in mainstream schools, resourced provision or special schools. A similar statistical rise can be seen in the number of children attending a Pupil Referral Unit (PRU) or using Alternative Learning Provision (ALP).
- 1.10.** The School Organisation Plan will provide a sound basis for enabling us all to take the important, strategic decisions that are needed to manage these changes.

² The SEND code of Practice 2014 replaces the Statement of Special Educational Needs with an Education, Health and Care Plan (EHC Plan) from 2014

³ The SEND Code of Practice 2014 replaces School Action and School Action Plus with a graduated approach to meeting special educational needs called SEN Support.

2 Executive Summary

2.1. Southampton City Council (SCC - The Local Authority) is the Strategic Commissioner of Education Provision for the City of Southampton.

This means that SCC must ensure that there are sufficient Early Years places, 4-16 year old school places, Post-16 places, and places for children with Special Education Needs for all families in the City.

SCC has a commissioning responsibility because it has a role in both providing these places directly and in working with other organisations to provide these places.

2.2. Principles and Guidelines

It is important that the Local Authority is open about the principles and planning guidelines it will adhere to as it goes about ensuring these duties are met. These principles and guidelines will inform decisions on a wide variety of issues, including (but not limited to): the expansion and closure of schools, the establishment of academies and free schools, the establishment of primary schools, and plans for where, when and how the demand for school places will be met.

2.3. Forecasting Future School Place Requirements

SCC uses data on births and pre-school population figures from a range of organisations, including the Office for National Statistics (ONS) and Her Majesty's Revenue and Customs (HMRC), to inform the forecasting of primary school pupil rolls. Secondary school forecasts are calculated from primary school rolls. Migration in and out of the City is also taken into account.

In autumn 2009, Southampton had approximately 25,900 4-16 year olds attending mainstream schools in the City. The primary school cohort was 15,673 and there were 10,228 pupils in secondary schools. The Year R cohort for 2009/10 was just below 2,400; 2,544 in 2010/11 and 2,670 in 2011/12.

In May 2014 we had 2,898 Year R pupils attending schools in the City. Based on current forecast data we expect to have to provide around 3,200 Year R pupils in the City in 2015/16. Beyond 2018/19 it is difficult to forecast likely demand,

however even if 2012/13 levels (which is not the peak year of demand) are maintained, pressure on primary school places will remain constant.

A five year forecast for primary schools, compared to the number of places available, can be found in Appendix 1.

The number of pupils in the secondary sector had been declining in recent years, with a total cohort of 10,228 pupils in 2009/10, 10,033 pupils in 2010/11, and 9,910 pupils in 2011/12 but is starting to rise again with 10,048 pupils in May 2014. As a result there is currently surplus capacity in some secondary schools in Southampton. This will likely remain the case until 2017/18. After this year, it is anticipated that these surplus places will be quickly eroded as pupils in the primary sector progress to secondary school.

In 2019/20 the number of year 7 pupils requiring a school place in the City will likely significantly exceed the current PAN, and this deficit will increase year on year. The number of Year 7 places required in the city will rise from a current 1,994 Year 7 Pupils to a possible 2,859 pupils as the current bulge year in primary moves through the secondary by 2022/23.

A ten year forecast for secondary schools, compared to the number of places available, can be found in Appendix 2.

2.4. Special Educational Needs

A child or young person has special educational needs if they have a learning difficulty or disability which calls for special educational provision to be made for them. The SEND Code of Practice 2014 (relating to Part 3 of the Children and Families Act 2014 and associated regulations) has extended the age range of children and young people who can be defined as having SEN to 0-25 years of age.

The percentage of children attending the City's special schools has remained fairly constant in recent years (between 1.2 and 1.3%) with the total cohort across primary and secondary special schools rising from 360 to 388 between 2009 and 2013. These children are divided across five Local Authority special schools each of which supports specific needs and age groups. In addition, Southampton has

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resourced SEN provision at four mainstream schools and contracts further places from Rosewood Free School⁴.

Given the specific characteristics of children with SEN (with an EHC Plan or receiving SEN Support) it is not possible to predict the demand for places in the same way as we do for other children attending mainstream schools.

However, if we work on the principle that proportion of children in the City attending special schools (compared with the number of children at mainstream schools) remains at a similar level, it is likely that the demand for places at our special schools will continue to increase, with forecasts showing a possible 50+ places required by 2018.

In Southampton we keep the demand for SEN places under close review by working closely with Health professionals including our colleagues in Special Educational Needs and Disability (SEND), JIGSAW, the Special Teaching Advisory Service and Portage to identify the children known to them from birth with significant health needs that are likely to have SEN and/or disabilities and who may require a special school place. Health has a statutory duty to notify SCC of all such cases.

It should also be noted that national research suggests that there is a rise in the numbers of children with complex Special Educational Needs and Disabilities due to medical advances, the increase in the numbers of premature babies surviving and the increasing life expectancy of those with complex needs. Also, while changes in the way SEN is assessed seems to have led to fewer overall cases of some types of specific need, overall the number of children with SEN is rising.

A five year forecast for SEN pupils can be found in Appendix 3.

2.5. Early Years Education

The Local Authority is required to provide all 3 and 4 year old children in the City with access to foundation stage education for 15 hours per week, 38 weeks per year.

⁴ A complete breakdown of SEN numbers and schools can be found in Appendix 3.

As of September 2013 there has been a requirement to provide free Early Years places to 2 year old children from disadvantaged backgrounds. In addition, children with an EHC Plan, children looked after by the Local Authority (including those who have recently left care) and families who attract Disability Living Allowance may become eligible for free Early Years Education in the City.

This will mean that the Local Authority will be required to commission an increased number of Early Years places.

Details on the demand for Early Years places can be found in Appendix 4.

2.6. Post-16 Education

There are currently two school-based sixth forms (St Anne's Catholic School and Bitterne Park Secondary School) and three Further Education Colleges (Richard Taunton Sixth Form College, Itchen Sixth Form College and City College) in Southampton. These have been joined by the Inspire Enterprise Academy which offers 14-19 Education.

In 2013 89.2% of the City's year 11 leavers stayed on in education. We expect this percentage to rise consistently in future years as a function of the Education and Skills Act 2008, which places a duty on the Local Authority to ensure that all young people participate in education and / or training until the age of 18.

A high level forecast for the demand for Post-16 places can be found in Appendix 5.

2.7. Alternative Learning Provision / Pupil Referral Units

A Pupil Referral Unit (PRU) offers Alternative Learning Provision for pupils who are unable to attend mainstream or special school.

The City's PRU is located at the Compass School, Green Lane, Millbrook. The school provides transitional, full-time education and support for up to 160 learners, aged 5-16. The substantially refurbished accommodation enables the LA to better respond to future growth and demand for PRU placements. In addition, the consolidated 'all-through' provision will be better equipped to respond to the specific needs of children requiring short or long term placements.

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Tremona Road Children's Centre (Southampton Children's Hospital School) based at Southampton General Hospital offers Alternative Learning Provision for pupils with a range of medical conditions.

Placements at both schools are often made on a short term basis. For example, children may attend if sickness or exclusion prevents them from accessing mainstream education provision. As a result it is very difficult to predict how many children might require alternative learning provision in the future.

A forecast for Alternative Learning Provision can be found in Appendix 6.

3 The Role of the Local Authority in Commissioning School Places

3.1. In the national policy context the Local Authority is the commissioner of provision. The role of the Local Authority is set within a legal framework of statutory duties. Some of the key duties are identified below.

3.2. Statutory Duties

Statutorily regulated education provision can be divided into three age-determined phases (although there is some overlap between these). The three main phases are:

- **Early Years**, primarily delivered by private, voluntary and independent pre-school providers and accredited child-minders;
- **4-16, compulsory school age** during which schools are the main providers;
- **Post-16**, colleges and schools both offer substantial provision, with colleges as the sole provider for young people aged 16-25.

