

BLACKPOOL TOWN WIDE ASSESSMENT OF DATA

Produced by Alma Economics for Blackpool Council

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January 2018

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Improvements to social mobility can be achieved through policies that target its key drivers, such as education, income and opportunities to work. Blackpool is an area facing important challenges in social mobility: it is in the 15 most deprived Local Authorities (LAs) in terms of education, employment, income and crime and it has unique characteristics, such as a large population of transient renters. With a large list of possible programmes and approaches to improve outcomes in these areas, this report attempts to provide insights into the nature of challenges facing Blackpool and how interventions could be targeted.

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Key findings

- ▶ Blackpool's early years indicators suggest a relatively positive picture, though data in this area is scarce. There are improvements in perinatal health measures, and the number of children with low birth weight has declined to near the national average. The child development indicators available are also comparable to the national average, which is encouraging especially given the very high levels of deprivation in Blackpool.
- ▶ Children's performance at primary school also shows promising signs, which is notable considering the high proportion of children eligible for free school meals (FSM) in Blackpool (1 in 4 students compared to the national average of 1 in 7). Blackpool primary students outperform the national average in some measures (phonics testing, percentage attaining the expected standard in maths). However, there is still work to be done the proportion of Blackpool children performing well in a number of KS2 measures is lower than the England average. Blackpool also ranks poorly in KS2 reading and writing measures.
- More serious problems emerge as children transition from primary to secondary school. Blackpool's primary schools attract children from other LAs, while at secondary school level there is a large exodus of pupils. Blackpool children perform badly at KS4, not just compared to the England average but also with respect to their previous attainment. The poor performance at

- secondary school also coincides with the appearance of mental health issues (accepting it is difficult to measure mental health issues for primary school-aged children).
- In terms of young people's destinations when they finish school, the data is patchy but there appears to be a lack of quality opportunities for young people in Blackpool they are more likely to be NEET, work in lower Standard Occupational Classification (SOC) jobs and less likely to enter a high-quality university.
- The performance of FSM children in Blackpool is comparable to their peers across England in the early stages of education, but later indicators are less encouraging. For example, while progress is being made in closing the gap between Blackpool and the national average for non-FSM children entering higher education, the gap is not closing for FSM students.



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A gender story emerges

While the available data does not allow us to draw definitive conclusions, there are strong indications of a stark gender divide. Available data shows that young children in Blackpool do relatively well (not necessarily reaching the England average, but staying quite close to it), but as they enter late years of primary school and progressively through to secondary school and post-school their outcomes worsen. This is particularly the case for males.

Females are faring much better in Blackpool - as evidenced by academic results, median earnings (Blackpool has one of the smallest median wage gender gaps in the country), and employment statistics (the employment rate for women in Blackpool is comparable to England as a whole, while for men this lags significantly).

While females tend to perform higher than their male counterparts in Blackpool, there appears to be a minority of young women facing more challenging circumstances. This can be seen, for example, in the large numbers of female NEET in Blackpool, the high relative numbers of women committing offences, and the high rate of conceptions amongst girls aged 15-17. There are indications that issues for this minority of girls begin to emerge at around the same time as for boys, during teenage years.



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Implications

The Opportunity Area delivery plan highlights 3 key priority areas:

- **Priority 1:** Raise attainment and progress in Blackpool's schools.
- Priority 2: Support for vulnerable children and families to improve attendance and outcomes, and to reduce exclusions from school.
- Priority 3: Improve advice and support for young people when moving between schools/ colleges and into work.

Many of the emerging findings of this report are closely linked to these priority areas. Continuing analytical work together with community and expert engagement will be key to improving our understanding of social mobility issues in Blackpool, and identifying effective interventions.

Our analysis shows that in many cases

problems tend to disproportionately affect specific groups of children and young people at certain points in the lives – for example, as they make the transition from primary to secondary school. As a result, interventions targeted at specific groups, at specific points in time may be more effective (as well as represent better value for money). The potential priority groups recommended by the Project Advisory Group include:

- High achievers at KS2
- · High achievers at KS4
- Further education ready students
- Excluded pupils and pupils who drop out



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Before investigating specific social mobility issues in Blackpool, it is useful to understand the broader context of the area. In terms of demographic make-up, Blackpool is a deprived area with a declining working population and ongoing challenges associated to transience.

Context

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■ Population

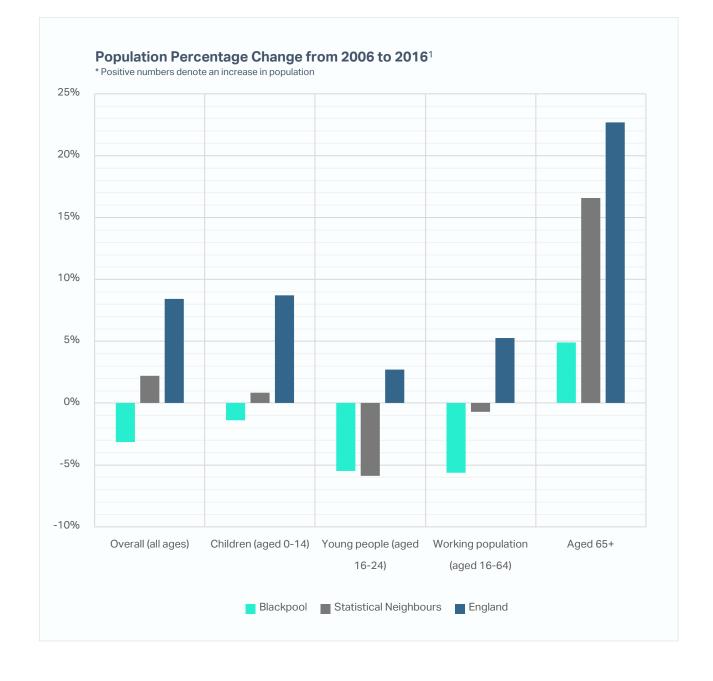
In 2016, Blackpool's population was estimated to be 139,195, with around 30% aged between 25 to 49. The population of Blackpool is declining, going against wider trends. In England and Blackpool's statistical neighbours, there was 8% and 2% population growth respectively from 2006 to 2016, while Blackpool decreased by 3% in the same period.

In addition, the number of young people in Blackpool has fallen since 2006. This decline is likely to be driven by young people (aged 16-24) looking for opportunities elsewhere – the percentage decrease of 16-24 is notably higher than for 0-14.

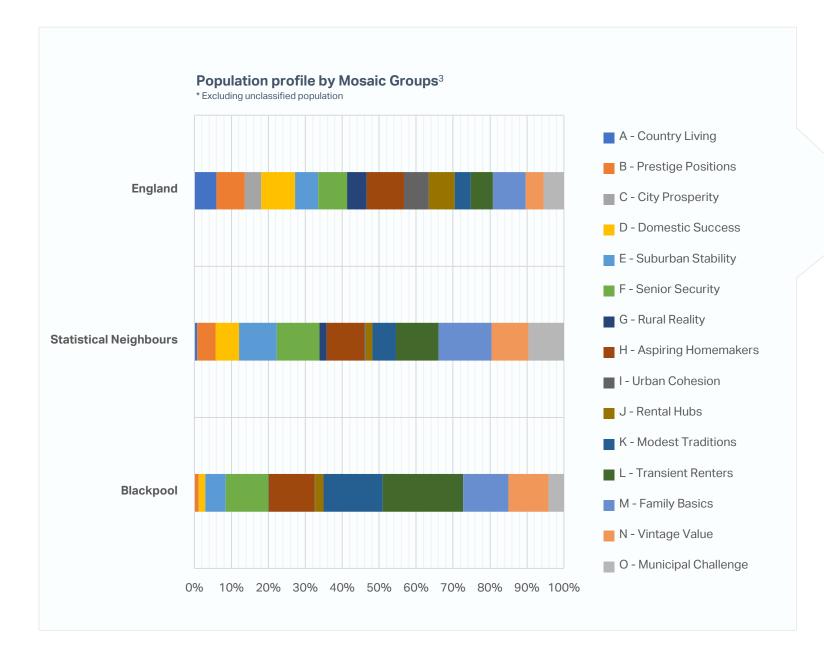
Similar trends for young people are found in Blackpool's statistical neighbours.

Statistical Neighbours

Statistical neighbours are LAs with similar characteristics as determined by a statistical model. There are several models commonly used, including the Chartered Institute of Public Finance and Accountancy's Nearest Neighbours (CIFPFA) tool and the National Foundation for Educational Research's Children's Services Statistical Neighbour Benchmarking Tool (CSSNBT). For further information on the statistical neighbours used in this report see Annex 1.







The Mosaic demographic profiling tool provides an insight into the socioeconomic composition of Blackpool. The tool categorises all households and postcodes into 'segments', which share common behaviours, interests or demographics. This allows users to map areas with high concentrations of certain groups.

When comparing Blackpool's Mosaic profile to England and its statistical neighbours, it is clear that Blackpool has a lower proportion of high income groups (Groups A to E) and a higher proportion of groups in need of support and lower income (Groups L to O). In particular, Blackpool has around 3.5 times the number of households classified as transient renters than the England average.

The availability of low cost housing is likely to be a key factor drawing people to Blackpool. However low-quality housing with multiple occupancies has been linked to a range of health, social and economic challenges². While these issues may not have a direct impact on social mobility, it is necessary to understand the wider context and the potential forces which may influence the environment children and young people are growing up in.



² Blackpool Council, Proposal to Designate Claremont, Blackpool for Additional and Selective Licensing Schemes, 2014.

³ Experian, Mosaic Public Sector 2017. SN based on CIPFA model (see annex 1). The closest 5 LA have been used for this analysis (Hartlepool, Redcar and Cleveland, Sunderland, Wirral, and North East Lincolnshire).



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Groups
Overrepresented ►
in Blackpool

Group	Description	% in Blackpool	% distance from the England average
Transient Renters	Single people privately renting low cost homes for the short term * Primarily transient renters of low cost accommodation often within subdivided older properties	22%	+16%
Modest Transitions	Mature homeowners of value homes enjoying stable lifestyles	15%	+10%
Vintage Value	Elderly people reliant on support to meet financial or practical needs	13%	+6%

Groups
Underrepresented ►
in Blackpool

Group	Description	% in Blackpool	% distance from the England average
Country Living	Well-off owners in rural locations enjoying the benefits of country life	0%	-6%
Rural Reality	Households living in inexpensive homes in village communities	0%	-7%
Domestic Success	Thriving families who are busy bringing up children and following careers	0%	-7%



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■ Deprivation

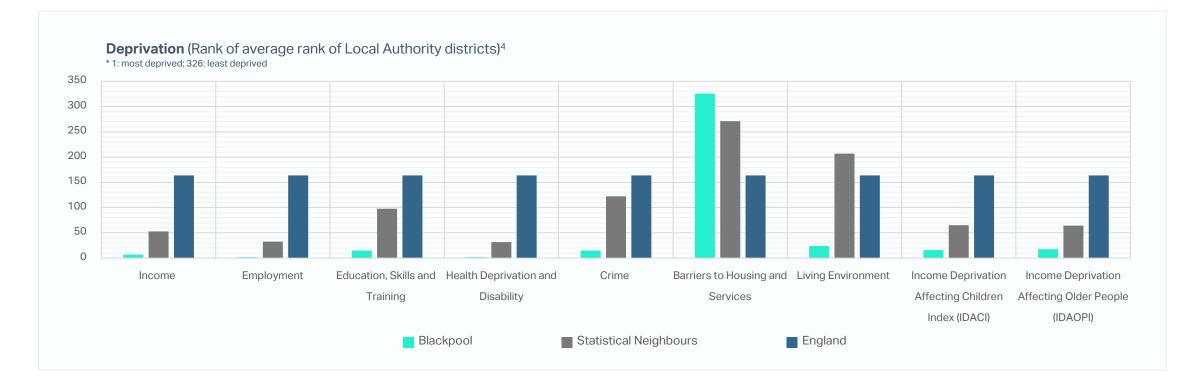
By any metric of the Index of Multiple Deprivation, Blackpool is amongst the most deprived areas in England – if not the most deprived – with most of its neighbourhoods classified as highly deprived. The one exception is 'barriers to housing and services', with Blackpool boasting the best access to housing and services in the country.

As would be expected, an area's level of income is a key driver behind its rankings in the other deprivation categories – in particular, the overall

Index of Multiple Deprivation and Employment are almost perfectly correlated with income. Hence, it is unsurprising that Blackpool – one of the poorest areas in the country – fares badly in terms of these indicators.

That said, the link between income on the one hand and education, crime and health on the other, while strong, is not nearly as definitive. Many areas with similar levels of poverty to Blackpool manage to perform strongly in terms of these three indicators, which implies Blackpool could also achieve important improvements with the right policies in place.

Blackpool is amongst the most deprived areas in England – if not the most deprived







Context

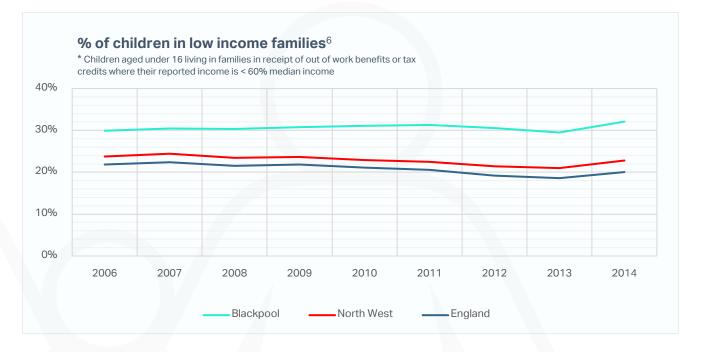
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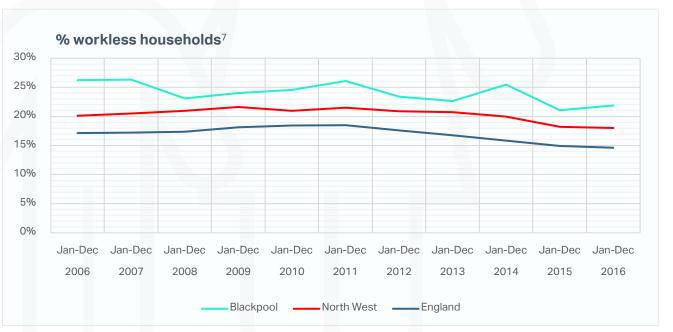
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■ Low income and workless families

Evidence suggests that family income is important for a range of children's outcomes, including cognitive development, physical health and social and behavioural development⁵. Blackpool has a higher proportion of children in low income families than the North West and England. The recent increase in the number of children in low income families follows trends in other locations.

In addition, there is also a higher proportion of workless households in Blackpool than in the North West and England, though the proportion is falling over time.







