

Report of the Cabinet Member for Education, Children and Young People

Secondary Education Provision on the East side of the city and the Future of Burnholme Community College

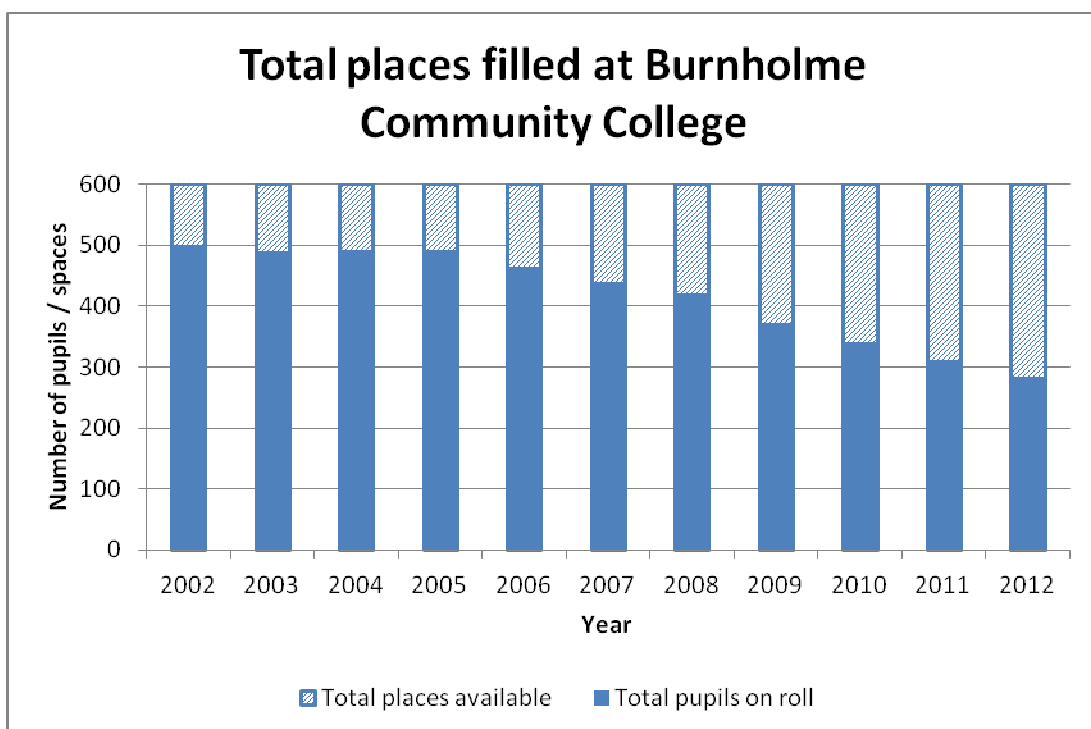
Summary

1. This report describes a complex and challenging set of issues regarding the future provision of secondary education on the east side of the city and in particular at Burnholme Community College.
2. The report provides Cabinet with details of the response to the recent public consultation concerning the future of Burnholme Community College.
3. The report considers the arguments for and against maintaining Burnholme Community College, particularly in light of the projected future demand for secondary school places in the city. The report considers the educational and financial implications of continuing to maintain a secondary school with less than 300 students.
4. The report concludes that the educational interests of children and young people in the city are best served by a phased closure of Burnholme Community College.
5. The report sets out proposals for transitional arrangements that seek to ensure that the best possible quality of education is maintained during a phased closure period and that guarantee students (currently in Year 7 and 8) a choice of several alternative schools when they transfer schools at the end of Year 9.
6. The report recommends that the local authority (LA) should now publish a statutory notice proposing the phased closure of Burnholme Community College, followed by a six-week representation period, after which the LA will consider all further observations and comments received and decide whether to proceed with the proposals.

Background

7. Burnholme Community College (BCC) was judged as being a good school by Ofsted in 2009, and it has enjoyed strong and loyal support from families that have chosen the college for their children.
8. The catchment area includes some of the most deprived areas of the city. Out of ten mainstream secondary schools, the college has the highest proportion of children entitled to free school meals (24%), compared to the city-wide average of 9% of all secondary aged students.
9. BCC currently has 286 students, including eight students with a statement of Special Educational Need and 32 students who currently receive additional support. BCC also hosts a satellite provision for a group of students and staff from Applefields School, and provides a base for various community facilities including Hempland Kids Club, Burnholme Day Nursery and sports provision including the Multi Use Games Area (MUGA). BCC is adjacent to Derwenthorpe which, when complete, could generate an estimated 80 secondary aged students.
10. The future of BCC was last publicly debated in 2009 when the governing body proposed a plan to increase the number of students applying for places. The plan was supported by both City of York Council and the other schools in the city. It described how the college would try to attract more students to start in Year 7 in an attempt to improve its financial position and enable it to provide a full curriculum choice. Regrettably, and despite the best efforts of the governing body and the staff, the numbers have not risen to the levels predicted in the plan.
11. The school funding system works on the basis that funding follows students into the schools that they attend. In order to keep BCC operating effectively, City of York Council, with the agreement of other schools, has been providing it with a larger share of the city's schools' budget than the student numbers alone would justify. This made sense in the short-term to support the 2009 plan, but would become increasingly unfair in the longer-term as it takes money away from other schools in the city. The significant financial implications of falling student numbers are detailed later in the report.

