

Annex 4

Proposed Closure of Burnholme Community College - Community Impact Assessment

This Community Impact Assessment (CIA) has been prepared in accordance with City of York Council's vision to promote equal life outcomes for everyone living, working and visiting York, through inclusive design in everything the council does. This process was previously called the Equality Impact Assessment (EIA).

1	<i>Name and Job Title of person completing assessment</i>	Bernard Flanagan Early Intervention Manager
2	<i>Name of service, policy, function or criteria being assessed</i>	Secondary Education Provision on the East side of York and the Future of Burnholme Community College
3	<i>The main objectives/aims of the service/policy/function/criteria</i>	<ol style="list-style-type: none"> 1. The future provision of secondary education on the east side of the city and in particular at Burnholme Community College. 2. The status of Burnholme Community College, particularly in light of the projected future demand for secondary school places in the city. 3. 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 Years 7 and 8 a choice of several alternative schools when they transfer schools at the end of Year 9. <p>The May 2012 Cabinet report recommended that the local authority (LA) should publish a statutory notice proposing the phased closure of Burnholme Community College, followed by a six-week representation period, after which the LA would consider all further observations and comments received</p>

		and decide whether to proceed with the proposals. This CIA was commissioned as part of that consultation process.
4	Date	This document was prepared during May, June and July 2012, in preparation for the Cabinet decision-making meeting scheduled for 17 July 2012.

Stage 1: Initial Screening

5	<p><i>What evidence is available to suggest that the proposed service, policy, function or criteria could have a negative or positive effect on quality of life outcomes for people (both staff and customers) from the communities?</i></p> <p>A: There is sufficient evidence of potential impact to proceed with a full impact assessment – see below.</p>
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Stage 2: Full Impact Assessment

6	<i>How could different communities be affected by the proposed or reviewed service/policy/function/criteria?</i>	
A1	Public/customers – positive effects	This is a major change to provision. In the long term it is expected that there will be a positive impact on the education of young people in the city. Further details are included in Annex A.
A2	Public/customers – negative effects	This is a major change to provision. In the shorter term, extensive measures are being put into place to support the transition of those pupils most immediately affected. Further details are included in Annex A.
B1	Staff – positive effects	This is a major change to provision. It therefore has an impact on staff. In the long term it is expected that there will be a positive impact on the education of young people in the city. As this is the function of education staff, there will be a beneficial effect in terms of staff morale and career development. Further details are included in Annex A.
B2	Staff – negative effects	This is a major change to provision. It therefore has an impact on staff. In the shorter term, extensive measures are being put into place to support the

staff most immediately affected.
Further details are included in Annex A.

7 *Can any negative effects be justified?*

The initial consultation document and Cabinet report (15 May 2012) published through the democratic process set out clearly the rationale for the consideration for the future of BCC and the benefits which would accrue to pupils.

- **Taking positive action to address imbalances or under-representation**

Not applicable.

- **To comply with other legislation or enforcement duties**

The Cabinet report specified certain legislative requirements that are relevant to this issue – see paragraphs 13 and 65 to 67 of the 15 May report.

- **Evidence-based need to target a particular community or group e.g. younger/older people.**

The Cabinet paper of 15 May summarised concerns about the breadth of curriculum and educational experience for students within this community:

“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.”

In addition, the OFSTED report of May 2012 raised issues about BCC performance (though challenged by LA) as summarised for Cabinet 17 July 2012:

“15 The outcome of the most recent inspection is that the school requires significant improvement because it is performing significantly less well than it could reasonably be expected to do so. The school was therefore given a ‘Notice to Improve’. The LA’s view is that the school should have been judged

as ‘satisfactory’ whilst recognising its vulnerability around floor standards and national averages.”

8 *What changes will you make to the service/policy/function/criteria as result of information in parts 5 & 6 above?*

These proposals will provide access to high quality secondary education for pupils in Burnholme Community College and its catchment area.

The analysis of evidence and the extensive consultation with affected parties has led to the published proposals and the measures to support pupils and staff who might be adversely impacted by these measures.