The Local Authority also has specific duties in relation to pupils who have Special Educational Needs and Disability and those that require access to alternative types of learning provision.

3.3. Duties to provide Early Years Places

Section 6 of the 2006 Childcare Act places a duty on local authorities to secure the sufficient childcare for working parents and section 7 of the same Act (as amended by Section 1 of the Education Act 2011) places a duty on local authorities to secure Early Years provision free of charge for all children under school age.

Since September 2013 changes introduced in the Education Act 2011 place a statutory duty on local authorities to provide Early Years Education for two year olds from disadvantaged backgrounds. From September 2014 this offer is extended to children with an EHC Plan, Looked after Children, children who have recently left care and families in receipt of Disability Living Allowance.

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3.4. Duties to provide for ages 4-16

The law requires local authorities to make provision for the education of children from the first term they begin statutory education as a five year old to the end of the academic year in which their sixteenth birthday falls either at school or otherwise. Most parents choose to send their children to local schools in the City. Some parents will choose to educate their children independently, either at independent schools or otherwise than at school; others will send their children to maintained schools outside the City. Equally, some parents who live outside the City will choose to send their children to school in the City.

From age 14 to 16 a minority of young people are offered college placements or alternative curriculum provision, usually through school links. Some children are educated in special schools or non-school forms of special education because of their Special Educational Needs.

3.5. Duties to provide for Post-16 Students

As a result of the Apprenticeships, Skills, Children and Learning Act 2009, local authorities are lead strategic commissioners of 16-19 education and training. This means local authorities have a new duty to ensure that sufficient suitable education and training opportunities are accessible to all residents in the City aged 16-19 and those residents aged 19-25 who have a learning difficulty. The Education and Skills Act 2008 places a duty on all young people to participate in education or training until their 18th birthday:

- Since 1 September 2013, young people have been required to continue in education or training until the end of the academic year in which they turn 17. From 1 September 2015, they will be required to continue in education until their 18th birthday.
- Young people will be able to choose how they participate in Post-16 learning, which could be through; full-time education, such as school, college or otherwise; fulltime work or volunteering, combined with part time education or training; or an apprenticeship.

3.6. Duties to provide for Special Needs and Disabilities

The Education Act 1996 places a duty on the Local Authority to ensure that, where necessary, the SEN of children and young people are assessed and that adequate amount of provision is available for children with SEN. The Act also requires local authorities to keep this provision under review.

The Children and Families Act 2014 was enacted on 13 March, 2014. Part 3 of the Act relates to SEN. The new legislation requires local authorities to make provision for children and young people with SEN from 0 to 25 years. There is a statutory duty for the Local Authority and the clinical commissioning group to jointly commission both assessment and provision and the 0-25 SEND Service is Southampton's jointly commissioned education, health and care service for children and young people with special educational needs. The 0-25 SEND Service will also publish information about the provision available in Southampton's 'local offer' and keep this under review.

3.7. Duty to Respond to Parental Representations

Section 14A of the Education Act 1996 placed a duty on local authorities to consider parental representations regarding the provision of primary and secondary education. The Education and Inspections Act 2006 placed a duty on local authorities to promote diversity and increase parental choice in planning and securing the provision of school places.

3.8. The National Context

The Academies Act 2010 enabled more schools to become academies (state funded and independent from the Local Authority), and the Education Act 2011 changed the arrangements for establishing new schools and introduced section 6A (the academy/free school presumption) to the Education and Inspections Act 2006. Where a local authority thinks there is a need for a new school in its area it must first seek proposals to establish an academy/free school.

4 School Organisation and School Improvement

- 4.1.** The City Council is committed to the continuous improvement of all schools in Southampton. When considering the case for school reorganisations, the City Council will take careful account of the performance of the schools in question. Such decisions will, however, be taken in the context of City-wide strategic planning and will reflect consideration of a number of factors. These include wider demographic issues and location specific issues relating to sites and buildings.
- 4.2.** The importance of working in partnership is well recognised and the City Council will work alongside schools to raise standards of achievement and assist any school that is inadequate or requires improvement to come out of this category. Decisions relating to places provision will therefore be taken in the wider context of improving the quality of educational provision across the City and in the local area.
- 4.3.** The Local Authority has a key City-wide role in securing successful school improvement outcomes. This includes working with all schools, regardless of type, and other partners and agencies, including the Department for Education, to monitor school performance, and to provide advice and intervention to secure continuously improving educational outcomes.
- 4.4.** Southampton City Council has four key strategic aims for school improvement. These are as follows:
- All educational provision will be good or outstanding and continually improving through the application of school improvement strategies which further improve the standards achieved by children and young people in a range of provision;
 - Gaps in achievement for vulnerable children and young people will narrow and in some cases, close;
 - Support and develop leadership at all levels in partnership with teaching schools and other partners including the National College, to build capacity for continuous and sustained improvement in standards achieved; and
 - The promotion and development of future school-to-school partnerships which lead to improved outcomes for children and young people.

5 Principles and Key Issues for Strategic School Organisation Planning in Southampton

5.1. It is important that the Local Authority is open and transparent in its role as the Strategic Commissioner of Education Provision in Southampton. To help guide us in this role we will abide by clear principles, and consider school organisation proposals against our planning guidelines. We stress that planning guidelines are not absolutes, but a starting point for consideration of proposals.

5.2. Strategic Co-ordination of Pupil Place Planning and Admissions Arrangements

The Local Authority has a statutory duty to ensure that a school place can be offered to every child in the City that requires one. Despite the changing nature and status of schools, this duty remains unchanged as does the requirement to co-ordinate the admissions phase transfers.

From September 2013, regulations have been amended so that there is no longer a requirement for local authorities to coordinate in-year applications for admission.

The Local Authority will still be able to perform this role for both maintained schools and academies if a school so wants. Where schools perform this duty themselves the LA will require them to regularly provide us with information on vacancies, applications and the offering of school places. This information is essential in tracking pupils and ensuring that they receive a good education.

The revised School Admissions Code does require the Local Authority to publish how in year applications can be made and to provide information about places available in schools within its area.

5.3. Expansion of Popular Schools and New Provision

The Government is committed to the presumption that proposals to expand successful and popular schools should be approved. No single definition of a successful and popular school exists, but the school's results, its added value, its Ofsted rating, its rate of improvement and its popularity with parents are factors to be considered. The existence of surplus capacity in neighbouring schools should not in itself be sufficient to prevent such expansion, but compelling objective evidence that this would have a damaging effect on standards overall in an area may be a reason to limit it.

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5.4. Primary School Provision

There is evidence to suggest that there are some advantages to all through primaries in terms of continuity of learning across key stages and consistency for children, provided that schools do not become too large. It is also recognised that separate infant and junior schools can offer the benefits of a curriculum tailored to the requirements of a single key stage and an ethos appropriate to the ages of children.

5.5. Primary School Reorganisation

Because of the rising birth rate in the City and the consequent shortage of spaces in Southampton's primary schools, it is likely that most reorganisation over the period of this Plan will be in the form of expansion. However, this is likely to lead to circumstances where other changes, including the establishment of all-through primaries, amalgamations or federations are considered.

The Local Authority will look at the context of the schools concerned in the light of projected numbers, the educational needs of the immediate and wider communities, the 'cluster' of schools involved and the range of preference offered for types of school, the financial implications and the benefits of any changes proposed. Specifically, there should be a clear rationale for any change to the type of provision in an area. A variety of factors can be taken into account where amalgamation or change of type of schools is being considered. These include:

- A significant continuing number of surplus places or a deficit of places within the area;
- A significant shortage or deficit of places which is forecast to continue;
- The two schools share a building and or site;
- Alternative use of the site or one of the sites would provide other benefits to the community, such as Early Years provision or community use;
- Schools not sharing a site should also be considered where there are opportunities for re-build/conversion to improve the asset or rationalise land use;

- The schools' performance, taking into account Ofsted inspection evidence, particularly where a school is in the Ofsted categories of Inadequate or Requires Improvement;
- Where a Head Teacher vacancy proves difficult to fill;
- Where federation is considered to be a viable option; *and*
- Where the governing bodies of co-located infant and junior schools seek support to establish a primary.