⁵ Kerris Cooper and Kitty Stewart, Does Money Affect Children's Outcomes? An Update (London: Centre for Analysis of Social Exclusion - London School of Economics, July 2017).

⁶ HM Revenue and Customs, Personal Tax Credits: Related Statistics - Child Poverty Statistics.

⁷ Office for National Statistics, Annual Population Survey 2016.

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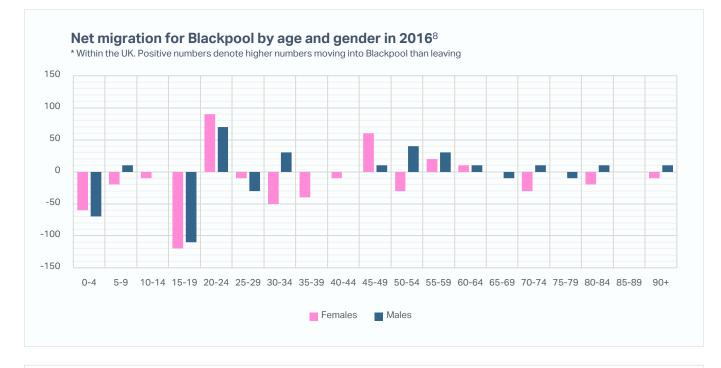
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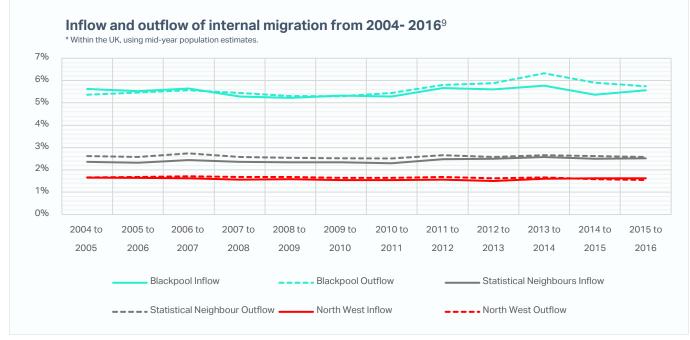


In Blackpool, transience can be offered as an explanation for some negative outcomes. We examined various data sources to understand the nature of movement in, out of and within Blackpool to see whether there is evidence to support the transience explanation.

In 2016, almost 6% Blackpool residents moved out of Blackpool, with the equivalent of 5.5% of Blackpool's population moving into Blackpool - which is approximately double the mobility rates for Blackpool's statistical neighbours. In recent years, there has been a growing number of people leaving Blackpool and fewer people entering. The peak age to migrate in and out of Blackpool is 20-24, which aligns with wider trends in the North West. Across all age groups women appear to be leaving Blackpool at higher rates than entering.

Blackpool's high mobility rates may have implications for tracking the progression of children and young people over time. The impact of mobility on education outcomes will be explored further in the education section.







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In 2011, more unemployed individuals, low skilled workers, and lone parent families were moving into Blackpool than leaving

The 2011 Census figures, while out of date, provide a profile of the type of people moving in and out of Blackpool. The net migration figures presented subtracts the number of people who have moved into Blackpool from elsewhere within the UK, from the number of people who have moved out of Blackpool to elsewhere within the UK. Consequently, positive numbers denote higher numbers of people moving into Blackpool than leaving.

In 2011, more unemployed individuals, low skilled workers, and lone parent families were moving into Blackpool than leaving it. In contrast, more employed individuals, couple families, higher qualified professionals and full-time students were leaving Blackpool than entering.

If high achieving young people are leaving Blackpool, this will likely have implications on the measurement of social mobility and make it more challenging to demonstrate positive change in outcomes.





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Around 8% of Blackpool's population lived at a different address in the same area one year earlier

In addition to the flow of people into and out of Blackpool, the movement of people within Blackpool has also been highlighted as an issue. In preliminary analysis conducted by Blackpool Council, based on 2011 Census data, it was noted that around 8% of Blackpool's population lived at a different address in the same area one year prior to the census¹¹.

When compared to other locations with higher internal mobility rates than Blackpool (Blackpool ranked 27th), it was discovered that the majority of other LAs were cities or towns that were associated with a University, which could explain the high level of movement. The towns without a university included Blackpool, Hartlepool, Blackburn-with-Darwen, Hastings and North-East Lincolnshire.

Further research is required to understand the underlying reasons behind the high mobility rates in Blackpool.



QUESTIONS FOR STAKEHOLDERS

- Has the profile of individuals moving in and out of Blackpool changed in recent years?
- What factors are driving internal movement? To what extent does seasonality/housing play a role?
- How many children/young people are in living in designated areas with selective and additional licensing schemes?
- What are some of the key issues regarding education outcomes and aspirations affecting young people and children living in poor quality housing?



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Health is a significant factor in social mobility - low social and economic status is associated with poorer health outcomes 14. In addition, evidence shows that health and education are closely linked - promoting wellbeing can improve educational attainment¹⁵. In this section, we examine key public health issues which may act as barriers for children and young people in Blackpool. There are concerning trends which set Blackpool apart from its national, regional and statistical neighbours. Over the past five years, there has been a significant increase in mental health issues and substance misuse. While both these problems disproportionately affect men across England, the growing divide between men and women in Blackpool is concerning.

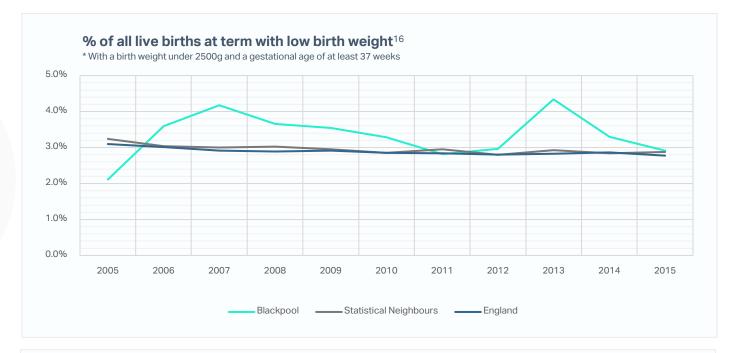
¹⁴ Michael Marmot, Fair Society, Healthy Lives - The Marmot Review.

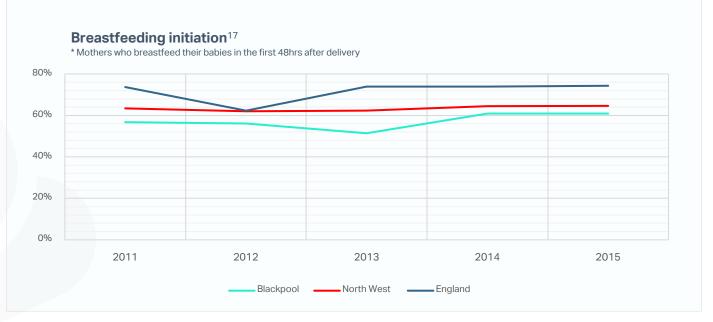
¹⁵ Public Health England, The Link between Pupil Health and Wellbeing and Attainment (London: Public Health England, November 2014) www.gov.uk/government/uploads/system/uploads/attachment data/file/370686/HT briefing layoutvFINALvii.pdf - accessed 10 December 2017.

■ Early years

There is research to suggest that a recorded birth weight under 1500g is associated with poorer health and development outcomes in later life¹⁴. The proportion of low weight births in Blackpool has reduced in recent years and in 2015 the rate in Blackpool was comparable to the national average.

A growing body of evidence links breastfeeding to improved infant health, academic outcomes and fewer behavioural issues¹⁵. In Blackpool, the percentage of mothers who breastfeed their babies 48 hours after delivery has increased over time and has moved closer to the regional average.







¹⁴ Pinka Chatterji, Dohyung Kim, and Kajal Lahiri, 'Birth Weight and Academic Achievement in Childhood', Health Economics, 23.9 (2014), 1013-35 https://doi.org/10.1002/hec.3074.

¹⁵ Office for National Statistics, Birth Characteristics (LA level) accessed on the Public Health and NHS Outcomes Frameworks for Children. SN based on CSSNBT model (see Annex 1).

¹⁶ Katriina Heikkila and others, 'Breast Feeding and Child Behaviour in the Millennium Cohort Study', Archives of Disease in Childhood, 96.7 (2011), 635-42 https://doi.org/10.1136/adc.2010.201970.

¹⁷ NHS England, Breastfeeding Initiation & Breastfeeding Prevalence 6-8 weeks.

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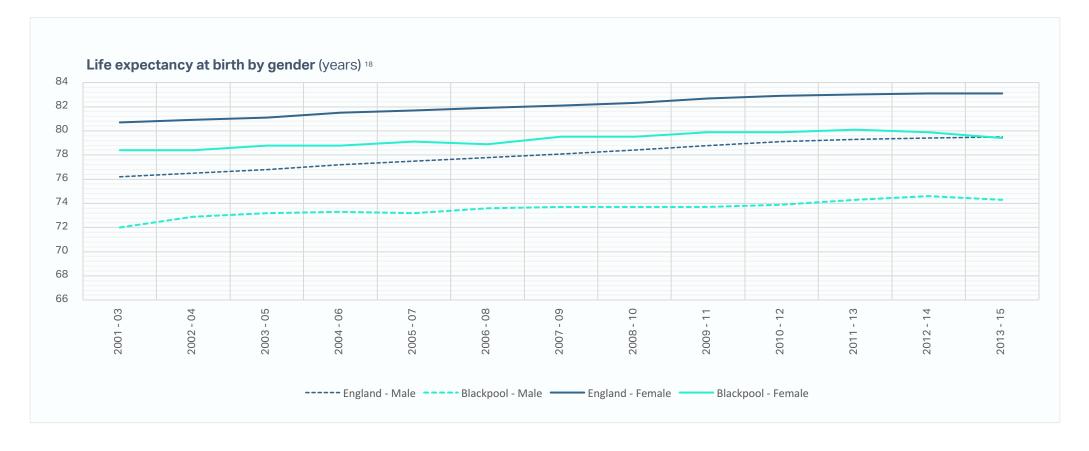
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■ Life expectancy

The life expectancy of men in Blackpool is almost 5 years lower than the national average and the gap between Blackpool and the rest of England has been growing.

The life expectancy of women has flattened in recent years, with women in Blackpool expected to live on average 4 fewer years than the national average.

The life expectancy of men in Blackpool is almost 5 years lower than the national average





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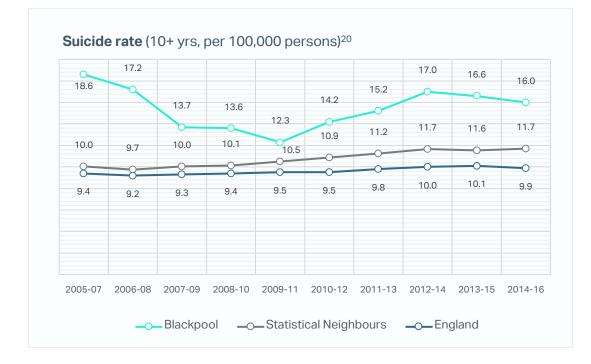
■ Mental health

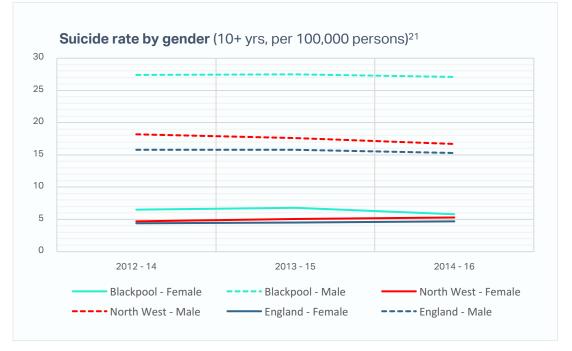
Evidence suggests that Blackpool has growing challenges related to mental health. In contrast to England and statistical neighbours, there has been an overall decline in the suicide rate in Blackpool. However, the rate is still comparatively high and in 2013-15, Blackpool had the second highest suicide rate in England.

When examining the suicide statistics by gender, a troubling picture emerges for males in Blackpool. In England as a whole, the number of men who commit suicide is around 3 times higher than the number for women. This gap is almost double in Blackpool, with the suicide rate around 5 times higher for men than women. While the suicide rate for women in Blackpool is comparable to England and the North West, for men Blackpool is an outlier. Blackpool had the second highest suicide rate for men in 2014-16 in England.

As noted in Blackpool Council analysis, approximately 31% of suicides occur in the transient renter population in Blackpool, as classified by the MOSAIC demographic tool, even though this category only makes up 17% of the total population¹⁹.

Blackpool has the second highest male suicide rate in England







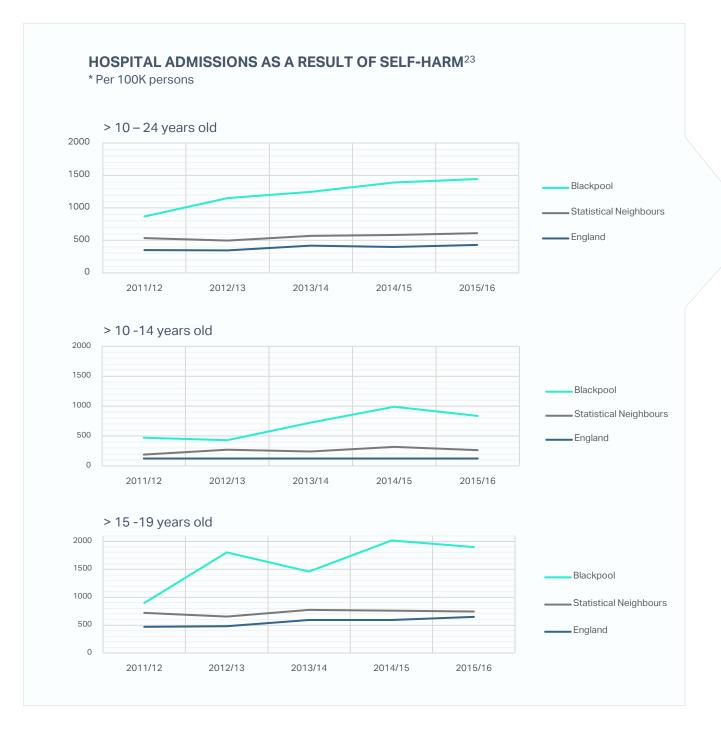
^{20, 21} Public Health England (based on ONS source data), Suicides in the UK. SN based on CIPFA model (see Annex 1).

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There are worrying mental health trends emerging for young people in Blackpool. As poor mental health in adolescence is linked to lower academic attainment and a higher likelihood of being NEET, this is particularly concerning from a social mobility perspective²².