12. The LA launched a public consultation regarding the future of BCC in March 2012. This was predicated on the low number of pupils at the school, the increasing number of surplus places, and the increasing level of financial subsidy required from other secondary schools.
13. LAs are required to keep surplus capacity under review and to ensure an appropriate balance between supply and demand so that resources are used effectively.
14. The chart below shows that the number of students at BCC has been falling steadily for seven years.



15. The college can accommodate 600 students, but was predicted to only have 270 pupils in September 2012. Over time, smaller Year 7 groups have entered the college as larger Year 11 groups have left.
16. The college can accommodate 120 students in each year group. This means that up to 120 students could start secondary school at the college in Year 7 every September.

17. The table below shows the student numbers in each year group at the school.

Year Group (Current 11/12)	Student numbers at Jan 12
Year 7	48
Year 8	66
Year 9	51
Year 10	57
Year 11	64

18. Declining student numbers impacts upon the school in several ways. It will receive less funding, usually resulting in a reduction in the number of staff. It then becomes increasingly difficult to maintain a full curriculum and to offer a range of options, or to organise subject teaching in ability groups where that is appropriate. Students' wider school experiences, as a result, become increasingly restricted. There is also a challenge to maintain specialist teaching in subject areas resulting in pupils being taught by non-subject specialists. A smaller school provides limited opportunities for promotion making it harder to retain ambitious staff.
19. The decline in student numbers continued in 2012 with only 35 of the 133 children living in the catchment area, and due to start secondary school in September, applying for a place at BCC. Five children living outside the catchment area also applied for a place. The governing body decided that, given the low numbers and the inevitable challenge of providing a full curriculum offer, it was not in the best educational interests of pupils to admit such a small year group. All these children have since been offered, and have accepted, alternative places at schools of their choosing: Archbishop Holgate's (29), Huntington (4), Joseph Rowntree (4), Millthorpe (1) Fulford (1) and Canon Lee (1).

Options

20. The consultation document noted that, in considering the challenges faced by BCC, the LA and the governing body have considered a range of options other than closure, including:

- keeping BCC open by increasing the funding provided
 - merging BCC with another secondary school to create a split-site school
 - merging BCC with one or more local primary schools to create a 'through-school' for children aged four to 16 years
 - converting BCC into a new 'academy'
21. These alternatives do not appear to offer a credible way forward as:
- the economic climate facing the authority and the city's schools is increasingly challenging, and the forthcoming national changes to school funding will limit the ability of the council to subsidise small schools. This is considered in more detail later
 - there is no enthusiasm amongst the school community for a merger option, largely due to the underlying issues of student numbers and the reduced funding available for schools nationally
 - the government would be highly unlikely to approve the creation of a new academy because of falling student numbers and the level of surplus places, the pressing financial position BCC and the fact that there is already an academy in the area
22. The consultation document asked for people's views regarding these and any other options that should be explored and responses are considered below.

Public Consultation – Summary

23. The governing body organised a well attended public meeting at BCC on 22 February 2012 to explain the need for the public consultation. The formal consultation began on 1 March 2012 and closed on 20 April 2012. The consultation document described the reasons for the consultation, the options already considered, and set out the proposals and their potential implications.
24. One thousand paper copies of the consultation document and questionnaire were distributed to students, parents and staff at BCC and neighbouring schools and libraries. A further 1000 copies were provided to the Burnholme Parents Action Group at their request. The consultation paper and questionnaire were also promoted on-line on the council's website.