5.6. Secondary School Provision

Overall, there is currently a surplus of secondary provision within Southampton. In addition, the distribution of places is currently very uneven with some secondary schools significantly under-subscribed and some significantly over-subscribed. The pattern of distribution is partly a function of school performance and the Local Authority is working with the DfE, schools and other stakeholders to address this. We expect that the overall balance of secondary places will remain in surplus until 2017/18.

5.7. Special School Provision

The City is committed to promoting greater inclusion, i.e. providing opportunities for all children and young people to reach their full potential and to be educated within a mainstream school environment wherever possible, whilst recognising individual needs. For the development of support to children with SEN this vision involves:

- Providing a wide range of opportunities for placement in their local school, based on improved resources, facilities and training;
- Increasing the different options for learning in Southampton to ensure that all children with SEN have the chance to succeed in mainstream school;
- Providing resourced provision in specific mainstream schools;
- Giving better support to families and carers, making continued placement at home more likely, even for those children whose Special Educational Needs make extraordinary demands upon the family; and
- Reducing need for use of non-maintained placements as a result of service improvements within the City.

5.8. Special School Reorganisation

It is anticipated that the proportion of SEN children will grow as a result of the increase in the number of children living in the City, an increase in the survival rate of children with complex needs and because of recent changes to the process of identifying children with SEN.

We will continue to monitor the situation closely and, whilst it is likely that expansions will need to be commissioned in future, it is not possible at the time of writing to predict with any certainty where this demand will fall.

6 Capital Funding

6.1. The Local Authority, as Strategic Commissioner of Education Provision, has a key role in securing funding to provide sufficient education provision across the City, particularly in schools.

6.2. Funding Mainstream School Expansion

Southampton City Council is currently undertaking a significant expansion of its primary school capacity. This is directed towards meeting the school places demand created by significant surge in birth rates that the City has experienced.

As detailed in Appendices 1 & 2, the Local Authority expects the increase in demand in the primary sector to eventually feed its way through to the secondary sector. As such, it is anticipated that a secondary school places review will have to be undertaken in the medium-term, with a view to addressing the expansion requirements for this sector of provision.

At present, the Department for Education (DfE) provides the Local Authority with a Basic Need capital grant to meet the cost of catering for the increasing demand for school places. This funding is provided to the Local Authority on an annual basis, with additional in-year grants occasionally being provided where demand for such can be evidenced. In order to obtain this funding, the Authority must submit pupil forecast and school capacity data information to the DfE every year. The gap between existing provision and projected need forms the basis for capital allocations.

Basic Need funding is provided on an annual basis, and when combined with the fact that the level of this funding is generally confirmed in the December preceding the financial year, this makes the formulation of a certain programme of strategic investment difficult. In order to mitigate this difficulty in planning for the investment profile to be delivered under the primary school expansion programme, the Local Authority has assumed that the level of funding will remain roughly in line with previous Basic Need allocations. Naturally, there is a certain level of risk contained within the adoption of such an approach, in terms of the fact that there is no guarantee of the level of funding that will be received, or even if future allocations will in fact be made.

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However, to adopt the alternative approach would be to leave the Local Authority permanently in the position of reacting to immediate demand pressures, which would ultimately result in poor value for money solutions being delivered in the long-term.

If it were to transpire that the level of DfE funding were to prove insufficient to meet the full cost of providing for the expansions required, the Authority would have to consider alternative modes of funding. In terms of this, the Local Authority could consider the utilisation of other elements of non-ring-fenced capital that it receives, supported borrowing, or more innovative financing solutions that are being introduced into the marketplace by developers in response to local authorities' general lack of immediately accessible capital resource. The decision on which option to pursue would be referred to SCC's Council Capital Board for a decision, in line with corporate policy.

6.3. Funding SEN and ALP Expansion

It is to be expected that the number of children requiring SEN provision will rise in line with the increase in the general school age population. This is proving to be the case in Southampton and both Springwell Special School and Cedar Special School have been accommodating additional pupils since September 2012.

Although it is difficult to predict the numbers and types of need of SEN pupils with the same length of lead-in time as with mainstream pupils, the general increase in birth rates indicates that further expansions at this or other special schools are likely to be required in the future.

Unlike mainstream provision, there is not yet a mechanism in place to fund the expansion of special schools. As such, the Authority will have to make funding decisions on a case-by-case basis.

6.4. Parallel to the above, it is anticipated that a rise in the general school age population will result in an increased demand for places in Alternative Learning Provision at the City's Pupil Referral Unit. Indicative of this is the fact that the PRU has recently had to form a dedicated class base for KS2 provision.

Again, there is currently no dedicated capital funding directed to addressing the expansion required to meet this need. The co-location of the PRU's facilities to the Green Lane site, coupled with an expansion of the overall floor area available, should suffice to meet the PRU's expansion requirements in the medium-term.

If it were to transpire that further expansion were required in the long-term, then this could readily be accommodated within the existing footprint of the Millbrook buildings, although dedicated capital funding would have to be allocated to such a scheme by the Authority.

6.5. Principles Underpinning Expansion in the Schools Sector

In selecting which schools to expand and the means by which this is achieved, the Local Authority has to consider a number of factors. Whilst all decisions to expand are taken in partnership with the schools concerned, the key principles underpinning any such decision are as follows:

- **Demand**
- **Feasibility (Cost)**
- **Feasibility (Site)**
- **Value for Money**

6.6. Funding Expansion in the Non-Schools Sector

Early Years

The Government's commitment to extending the entitlement of free Early Years places to two year olds is being introduced in two phases. The first phase requires local authorities to provide places (15 hours per week for 38 weeks a year) for those children defined as being in the 20% most disadvantaged nationally with the second phase extending the entitlement to the 40% most disadvantaged from September 2014. Although the Early Years market is predominantly run by the private, voluntary and independent sectors, the strategic responsibility for place provision remains with the Local Authority. As such, it is incumbent on the Authority that it provides significant capital assistance to the requisite expansion projects. In July 2013 Cabinet approved capital expenditure of £1,361,000; phased £67,000 in 2013/14 and £1,294,000 in 2014/15 to expand the Early Years sector.

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Post-16

The Education Funding Agency (EFA) is responsible for managing the Government's 16-19 Demographic Growth Capital Fund (DGCF). This is a £44 million national allocation that is directed at providing for new learner places needed as a consequence of local population increases and the Raising of the Participation Age. The EFA is looking to place a particular investment emphasis on the aim of engaging an increased proportion of learners with learning difficulties and/or disabilities. Although the Local Authority will not directly determine where this funding is spent, it will seek to work alongside the EFA to ensure that expansions in the school and Post-16 sectors are appropriately aligned.

7 School Pupil Forecasting Methodology

7.1. Forecasts of pupils at Southampton Schools are developed on a “bottom up” basis.

Forecasts are built up via the following sequential stages:

- Establish the number of children in the City that will go into Year R for the given year;
- Distribute these children among the schools within the City, to give a Year R intake for each school; and
- Calculate the total Number on Roll (NOR) for each school, factoring in historic year-on-year net gains/losses.

7.2. The first stage in this process is to calculate how many children within the City will be at school entry age (i.e. Year R) for the year in question. This is derived from child benefit data (supplied by HM Revenue & Customs), which accurately shows the numbers of children that are resident within defined areas of the City (Lower Super Output Areas), for the coming four years’ worth of intake. Furthermore, a fifth year of intake data is produced on the basis of the latest birth trends, provided by the NHS Primary Care Trust, to provide a longer forecasting horizon.

