

**21ST CENTURY SCHOOLS, Band B: REDEVELOPMENT OF
CANTONIAN, WOODLANDS AND RIVERBANK SCHOOLS.**

**EDUCATION, EMPLOYMENT & SKILLS (COUNCILLOR SARAH
MERRY)**

AGENDA ITEM: 4

Reason for this Report

1. To enable the Cabinet to consider a recommendation to hold public consultation on proposals for developing the Doyle Avenue site, where the existing Cantonian High School is located, in line with Band B 21st Century Schools priority schemes.
2. It is proposed from September 2023 to:
 - Replace the Cantonian High School buildings with new build accommodation on the same site expanding the school from six forms of entry (6FE) to eight forms of entry (8FE), with sixth form provision for up to 250 pupils; and expanding the current Specialist Resource Base (SRB) for learners with an Autism Spectrum Condition (ASC from 20 to 30 places in purpose-built accommodation in the new school buildings;
 - Maximise the opportunities afforded by one of the largest educational sites in Cardiff (Doyle Avenue) to locate other new school provision on the same site, in addition to Cantonian High School but organised as separate entities, to:
 - Transfer Woodlands Special School, part of the Western Learning Federation, to the Doyle Avenue site and increase the capacity from 140 places to 240 places in new build accommodation;
 - Transfer Riverbank Special School, part of the Western Learning Federation, to the Doyle Avenue site and increase the capacity from 70 to 140 places in new build accommodation.

Background

3. At its meeting on 14 December 2017, the Cabinet approved the prioritised scheme under Band B of the Cardiff's Band B 21st Century Schools Programme.

4. The Band B Programme seeks to address the most acute sufficiency and condition issues in Cardiff.
5. A copy of the 14 December 2017 Cabinet Report is included at Appendix 1.

Issues

6. There has been an increased demand for places at entry to secondary education city wide in the past five years. City-wide projections indicate that the demand for places in English-medium secondary schools will exceed the combined capacity of such schools in future years.
7. The number of pupils in each of the Year 2 to Year 6 cohorts in English-medium primary schools exceeds the combined Admission Numbers of 3,431 places at entry to English-medium secondary schools.
8. Intakes to the Year 7 year group are projected to exceed the number of places available from September 2020.
9. Projections, based upon the most recent school census data (PLASC) received in 2018, indicate that the number of pupils entering Year 7 in English-medium community schools city-wide will continue to increase and will exceed the number of places currently available until at least September 2023.
10. The 2018 PLASC data indicates a projected reduction in demand for places from existing housing in September 2024. However, it is anticipated that, as a result of the yield of pupils from the new housing developments including those within the Local Development Plan, and changes to pupil preferences, there will continue to be a shortfall of places beyond 2024
11. The areas that are presenting as having the most acute shortage of places requiring a strategic solution, taking account of neighbouring catchment capacity, are those concentrated in the central area of the city. These are primarily focused in the areas that serve the catchment for Fitzalan High School, Cantonian High School, Willows High School, Cathays High School and Cardiff High School.
12. As the city's population has grown, so has the number of children with Special Educational Needs. In the future, these children will be referred to as having Additional Learning Needs (ALN). At present, 23.4% of children and young people in Cardiff schools have an Additional Learning Need (ALN) and there are currently approximately 1,800 statements of SEN across the authority. As the population grows so will the number of children and young people with Additional Learning Needs. Cardiff Council is committed to the principles of inclusion and recognises that the majority of children and young people with additional

needs are best supported in their local mainstream schools. The Council will continue to provide support, training and resources to schools, promote the sharing of best inclusive practice and ensure that learners with ALN access effective support in their local school.

13. However, it is recognised that in order to thrive and fulfil their potential, children and young people with the most complex Additional Learning Needs require access to the specialist environments and expertise of a special school. Whilst there are a number of existing specialist settings across Cardiff, the projected future needs will significantly exceed the number of specialist places currently available. The number of special school and specialist resource bases have increased steadily every year for the last 5 years. Current projections show the number of places will continue to grow over the next 5 to 10 years.