There are extensive transition arrangements proposed to support pupils which are detailed in the consultation documents and the Cabinet reports.

9 *What arrangements will you put in place to **monitor impact, positive and negative**, of the proposed service/policy/function/criteria on individuals from the communities?*

There are a number of systems in place through the partnership between City of York Council, Schools and other community partnerships which monitor pupils’ achievement and well-being. Support can then be put into place to support children and young people based on the assessment of individual need.

Individual pupil information is regularly collected, monitored and analysed for a broad range of purposes. The pupil information includes characteristics such as ethnicity, gender and special educational needs data as well as exam results, school attendance and exclusion data. This information is routinely used across the organisation at an operational and strategic level to aid planning, the allocation of resources, to undertake needs assessments and monitor interventions.

Other elements of monitoring take place to ensure the well-being of pupils in city schools. For example - there is an annual survey to explore pupils’ behaviour and relationships in school and explore aspects of their well-being. Schools are also required to log racial incidents which are collated by the LA.

10	<i>List below actions you will take to address any unjustified impact and promote equality of outcome for staff, customers and the public from the communities.</i>	
	Action	Lead
	No unjustified impacts have been identified. However, the LA recognised that the transition period will be challenging for pupils, their families, and their staff. Extensive measures, documented in the papers, are in place to mitigate those impacts.	
11	Date CIA completed	
Author: Bernie Flanagan Position: Early Intervention Manager Date: 2 July 2012		
12	Signed off	
I am satisfied that this service/policy/function has been impact assessed. Name: Kevin Hall Position Assistant Director, Adults, Children and Education Date: July 2012		

Community Impact Assessment Burnholme Community College

Background:

The background to the proposed closure of BCC is set out in detail in the initial consultation document and the Cabinet Report of May 2012.

Consultation: How those likely to be affected by the proposal have been engaged.

Specific consultation processes were summarised in the Cabinet Paper 15 May:

“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.”

“12. The Local Authority 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.”

“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'”*

“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. This was led by the school. Twenty-two students have also completed the questionnaire.*

28. *Governing bodies (which are representative of parents in schools) 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."*

The initial report was considered by Council cabinet at a public session on 15 May. The meeting was in a community building 200 metres from the school.

At that meeting, Cabinet agreed to publish a statutory notice proposing the phased closure of Burnholme Community College, followed by a six-week representation period, after which the LA would consider all further observations and comments received and decide whether to proceed with the proposals.

The Council web-site clearly stated:

The six week representation period will run until 5pm on Monday 2nd July 2012. A report considering the representations made during this period will be discussed at the council's Cabinet on 17 July 2012, where the final decision will be made about whether to close the school.

The Cabinet of 15 May further decided 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."*

The Cabinet paper of 17 July strengthens this commitment to consultation about future use:

"The council will lead a full review of the potential options for the site focussing particularly on the continuing provision of community facilities, with an aspiration to consolidate improve and expand existing services. This exercise will be informed by a consultation forum which will include community groups and partners. It will draw on the valuable work done as part of the Tang Hall Asset Management Plan and the assessment of community provision. The Joseph Rowntree Foundation has offered to provide a project manager to support the consultation, development and analysis of options. The Assistant Director of Finance, Asset Management and Procurement will bring a report on this to Cabinet in January 2013."

It also highlights ongoing consultation processes including discussion with the Parent Action Group. It includes for public record copies of additional submissions made.

The cabinet paper for 17 July details the consultation responses received within the statutory consultation period, which confirms that the process was transparent.