7.3. At this stage the child benefit data and birth trends of specific areas outside of the city are analysed, from which we might expect a yield of pupils starting school within the City at school entry age (i.e. Year R) based on the last three years of parental preference.

7.4. The second stage of this process is to estimate the number of these children that will attend specific schools within the City. The following process is utilised in order to determine this:

- The historic intake for each school at Year R is measured against the total number of children from each Lower Super Output Area for a given year. This is used to determine the percentage of the total number of available children that each school takes from each Lower Super Output Area. This calculation is done for the past 3 years and then weighted to provide a solid estimate of the percentage of children that a given school will take from each area of the City;

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- The percentages derived from the above exercise are then applied to the forecast numbers established at stage 1, to provide an estimate of the total number of pupils that each school will take from each area of the City;
- These numbers are then totalled, to provide a forecast for the Year R intake at each school;
- Finally, corrections are made to these forecasts, to account for the capacity of each school. For example, if capacity is exceeded at a given school, it would be assumed that the excess children would likely be reallocated to the nearest school with available space.

7.5. Having established the Year R forecasts for the City in a given year, the forecasts for the other years in each school are then calculated, on the basis of the existing numbers being “rolled forward”. Within a school, these numbers will generally remain relatively stable year-on-year, although each school will have a specific pattern of net gain/loss of pupils from year group to year group and this pattern is utilised to project how the existing pupil numbers will roll through into future years. The completion of this exercise enables a projection of the total NOR for the school in question.

7.6. Where a change in school is implied (i.e. between infant and junior, or primary stage and secondary stage), the “roll forward” is a slightly more intricate exercise, with the preceding year’s NOR of a school’s feeder schools having to be utilised as the basis of the NOR for the year being forecast. Again, historic data of the percentage transfer is utilised as the basis for calculating how many of the feeder schools’ pupils will transfer to the school for the year being forecast. Again, once this exercise has been undertaken, this projection can be “rolled forward”, in line with the methodology set out above, to provide projections for subsequent years.

7.7. Forecast accuracy and limitations

Forecasts are made for numbers of pupils aged between 4 and 16 years of age in a mainstream provision and are most reliable when there are as few variants as possible and a clear trend can be identified.

Forecasting is not, however, an exact science, owing to the fact that the actual numbers that materialise at each school are contingent upon parental preference,

which necessarily fluctuates year-on-year. Bearing this in mind, the further into the future one projects, the greater the potential for variation from historic trends.

For this reason Southampton City Council keeps the data and forecasting of pupil numbers under constant review to ensure projections of future need are as accurate as possible.

The tables below show the forecast number of Year R pupils in the city up to 2017/18. For planning purposes the city has been divided into three areas: east, central and west. The data indicates that the central area is forecast to experience the greatest increase in demand for primary places in future years. Whilst we have divided the city into three areas, it is important that these are not looked at in complete isolation. The expansion of a school in one part of the city will likely have an impact elsewhere, even if only to a small degree, on schools across the City.

The tables show the current (2014/15) Published Admission Number (PAN) for each school in each of the three planning areas. The combined PAN for all the schools in each area is then compared with the forecast demand for Year R places on an annual basis in that area up until 2017/18. This comparison produces a surplus or deficit figure for the number of Year R places in each area on an annual basis up until 2018/19. If we are forecasting a deficit of places this will indicate by a “-” symbol.

There have been several primary expansion projects (some have been completed and some are due to complete shortly) which have increased the number of primary school places from September 2014. St John’s Primary and Nursery School, Beechwood Junior School and Fairisle Infant and Nursery School were expanded from the 2014/15 academic year. These expansions are factored into the data below and bring the total pan for the City up to 3135.

2015/16 is forecast to be the peak year for Year R pupils, with numbers set to drop slightly in 2016-17. As such, the Local Authority has taken the decision to expand some schools for one year only in 2015/16. This is known as a bulge year and means a school would have an increased PAN for one year only. Thornhill Primary School has taken a bulge year from September 2014. Portswood Primary School, Bitterne Manor Primary School, Mansbridge Primary School, and Bitterne Park Primary School will each take a bulge year (30 extra pupils) from September 2015. In each case this means adding one extra classroom to take the bulge class.

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Additionally, permanent places will also be added to Valentine Primary School and Sholing Junior School for September 2015; adding one form entry (1FE) to each school.

With numbers forecast to drop slightly before a possible future rise in the need for primary places, it is planned that Tanners Brook Primary School and Fairisle Junior School will each expand by 1FE at Y3 for September 2016 to provide sufficient places at Y3 for the expansion through primary.

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West Planning Area	
School	YrR PAN 2014/15
Fairisle Infant and Nursery School	120
Hollybrook Infant School	60
Holy Family Catholic Primary School	60
Mansel Park Primary School	60
Mason Moor Primary School	45
Newlands Primary School	60
Oakwood Primary School	60
Redbridge Primary School	30
Shirley Infant School	90
Shirley Warren Primary and Nursery School	60
Sinclair Primary School and Nursery	30
Tanners Brook Primary School	120
Wordsworth Primary School	90
Total PAN	885
PAN 2014/15 less year R forecast Number on Roll	72
(Planned) PAN 2015/16 less year R forecast Number on Roll	36
(Planned) PAN 2016/17 less year R forecast Number on Roll	101
(Planned) PAN 2017/18 less year R forecast Number on Roll	178
(Planned) PAN 2018/19 less year R forecast Number on Roll	142

Table 1: Infant and Primary School YrR Forecast NOR (WEST Planning Area)

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Central Planning Area	
School	Yr R PAN 2014/15
Banister Primary School and Nursery	60
Bassett Green Primary School	90
Bevois Town Primary School	60
Foundry Lane Primary School	90
Freemantle C of E Community Academy	60
Highfield C of E Primary School	45
Mansbridge Primary School	30 <small>(60 2015 only)</small>
Maytree Nursery and Infants School	90
Portswood Primary School	60 <small>(90 2015 only)</small>
Springhill Catholic Primary School	90
St Denys Primary School	30
St Johns Primary and Nursery School	60
St Marks C of E Primary School	90
St Mary's C of E (VC) Primary School	90
Swaythling Primary School	30
Total PAN	975
PAN 2014/15 less year R forecast Number on Roll	74
(Planned) PAN 2015/16 less year R forecast Number on Roll	<small>(PAN 1035)</small> 57
(Planned) PAN 2016/17 less year R forecast Number on Roll	-22
(Planned) PAN 2017/18 less year R forecast Number on Roll	-12
(Planned) PAN 2018/19 less year R forecast Number on Roll	-62

Table 2: Infant and Primary School YrR Forecast NOR (CENTRAL Planning Area)

School Organisation Plan 2014 – 2024

East Planning Area	
School	YrR PAN 2014/15
Bitterne C of E Primary School	60
Bitterne Manor Primary School	30 <small>(60 2015 only)</small>
Bitterne Park Primary School	90 <small>(120 2015 only)</small>
Glenfield Infant School	90
Harefield Primary School	60
Hightown Primary School	45
Kanes Hill Primary School	60
Ludlow Infant Academy	90
Moorlands Primary School	60
Sholing Infant School	90
St Monica Primary School	90
St Patricks Catholic Primary School	60
Thornhill Primary School	60
Townhill Infant School	90
Valentine Primary School	120
Weston Park Primary School	90
Weston Shore Infant School	30
Woolston Infant School	60
Total PAN	1275
PAN 2014/15 less year R forecast Number on Roll	18
(Planned) PAN 2015/16 less year R forecast Number on Roll	<small>(PAN 1335)</small> -14
(Planned) PAN 2016/17 less year R forecast Number on Roll	<small>(PAN 1260)</small> 7
(Planned) PAN 2017/18 less year R forecast Number on Roll	132
(Planned) PAN 2018/19 less year R forecast Number on Roll	70