25. The council received 174 online responses and 124 paper responses. Annex 1 provides an analysis of the questionnaire responses received. The cabinet member has been provided with a copy of all submissions.
26. The council also received an e-petition supporting BCC (205 signatures) and a separate paper petition (1996 signatures) organised by the Burnholme Parents Action Group.
27. Within BCC the student council has debated the proposed closure, and discussed potential transition plans. Twenty-two students have also completed the questionnaire.
28. Governing bodies were also invited to respond to the consultation and submissions were received from Hempland Primary, Applefields, Fulford, Huntington, Millthorpe and Archbishop Holgate's Schools and are included in Annex 2. Individual governors of various schools also contributed via the questionnaire. Also included in Annex 2 is a response from Cllr Warters as city councillor and on behalf of Osbaldwick and Merton Parish Councils and Meadlands area residents association.
29. Hempland Kids Club has submitted a comprehensive pack including 72 individual letters in support of the club and the service it provides. The club is based in a separate building, at the front of the college, formerly occupied by the Youth Service. The Kids Club is a non-profit making registered charity with 170 children registered to the club.
30. The council also received various requests for further information from individuals and via elected members and local MP's. Where available this information has been provided. The issues have also been debated in the local media and on local radio. Officers have met with various parents and other interested parties to discuss the proposals in more detail. The Cabinet Member has also received correspondence from parents and members of the local community.

Issues Raised During the Consultation Process

31. The responses received inevitably reflect a wide diversity of views and the perspectives of different stakeholders. This report seeks to highlight and address the general messages and major issues that were raised most frequently. It is recognised that it is not

possible to capture the subtlety and complexity of all of the contributions to the debate. The summary below is structured to reflect the questionnaire. More analysis is included in Annex 1.

Exploring Other Options

32. Those opposed to closure advanced a variety of different arguments. There was a general concern about the disruption to children's education in the short term. Many valued the fact that BCC was a small community school where staff know all students, arguing that it was therefore better placed to provide a personalised high quality education, particularly given the levels of socio-economic deprivation in parts of the catchment area.
33. Some argued passionately that BCC has particularly strong links with the community that should be preserved at all costs, and which justifies subsidy from other schools. In contrast, others have acknowledged the declining numbers and accepted that the authority needed to remove surplus capacity in order to make more cost effective provision of secondary education. These important issues are returned to later.
34. A total of 95 commented about exploring other options. The argument that BCC should be maintained in order to help in meeting projected future demand for secondary school places was put forward in various debates during the consultation. This was also referred to by 30 people completing the questionnaire. This is clearly an important consideration for elected members and this is returned to later in the report.
35. Another important point that emerged during the consultation was whether or not the full costs of closure had been considered when compared to the costs of maintaining BCC in future years. The impact on other school budgets of maintaining Burnholme has also featured in the consultation. Estimated closure costs, and the alternative costs and implications of maintaining the college, are also considered later in the report.
36. Ninety-six respondents called for changes to school catchment areas or for a reduction in the size of other secondary schools. Others felt that BCC needed to be better promoted in order to attract more pupils. Some argued that the council should simply direct children in the catchment area to attend the college,

regardless of parental preference (this would not be within the law).

37. A number of detailed submissions suggested that a more creative approach was needed for using part of the existing Burnholme site to generate funding to bolster the financial viability of the school. Some suggested reducing the size of the existing school estate, and encouraging complementary uses of the site, such as running training or community facilities that could help reduce the running costs of the school. Others highlighted the important and successful links with Applefields School and suggested providing more satellite provision and developing more education opportunities for 19-25 year olds with learning difficulties and disabilities.
38. Some of the comments received about promoting the school, and looking for other partners to use the site, had been previously explored by the governing body in the preparation of the Business Plan in 2009.
39. No detailed suggestions were received suggesting alternative school mergers or alternative structural solutions.

Proposal for Years 9-11 to complete GCSE's at the College

40. The majority of respondents (56.4%) were fully supportive of the proposal that BCC should remain open until 2014 in order for students in current years 9, 10 and 11 to complete their GCSE's. A total of 29.9% commented on various concerns, most notably about a possible reduction in the quality of teaching during this period and the numbers of staff that may seek to leave the college before it closes.
41. This is clearly a key concern and the authority and other schools are working closely with the governing body on a range of measures to ensure that, in the event of closure, the leadership of the school is secure, and the school is able to retain high calibre staff. To secure staff in key posts those identified as essential to remain in post until any closure takes place would be offered a retention package. This would consist of a retention lump sum payment, payable at the point of closure, as well as them being guaranteed a further period of continued employment for 12 months after the date of any closure in order to facilitate their permanent redeployment elsewhere. The authority would work

with all schools in order to maximise opportunities for staff to ensure compulsory redundancies are avoided as far as possible.