The admission rate for self-harm for young people aged 10-24 in Blackpool is the highest in England - approximately 3 times higher than the national average and around 2.5 times higher than its statistical neighbours. The rate has also been increasing in Blackpool over the past 5 years, which differs to trends in other locations.

Blackpool's admission rate for self-harm for 10-14 year olds is almost 7 times the rate for England and has doubled since 2012/13. The proportion of 15-19 year olds hospitalised for self-harm has more than doubled since 2011/2013 and is almost three times the rate for England.

That said, it should be noted that data related to hospital admissions has certain limitations. Variations between areas or over time may be due to differences in local referral and admission practice. In addition, the data refers to admissions rather than individuals.

The cohort study being undertaken by HeadStart, a programme to improve resilience and well-being of young people in Blackpool, will be a useful source of information to investigate mental health in greater detail.



²² Andrew Powell, *NEET: Young People Not in Education, Employment or Training - Briefing Paper* (London: House of Commons Library, 24 August 2017); Karin Veldman and others, 'Mental Health Problems and Educational Attainment in Adolescence: 9-Year Follow-Up of the TRAILS Study, ed. by Olivier Baud, *PLoS ONE*, 9.7 (2014), e101751 https://doi.org/10.1371/journal.pone.0101751.

²³ NHS Digital - Hospital Episode Statistics. SN based on CSSNBT model (see Annex 1).

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■ Alcohol and substance misuse

While there has been a decline in alcohol misuse in Blackpool and across England, substance misuse has been increasing. The rate of drug misuse for young people and specifically men is particularly concerning.

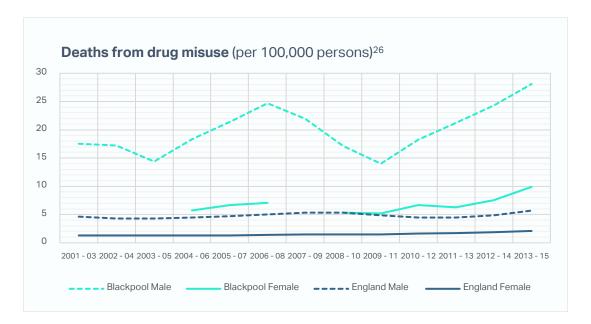
Further investigation is required to understand the extent of parental drug and alcohol misuse in Blackpool. A recent Public Heath England study estimated alcohol dependency rates for parents but the LA level data is currently pending publication²⁴.

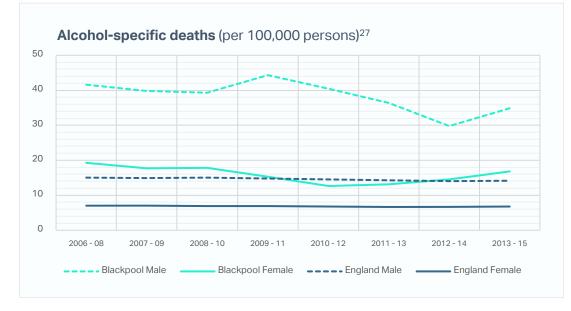
Since 2009, alcohol-specific mortality rates have remained fairly consistent across England and the North West. In Blackpool, the number of deaths over the same time period has increased slightly for women and declined for men.

The number of male deaths from drug misuse in Blackpool is almost 5 times the England average

In contrast, deaths from drug misuse have almost doubled for both men and women in Blackpool. The number of male deaths from drug misuse in Blackpool is close to 5 times the national average.

While MOSAIC-classified 'transient renters' only make up around 16.5% of the population of Blackpool, around 48% of drug-related deaths and 37% alcoholic liver disease deaths occur within this group²⁵.







²⁴ Robert Pryce and others, Estimates of Alcohol Dependence in England Based on APMS 2014, Including Estimates of Children Living in a Household with an Adult with Alcohol Dependence: Prevalence, Trends, and Amenability to Treatment (Sheffield: Public Health England - University of Sheffield/King's College, London, April 2017).

²⁵ Stephen Boydell, Life Expectancy Briefing, 2017.

²⁸ Public Health England Risk Factors Intelligence (RFI) team, Deaths from alcohol-specific conditions, all ages, directly age-standardised rate per 100,000 population.

²⁷ Office for National Statistics (ONS), Age-standardised mortality rate from drug misuse per 100,000 population.

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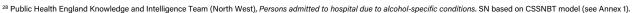
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Hospital admissions for young people with alcohol and drug related conditions also show a decline in alcohol misuse and increase in drug misuse. In 2008-2011, Blackpool was comparable to its statistical neighbours in terms of admissions for substance misuse for 15-24 year olds. Since 2008-2011, the admission rate for 15-24 year olds for substance misuse has more than doubled.



²⁹ NHS Digital, *Hospital Episode Statistics*. SN based on CSSNBT model (see Annex 1).



QUESTIONS FOR STAKEHOLDERS

- What are the key factors driving the increase in substance misuse, particularly for young people?
- How has hospital admissions practice and reporting changed in Blackpool over the past decade? What impact may this have on admissions data?
- What mental health barriers are young men in Blackpool facing? Considering current mental health provision in Blackpool (e.g. HeadStart), are there any support gaps?
- What factors in recent years have been driving the increase in self-harm rates for young people? What are the impacts?
- Is there any additional information on how parental health issues (e.g. drug/alcohol use, mental health) are impacting Blackpool's children and young people?



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It is difficult to pull out Blackpool specific messages in the crime data available, which is reported at the Lancashire level. However there are some concerning trends regarding the number of young female offenders in Blackpool.

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■ Recorded criminal incidents

In general, police recorded offences are not a good indication of actual levels of crime as they depend on recording practices, policing approaches, changes over time in the probability of reporting certain offences (e.g. domestic violence) and other factors. An in-depth assessment of crime levels and trends in Blackpool would require additional local-level police data from comparable areas, as well as granular Crime Survey for England and Wales data.

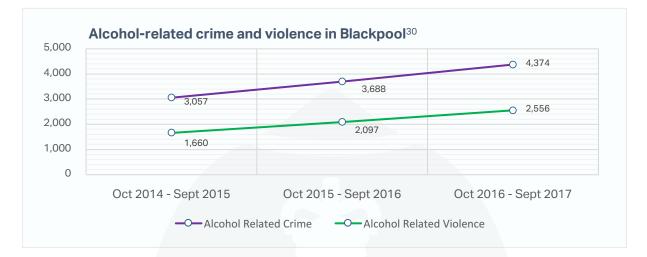
While there has been a sharp increase in certain types of offences in Blackpool (and Lancashire more widely) in the past 2-3 years, this is replicated in many other areas of the country. The increases may relate to changes in police processes and policies, as well as changes in culture, rather than necessarily reflecting a true increase in levels of crime. Hence, while there are some worrying short-term trends recorded - e.g. for sexual offences on children, domestic abuse, and alcohol related crime & violence - it is difficult to determine whether, and to what extent, these represent a true increase in crime levels.

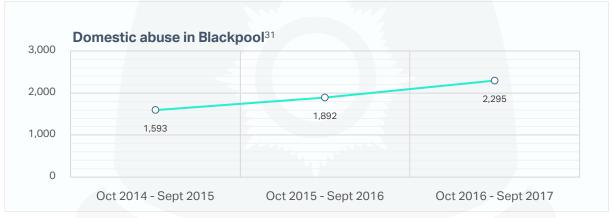
We do not have appropriate data to compare recorded crimes in Blackpool to the rest of the country, as publicly

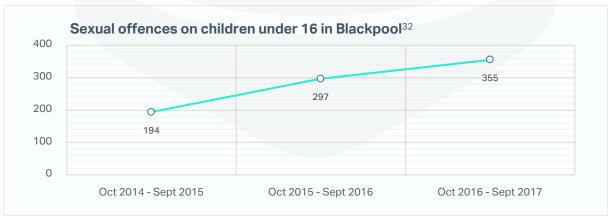
available recent data are disaggregated by police force area only.

Overall recorded crime trends in Lancashire have been broadly similar to the England and North West averages during the past decade.

Overall recorded crime trends in Lancashire have been broadly similar to the England and North West averages during the past decade. A notable deviation is the substantially higher growth in recent years in robbery and domestic burglary offences in Lancashire compared to England as a whole – given robbery in particular is likely reported and recorded consistently across the country, this likely reflects a true underlying change rather than changes in recording practices or propensity to report the offence.









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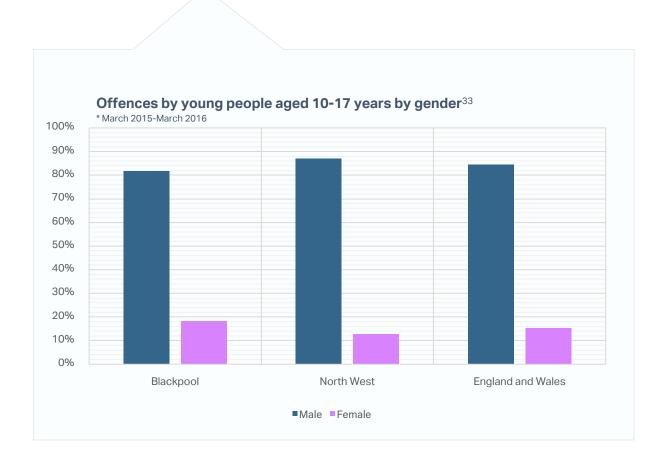
Crime

Recorded criminal incident Young offenders

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■ Young offenders

A notable factor to highlight in terms of criminality and anti-social behaviour is that young women aged 10-17 are booked proportionately for far more offences than in the rest of the country; 1 in 5 offences in Blackpool are committed by young women, compared to 1 in 8 in England as a whole.





QUESTIONS FOR STAKEHOLDERS

- To what extent does incident data reflect the actual increases in crimes? Is there any information available on changes in reporting practices?
- What is the profile of young women committing crimes in Blackpool (e.g. reoffenders, gang-related crime etc.)?
 Why are the number of offences committed higher than other parts of the country?
- Can any insights be gained from multi-agency initiatives (e.g. Families in Need/Troubled Families, MARAC) on the impact of crime on the family environment and educational attainment/aspirations?



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Education is a a key driver of social mobility. While Blackpool's performance in terms or early years and primary school is fairly promising, despite the high proportion of children eligible for free school meals, serious problems emerge as children transition from primary to secondary school. Blackpool children perform badly at KS4, not just compared to the England average but also with respect to their previous attainment. In addition, Blackpool has challenges related to the quality of secondary schools and disciplinary issues, including a large and growing number of children attending PRUs. While Blackpool primary schools attract pupils from other LAs, at the secondary school level there is a substantial exodus of pupils.

■ Free school meals

Socio-economic status is closely linked to education attainment and evidence suggests it is a key indicator of success in the school system³⁴. Children from low income backgrounds fall behind from a young age and these education gaps widen as children progress through the education system.

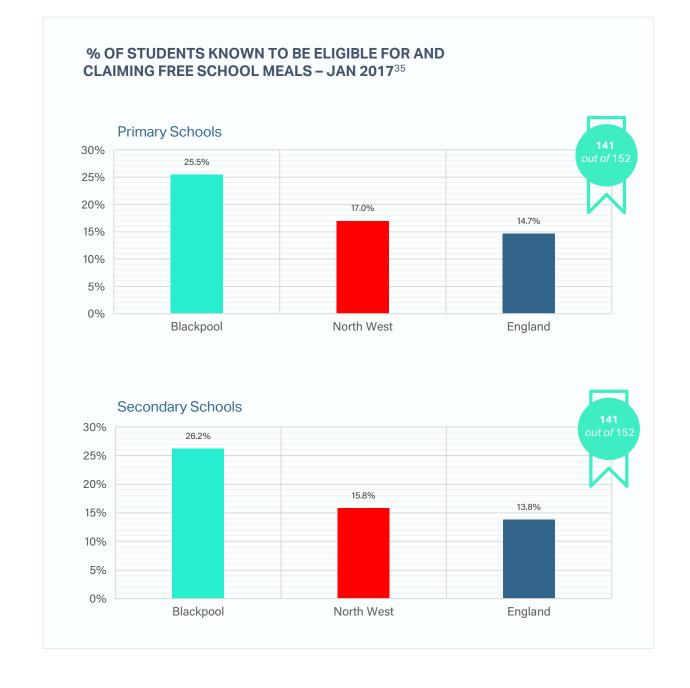
> 1 in 4 students in Blackpool are eligible for free school meals amongst the highest in the country

Blackpool ranks in the top 10% of LAs in terms of the percentage of students eligible for free school meals (FSM) – with more than 1 in 4 pupils in both primary and secondary schools registered as eligible, compared to around 1 in 7 in England as a whole. In 2017, there were 2,921 nursery and primary school children and 1,737 secondary school pupils eligible for FSM in Blackpool.

Across the country, FSM children perform worse than non-FSM children on average - and part of the gap in educational results between Blackpool and other places in England can be attributed to Blackpool's high proportion of FSM children.



= Blackpool's ranking by upper tier local authority





³⁴ Jonathan Sharples and others, Effective Classroom Strategies for Closing the Gap in Educational Achievement for Children and Young People Living in Poverty, Including White Working-Class Boys (London: Centre for Excellence and Outcomes in Children and Young People's Services, 2011).

³⁵ Department for Education, Schools, pupils and their characteristics, January 2017.

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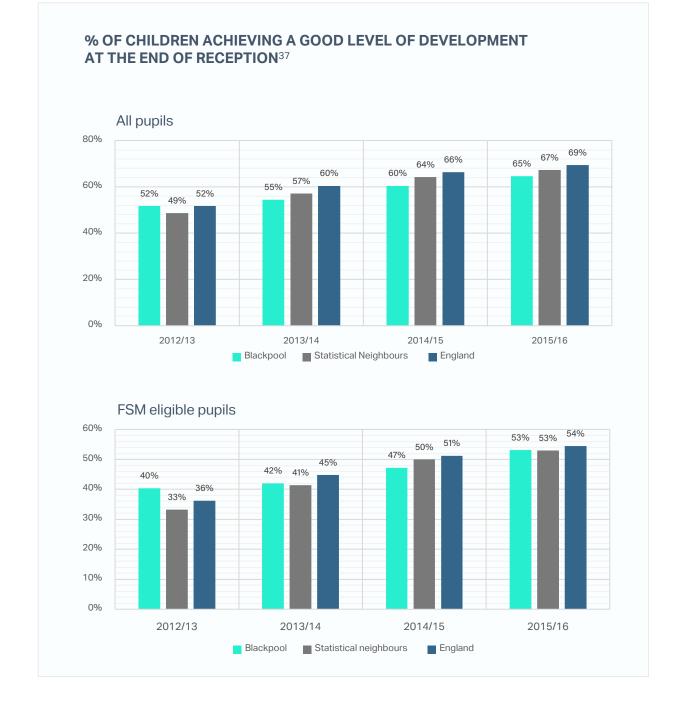
Labour Market Implications

■ Early years

Educational performance data is often flawed – especially during early years where there are fewer measures available and more subjective judgements – and rendering definitive comparisons both over time and across areas can be problematic. However, Blackpool early years and primary school pupils appear to perform well and generally in line with the England average.