Table 3: Infant and Primary School YrR Forecast NOR (EAST Planning Area)

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West Planning Area; Infant and Primary Schools

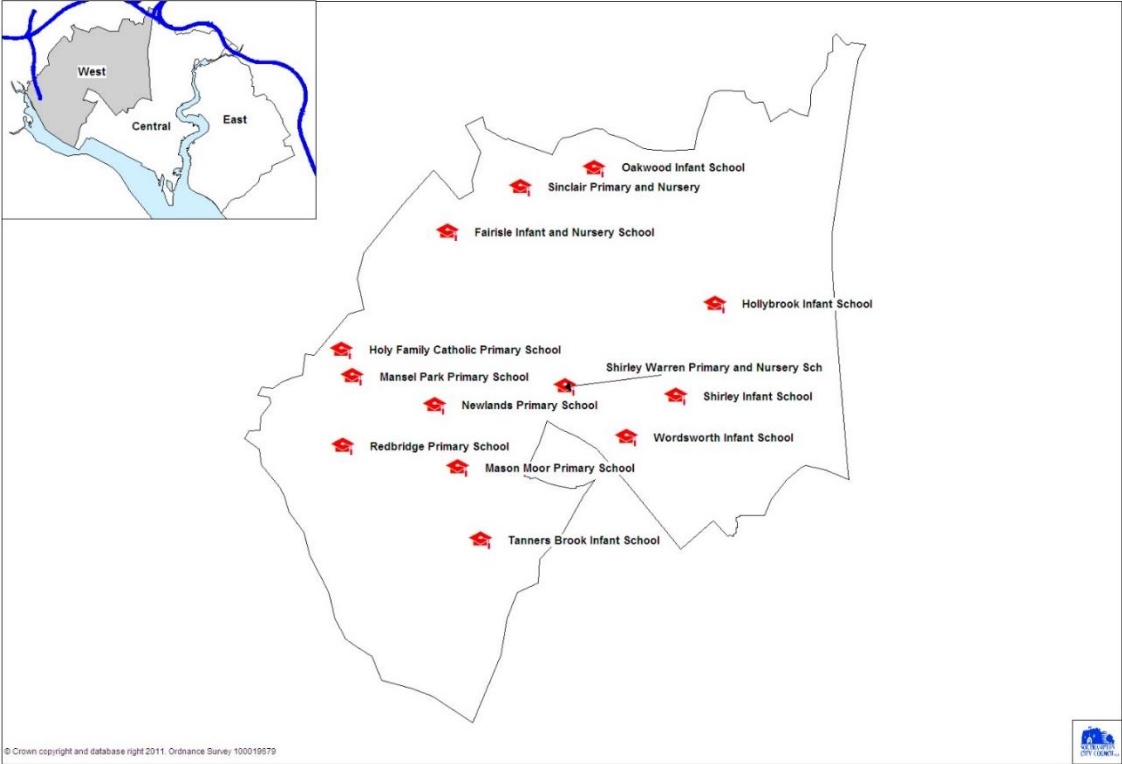


Figure 1: Infant and Primary Schools WEST Planning Area

Central Planning Area; Infant and Primary Schools

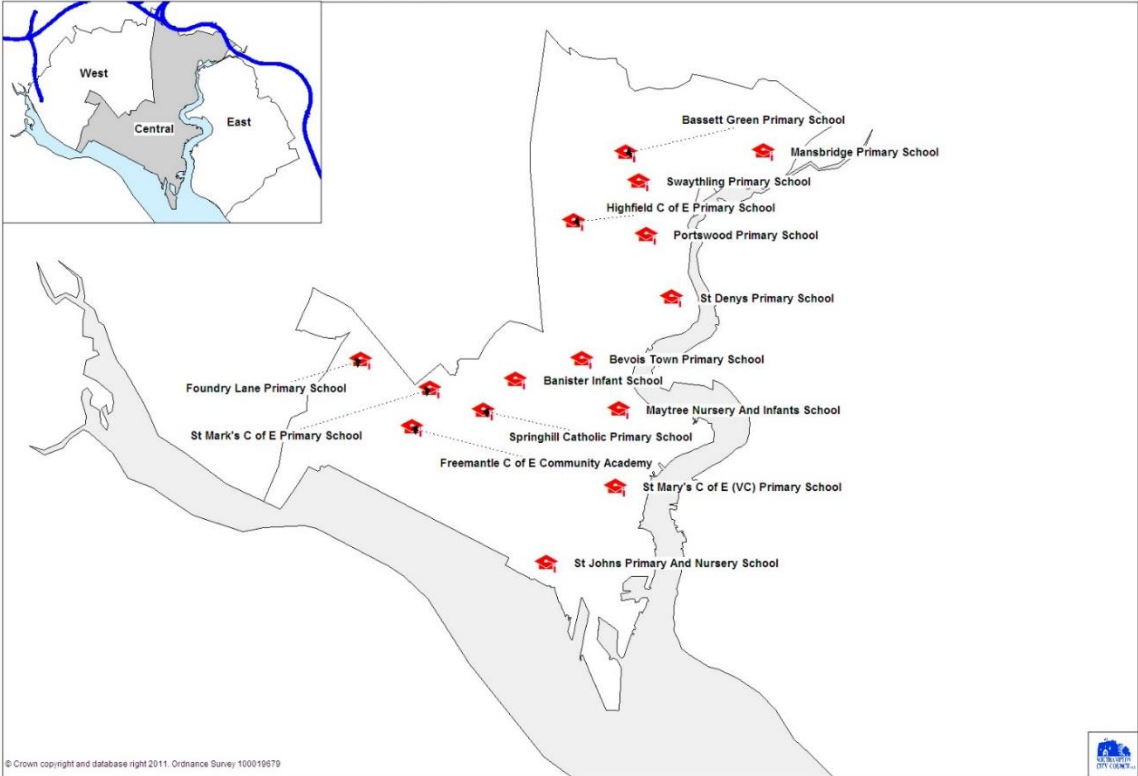


Figure 2: Infant and Primary Schools CENTRAL Planning Area

East Planning Area: Infant and Primary Schools

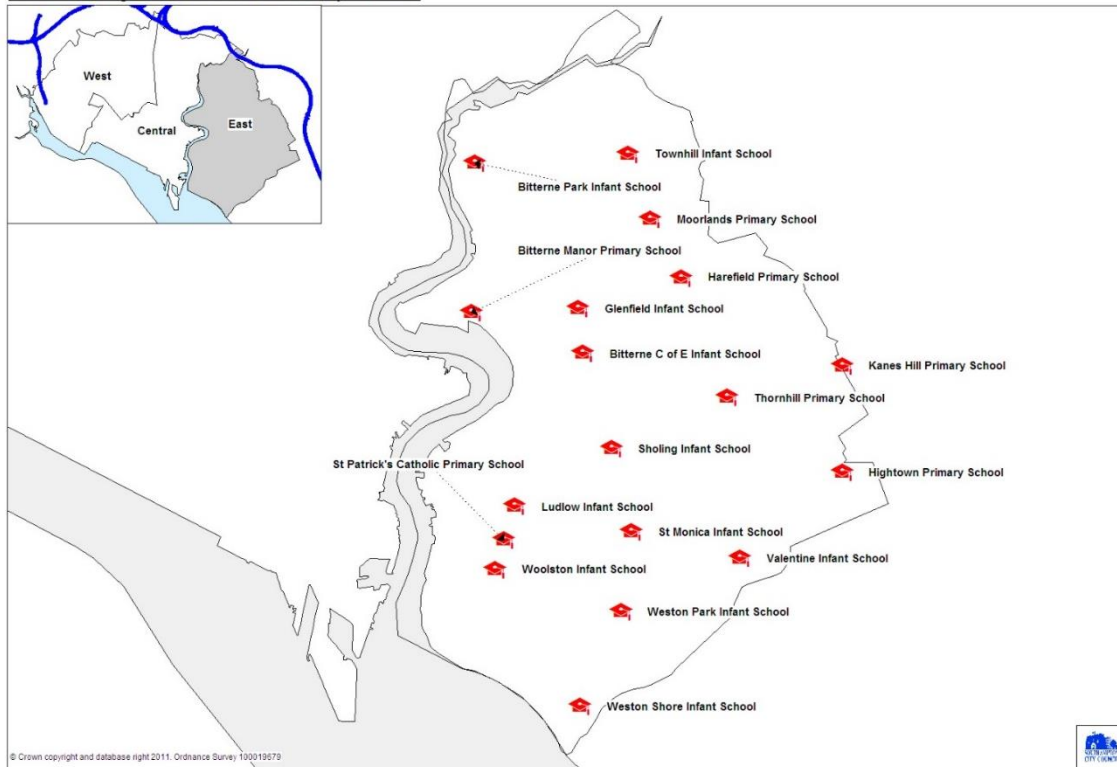


Figure 3: Infant and Primary Schools EAST Planning Area

There is currently a surplus of secondary school age places in Southampton. This is a function of the low cohort of children that entered Southampton primary schools in the early part of the 2000's. Based on current forecast data, we expect that the city's existing capacity for Year 7 places will be exceeded by 2018/19, with the current primary bulge year due to transition into secondary in 2022/23 and the highest deficit of total secondary places will be in 2023/24.¹

The table shows the current (2014/15) Published Admission Number (PAN) for all secondary schools in the city. The combined PAN for all the schools is compared with the forecast demand for Year 7 places on an annual basis up until 2022/23. This comparison produces a surplus or deficit figure for the number of Year 7 places in the City. The minus symbol “-” indicates a shortage of places.

As we know that the current demand on places at primary will move through the years to secondary, planning for secondary expansion has already begun. The demand for secondary places is likely to be more costly and more complex due to the limitations on space within the city and the need to provide specialist learning spaces across a wide number of curriculum areas.

Based on the most recent net capacity assessments of our secondary schools, SCC could increase the number of Year 7 places in the City to 2,550 within existing accommodation (and therefore without the need for capital investment). This approach would see us through until September 2018. Beyond this a programme of capital investment will be needed to expand the current provision in Southampton to ensure enough high quality school places for children who need them.

¹ It should be noted that long term forecasts are subject to change.

Secondary Planning (Whole City)	
School	PAN 2014/15
Bitterne Park Secondary School	300
Cantell Maths & Computing College	230
Chamberlayne College for the Arts	180
Oasis Academy Lord's Hill	180