Proposal for current Year 7 and 8 students to transfer to alternative schools at end of Year 9

42. A significant majority of the 169 respondents who commented on the proposals expressed concerns. Some reported concerns about the emotional impact on children transferring at the end of Year 9, others raised issues about potential disruption to teaching at BCC and also at the receiving schools. A small number recorded concerns about potential bullying of BCC students on arrival at new schools. Others felt that as other local schools were already full they would not wish to, or be able to, offer places to BCC students. Some respondents felt that students should transfer earlier.
43. During the consultation period many parents have sought clarification on how a phased closure might be managed in practice. The LA has been working closely with headteachers and governing bodies to develop a transition plan. The support of various governing bodies means that the LA would expect to guarantee students in Year 7 and 8 a choice of alternative schools, including those that are already popular with parents in the Burnholme catchment area.
44. Given the pattern of parental preferences the LA anticipates that, in the event of closure, many parents would choose Archbishop Holgate's CE school, which is the next closest school for many students (the average distance from home to school is 1.05 miles). The governing body of that school is also responsible for admission arrangements. The governing body has submitted a statement (included in Annex 2) that confirms that the school will offer places to any pupil in Year 7 or 8 wishing to transfer to the school as part of a managed phased closure.

Proposal to provide school uniform grants for students transferring schools

45. The majority of respondents (51.7%) supported this proposal. A small number argued that this represented a waste of money whilst others suggested that the provision of uniforms should be subject to means testing. The estimated cost of the proposal (£17k over 2 years) is included in the financial section of the report.

Proposal to provide free transport for students living over 2 miles from school

46. The current policy of the LA is that it will provide transport for pupils that have to travel over three miles to their catchment secondary school, or over two miles where children are entitled to transport benefit due to low household income. In order to support the transition of pupils transferring schools at the end of Year 9 the authority has proposed providing transport for all pupils where their journey exceeds two miles. The number this applies to will depend upon the choice of school and the resulting distance between home and school.
47. There were mixed responses to this proposal with around 44.6% being fully supportive and feeling that this offer was essential. Around 40.6% reported concerns. Some stated that all children should be offered free transport, some reported concerns about the distances to be travelled to other schools in the city whilst a small number of respondents considered that this represented a waste of money that should be used to keep the school open.
48. Analysis of the January 2012 census data for the students in current Years 7 and 8, living within the Burnholme catchment area, shows that the distance from home address to BCC ranged from 0.08m to 1.11m with an average distance of 0.50m. The table below illustrates the range and average distances, from home address, to some of the alternative schools that will be available to students.

School	Year Group	Distance (closest)	Distance (furthest)	Average Distance
Burnholme Community College	7 & 8	0.08	1.11	0.50
Archbishop Holgate's CE School	7 & 8	0.55	2.08	1.05
Huntington School	7 & 8	1.26	3.93	2.51
Joseph Rowntree School	7 & 8	1.89	4.56	3.05
Canon Lee School	7 & 8	1.95	3.23	2.66
Millthorpe School	7 & 8	0.98	3.37	2.26

49. In the event of closure, the LA will work with the schools and operators to ensure that transport options are available for students to attend the range of secondary schools allocated. This will be free for transferring students who live more than two miles away.

Proposal to include the BCC catchment area within that of Archbishop Holgate's School

50. This proposal saw 53.4% of respondents reporting concerns. 85 people were concerned that Archbishop Holgate's was already full and that accommodating more children would lead to overcrowding. Some people did not agree with having catchment areas at all and others argued that they weren't rigidly enforced. A smaller number (ten) expressed concerns about a catchment area being served by a faith school.
51. The governing body of Hemplands Primary School suggested that, in the event of closure, Huntington School should be considered as the catchment school for pupils living to the north of the area. The governing body of Huntington School suggested that; "we feel that it is important that this decision is discussed more widely before any agreement is made; however, we do think that there is some common sense merit to the proposal. We do think it important that those parents who do not wish their children to attend a faith school but live within the proposed new catchment for Archbishop Holgate's School have a secular alternative".
52. Chart 1 in Annex 3 details the number of projected numbers of students living in the catchment areas of Burnholme and Archbishop Holgate's schools and the projected demand for places at the school from within the catchment area. It is difficult to predict parental preferences going forward however, based on the available data, it would appear that merging the catchment areas would enable a neighbouring school to serve the Burnholme community. Currently 41.7% (301) of the secondary aged students living in the Burnholme catchment area attend Archbishop Holgate's School.
53. The governing body of Archbishop Holgate's School have considered this matter in detail, and have confirmed that, in the event of closure of Burnholme, that the school would wish to serve the entire catchment area. This is confirmed in the statement at

Annex 2. In order to meet the anticipated demand the school proposes to increase its annual admission limit from 162 to 216 in order to move from six to eight forms of entry (27 in each form). The school will require additional space to accommodate the two extra classes joining the school in each year.