At the end of reception, 65% of school children in Blackpool are deemed to have achieved 'a good level of development', which is close to the England average of 69%. While Blackpool has a low ranking in this measure (133 of 151), the distribution of results is fairly close. Moreover, as Blackpool has a higher proportion of FSM children and on average FSM children have worse outcomes, this gap is somewhat expected. When we restrict the comparison to FSM children only, 53% of children in Blackpool achieve a good level of development compared to 54% in England. For children who are not eligible for FSM, 69% achieve a good level of development compared to 72% in England.

Performance Table 2017 ³⁶ Early Years Foundation Stage Profile	Good level of development	Average point score
Blackpool average	66.7%	33
National average	70.7%	34.5
Distance Blackpool – National	-4	-1.5





³⁶ Department for Education, Early Years Foundation Phase Profile. SN based on CIPFA model (see Annex 1).

³⁷ National Consortium for Examination Results. Unvalidated data reported in Arrowsmith, R. Blackpool School Performance (unpublished analysis).

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■ Key Stage 1

Moving onto KS1, Blackpool seems to over perform along certain dimensions. Based on the latest official data, 81% of Year 1 pupils achieved the expected level in the phonics screening test (identical to England), with Blackpool FSM pupils outperforming their peers in England (70% vs 69%).

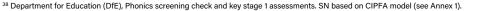
Unvalidated NCER data for 2017 paints a similar picture, with Blackpool appearing to lag behind the national average, albeit marginally.

Performance table 2017 Phonics Screening ³⁸	Year 1	Year 2
Blackpool average	80.6%	90.6%
National average	81.2%	91%
Distance Blackpool - National	-0.6	-0.4



= Blackpool Ranking by upper tier local authority





³⁹ National Consortium for Examination Results. Unvalidated data reported in Arrowsmith, R. Blackpool School Performance (unpublished analysis).

% OF YEAR 1 PUPILS ACHIEVING THE EXPECTED LEVEL IN THE **PHONICS SCREENING CHECK**39 All pupils 100% 81% 80% 81% 78% 77% 77% 73% 75% 74% 80% 69% 69% 60% 40% 20% 2012/13 2013/14 2014/15 2015/16 ■Blackpool ■Statistical Neighbours ■England FSM eligible pupils 80% 73% 70% 69% 69% 66% 65% 61% 63% 61% 57% 56% 60% 40% 20% 0% 2012/13 2013/14 2014/15 2015/16 ■Blackpool ■Statistical Neighbours ■England

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■ Key Stage 2

At KS2, a higher proportion of both boys and girls in Blackpool reach the expected level compared to England and the North West. In terms of KS1-2 value added (a measure of progression), Blackpool ranks 58th in the country out of 324 district areas.

Blackpool performs less well at the top end of the scale – with a lower proportion of children 'achieving a high score' compared to England. In 2017, around 40 boys (5% of all boys) and 68 girls (9% of all girls) in Blackpool achieved a high score. This is also reflected in average scores in Reading, Writing, and Maths, where Blackpool ranks 266th out of 324. However in terms of this specific metric, it is important to note that the difference with the England average is small in absolute terms. This general picture is by and large replicated across subjects.

That said, it is interesting to highlight Blackpool pupils' relative over-performance in Maths – ranking 35th out of 150 upper tier LAs in terms of percentage of pupils reaching the expected standard.

Blackpool Ranking * By district area, excluding missing values		
Average Point Score in Reading, Writing and Mathematics	266 out of 324 (tie with 12 other areas)	
KS1-2 Value Added	58 out of 324 (tie with 19 other areas)	





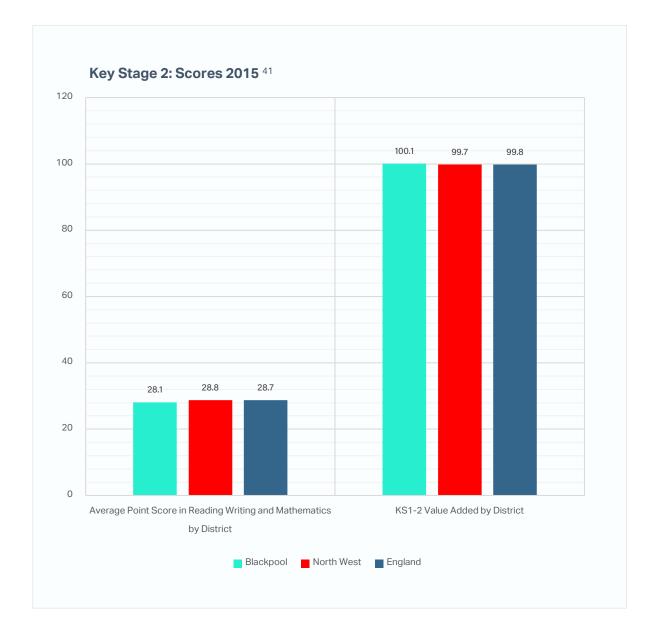
⁴⁰ Department for Education, National Curriculum Assessments: Key Stage 2, 2017.

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QUESTIONS FOR STAKEHOLDERS

- Do you recognise the positive picture in terms of outcomes in early years and early primary education in Blackpool?
- What factors are influencing the comparatively good performance of Blackpool's FSM children in early years? Are there pupils who are not necessarily FSM eligible who are facing similar issues to FSM children?
- Do the measures used provide an accurate picture of early years and Key Stage 1 progress and attainment? What information is not captured?
- What factors may be driving the lower proportion of children achieving a higher score? What could be done to encourage performance at the top end?
- Why is maths a comparatively strong subject in KS2? Are there any specific interventions which may be having an impact? If so, what lessons can be learnt?



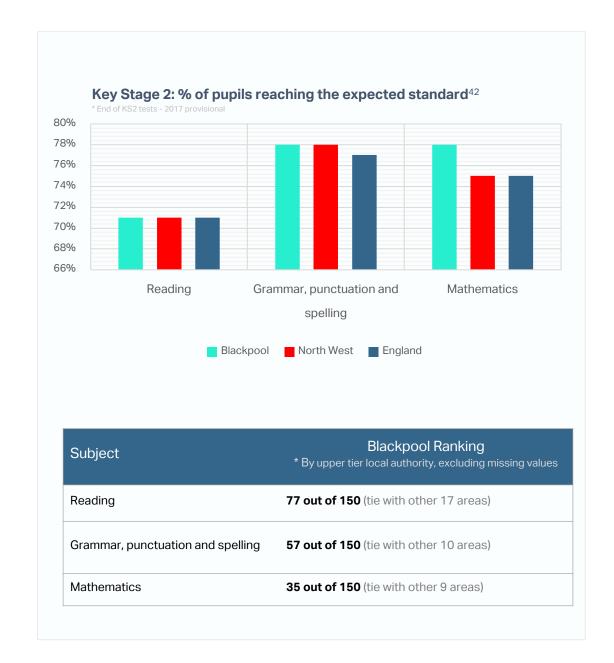
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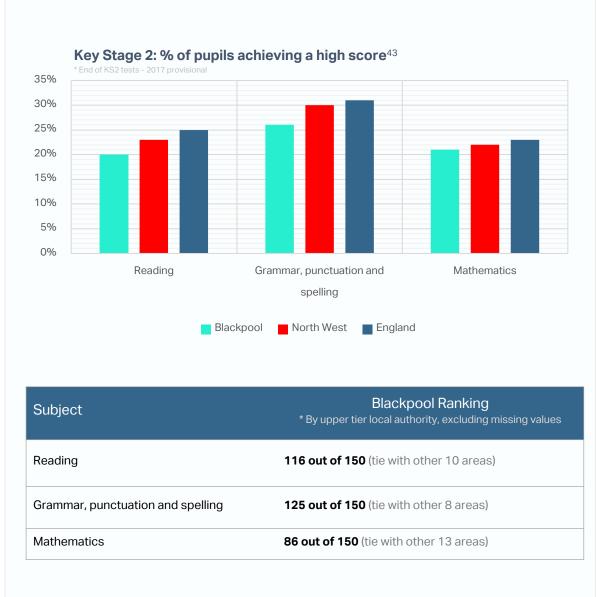
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■ Key Stage 4

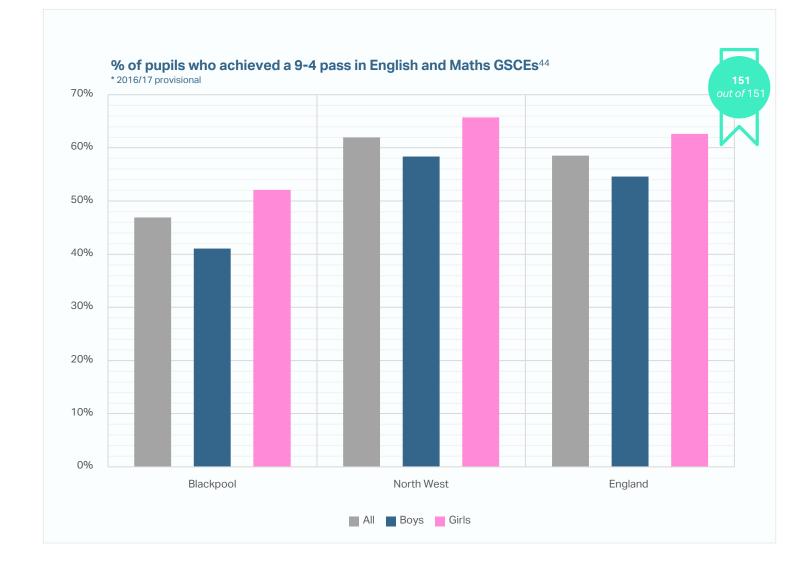
By the time pupils reach KS4, serious problems have emerged. Blackpool ranks almost at the bottom (319th out of 322) in terms of Attainment 8, a measure of pupils' average grades. Equally worryingly, Blackpool also ranks close to the bottom (320th out of 322) for Progress 8, a measure which takes into account prior attainment.

In other words, Blackpool children perform badly at KS4, not just compared to the England average but also with respect to their previous attainment.

> Serious problems emerge as children transition from primary to secondary school



= Blackpool Ranking by upper tier local authority





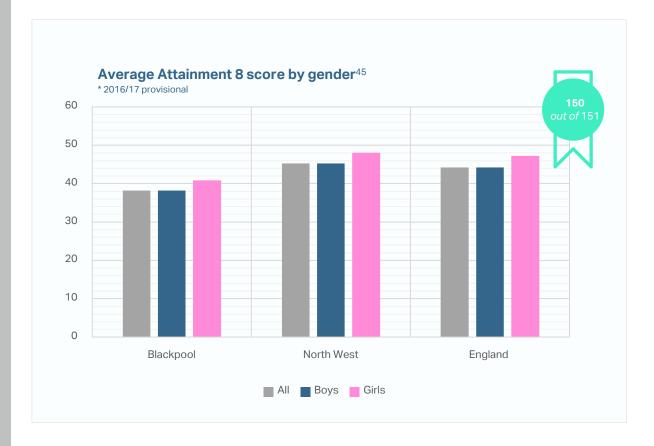
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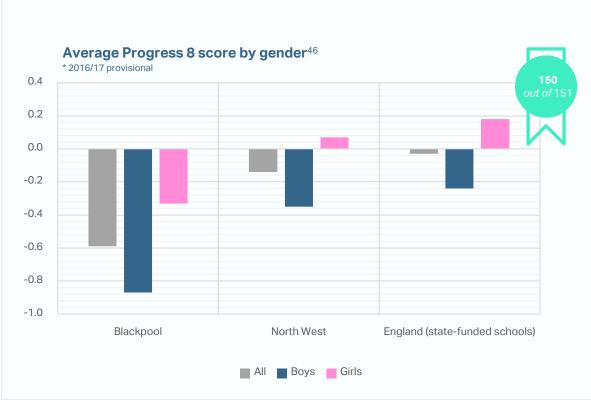
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Blackpool Town Data Analysis - Key Stage 4

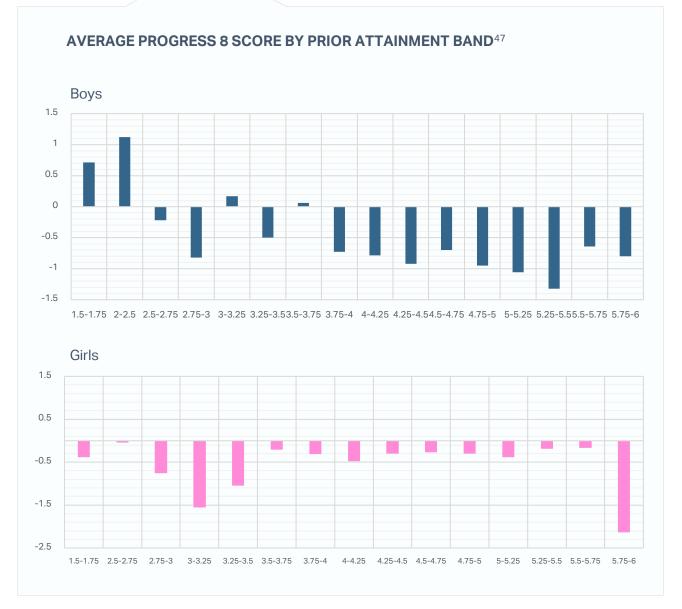
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Labour Marke Implications When looking at Progress 8 scores by prior attainment band, boys and girls display a notably different pattern. Boys at middle to high prior attainment bands perform badly while boys in low attainment bands generally show improvements in their performance. Negative results tend to be concentrated amongst girls with low previous attainment as well as those in the highest band of previous attainment. While for girls in the mid-range of prior attainment, there is only a marginal deterioration in performance. It is worth noting that this disappointing picture does not just present itself on aggregate – rather it appears to be generalised across subjects as well as across schools.





QUESTIONS FOR STAKEHOLDERS

- Are there any limitations in the Attainment 8/Progress 8 metric that may provide background to Blackpool's performance?
- Why are certain groups of boys and girls improving while others are struggling?
- Is there an issue of schools concentrating on achieving an average standard and not diverting enough attention to high achieving potential?
- What happens to children from the start to the end of primary that may explain the reduction in educational attainment and progress? Are there particular problems with reading and writing?
- Are there cultural issues at play as children move into adolescence and then adulthood that lead to significant deterioration in a raft of metrics (from education performance, to crime/anti-social behaviour and mental health) for many boys and a minority of girls?
- Do children in Blackpool access more (possibly universal) services in early years and does the reduction in the availability of these services as they get older explain the emergence of problems?