Oasis Academy Mayfield	180
Redbridge Community School	210
Regents Park Community College	150
St Anne's Catholic School	200
St George Catholic College	120
The Sholing Technology College	210
Upper Shirley High School	150
Woodlands Community College	180
Total PAN	2,290
PAN 2014/15 less year R forecast Number on Roll	335
PAN 2015/16 less year R forecast Number on Roll	255
PAN 2016/17 less year R forecast Number on Roll	185
PAN 2017/18 less year R forecast Number on Roll	137
PAN 2018/19 less year 7 forecast Number on Roll	-7
PAN 2019/20 less year 7 forecast Number on Roll	-60
PAN 2020/21 less year 7 forecast Number on Roll	-140
PAN 2021/22 less year 7 forecast Number on Roll	-371
PAN 2022/23 less year 7 forecast Number on Roll	-569
PAN 2023/24 less year 7 forecast Number on Roll	-441
PAN 2024/25 less year 7 forecast Number on Roll	-250
PAN 2025/26 less year 7 forecast Number on Roll	-383

Table 4: Secondary Yr7 Forecast NOR (Whole City)

School Organisation Plan 2014 – 2024

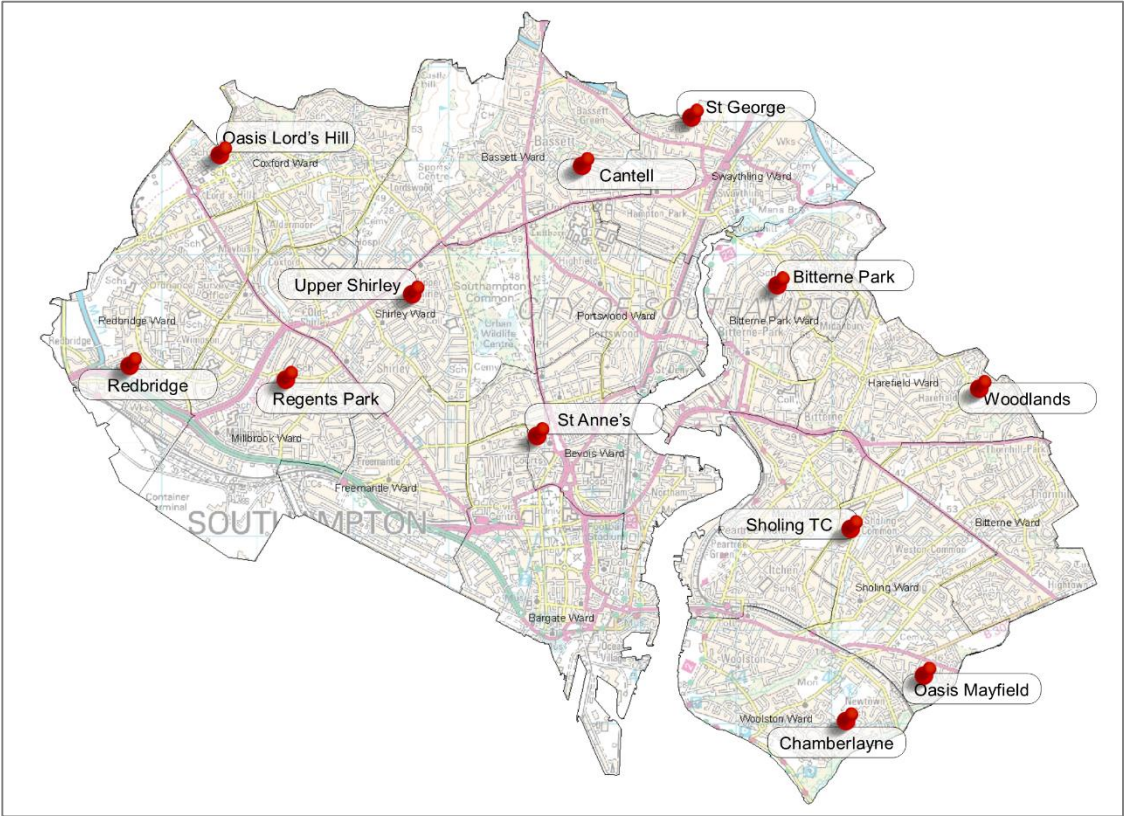


Figure 4: Secondary Schools

Demand for special school places is increasing. At present there are five special schools in the city, each of which offers support for different age ranges and specific special education needs. These are:

- **Springwell (including resourced provision at Thornhill Primary & Mason Moor Primary)** Learning Difficulties & Autistic Spectrum Disorder. Ages 4-11. (96 Places)
- **Great Oaks**
Learning Difficulties & Autistic Spectrum Disorder. Ages 11-16. (145 Places)
- **The Cedar School**
Physical Difficulties (and Complex Needs). Ages 3-16. (70 Places)
- **The Polygon School**
Behavioural, Emotional and Social Difficulties. Ages 11-16. (56 Places)
- **Vermont School**
Behavioural, Emotional and Social Difficulties. Ages 7-11. (28 Places)

In addition to the schools above, Southampton offers additionally resourced SEN provision out of the following mainstream schools:

- **Tanners Brook Infant & Junior** - Hearing Impaired Provision. (14 Places)
- **Redbridge Community School** - Hearing Impaired unit Provision. (7 Places)
- **Weston Shore Infant School** - Early Years Language Provision. (5 Places)
- **Bitterne Park School** - Autistic Spectrum Disorder Provision. (8 Places)

There is one SEN free school in the city:

- **Rosewood School** - Profound and Multiple Learning Difficulties. (26 Places)

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Over the last 5 years, an average of 1.3% of the City’s mainstream school population has attended a special school in the city.