54. It is recognised that another, less desirable, option would be to expect all children potentially displaced by a closure of Burnholme to travel to various schools, with surplus spaces, across the city. This option would inevitably reduce local choice for parents further. It would also fail to assist in meeting future demand as it rises in other areas of the city, and would increase transport costs.
55. The proposal of Archbishop Holgate's governing body to increase the capacity of the school may ease the concerns raised by some parents that the school was full and would not be able to accommodate more children. The LA recognises that some parents would prefer a school that was not a faith school and would therefore revise admission arrangements to ensure that they would be able to apply (as now) to any school, but would also guarantee a place at the nearest secular school with spaces. The council's standard school transport policy would continue to apply. Further discussions will be needed to ensure that proposed arrangements are in accordance with the new admissions code of practice.
56. The report now considers two major concerns highlighted during the consultation period; firstly the future demand for places and secondly the costs of closure compared to the costs of maintaining BCC.

Demographic Trends and the Future Demand for Secondary School Places

57. The consultation document acknowledged that secondary school numbers have declined over the last decade, a trend that will continue until 2014/15 when numbers will begin to rise again, reflecting a rise in the birth rate in recent years.
58. Some parents have challenged the data used by the LA and consider that the projections of growth in numbers are conservative. The authority bases its estimates on both Office of National Statistics 2010 birth data for the city and data drawn from

the annual primary school census. Chart 2 in Annex 3 details the actual and projected births in the city. The chart indicates how recently released (March 2012) data from the 2010 census has revised the 2008 birth rate projection downwards.

59. Chart 3 in Annex 3 illustrates the projected numbers of secondary aged children living in each of the city's catchment areas. The chart shows the total numbers expected to be living in the city through to 2020/21. The chart also shows the total number expected to be attending the city's secondary schools. This is complicated by the fact that some children living in the city attend schools in neighbouring authorities and children from North and East Yorkshire travel to attend schools in the city. Generally the city has seen a net outflow of students.
60. It is difficult to predict with accuracy what the demand for school places will be at individual schools over this period. General demand is subject to changes in the birth rate, in local housing developments, and by migration to and from the city. Local demand is also subject to parental preference, often influenced by Ofsted judgements, league tables and community perceptions. Clearly there will eventually be some potential additional students (an estimated 80 secondary aged students by 2018/2019) from the local Derwenthorpe development. It has also been recognised that there has been a significant increase in demand for university student housing in the east of the city, particularly along the Hull Road corridor, in Tang Hall and in Badger Hill. In some areas this has served to reduce the amount of family housing and consequently the demand for places at some schools.
61. Table 1 in the Annex 3 illustrates the relationship between catchment areas and the allocation of school places in the city. Table 2 shows the number on roll in each secondary school taken together with places available, whilst table 3 shows the distribution of over 860 surplus secondary school spaces in 2012, including 315 at BCC. These spaces will begin to reduce as larger cohorts move up from primary schools.
62. Analysis suggests that the demand for school places over the next ten years will be stronger in certain areas of the city. This is already evident in the South Bank area, in parts of the west of the city and in some villages. Other planned developments on sites such as Germany Beck, British Sugar and Terry's may increase

demand for places at Fulford, Manor and Millthorpe Schools in particular. However, recent trends in the choices made by parents suggest that it is unlikely that Burnholme would experience increase in demand for places in Year 7 before 2017/18. The benefits of this increase would then take several further years to filter through the school.

63. It has also been argued that the Local Development Framework assumes further residential development in the east of the city. The land to the East of Metcalfe Lane is identified within the LDF Core Strategy as an Area of Search for potential urban extension. Currently land within the identified Areas of Search will not be required for development until at least 2025/26 and potentially longer if further brownfield sites come forward for development over the Plan Period.
64. Officers considered view is that the timescales and major uncertainties around future demand for secondary placements in the Burnholme catchment area mean that this cannot be used as a compelling argument to override the educational and financial considerations. These will shortly be heightened by forthcoming national policy changes, as outlined below.

National Policy Implications

65. Firstly, the government is introducing new regulations governing school funding. This will result in different arrangements with less discretion available to local authorities to support small schools through a local formula. Any significant reduction in budget will have a consequent reduction in staffing and an inevitable impact on teaching and learning.
66. Secondly, there is an increasing focus from the DfE and Ofsted on school standards with direct intervention proposed at schools that fall below specific floor standards. The government has increased the floor standard for 5 A*–C grades including English and Maths at GCSE to 40%, and it is anticipated that it will increase again to 50% by 2015. With small cohorts, and with the prior attainment of pupils on entry below the national average, BCC will be increasingly at risk of falling below the government's floor standards. Annex 4 includes a summary comparison of Key Stage 4 performance in York secondary schools.