- “6. The LA received various submissions during the six-week representation period. The Parents’ Action Group submitted a detailed formal representation to Cabinet members and to the Director of Children’s Services and this is included as Annex 1. Annex 1A includes a brief response from officers to the key issues raised by the Group. Officers have met several times with representatives of the Group to discuss their views in person.*
- 7. The LA also received emails and letters raising concerns and objections to the proposed closure. These are included as Annex 2.*
- 8. The responses received during the representation period echoed some of the key themes that were debated during the initial consultation period. These include:*
- a general concern about the disruption to children’s education in the short term*
 - a view that BCC is a small community school where staff know all students, and that it is therefore better placed to provide a personalised high quality education, particularly given the levels of socio-economic deprivation in parts of the catchment area*
 - concern that the proposed closure does not properly recognise the needs of students with special educational needs*
 - a view that BCC has particularly strong links with the community that should be preserved at all cost*
 - an argument that BCC should be maintained in order to help meet projected future demand for secondary school places*
 - a belief that the BCC academic results show reason to support the school*
 - a view expressed by the Parents’ Action Group that the issue of affordability has been grossly misrepresented through the consultation process and that there is no demonstration that closure represents better value than maintaining the school.*

Later in the report:

“71 The Council Leader and the Cabinet Member for Children and Young People have visited BCC and met with the students and staff. Elected members agreed that additional measures were needed in order to retain existing teaching staff and to encourage students to remain at BCC during the transition period.”

Have potential positive and negative impacts been identified?

The Council papers of 15 May and 17 July set out the ways in which negative impacts for pupils and staff have been mitigated.

Quality of Life Indicators:

The paper of 15 May set out **alternative options** for the school and how these have not proved viable. It also set out proposals to support pupils during transition (paragraphs 40-55). This is evidence that the LA has carefully considered the potential impact on the quality of life of pupils at BCC, other children within the community, as well as their parents and the staff.

Protected Characteristics:

Race

A demographic breakdown of pupils by Race has been undertaken. Of the 311 pupils in BCC at the time of the last such survey, 274 were white British. This is verified by the recent Ofsted report.

In percentage terms this is similar to the position at Archbishop Holgate's School.

This might be a slight under-estimate. Figures for members of the Traveller community depend on 'self-declaration' by families. According to the annual schools' census, there are a small number of pupils from the Traveller community at Burnholme Community College.

Given the comparatively small numbers, additional support is quickly available through assessment of individual need.

Additional support is provided in the first instance by schools with additional specific support from the LA's Traveller and Ethnic Minority Support Service (TEMSS). The level and type of support for any pupil is determined according to individual need. This support is kept under constant review and would 'follow the pupil'. Therefore if a pupil moves to another school then appropriate support would continue to be provided.

Pupils in all secondary schools in City of York would be entitled to a similar level of support from TEMSS. This could be from a teacher or TA depending on the level of need.

Safety of pupils (anti-bullying) is a key strategy for LA. There are a small number of incidents of bullying in all schools in the LA (including racial incidents). However, they are relatively uncommon and spread proportionately across all schools.

Religion

As summarised in the paper of 15 May, the proposal to adjust catchment areas so that pupils who might have gone to Burnholme CC can access Archbishop Holgate's has potential impact on those who do not wish to access a 'Faith School':

"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."

Gender

The percentage of girls attending Burnholme CC is slightly higher than other schools but not significantly so (there are 2 other York schools with the same or higher proportion). Support (ongoing and during transition) is described above.

Disability

Pupils at Burnholme with Special Educational Needs:

The initial consultation document and May Cabinet report considered the implications of the proposals for pupils with Special Educational Needs Paragraph 47-55 of the July 17 Cabinet report notes that:

"On the Burnholme roll there are eight students with Statements, 34 students recorded as School Action Plus and 39 students recorded as School Action making a total of 81.

Of these 81 pupils, 19 are in the current Year 11 and will leave school this summer. Therefore, the total from September 2012 will be 62.

Those pupils with SEN in the current year 9 and 10 will be able to stay on in school if their parents wish, therefore it is only those in the current year 7 and 8 for whom different arrangements would be required in due course. There are 39 pupils with SEN in years 7 and 8, of whom two have a Statement of SEN. The LA recognise that for these pupils and their families the prospect of changing schools is likely to raise anxiety, however, the LA is confident that other schools in the city will be able to provide high quality teaching and support arrangements which will be appropriate to individual children's needs.

Parents of children with statements of SEN will be able to state a preference for another secondary school in the city and their rights are protected under Sections 316 and 324 of the Education Act 1996. The LA's SEN team will work with parents to plan transition arrangements. Where required, Transport will be part of the package of support arrangements.