Blackpool Council

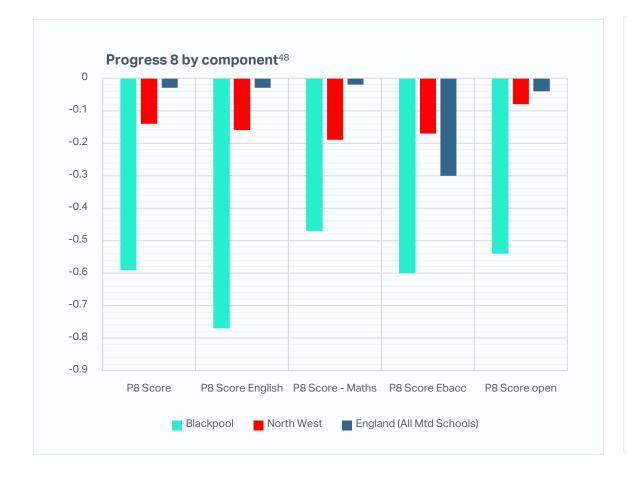
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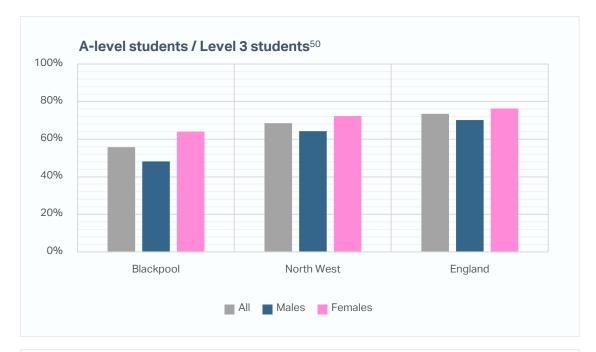
■ Key Stage 5

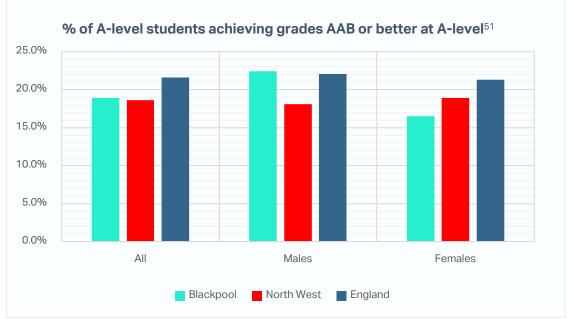
There is a substantial gap at KS5 between Blackpool pupils and their peers across England, particularly in the case of boys, which may reflect low academic ambitions or a preference for technical routes.

Fewer than half of Level 3 boys in Blackpool sit for A-levels, when the equivalent figure for England is 70%. Boys in Blackpool who do sit for A-levels actually outperform their peers in the North West - with 22% achieving AAB or better as compared to 22% for England and 18% for the North West. In other words, while most mid-performing pupils in other areas of the country would generally choose to sit for Alevels, in Blackpool they disproportionately tend to either drop out or follow a tech level path as can also be seen from Blackpool's very low ratio of academic to tech level students.

Fewer than half of Level 3 boys in Blackpool sit for Alevels, when the equivalent figure for England is 70%

The patterns described above are most pronounced for boys, but a similar picture also emerges for girls. For example, only 64% of Level 3 girls in Blackpool take Alevels compared to 72% for the North West and 76% for England. In addition, the ratio of female academic students to tech level students is at 3.4 – almost half that for England.





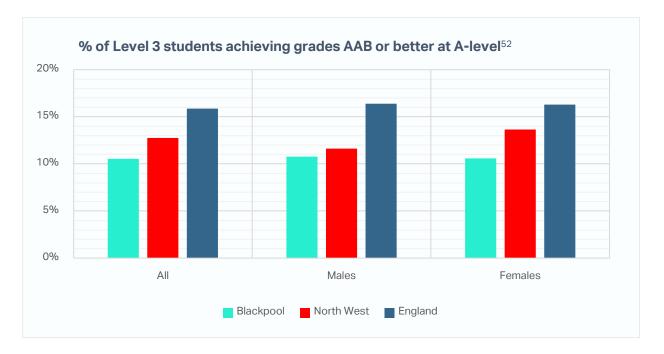


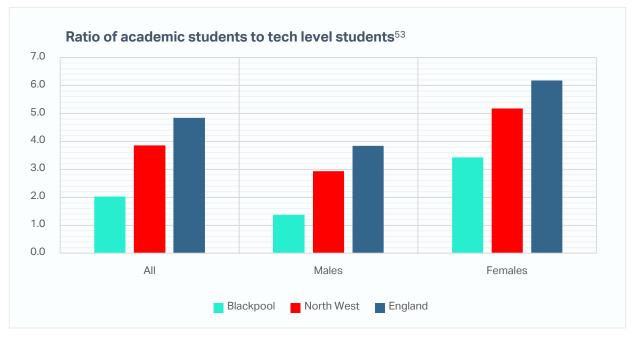
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QUESTIONS FOR STAKEHOLDERS

- What drives the choice of students to not take A-levels? Is it a lack of belief/school policy?
- What are schools' policies for advising young people about taking vocational options vs academic options?
- Are there quality measures of each school/college's careers guidance? Can further evidence be accessed on the effectives of careers-related interventions?



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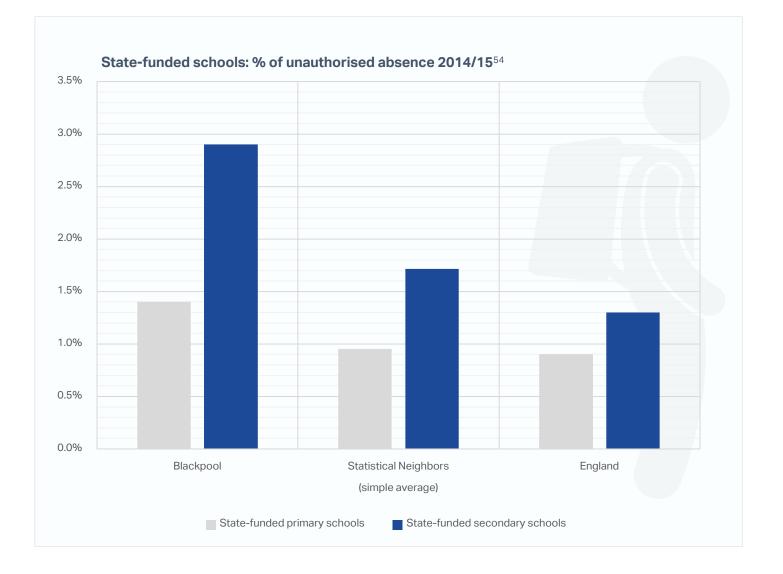
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■ Exclusions and absences

Disciplinary issues are disproportionately prevalent in Blackpool's schools, and they get worse as students progress from primary to secondary school.

Blackpool pupils are absent without authorisation at a rate that is significantly higher than England as a whole at primary school level (1.4% vs 0.9%). The gap increases dramatically at secondary school level (2.9% vs 1.3%).





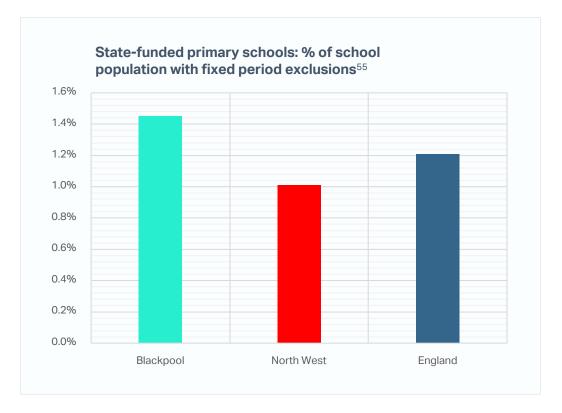
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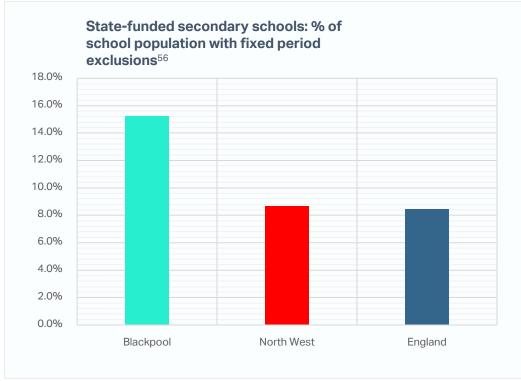
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Data on fixed period exclusions tell a similar story, with a relatively small gap at primary school level (Blackpool 1.5% vs England 1.2%) which increases substantially at secondary school level (Blackpool 15.2% vs England 8.5%). There are around 170 fixed period exclusions in state-funded primary schools compared to 1,031 in state-funded secondary schools.





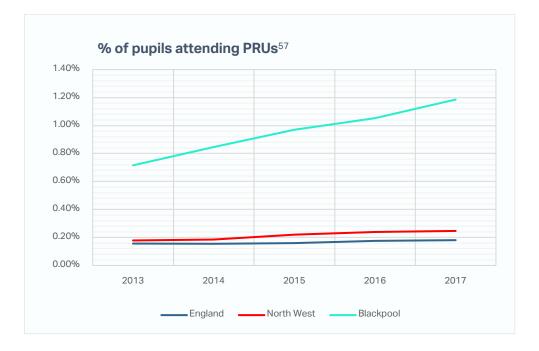


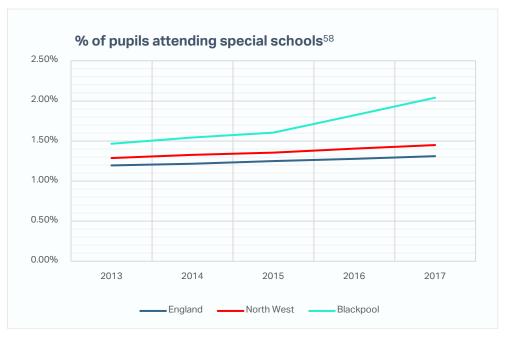
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In 2016/2017, 1.1% of pupils in Blackpool attended a pupil referral unit (PRU) (around 200 pupils), which is more than 6 times the national average and 3 times the regional average. Children attend PRUs for a variety of reasons, including due to temporary or permanent exclusion and mental or physical health issues. The proportion of children attending PRUs in Blackpool has doubled since 2013. There has also been an increase in the number of children attending special schools in Blackpool.



QUESTIONS FOR STAKEHOLDERS

- What are local school policies to exclusions and absences? How do policies compare to regional approaches? What lessons can be learnt?
- What are key factors prompting the increasing numbers of children attending PRUs/special schools?
- What factors drive school absences in Blackpool?



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School quality

With respect to school quality, the familiar pattern for Blackpool of deteriorating standards as students progress through the education system again manifests itself. 86% of primary schools in Blackpool are rated as 'good' or 'outstanding' by Ofsted, which is just below the England average (90%). The picture changes dramatically at secondary school level. While close to 80% of secondary schools in England are rated as 'good' or 'outstanding', Blackpool does not have a single 'outstanding' school, with 83% of its schools rated as 'requiring improvement'.

It should be highlighted that not all schools in Blackpool have been rated by Ofsted and student performance has an impact on ratings. Around 6% of primary school pupils (compared to 4% nationally) and 15% of secondary school pupils (compared to 5% nationally) are in schools with no rating. However, the extremely large gap between schools in Blackpool and England, as well as the North West, likely points to serious issues not just with student performance but also school quality at secondary school level.



QUESTIONS FOR STAKEHOLDERS

- Considering the limitations of the Ofsted ratings, are there other measures of school quality that should be considered?
- What are the key challenges facing secondary school institutions in Blackpool? What are the schools rated 'good' doing differently?





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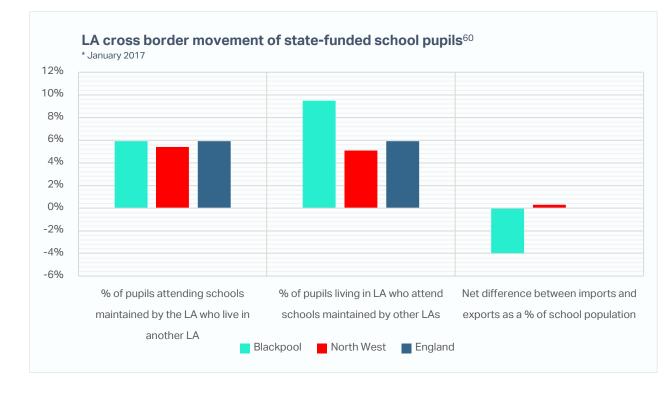
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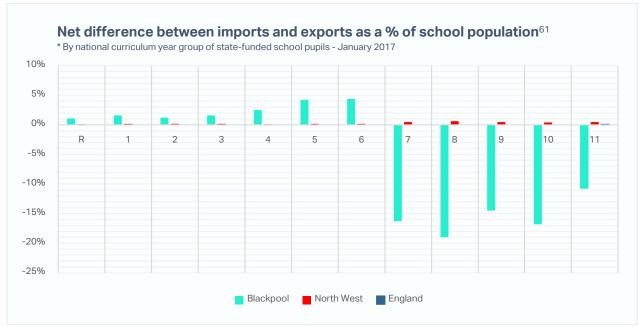
Implications

■ Pupil movement

Blackpool's primary schools attract children from other LAs, while at secondary school level there is a substantial exodus of pupils. At secondary school level, almost 1 in 6 resident pupils attend schools in a different LA, with 'imports' into Blackpool from neighbouring LAs at a fraction of the England and North West average.

While the available data does not allow us to examine the attainment levels of resident Blackpool pupils who attend secondary school elsewhere, it is likely that they are disproportionately high performers seeking to attend better schools outside Blackpool – contributing to a vicious cycle of low quality secondary schools and disappointing student results in Blackpool.