If this proportion is applied to the total mainstream school forecast, it gives an indication as to how many children may need to be accommodated in the SEN sector in the future.²

	Data Collection	Pupils attending Special Schools in Southampton	% of Total
Actual	January 2011	351	1.2%
	January 2012	370	1.3%
	January 2013	388	1.3%
	January 2014	403	1.3%
Forecast	January 2015	424	1.3%
	January 2016	442	1.3%
	January 2017	457	1.4%
	January 2018	474	1.4%

Table 5: Forecast NOR Special Schools (Whole City)

This high level forecast does not take into account recent changes in legislation, in particular the SEND Code of Practice 0-25 (2014), which replaces the Statement of Special Educational Need with an Education, Health and Care Plan. The legislation also replaces School Action and School Action Plus with a graduated approach to identifying and meeting special educational needs, and gives parents and children more control over the support they receive through Personal Budgets and the Local Offer.

² It should be noted that this is only a high level estimate as, due to the complexity in identifying SEN, it is very difficult to accurately predict what specific needs of children will be and how many children will require SEN support. Also, the number of places at our SEN schools currently includes children aged 3 - 18 but our forecasts are based on children aged 4-16 (compulsory school years) as these are the only age groups for which we currently have number on roll and forecast data.

It is unclear how these changes will affect the numbers of pupils requiring places in Southampton’s special schools but there is a resurgence in the number of families who wish to attend special schools as a result of the improvement in the quality of such schools in the City and their focus on learning rather than just care.

When tracked against current available spaces in Southampton’s Maintained special schools³ (422 Places) it becomes clear that urgent action needs to be taken to expand Southampton’s special school Provision. By 2017/18 the City may need to provide at least 52 extra special school places⁴.

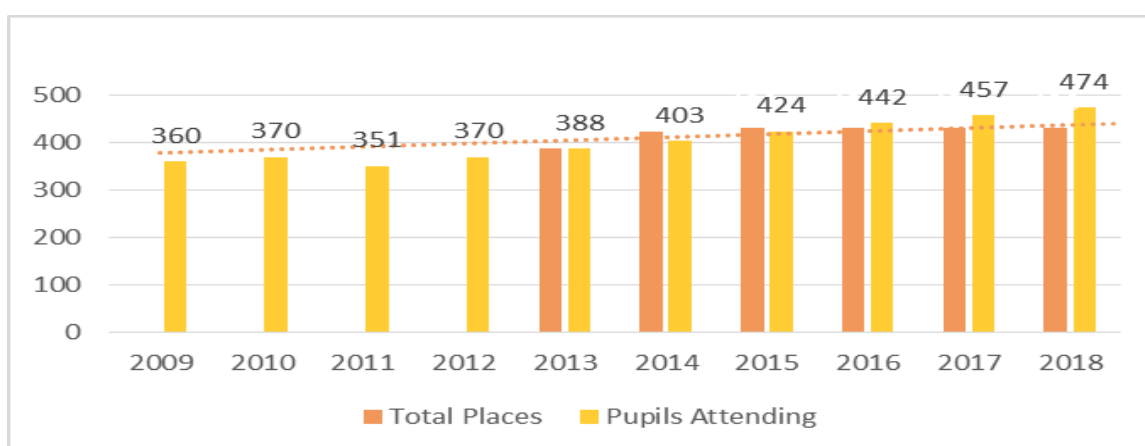


Figure 5: Forecast NOR Special Schools (Whole City) against current places

Given the nature of special schools⁵ it is more important to consider the type of need when considering special school places. While the percentage of pupils on School Action Plus or with an SEN Statement⁶ has remained relatively stable in Southampton in recent years (around 8%) the number of pupils is rising in line with the rise in primary and secondary schools and there are fluctuations in the specific needs of children within the system.

³ Southampton currently contracts 26 places at Rosewood Free School in addition to maintained places.

⁴ This figure does not take account of changes in legislation (SEN Code of Practice 0-25 - 2014) or of increasing complexity of need.

⁵ Special Schools are not bound by geographical catchment area but by type and level of need.

⁶ Relevant in historic data.

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A high level forecast of the necessity for places based on specific need shows a fall in the number of children with Behavioural, Emotional and Social Difficulties (BESD) but sharp rises in the number of children with Severe Learning Difficulties (SLD), Speech, Language and Communication Needs (SLCN) and those with Autistic Spectrum Disorder.

Not all children with an EHC Plan attend a special school and not all special school pupils will have an EHC Plan. The DfE figures for pupils in Southampton by specific special educational need (as in the chart below) includes children currently on School Action Plus as well as those with a Statement of SEN.⁷

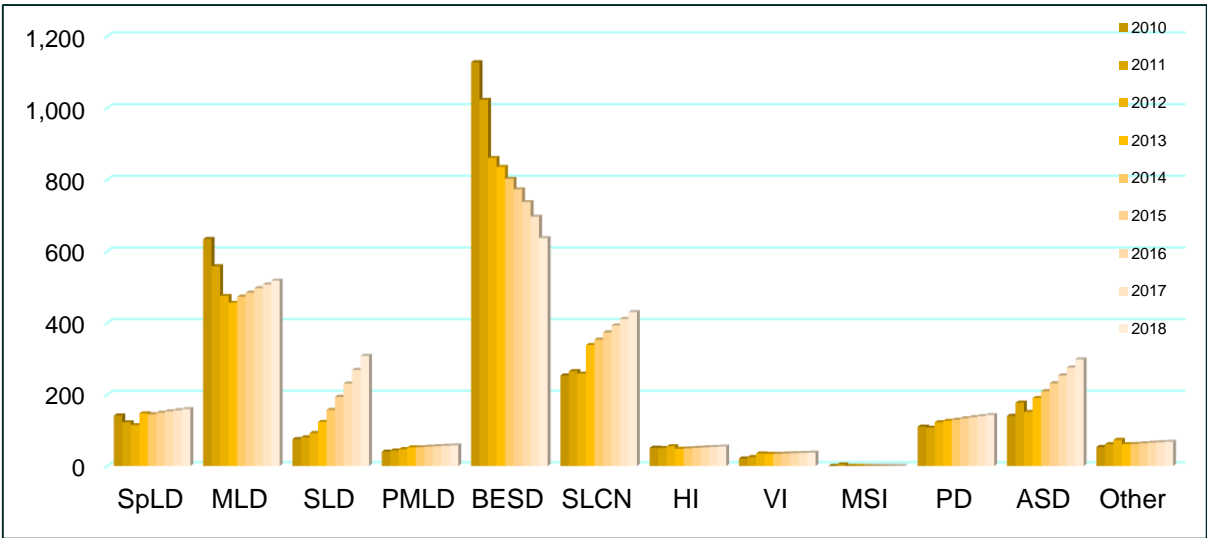


Figure 6: High Level Projection of Pupils by Need

The challenge for the Local Authority will be to forecast and plan for extra places in special schools (including provision for post-16 education) by specific need as well as ensuring that primary and secondary schools are equipped to deal with the overall rise in pupils in need of SEN Support and with EHC Plans.

⁷ Historic data does not yet show children who may have SEN Support and/or EHC Plans.