For children with SEN who are supported under School Action or School Action Plus arrangements, parents will be able to nominate a new school in exactly the same way as for any other pupil without SEN. The LA's SEN team will support pupils, parents and schools to secure a new school placement and plan transition arrangements.

The seven students who are taught in the satellite class within BCC are on the roll of Applefields School. Initial consultation with this group of parents has taken place and specific planning to identify the new partner school is underway, being led by the headteacher of Applefields School and the Head of the LA's SEN Services. The success of the satellite class is a tribute to the commitment of staff from both Applefields and Burnholme.

There is strong support from parents for the satellite model to be maintained and the LA is equally committed to ensuring that a new partnership is established to build on the success of the current arrangements. It is appreciated that change can cause anxiety but there will be a good degree of continuity for the pupils in having familiar key staff working with them in a new satellite setting.

The LA and schools in the city have a strong and demonstrable record of developing excellent services and support for children with special educational needs. In summary, the LA is determined to work with schools and parents to ensure that the individual needs of all students are met."

In addition, the following forms part of the recommendations of the 17 July report:

“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.”

Age:

The Transitional Arrangements described in the two Cabinet papers set out the arrangements by which those pupils in ‘exam years’ are specifically supported.

Pregnancy/maternity

The rate of teenage pregnancy in York is falling and has been falling for several years. The number of pregnant pupils, or pupils who are parents, is therefore low. There are usually slightly more instances in some wards than others. This is based on the area in which the individuals live rather than the school they attend.

Support for teenage parents and their children is available through a variety of publicly-funded provision, plus of course their own families. All schools are signed up to the protocol entitled: *Education and Support for Pregnant Students and School Age Parents*. This document sets out how ‘*educational establishments support pregnant students and school age parents to continue their education and, in doing so, enabling them to reach their full potential.*’

A copy is available on request.

Carers:

Some pupils can play a significant caring role to other members of their family. This is through family not school circumstance. Support is provided, on an identified needs basis, by service both public and voluntary sectors. A specific initiative has been launched in all York schools to support young carers.

Sexual Orientation:

There are no statistics for the sexual orientation of pupils. It would be not appropriate to collect such data for young people of this age.

As with other circumstances there is comprehensive support available to pupils on an assessed needs basis. Similar support is available in all City of York schools.

Gender Reassignment:

There are no statistics for the sexual orientation of pupils. It would be not appropriate to collect such data in young people of this age.

As with other circumstances there is comprehensive support available to pupils on an assessed needs basis. Similar support is available in all City of York schools.

Marriage and Civil Partnership:

Not Applicable.

Staff – Human Resource Issues:

The Consultation document and the May 15 Cabinet paper noted the issues affecting staff and the measures to mitigate their impact. The July 17 cabinet paper states:

“70 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 will seek 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 trade unions and professional associations to agree a transition plan that seeks to maintain the staffing needed to ensure leadership of the school and to ensure high quality teaching and learning through the period of the phased closure. This includes measures to retain staff and additional support from other schools (see paragraph 28).

71 The Council Leader and the Cabinet Member for Children and Young People have visited BCC and met with the students and staff. Elected members agreed that additional measures were needed in order to retain existing teaching staff and to encourage students to remain at BCC during the transition period. Therefore, in order to secure teaching and learning, those teaching staff who remain in employment through to the end of the proposed closure period, will be offered redeployment to other permanent positions. A redeployment scheme, based on these principles, is being developed in consultation with headteachers, governing bodies and the professional associations.”

In addition the report states:

“28 The LA has commissioned support from Manor Church of England Academy, an outstanding school which is led by a National Leader of Education and is a National Support School and National Teaching School. This support will provide the school with access to specialist teaching should it be required during the closure process and will ensure that good outcomes are secured for pupils remaining at the school during the phased closure. Staff will receive support to continue their professional development through working with Specialist Leaders in Education from Manor. This will also ensure that the quality of subject leadership is maintained and further developed during the period of closure.”