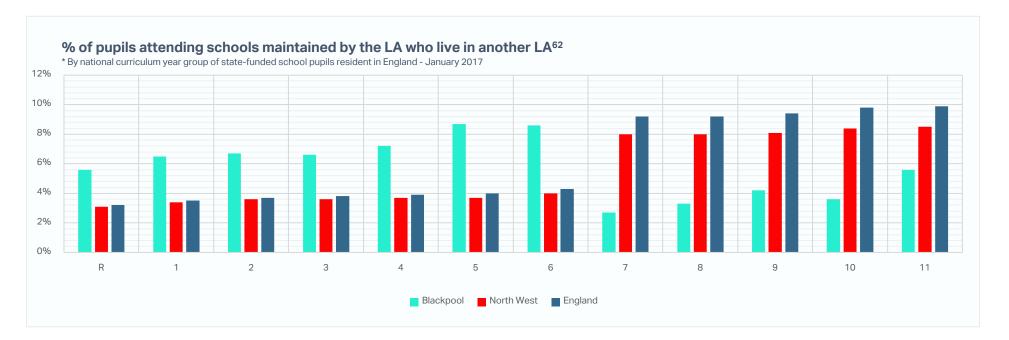


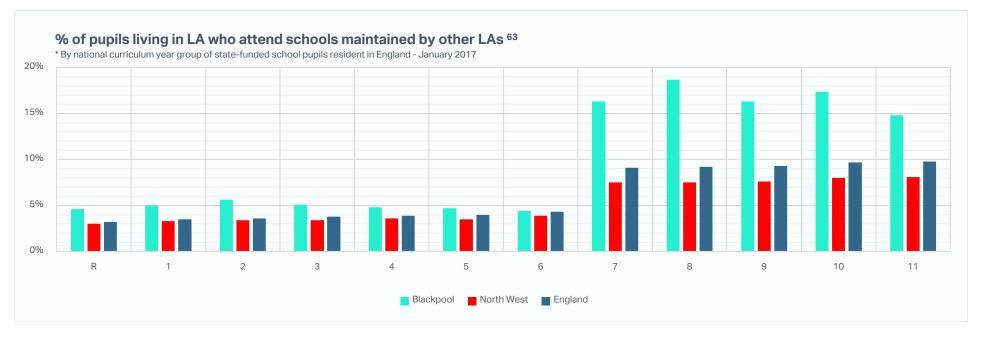
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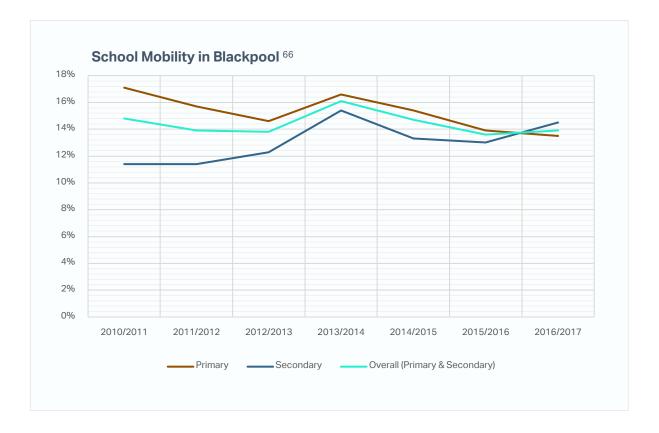
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Pupil mobility rates (i.e. the total movement in and out of schools by pupils other than at the usual times of joining and leaving) in Blackpool have reduced for primary school and increased slightly for secondary schools since 2010/2011. While we do not have comparable figures for other areas, guidance produced by Department for Education suggests that above 20% is considered to be high mobility and in excess of 35% is considered very high mobility⁶⁴. The pupil mobility rate in Blackpool for primary and secondary schools is around 14% of the total school roll. Evidence suggests that pupil mobility has a negative association with attainment in age 16 examinations, however further research is required to understand the impacts at primary school level⁶⁵. Pupil mobility has a range of resource implications for schools (e.g. the costs of inducting and supporting new students) and has the potential to affect education outcomes as children get up to speed and acclimatise to a new environment.





QUESTIONS FOR STAKEHOLDERS

- Is there any additional information on the profile of students who move schools?
- How do mobility rates in Blackpool compare to other regions and the national average?
- Why are students from Blackpool attending secondary schools in other LAs?
- Why are students from other LAs attending primary school in Blackpool?



⁶⁴ Department for Education and Skills, Managing Pupil Mobility: Guidance (Nottingham: Department for Education and Skills, 2003).

⁶⁵ Strand and Feyis Steve a Demie, 'Pupil Mobility, Attainment and Progress in Secondary School', Educational Studies, 33.3 (2007), 313-31.

⁶⁶ Blackpool Council Statistics. School mobility rates are calculated using the following formula: (pupils joining school + pupils leaving school x 100)/total school roll

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A gender divide continues to feature as young people transition into work. Employment rates for men in Blackpool are worse than the England average which is not the case for women. The gender wage gap in Blackpool is small which is likely to be driven by men doing worse comparably. In terms of social mobility, while the data is patchy, there appears to be a lack of quality opportunities for young people in Blackpool they are more likely to be NEET, work in lower SOC jobs and less likely to enter a high-quality university.

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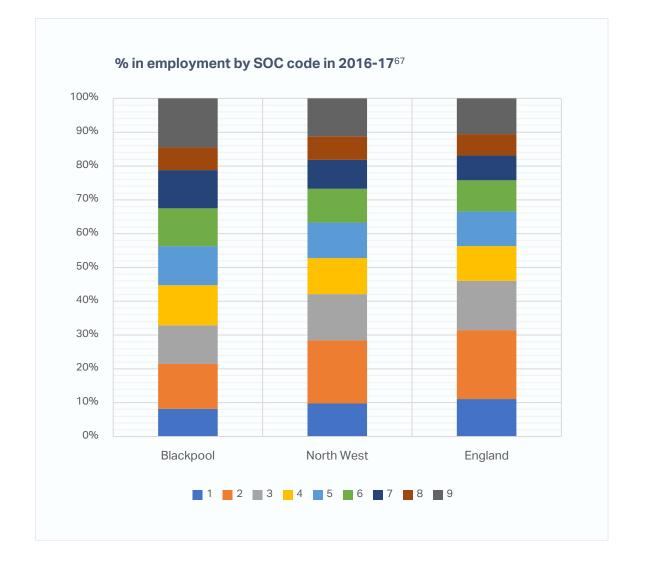
Implications

■ Labour market context

Latest data on the nature of jobs of those employed shows that Blackpool has a smaller proportion of its workforce in Standard Occupational Classification (SOC) 1-3 (Managerial, Professionals, Association Professionals) than the North West and England.

Over the past 10 years, England has seen the proportion of people in SOC 1-2 grow slightly while Blackpool has seen a slight decline.

According to the Annual Population Survey, Blackpool's young people (16-19) saw a decline in the number of jobs across the board between 2009-10 and 2016-17 (from over 3,000 young people employed in services to 1,500). The most notable change was in hotels, restaurants and distribution (from 1,700 employed to under 500). The numbers of young people employed also declined in England in this period but not as significantly.





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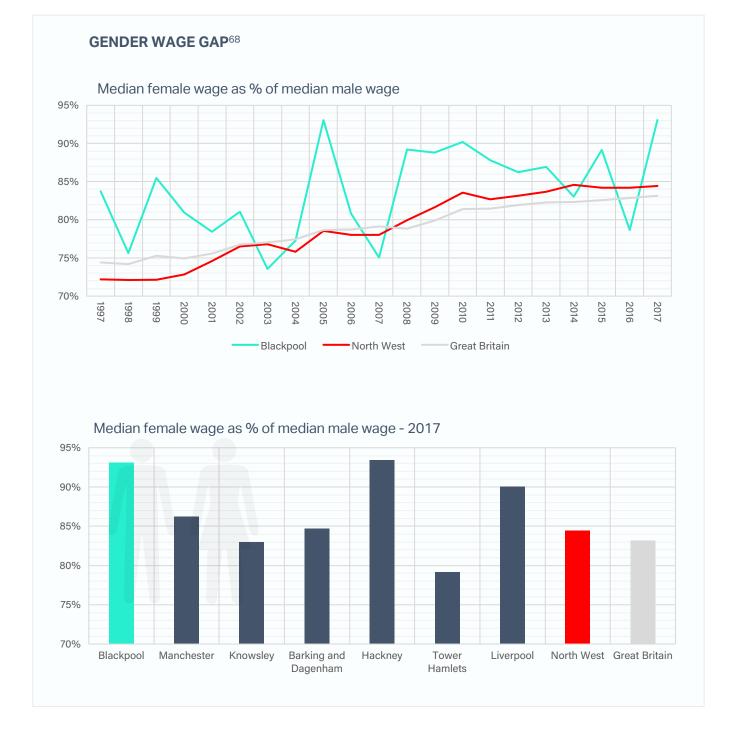
Implication

■ Median earnings

Median earnings in Blackpool have historically lagged behind England and Blackpool's statistical neighbours.

An important fact to highlight is that women do much better than men – in fact Blackpool appears to have one of the smallest gender wage gaps in the country – both historically and using the latest data.

This is not just an artefact of low income in Blackpool – when comparing Blackpool to the most deprived areas in the UK, it is clear that a low median wage gender gap is not a general feature of low income areas.





BlackpoolCounci

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■ Employment

There is a general trend of improvement in employment rates for men in Blackpool since 2013-14 and for women since 2011-12. However, employment rates for males are stubbornly lower than the England average – which is not true for women.

The unemployment rates tell a similar story but are not shown.





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■ Desire to work

It appears that more people who are not working in Blackpool would like a job compared to other parts of England. "Economically inactive" refers people aged 16 and over without a job who have not sought work in the last four weeks and/or are not available to start work in the next two weeks – for example, they may be studying, looking after family or have long-term sickness.

There is a notably different pattern for men and women in Blackpool. Since 2006/7, men's desire to work has followed a fairly flat trend and women's desire to work has substantially increased. This appears to be a distinctive trend for females in Blackpool. This analysis compares July-June year on year but when comparing data from January-December year on year a similar picture appears.





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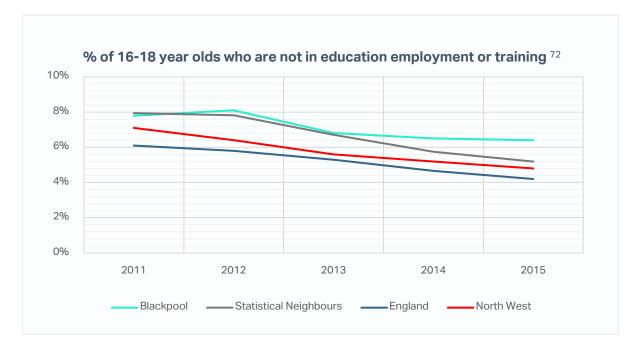
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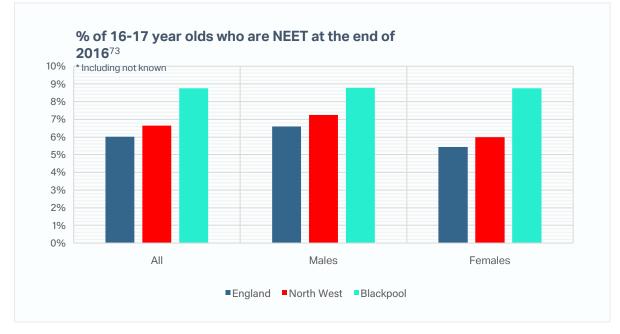
■ NEET

Around 6% of Blackpool's 16-18 year olds are NEET. While the rate has improved since 2011, the gap between Blackpool and other areas (including Blackpool's statistical neighbours, the North West, and England) has widened considerably.

In addition, a large proportion of both boys and girls aged 16-17 are NEET in Blackpool. Notably, the gap between girls in Blackpool and the rest of the country is larger than the gap for boys.

Blackpool Council conducted a review to examine the cohort of 2015 school leavers who were NEET at December 2015. While it is difficult to draw wider conclusions based on a single cohort, the analysis provides an indication of some key risk factors. In particular, the review found that approximately a third of NEET females were pregnant or young mothers. Around 44% of this cohort also had complex needs, including SEND, caring responsibilities, chaotic lifestyles (substance misuse, sofa surfing etc.), dysfunctional family relationships, and mental health needs.







^{72.73} Department for Education, NEET data by local authority. Data gathered from the Local Authority Interactive tool and statistical neighbours calculated using the CSSNBT- see annex 1 for more details.

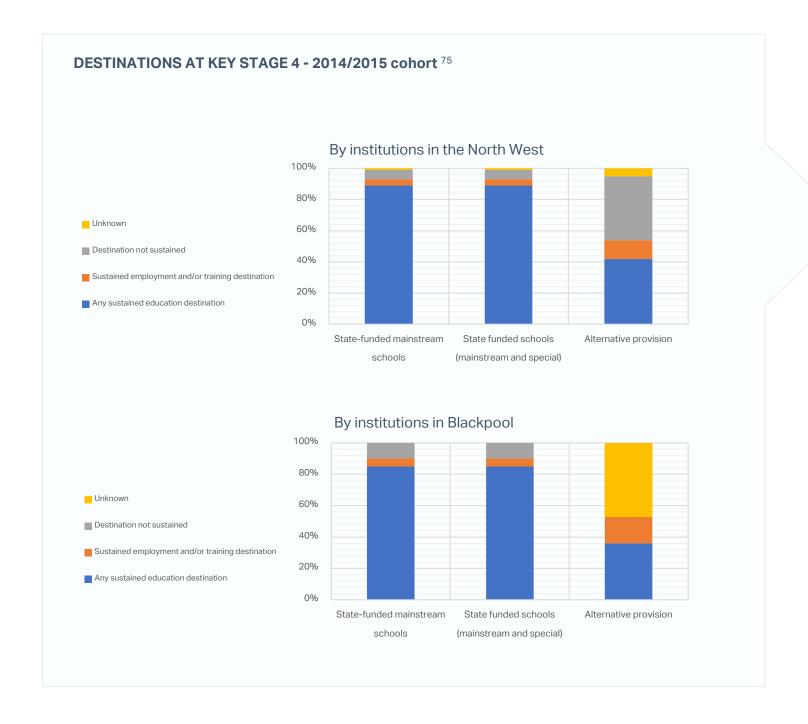
⁷⁴ Blackpool Council, Lessons Learned Exercise - NEET 71 - 2015 school leavers who were NEET December 31st 2015 (internal analysis).

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Labour market context
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When looking at particular institutions in Blackpool, it is evident that young people completing Key Stage 4 in alternative provision (including PRUs, AP academies) are less likely to continue education, which is consistent with wider trends in the North West.

In the 2014/2015 cohort, only 52% of alternative provision pupils were in sustained education, employment and/or training.



⁷⁵ Department for Education, NEET data by local authority. Data gathered from the Local Authority Interactive tool and statistical neighbours calculated using the CSSNBT- see annex 1 for more details.