67. Thirdly, the Education Act 2011, The Academies Act 2010, and the new Admissions Code, all serve to promote the autonomy of individual schools and to create a more diverse range of schools including academies and free schools. The legislation encourages the expansion of popular and successful schools to meet parental demand. LAs are expected to secure a supply of strong school places but in a context of increasing school autonomy and with fewer powers to help balance supply and demand of school places.
68. There are therefore likely to be additional and significant pressures on BCC if it were to remain open, which cast doubt on its ability – regardless of the efforts of the staff team – to maintain the standards and the breadth of curriculum to which everyone would aspire.
69. Officers believe these educational and policy considerations alone support the case for closure, even before taking into account the financial considerations (including the costs of closure) which are considered below.

The Financial Implications of Maintaining or Closing Burnholme Community College

Financial Analysis

70. As described earlier, with an annual intake of only 40–50 pupils, the college is not financially viable without a high level of support from other schools. For comparison, in 2010 (latest year's comparable data) there were only nine other secondary schools in the country in non sparse urban areas with less than 250 pupils. Since 2010 five of these schools have been closed by their LA and a further two have been subject to closure proposals. The remaining two are both Voluntary Aided faith schools and are receiving significant charitable donations of several hundred thousand pounds per year.
71. In 2009 the LA demonstrated its support of the business plan for BCC by agreeing to write-off a £121k cumulative deficit in the BCC budget. Importantly, the Schools Forum also agreed to support BCC with a significant annual subsidy from the Dedicated Schools Grant (DSG), in effect, top-sliced from the budgets of other secondary schools in the city. Over the three financial years to 2011/12 additional funding of £862k has been provided to the

college. Since 2009 the college has been unable to attract the number of students that the business plan required in order to stay within the agreed budget.

72. To continue operating the college will require additional funding over and above the level of subsidy agreed in 2009. To maintain the college will require total annual funding averaging £8.5k per pupil per annum (and rising to £9.8k), compared to a cost of between £4.2k and £5.4k per pupil at other secondary schools (Annex 5). This equates to an additional subsidy of around £0.6m per annum on average to 2020/21 (including the existing local small schools factor).
73. Given reductions in public expenditure, schools across the city are facing significant budget pressures. In 2011/12 all but one of the city's maintained secondary schools have been managing in year deficit budgets, and the situation is not expected to get any easier in 2012/13 and beyond. Other schools are not in a position to increase the subsidy provided to BCC. Annex 6 summarises the additional funding that would be required from the DSG (and is taken from other school budgets) or from the General Fund as a LA top-up to the DSG.
74. An added complication is the DfE's proposed changes to the school funding system for 2013/14 (*School Funding Reform: Next steps towards a fairer system*). If implemented, these proposals could have a significant detrimental impact on BCC's funding level as they severely limit the LA's ability to support small secondary schools through the local funding formula. The proposals would also make it much more difficult for the LA to ask other schools to contribute to BCC by agreeing to a top slice of their budgets.
75. If the college were to close, funding would need to be set aside (from future savings) to meet the costs of a phased closure and to support other schools supporting the transition of students. Capital investment of £1.5m to £2m is anticipated to be required to support an increase in capacity at Archbishop Holgate's as the school moves from six to eight form entry. This will need to be funded by either the Education Funding Agency (EFA – the new national body responsible for funding academy schools) or through Prudential Borrowing by the LA, or by a combination of both. Annex 7 sets out the detail of these additional costs.

76. No assumptions on the future use of the BCC site have been made as part of this financial analysis. Any short-term or on-going financial implications following closure of the college are assumed to be cost neutral.
77. If the college were to close then the additional funding described at paragraph 72 would no longer be required. In addition, significant fixed costs of operating a stand alone secondary school, estimated at £587k pa, would also be saved. The net impact of all of this would be to produce a total saving over the period to 2020/21 of £5.4m that would be available for redistribution to other secondary schools in the city. These sums would be on top of the funding that would accompany the individual pupils as they were displaced from BCC to other schools (c£4.2k per pupil per year).
78. This redistributable sum will be available to support redeployment of staff to other schools for an additional year, following the closure of BCC. The amount required will be determined by the number of staff who do not secure alternative employment during the transition period. Assuming that between 50% and 75% of staff are redeployed for a further year following closure, this would amount to between £450k and £680k. Any remaining sum would then be available for reallocation to schools through the local funding formula.
79. Paragraphs 57-69 analyse the demographic trends and future demand for secondary school places. Future increases in demand for secondary school places are predicted but the analysis concludes that much of the increased demand will not be in the vicinity of BCC. This suggests that the majority of any investment across the city will need to be incurred regardless of a decision to close BCC. This investment would have to be met from a number of funding sources. Developers' contributions through S106 agreements would be available where new housing developments produced increased pupil numbers in excess of existing capacity in particular areas of the city. In addition the DfE makes capital resources available to LAs on an annual basis through the Basic Needs Allocation. This allocation is based partly on any increased demand for places in each LA area (for example, York has received £2.4m over the last two years through the Basic Needs Allocation to help manage the increased demand for primary places in particular 'hotspots' within the city).