The most immediate impact of the birth rate in the City rising so sharply will be felt in the Early Years sector. Currently, every 3 and 4 year-old in England is entitled to 15 hours of free Early Years education per week.

Changes within the Childcare Act 2006 placed a number of new statutory duties upon local authorities, one of which was the duty to ensure the sufficient supply of good quality, affordable, and flexible childcare choices in response to parental demands. It is through this statutory duty that the Council is continuing to expand free nursery places for the most vulnerable 2 year-olds in the city.

Expansion of the offer for two year olds to receive free early education

The Government is extending the entitlement to fund Early Years places to more two year old children, as part of their commitment to improve children's outcomes and close the gap in attainment between children from lower income families and their peers. The extension is being introduced in two phases.

Phase 1 (September 2013) – this is aimed at the 20% most disadvantaged children in the country. The criteria for a two year old to be able to access funded places are that their family meets the benefits threshold for free school meals or the child is looked after. In Southampton, this means 900 children will be eligible to an Early Years place of 570 hours per year over a minimum of 38 weeks from September 2013.

Phase 2 (September 2014) – the entitlement will be extended to 40% of all two years olds. It is likely that Southampton will be expected to provide an additional 800 Early Years places based on current levels of deprivation in the city.

The Government has changed how parents can use the funded entitlement for two, three and four year olds. The 570 hours can be taken in patterns that support parents to maximise the child's entitlement. It can be taken over a minimum of 2 days. A session can be no longer than 10 hours, no shorter than 2.5 hours, cannot be taken before 7.00am, or after 7.00pm, and must be offered over a minimum of 38 weeks.

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These changes mean that the entitlement can be stretched over more weeks- this is known as the “Stretch offer”. The change enables parents to use less hours over more weeks, if a provider can offer this. It also means that than one child could access an Early Years place in a childcare setting.

Development workers are working with Early Years settings and child-minders to try to encourage them to offer the stretch offer and a small grant have been available to facilitate this. They have also persuaded more providers to offer two year old places and assisted others to improve in quality, so they are approved to take the funding. Some new settings have opened and are in the process of opening.

There are some areas of the city where significant gaps still exist, due to the limited availability of suitable premises. These areas include:

- Millbrook
- Redbridge
- Swaythling
- Central
- Freemantle
- Thornhill
- Weston
- Bitterne Park

Existing Capacity and Forecast Demand for Post-16 Places 2014/15 – 2018/19

There are six mainstream Post-16 establishments in Southampton:

- Bitterne Park Secondary School (Sixth Form)
- Inspire Enterprise Academy (14-19)
- Itchen Sixth Form College
- Richard Taunton Sixth Form College
- Southampton City College
- St Anne’s Catholic School (Sixth Form)

The table below shows the proportion of Year 11 leavers from Southampton schools that have progressed to a further education:

2010	2011	2012	2013
85.4%	88.3%	89.3%	89.2%
1898	1960	1831	1973

Table 6: SCC Year 11 Leavers entering Further Education

If we apply the 2013 proportion of Year 11 leavers who progressed to Year 12 to our future Year 11 forecasts we can estimate the number of young people in Southampton whom we can expect to progress to further education.

	2014	2015	2016	2017	2018	2019
Year 11 Leavers	1994	1977	2022	2008	2018	2043
Year 12 Forecast	1779	1763	1804	1791	1800	1822

Table 7: SCC Year 11 Leavers / Year 12 Forecast Places

It should be noted that the next three years (2015-17) show a slight drop from previous (i.e. 2013 leavers) numbers. A steadier rise is forecast from 2017 moving toward an expected peak in leavers in 2023. For example, applying the 2013 proportion to the forecast 2021 leavers figure gives an expected forecast of 2289 young people moving into Further Education, Sixth Form College or School Sixth Form.

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There are, however, several caveats to the above forecasts. It is based on mainstream and special school Year 11 pupils from within the city. There may be pupils at independent schools or out of city schools that may attend a further education establishment in Southampton, whilst some Southampton based young people will attend a Further Education college outside of the city.

As such, the number of pupils who attend the City's further education provision could be higher than those indicated above.

Raising the Participation Age (RPA) came into effect from the start of the 2013/14 academic year, meaning that all young people are required to continue in education or training until the end of the academic year in which they turn 17. From 2015 this will be extended until their 18th birthday.

Young people have a choice about how they continue in education or training post-16 which could be through:

- Full-time study in a school, college or with a training provider
- Full-time work or volunteering combined with part-time education or training
- An apprenticeship.

The Education and Skills Act places additional duties on local authorities in relation to RPA:

- Promoting the effective participation of all 16 and 17 years old residents in the area; and
- Making arrangements to identify young people resident in the area who are not participating.

These complement the existing duties (under the Education Act 1996) to secure sufficient suitable education and training provision for all 16-19 year olds and (under the Education and Skills Act 2008) to encourage, enable and assist young people to participate.⁸

⁸ Local authorities are required to secure sufficient suitable education and training provision for all young people aged 16-18 (inclusive) in their area (under sections 15ZA and 18A of the Education Act 1996 (as inserted by the ASCL Act 2009)) and to make available to young people age 19 and below support that will encourage, enable or assist them to participate in education or training (Section 68, Education and Skills Act 2008).

This legislation will clearly put pressure on the Local Authority to facilitate the provision of sufficient places and choices for all young people in the short term which will be augmented in future years when the current primary bulge moves through secondary to post-16.

The City’s Pupil Referral Unit (PRU), the Compass School, offers support to young people who are excluded, or at risk of being excluded, from mainstream schools. Since September 2013 all key stages are based at the Compass School, Green Lane.

Additionally, Tremona Road Children’s Centre (Southampton Children’s Hospital School) based at Southampton General Hospital offers Alternative Learning Provision for pupils with a range of medical conditions.

By their nature, the total number of pupils attending PRU/ALP in any given year will vary from week to week. As at May 2014, there were a total of 144 children on-roll PRU/ALP provision in the city:

- 76 Pupils YrR – Yr11 at Compass School
- 68 Pupils YrR – Yr11 at Tremona Road (Southampton Hospital School)

As a proportion of the City’s mainstream school population this is 0.5%. If we apply this percentage to the forecast school population numbers we can get an indication as to the number of children the PRU/ALP may need to accommodate.

Academic Year	PRU/ALP Forecast
2014/15	141
2015/16	146
2016/17	150
2017/18	153
2018/19	157
2019/20	161

Table 8: PRU Forecast of Places Required

If the number of pupils attending the Compass Centre rises in line with the general school population, additional provision may be required. However, as the total floor area of the footprint allocated to the Compass Centre is significantly in excess of the previous provision, it is assumed that any need for additional provision could be accommodated within the existing site/buildings.

The number of children Electively Home Educated (EHE) has been rising in Southampton in recent years. Elective Home Education is the term used to describe parents' decisions to provide education for their children at home instead of sending them to school.

This data is included here only in terms of how it impacts on the provision of school places. In Southampton 108 children were EHE pupils in 2010/11 (0.4% of the school age population) rising to 185 children in 2013/14 (0.65% of the school age population). While there are no official figures on the total number of children home educated in the UK, research suggests that Southampton's figure is in line with the national average of 0.6%.

	YrR	Yr1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7	Yr8	Yr9	Yr10	Yr11		
	4	5	6	7	8	9	10	11	12	13	14	15	Total	%
May 2011	7	9	8	7	5	8	8	8	7	15	13	13	108	0.40
May 2012	6	12	11	12	7	10	9	14	10	16	18	17	143	0.53
May 2013	8	8	12	12	11	9	10	18	17	15	21	24	165	0.59
May 2014	9	7	10	11	13	12	12	19	19	20	26	27	185	0.65

Table 9: Data on EHE Children as a Proportion of SCC Population