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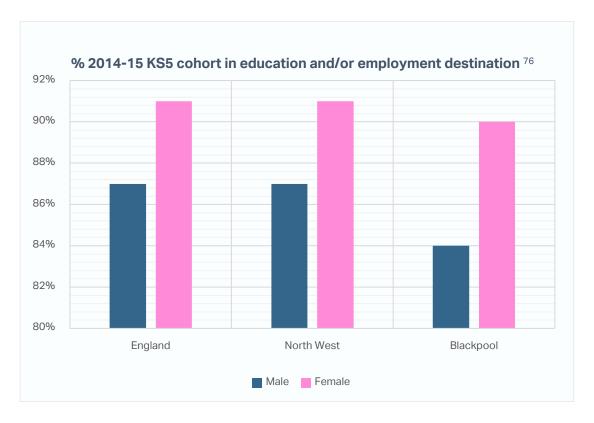
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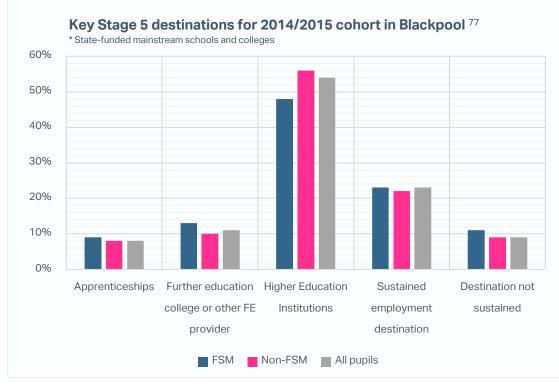
Implication

Blackpool Town Data Analysis - NEET

Women are more likely than men to be in sustained education or employment after KS5. This is true for Blackpool, the North West and England. However the gap between males and females is more pronounced in Blackpool.

Pupils from disadvantaged backgrounds in Blackpool are more likely to pursue further education and less likely to pursue higher education. In addition, FSM pupils are more likely to be NEET.







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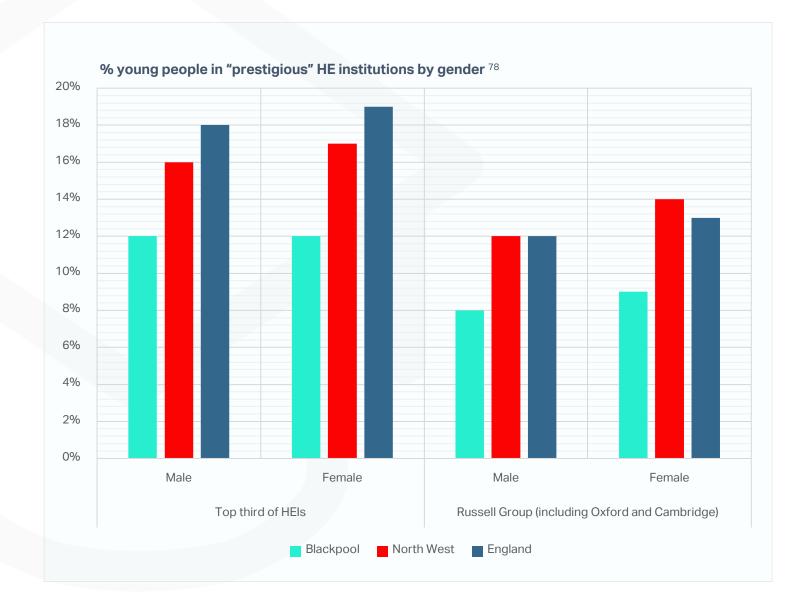
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Implication

■ Higher education

Young people in Blackpool are more likely to be in a HE institution than their peers across England. When looking at the 2015/16 destinations of pupils attending mainstream colleges and schools in Blackpool, approximately 52% of males and 56% of females attended higher education institutions. This compares with 49% of males and 52% of females across England.

However young people from Blackpool are less likely to be in a "prestigious" university, including Russell Group universities and the top third of higher education institutions.





Blackpool Council

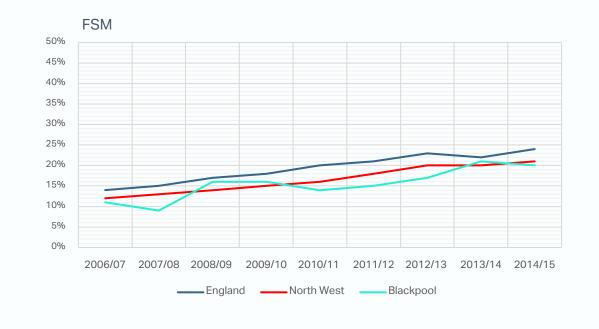
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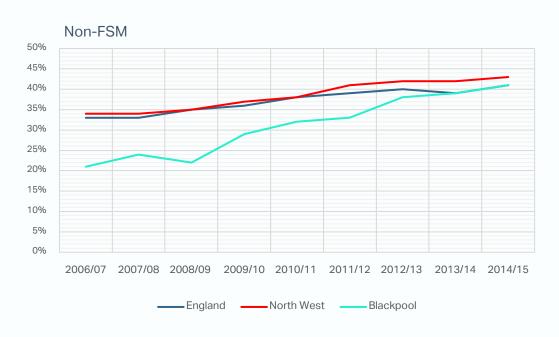
Labour Market

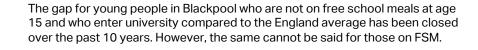
Labour market context
Median earnings
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Implication

% OF 15 YEAR OLD PUPILS FROM STATE-FUNDED & SPECIAL SCHOOLS WHO ENTERED HE BY AGE 19 79









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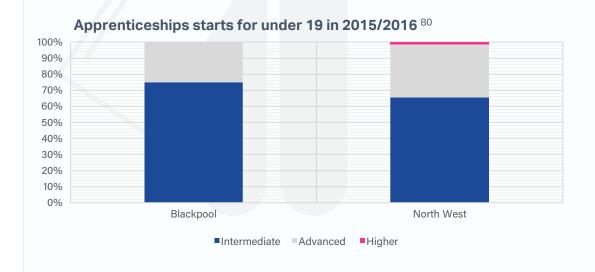
Labour Market

Labour market context
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Implications

■ Apprenticeships

Approximately 8% of Key Stage 5 pupils in Blackpool enter into apprenticeships. The key industries supporting apprenticeships in Blackpool include i) business, law and administration, ii) health public services and care and iii) retail and commercial enterprise. When compared with industries supporting apprenticeships in the North West in general, there is some consistency but there is a notable lack of engineering and manufacturing technologies apprenticeships in Blackpool. In addition, Blackpool has fewer apprenticeship starts at advanced and higher levels. The achievement rates of apprenticeships have increased for all institution types in the past three years - with private sector institutions making particular progress.

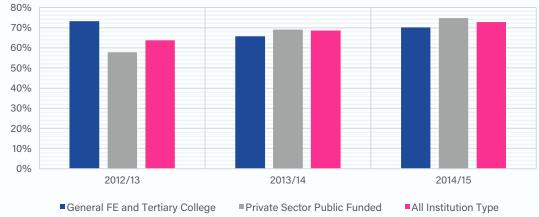




QUESTIONS FOR STAKEHOLDERS

- What could explain the different labour market attitudes and outcomes of women and men in Blackpool (e.g. gaps in wages, desire to work and employment)?
- Which universities are Blackpool students going to? Why are Blackpool students not going for the top third higher education institutions? Are there any common themes that emerging between these institutions?
- Why are there substantial gaps in the data regarding destinations for AP pupils in Blackpool?
- Why are young people in Blackpool struggling to maintain sustained destinations – either in education or employment?







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In 2016, the Department for Education identified Blackpool as an Opportunity Area (OA) and committed close to £6 million to tackling social mobility. The Opportunity Area delivery plan highlights 3 key priority areas:



Priority 1: Raise attainment and progress in Blackpool's schools.

Priority 2: Support for vulnerable children and families to improve attendance and outcomes, and to reduce exclusions from school.

Priority 3: Improve advice and support for young people when moving between schools/ colleges and into work.

In this section, we explore how the findings relate to each of the priority areas and highlight some relevant evidence. It should be noted that there is a large body of evidence available on social mobility interventions and best practice. For this activity, we conducted a high-level review to explore some of this literature but this is by no means a comprehensive assessment of the information available. Annex 2 provides a summary of additional resources available.

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Priority 1: Raise attainment and progress in Blackpool's schools

Education outcomes in Blackpool are particularly interesting due to the comparatively strong performance in primary school years, especially considering the high proportion of FSM children, and the dramatic drop in attainment and progress in secondary school. It poses questions on whether there is a gap in support for children transitioning from primary to secondary and if there are certain cultural or environment factors that are affecting young people from that point onwards.

Findings

- Gender: The majority of boys in Blackpool are struggling to reach their full
 potential but there is also a minority of girls who are being left behind.
- FSM: Blackpool has a higher proportion of children eligible for free school meals.
 Across England FSM children have poorer education outcomes than non-FSM children.
- Early Years: In terms of the percentage of children 'achieving a good level of development', Blackpool is below the national average. However, in absolute terms the gap is close (65% to 69%). FSM children in Blackpool are performing similar to their peers across England, while non-FSM eligible children are slightly behind.
- KS1: Blackpool has the same percentage of Year 1 pupils achieving the expected level in the phonics screening test as the national average. FSM children also marginally outperform their peers in England.
- KS2: A higher proportion of both boys and girls reach the expected standard compared to England and the North West. In terms of KS1-2 value added (a measure of progression), Blackpool ranks 58 out of 324 districts. However, the number of children achieving a high score is less than the national average.

- KS4: Blackpool children perform badly at KS4, not just compared to the England average but also with respect to their previous attainment. There are notable gender differences in KS4 progress measures. Boys at middle to high prior attainment bands perform badly while boys in low attainment bands generally show improvements in their performance. Negative results tend to be concentrated amongst girls with low previous attainment as well as the girls in the highest band of previous attainment. For girls in the mid-range of prior attainment, there is only a marginal deterioration in performance.
- Quality of schools: Based on the Ofsted rankings, primary schools in Blackpool are ranked similarly to the England average, but there are very few good secondary schools.



Implications

Supporting evidence

Trying to identify the factors underlying these outcomes is a challenging task as it likely involves intersection of various issues specific to Blackpool. For example, Sammons highlights five key elements which affect educational attainment, and consequently social mobility82: individual characteristics (e.g. age, birth weight, gender), family socioeconomic characteristics (family structure, parental qualification levels, employment and health, socio-economic status, and income level), community and societal characteristics (e.g. neighbourhood context, cultural expectations, social structural divisions especially in relation to social class), education experience (pedagogy, quality, access and peer characteristics) and cultural capital (especially the home learning environment). To identify the extent each of these elements plays a part in Blackpool, more detailed investigation is required. Consultations with the community will assist to identify driving forces and provide a more complete picture of why Blackpool is facing some of the challenges indicated by the analysis.

It is worth highlighting that pupils in different parts of England have different experiences of education based on their social class, ethnic background and gender and as noted by Connolly, "it is with this in mind that diverse strategies and interventions are required that are based upon the particular needs and experiences of specific groups of boys and girls in particular contexts⁸³." There is no one size fits all approach to improving educational outcomes and social mobility. Tailored strategies that understand the local context and requirements are key to creating lasting change.

Improving outcomes for boys

In recent years there has been growing focus on improving attainment and progression of white working-class boys in England. As approximately 94% of Blackpool's students are white (compared to the national average of 75% and regional average of 80%), some of the lessons learnt will be applicable to the educational context in Blackpool.

In Ofsted guidance published in 2008, which is based on a small-scale survey of good practice in educating white boys from low-income backgrounds, schools which have raised attainment are suggested to include the following features 84:

- support to develop boys' organisation skills and instil the importance of perseverance; any anti-school subculture 'left at the gates'
- rigorous monitoring systems that track individual pupils' performance
- a curriculum that is structured around individual needs and linked to support programmes that seek to raise aspirations
- creative and flexible strategies to engage parents and carers
- strong partnership with a wide range of agencies to provide social, emotional, educational and practical support for boys and their families

Commitment to improving all learners' progress, not just boys or certain ethnic groups, was often a key feature of these school systems. In 2013, a review conducted by Ofsted noted, "Systemic solutions will require more than excellence in the application of basic good practice by individual schools, it will require the aligned effort of a range of services and institutions" 85.

continues next page ▷



⁸² Pamela Sammons, School Effectiveness and Equity: Making Connections (Reading: CfBT Education Trust).

⁸³ Paul Connolly, 'The Effects of Social Class and Ethnicity on Gender Differences in GCSE Attainment: A Secondary Analysis of the Youth Cohort Study of England and Wales 1997-2001', British Educational Research Journal, 32.1 (2006), 3-21 https://doi.org/10.1080/01411920500401963.

⁸⁴ Ofsted, White Boys from Low-Income Backgrounds: Good Practice in Schools, July 2008 http://dera.ioe.ac.uk/8191/1/White%20boys%20from%20low-income%20backgrounds%20-%20good%20practice%20in%20schools.pdf [accessed 12 November 2017].

⁸⁵ D. Mongon, Educational Attainment: White British Students from Low Income Backgrounds - Research Paper for Ofsted's Access and Achievement in Education 2013 Review (London: Ofsted, June 2013).

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Younger and Warrington suggested that strategies which improve the academic achievement of boys can be grouped into four areas: pedagogic (classroom-based approaches centred on teaching and learning), individual (essentially a focus on target-setting and mentoring), organisational (ways of organising learning at the whole school level) and socio-cultural (approaches which attempt to create an environment for learning where key boys and girls feel able to work with, rather than against the aims and aspirations of the school)⁸⁶. In terms of socio-cultural factors, some strategies that were seen to be effective included:

- Citizenship initiatives in primary schools, linked to Schools Councils, teambuilding clubs, circle time and a 'You Can Do It' programme.
- A central focus on the Arts across primary schools, with artists-in-residence schemes, poetry weeks, dance sessions run by professional dancers, and drama productions which allocated lead roles to disengaged boys.
- Paired reading schemes between year 3 and year 5 pupils, with the explicit rationale of promoting self-esteem amongst the year 5 'experts'.
- A key leader and key befriender scheme in secondary schools, targeting and supporting particularly students who are peer leaders (usually more boys than girls).

It should be highlighted that any approaches to improve outcomes for boys, if successful, are likely to raise outcomes for girls and potentially perpetuating the gender gap. Previous policy papers have stated that any interventions to raise boys' achievement should not be detrimental to the progress of girls.

Improving attainment for pupils living in poverty

A 2011 review conducted by Sharples et. al on evidence relating to education interventions in primary and secondary schools in deprived areas highlights many of the previously discussed issues. In addition, the review noted the importance of coaching teachers in new strategies that improve outcomes for children living in poverty (e.g. cooperative learning (structured groupwork), frequent assessment and meta-cognitive ('learning to learn' strategies) and the adoption of proven classroom management strategies (e.g. rapid pace of instruction, using all-pupil responses, developing a common language around discipline)⁸⁷. Also, Sharples et. al comments, "The most powerful improvements in achievement are produced through the use of well-specified, well-supported and well-implemented programmes, incorporating extensive professional development."



Improving English and Maths outcomes for young people

A review of English and Maths interventions conducted by the Education Endowment Fund summarises some of the key evidence for targeting Maths and English outcomes for young people.