Summary Financial Position

	2012-20
	£m
Cost of Maintaining BCC	5.2
Implications of Closure	
Savings from Closure	7.9
Less Costs of Closure	(2.5)
Net Savings for Redistribution	5.4

80. In summary the analysis shows that from a purely financial perspective that there is a compelling case for closure of the college. If the college were to remain open then in the period to 2020/21 estimated additional funding (in excess of the local funding formula) totalling £5.2m would need to be allocated to it by continuing to top slice the budgets of other secondary schools in the city.
81. If a decision were made to close the college, and after allowing for the costs of closure, and making a prudent assumption that the LA would need to meet the cost of increasing capacity at Archbishop Holgate's School, then in the period to 2020/21 estimated net savings totalling £5.4m would be generated. Significant sums ranging from £96k to £136k per year per school would then be available for redistribution to other secondary schools compared to their current funding levels. These sums will be available to meet the costs of redeployment for staff in the first year following closure.
82. The majority of the capital costs associated with future increases in demand for secondary school places across the city would need to be incurred regardless of a decision to close or maintain BCC. However, the potential cost of replacing the 600 places removed by the closure of BCC, by investing incrementally at other schools where demand increases, is not considered excessive compared to the costs of keeping the college open and the savings generated from closure.

HR Implications

83. There are significant staffing implications associated with a school closure. BCC has been managing reductions in staffing as pupil

numbers have reduced year on year and further reductions would be required if BCC were to remain open. In the event of a phased closure being agreed, the LA is committed to balancing individual members of staff's employment and career choices with the needs of the school to retain key personnel in essential posts until BCC's final closure date, whilst meeting all of our statutory obligations as an employer. The LA has worked with the governing body, the trades unions and professional associations to agree a transition plan that seeks to maintain the staffing needed to ensure leadership of the schools and high quality teaching and learning through the period of the phased closure. In the event of closure the LA would work with other schools to maximise opportunities for staff and to minimise redundancy wherever possible.

Council Plan

84. The provision of secondary education is a key responsibility of the council, which is recognised as a high performing authority in this regard. Successful educational outcomes for young people from all of our communities contribute significantly to the delivery of the Council's priorities, for example, providing students with high quality education enables young people to contribute positively to the growth of the city's economy. Above all, the interests of young people have been uppermost throughout our consideration of this issue, given our stated ambition to make York the best place in England in which to grow up.

Other Implications

85. There are no specific Equalities, Legal, Crime and Disorder, Information technology, or Property implications arising.

Risk Management

86. If a phased closure is agreed then the process will require a strict project discipline that includes risk management. A board would be established to oversee the phased closure process and all transition arrangements for students and staff. The board would include senior representation from the closing and receiving schools.

Conclusions

87. Much has changed since 2009 when the future of BCC was last reviewed. The general economic climate has worsened considerably and significant reductions in public expenditure introduced. Although schools have seen some protection, it is clear that pressures on school budgets are increasing and many are having to make difficult decisions to balance their budgets.
88. The LA has a responsibility to ensure an appropriate balance between supply and demand of school places so that resources are used effectively.
89. This paper has described the challenges of balancing the supply and demand of school places given; the predicted increase in secondary school numbers, the pattern of parental preferences for school places of school in the east of the city, a national education policy that increasingly promotes the autonomy of individual institutions, all set against a backcloth of reducing capital and revenue budgets for LAs and schools.
90. The consultation process brought forward a wide variety of views on the future of Burnholme Community College. The report has sought to summarise the key arguments and issues that have been raised in recent months.
91. It would appear on balance that the interests of children and families across the city are best served by a phased closure. It is recognised that other secondary schools in the city will need to expand, over time, in order to meet local demand as it increases over the next ten years. This approach will serve to strengthen the position of the nine remaining secondary schools and academies across the city. Schools in the city are currently smaller than the average size of secondary school in England and Wales, and this is likely to remain the case even in the event of Burnholme closing.
92. A proposal to close a school is not made lightly. It is a difficult time for students, parents, staff and governors at Burnholme Community College. However, and importantly, headteachers and governing bodies across the city have shown their full commitment and support in ensuring that the quality of education of students is maintained throughout a phased closure period. The authority has worked with schools to ensure that transition plans will provide a genuine choice of alternative schools for parents and students.

The authority will continue to work closely with staff, trades unions and professional associations to provide the best possible support for staff. The authority remains committed to continuing financial support to Burnholme throughout the period of a phased closure if agreed.