In terms of English interventions taught in the classroom, there is robust evidence supporting the positive impact of interventions with the following features: i) peer-mediated support (e.g. peer tutoring); ii) sustained support over time and iii) an approach that includes a number of strategies including whole language approaches, linguistics and phonics, rather than relying on one approach.

In terms of Maths interventions, some common features of mathematics interventions linked to positive outcomes include the use of technology, diagnostic assessment, the use of real life contexts, and teaching by vocational and mathematics specialist tutors⁸⁸.

Implications for the OA delivery plan

The current activities outlined in the OA delivery plan are largely consistent with the findings of our review. However, it may be worth examining whether quality of schools should be considered alongside wider socio-economic issues that may be affecting the performance of young people in Blackpool. It will be important to understand the current interventions in place and how the OA work can complement these activities. Moreover, with the current activities planned, it is may be valuable to reflect on struggling cohorts highlighted in the analysis (e.g. boys in general, a minority of girls) and how interventions could be designed to help address the challenges faced by these groups.

⁸⁶ Mike Younger and Molly Warrington, Raising Boys' Achievement (Norwich: Department for Education and Skills, 2005).

⁸⁷ Sharples and others

⁸⁸ Sarah Maughan and others, Improving Level 2 English and Maths Outcomes for 16 to 18 Year Olds Literature Review (Education Endowment Foundation, July 2016).

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Priority 2: Support for vulnerable children and families to improve attendance and outcomes, and to reduce exclusions from school

A range of factors can affect the educational outcomes and attendance, including individual health (e.g. mental health, alcohol and substance misuse, teenage pregnancy), education experience (e.g. pupil mobility, SEND), community and society characteristics (e.g. high rates of transience, crime trends and involvement in crime), and family experience (e.g. family structure, parental health). The intersection of various circumstances can increase a child's vulnerability.

Findings

- Behaviour: Disciplinary issues are disproportionately prevalent in Blackpool's schools, and they get worse as students progress from primary to secondary school. Blackpool pupils are absent without authorisation and subject to fixed period exclusions at a higher rate than the rest of England. Moreover, the number of students in Blackpool who attend PRUs is almost four times higher than the regional average.
- Health: Vulnerabilities associated to poor mental health and substance misuse are of
 particular concern. More information is needed on how these health trends are affecting
 parents and children.
- **Crime:** Whether additional support is required to prevent young women engaging in crime is also worth exploring further. 1 in 5 offences in Blackpool is committed by young women, compared to 1 in 8 in England as a whole.

Evidence

School exclusions

As highlighted by the Office of the Children's Commissioner enquiry into school exclusions, certain groups of children are more likely to be excluded from schools, including SEN, FSM eligible children and boys. In the enquiry, it was noted that effective, engaging teaching alongside clear and consistently applied approaches to behaviour and discipline were integral to developing positive learning environments and reducing exclusions. Effective training and staff development, particularly to manage SEN, is key⁸⁹.

From 2011 to 2014, DfE implemented the School Exclusion Trial to explore the benefits of increasing the responsibility of schools for meeting the needs of permanently excluded pupils and those at risk of permanent exclusion, which included commissioning Alternative Provision⁹⁰. LAs took a range of approaches to implementing the trial and there were varying impacts including an increase in managed moves, more early intervention programmes to prevent exclusion; and the use of time-limited AP (to avoid permanent exclusion). In particular, it was noted learning support units, inclusion coordinators, and revised school timetables were considered effective in preventing exclusions, increasing attendance and improving behaviour.

Substance misuse

Evidence shows that children living with parental substance misuse are at risk of developing physical and mental health and behavioural problems. There are few robust evaluations of interventions targeting parental substance misuse. Some preliminary evidence suggests that activities that target parenting practices alongside substance misuse treatment may improve family functioning and mitigate the negative impacts for children⁹¹.

Implications for the OA delivery plan

Additional clarity on the definition of vulnerable children and families could provide more guidance on the scope of this priority area.

As substance misuse and mental health problems appear to be key issues in the community, it may be worth reflecting on the current provision of support services in Blackpool and whether there are gaps which could be filled as part of the OA work.

As noted previously, managing exclusions is closely connected to improved training and staff development and it could be expected that OA activities related to Priority 1 would also be closely linked to this priority area.



⁸⁹ Office of the Children's Commissioner, 'They Never Give up on You' -Office of the Children's Commissioner School Exclusions Inquiry (London: Office of the Children's Commissioner, 2012).

⁹⁰ The Institute of Education (IoE) and National Foundation for Educational Research (NFER), School Exclusion Trial Evaluation (Department for Education, July 2014).

⁹¹ Nena Messina and others, 'Improving the Outcomes of Children Affected by Parental Substance Abuse: A Review of Randomized Controlled Trials', Substance Abuse and Rehabilitation, 2015, 15 < https://doi.org/10.2147/SAR.S46439>.

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There appears to be a lack of quality opportunities for young people in Blackpool – they are more likely to be NEET, work in lower SOC jobs and less likely to enter a high-quality university. This may indicate a lack of access or awareness of potential opportunities beyond tech level pathways.

Findings

- KS5: Fewer than half of Level 3 boys in Blackpool sit for A-levels, which is far below the national average. Boys in Blackpool who do sit for A-levels actually perform similar to their peers in England. While most mid-performing pupils in other areas of the country would generally choose to sit for A-levels, in Blackpool they disproportionately tend to either drop out or follow a tech level path. The patterns described above are most pronounced in the case of boys, but a similar picture also emerges in the case of girls.
- Transitions: In terms of social mobility, there appears to be a lack of quality opportunities
 for young people in Blackpool they are more likely to be NEET, work in lower SOC jobs
 and less likely to enter a high-quality university.

Careers Education

Longitudinal studies have shown that perceptions of future education and employment can impact the employment outcomes of young people. For example, some studies have suggested that teenagers who underestimate the education required to seek employment in a certain sector are more likely to be NEET. An evidence review of career interventions by the EEF notes that "careers education is optimally facilitated when interventions are personalised and targeted to individuals' needs from an early age. 92" While the evidence is not concrete, there is some evidence to indicate that career learning should begin early, in primary school and continue into adulthood. The review highlights four interventions with potential positive outcomes:

- Transformational leadership a programme of careers focused on staff action and behaviour, commonly requiring some element of staff training
- Mentoring a relationship between a pupil and a largely untrained volunteer (selected on the basis of their occupational experience)
- Careers provision A process of learning, individually or in groups, designed to help young people to develop the knowledge, confidence, and skills they need to make wellinformed, relevant choices and plans for their future,
- Work-related learning A programme of learning that uses the context of work to develop knowledge, skills, and understanding useful in work

Improving non-cognitive skills

The EEF also explores non-cognitive skills (i.e. a set of attitudes, behaviours, and strategies that are thought to underpin success in school and at work, such as motivation, perseverance, and self-control)⁹³. It is suggested that while factors such as self-control and school engagement are correlated with improved academic outcomes, financial stability in adulthood, and reduced crime, robust casual evidence is lacking. Also, little is known about whether it is possible to develop non-cognitive skills through interventions and whether this can lead to long term improved outcomes. The authors note that well-executed programmes with high quality staff are likely to have a greater impact than those with implementation problems.

Evaluation issues with adolescent interventions

Heckman summarises the evidence regarding the efficacy of social mobility interventions in different age brackets⁹⁴. While the evidence is primarily focused on the US, it provides an overview of different types of interventions, some of which are similar to those implemented in Blackpool and throughout the UK (e.g. Family Nurse Partnership). He notes that the following patterns emerge regarding social mobility interventions: i) early childhood and primary school programs tend to have evaluations that follow participants over a longer period, ii) early years programmes often have outcomes linked to cognitive and character skills and later-life outcomes while adolescent programmes are more focused on labour market outcomes and iii) the selection of participants vary with programmes, e.g. young people chose to enter programmes while parents opt into early years programmes. In general Heckman's review found that due to these issues programmes targeting adolescents have not been established to be as effective as programs that target earlier age groups. The adolescent programmes examined, which had longer follow-ups, showed improved outcomes in the short-term but diminishing benefits over time. However, Heckman notes, "the most promising adolescent programs integrate aspects of work into traditional education."

Implications for the OA delivery plan

There are currently a range of programmes seeking to improve labour market transitions for young people in Blackpool, but additional evidence is required on the long-term impact of these programmes to understand potential support gaps and opportunities. Our review also identified particular groups that are more likely to be NEET (e.g. young people with mental health issues, young parents, disadvantaged boys), which could help provide some additional focus to ongoing activities.



⁹² Dierdre Hughes and others, Careers Education: International Literature Review (Education Endowment Foundation, July 2016)

⁹³ Leslie Morrison Gutman and Ingrid Schoon, The Impact of Non-Cognitive Skills on Outcomes for Young People (London: Institute of Education/The Education Endowment Foundation, 21 November 2013).

⁹⁴ James J. Heckman and Stefano Mosso, 'The Economics of Human Development and Social Mobility', Annual Review of Economics, 6.1 (2014).

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Gaps and limitations

The rapid nature of our review means that the scope was limited to readily accessible data. Community consultation will play an important role in understanding some of social mobility drivers that may not have been covered in this analysis due to data or knowledge gaps. For example, we noted particular gaps regarding parental outcomes (e.g. literacy, parental substance misuse) and in terms of specific vulnerabilities (e.g. young carers).

Further insights could also be obtained by linking individual level education data with other datasets held by Blackpool Council (e.g. social care data, families in need data). This would allow for a better understanding of the experiences of specific groups of children (e.g. looked after children, children living in families with complex needs, SEND).

Priority groups

Our analysis shows that in many cases problems tend to disproportionately affect specific groups of children and young people at certain points in the lives – for example, as they make the transition from primary to secondary school. As a result, interventions targeted at specific groups at specific points in time may be more effective (as well as represent better value for money) in bringing about change in Blackpool compared to more universal approaches.

While more work is needed to identify and flesh out the interventions that are most likely to achieve positive impact and to select the groups that should be targeted, our findings offer some useful pointers.

More specifically, the Project Advisory Group discussed potential priority groups based on the analysis undertaken, and highlighted a number of groups including FSM (though noting many non-FSM children also have issues relating to low achievement), CIN/LAC, NEETs, as well as boys more generally.

Having considered the relative merits and drawbacks of targeting some of these different groups, and noting that work on this is on-going, the preliminary recommendations the Project Advisory Group arrived at were:

- High achievers at KS2
- High achievers at KS4
- FE ready
- · Excluded pupils and pupils who drop out



Blackpool Town Data Analysis - Annex 1

Annex 1 – Statistical Neighbours

Statistical neighbours provide a method for benchmarking progress, i.e. an initial judgment as to whether Blackpool's performance is above or below the expected level. The calculation of statistical neighbours is a subjective process and consequently comparisons are indicative only.

In this report, we use statistical neighbours or local authorities with similar characteristics identified by two commonly used models – the Chartered Institute of Public Finance and Accountancy Nearest Neighbours (CIFPFA) tool and the National Foundation for Educational Research's Children's Services Statistical Neighbour Benchmarking Tool (CSSNBT).

CHARTERED INSTITUTE OF PUBLIC FINANCE AND ACCOUNTANCY - NEAREST NEIGHBOURS

The CIPFA approach was developed in 2005 and our analysis uses the 2014 version of the model which calculates the following statistical neighbours for Blackpool:

- 1 North East Lincolnshire
- 2 Hartlepool
- 3 Redcar and Cleveland
- 4 Sunderland
- 5 Wirral
- 6 Plymouth
- 7 South Tyneside
- 8 Middlesbrough
- 9 Darlington
- 10 North Tyneside
- 11 Sefton
- 12 Stoke-on-Trent
- 13 St. Helens
- 14 Gateshead
- 15 Tameside

The model uses a traditional 'distance' approach in which a selection of variables related to population, health, employment and other aspects are standardised (with a mean value of zero and a standard deviation of one) and the Euclidian distance between all possible pairs of local authorities is calculated. Further information on the methodology can be found at the following link: https://www.cipfastats.net/default view.asp?content ref=2748.

NATIONAL FOUNDATION FOR EDUCATIONAL RESEARCH'S - CHILDREN'S SERVICES STATISTICAL NEIGHBOUR BENCHMARKING TOOL

The CSSNBT tool was developed in 2007 by the National Foundation for Educational Research. This model has generally been used for indicators related to children and young people as the methodology is based on the Every Child Matters Outcomes. The Local Authority Interactive Tool (https://www.gov.uk/government/publications/local-authority-interactive-tool-lait) uses this methodology to calculate statistical neighbours.

The following local authorities are Blackpool's statistical neighbours using this model:

- 1. Torbay
- 2. Tameside
- 3. Redcar and Cleveland
- 4. Plymouth
- Hartlepool
- 6. North East Lincolnshire
- Barnsley
- 3. Isle of Wight
- Doncaster
- 10. Stoke-on-Trent

Further information on the methodology can be found at the following link: https://www.nfer.ac.uk/publications/SNB01/SNB01.pdf

Annex 1 - Resources

Education Endowment Foundation

An independent charity which examines social mobility issues and provides access to evidence reviews, project evaluations to help understand the effectiveness of interventions and teaching toolkits.

Website: https://educationendowmentfoundation.org.uk/about/

Social Mobility Commission

An advisory non-departmental public body which monitors progress of social mobility in the UK and promotes social mobility in England. Publishes the social mobility index and other research pieces on social mobility.

Website: https://www.gov.uk/government/publications?departments%5B%5D=social-mobility-commission

The Sutton Trust

A foundation which conducts research on social mobility from the early years through to university access.

Website: https://www.suttontrust.com/research/

Centre for Vocational Research

A research hub which provides evidence on the nature, significance and potential contribution of vocational education to individuals and the wider economy.

Website: http://cver.lse.ac.uk/publications/default.asp

Impetus-PEF

Impetus-PEF conducts research into education and employment, including GCSE results, university access and youth unemployment.

Website: https://impetus-pef.org.uk/

Joseph Rowntree Foundation

Independent organisation that conducts research into a range of different topics, including education, young people, income etc.

Website: https://www.jrf.org.uk/people/education

The Careers & Enterprise Company

The Careers & Enterprise Company is an Opportunity Area partner and they conduct research into best practice for preparing young people for the workplace.

Website: https://www.careersandenterprise.co.uk/research

Early Intervention Foundation

The Early Intervention Foundation (EIF) is a charity and one of the Government's 'What Works Centres' – provides evidence and advice on early intervention for tackling the root causes of social problems for children and young people.

Website: http://www.eif.org.uk/help-resources/

BLACKPOOL TOWN WIDE ASSESSMENT OF DATA

Produced by Alma Economics on behalf of Blackpool Council

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