93. In arriving at their decision, and in deciding whether or not to propose a phased closure, cabinet members are advised to consider:

- whether a school with an annual intake of 40-50 students can provide a broad and balanced secondary curriculum that meets the educational needs of all
- whether the school is financially viable given the level of subsidy needed to maintain the school
- the potential impact on other secondary schools in the event of providing the level of subsidy needed to maintain Burnholme Community College
- if it would be beneficial to maintain Burnholme Community College in order to meet a future demand for school places, given the issues and risks described in the report
- whether the transition arrangements proposed to support the phased closure will minimise disruption to student's education and learning
- whether the proposed catchment area and school admission arrangements are appropriate and equitable

Recommendations

Cabinet is recommended to:

- i. Agree to publish Public Notices in accordance with section 15(1) of the Education and Inspections Act 2006, to discontinue Burnholme Community College from 31 August 2014. This to be followed by a six week statutory representation period, after which the LA must consider any further observations and comments received and decide whether to proceed with the proposals summarised below:
 - It is proposed that Burnholme Community College will remain open until 2014 when students on the roll at the school in the current Year 9, Year 10 and Year 11 have completed their secondary education;

- It is proposed that current Year 8 students will continue their education at the Burnholme Community College until the summer of 2013, and will then transfer to other schools. This means that they will be in their new schools for their year 10 and 11. For students currently on roll at Burnholme Community College in Year 7, it is proposed that will stay at the school until the summer of 2014, and will then transfer to other schools for their Year 10 and 11. Detailed transition arrangements will be agreed between schools and in consultation with parents;
 - For students currently on roll at Burnholme Community College in Year 7 and Year 8, transport assistance will be provided if their new school is over two miles from their home residence once they have transferred in 2014 and 2013, respectively;
 - For families of transferring students to receive assistance at the transferring stages with the purchase of new school uniform as required at the receiving school;
 - With the agreement of the governing body of Archbishop Holgate's CE School, it is proposed that the existing catchment area of Burnholme Community College will be merged with the catchment area of Archbishop Holgate's CE School. Those seeking a non faith based school will be offered an alternative secular school.
- ii. To note that the LA will work closely with the governing body of Burnholme Community College and other schools to develop a comprehensive package of support for the school, and a detailed transition plan for students and staff, that seeks to ensure the best possible education throughout the phased closure.
 - iii. To note that the LA will work with Applefields School and other secondary schools in order to relocate the satellite class that has been successfully established at Burnholme Community College.
 - iv. To note that the LA, with the York Education Partnership, will continue to develop further proposals that address the projected demand for school places across the city over the next decade, arising from predicted housing development and from the increase in the birth-rate.

- v. To initiate a further specific consultation focussing upon the potential future use of the Burnholme site in the event of the closure of the school. The recent consultation on the future of Burnholme Community College has highlighted particular concerns about the future of highly valued community services that are based at the College, including the Kids Club, the Burnholme Day Nursery, and Sports Provision including sports fields and MUGA. The authority will wish to explore options that make best use of the site whilst maintaining community facilities wherever possible. It is recognised that these important issues and possible options will require wide consultation and detailed debate and consideration.

Contact Details

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Jill Hodges Assistant Director Adults, Children and Education	Report Approved	√	Date 03 May 2012
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	Cllr Janet Looker Cabinet Member for Education, Children and Young People		
	Report Approved		Date 25 April 2012
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Wards affected		All	√
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Annexes

Annex 1	Questionnaire	Questionnaire summary
		Questionnaire Survey Responses
Annex 2	Statements	Applefields School
		Archbishop Holgate's CE Academy
		Fulford School (Head)
		Hempland Primary
		Huntington School
		Millthorpe School
		Councillor Warters
Annex 3	Data	Chart 1 – Year 7 catchment population and catchment only demand for Archbishop CE Holgate's and Burnholme Schools (Combined)
		Chart 2 - Actual and projected births in the City of York (1987/88 - 2027/28)
		Chart 3 - Number of Year 7 - Year 11 pupils by catchment area of residence, and total Year 7 to Year 11 on roll in the city (2009/10 - 2020/21)
		Table 1 - Home catchment pupil retention for each CYC secondary catchment area
		Table 2 - Number on roll at York Schools and Academies by National Curriculum Year Group
		Table 3 - Spaces available at York Schools and Academies by National Curriculum Year Group
Annex 4	KS4	Comparison of Key Stage 4 Performance Data in York
Annex 5	Finance	Indicative Secondary School Funding – Per Pupil
Annex 6	Finance	Financial Subsidy Required in Future Years
Annex 7	Finance	Financial Analysis of Closure Proposal