Condition & Suitability

14. Cardiff has a very large education estate, with over 127 school properties. Many sites comprise of multiple blocks, constructed during different decades. A large number of primary, secondary and special schools are in a poor state of repair.
15. Approximately £17m, or 14%, of maintenance and condition issues of the estate have been addressed through Band A of the 21st Century Schools investment programme. There has been significant investment in the construction of two new high schools in the East and West of the City, new primary school provision and suitability works undertaken in primary schools.
16. This nonetheless leaves a significant maintenance backlog of approximately £68m, of which circa £8m is Equality Act 2010 compliance. The Local Authority's current spend on school asset renewal has been circa £4.7m per annum. In 2018-2019, the Council allocated an additional £25 million of funding over the next 5 years to the school's asset renewal budget. This resource is allocated on a priority basis and is predominantly limited to keeping properties safe and watertight.
17. As part of the prioritisation of schools within the Band B programme, all properties across the school estate were given a rating from A to D for the following issues, with D being the worst category:
 - Sufficiency of places available;
 - Condition of the school buildings;
 - Suitability of the environment for teaching.
18. Cantonian High School is rated as a "D" category, which means the buildings are life-expired. The Welsh Government is committed to removing all "D" condition schools from Wales. As a result, Cantonian High School is automatically prioritised for investment under Band B.

19. The Doyle Avenue site on which the current Cantonian High School building is located measures c11Ha. This is one of the largest school sites in Cardiff. As such, it presents an opportunity to locate other school provision on the same site, in addition to a new Cantonian High School but organised as separate educational provision.
20. Woodlands Special School and Riverbank Special School are both rated 'D' for suitability, with 'unsuitable' learning environments, which seriously inhibit the school's capacity to deliver the curriculum.
21. Replacing and significantly expanding these schools is therefore essential if the Council is to fulfil its statutory responsibility to provide appropriate education for children with Additional Learning Needs.

Sufficiency in Mainstream Provision

22. When considering likely demand for places across the area, a number of factors have been used to inform projections and forecasts, including:
 - Recent and historic numbers on roll taken from verified PLASC (Pupil Level Annual Census) for Cardiff schools;
 - Recent and historic populations known to be living in each area utilising NHS data;
 - Recent and historic numbers and percentages of children attending English-medium and Welsh-medium community and faith places in Cardiff;
 - Recent and historic numbers and percentages of children transferring from primary schools in Cardiff to secondary schools elsewhere.
23. Forecasts have been prepared based on:
 - Current residential populations;
 - Likely child populations from the future residential developments currently in construction and proposed;
 - Likely demand if parental take-up patterns were to remain consistent with the most recent years applying these trends to the relevant populations in future years;
 - Likely demand if parental take-up patterns at entry to secondary schools were consistent with the type of primary school (English-medium community, Welsh-medium community or Faith) attended, applying this information to the relevant populations in future years.
24. Additional information, regarding projections and forecasts prepared relevant to the area, and the methodologies used to establish likely demand are set out in Appendix 2.

Summary forecasts of recent and forecast demand for places at entry to secondary education

Cantonian High School Catchment Area

25. The recent parental take-up of primary school places by children who are resident within the existing Cantonian High School catchment area has averaged 204 per year group. This has fluctuated between 187 and 225 pupils in the period 2012-2018. A similar number of children are projected in future years from the existing housing.
26. On average, 82 children per year group have transferred to English-medium community secondary schools and 52 children per year group have transferred to English-medium faith-based secondary schools in recent years. The remaining young people transfer to Welsh-medium secondary schools.
27. There is no significant difference in the number of children in Year 6 cohorts and in the following year's Year 7 cohorts in this area - i.e. almost all children resident in the area continue to attend community or faith schools in Cardiff when they transfer to secondary education.
28. Forecasts indicate that, in the Band B investment period, 165-210 English-medium secondary school places (community and faith) will be required to serve the existing Cantonian High School catchment area. Approximately 54 places would be taken-up within faith-based schools by children resident in the area. The remaining 111-156 children would take-up places within English-medium community secondary schools.
29. There are a number of planned residential developments within, or in close proximity to, the Cantonian High School catchment area, including those with outline or full planning permission which would significantly increase the child population.
30. The yield of children from the proposed development at BBC Llantrisant Road (predominantly apartments) would increase the child population in the catchment area of Cantonian High School, taking up approximately five of the projected surplus places per year group.
31. The development North and South of Llantrisant Road (689 dwellings) overlaps the boundary between the catchment areas of Cantonian High School and Radyr Comprehensive School, but is in closer proximity to Radyr Comprehensive School. The yield of children from this development would increase the pupil population in the catchment areas of Cantonian High School and Radyr Comprehensive School and take up approximately 19 projected surplus places between these schools.
32. Taking the above information into account, an English-medium community secondary school of four to five forms of entry, providing 120-150 places per year group, would be sufficient to serve the existing Cantonian High School catchment area alone.

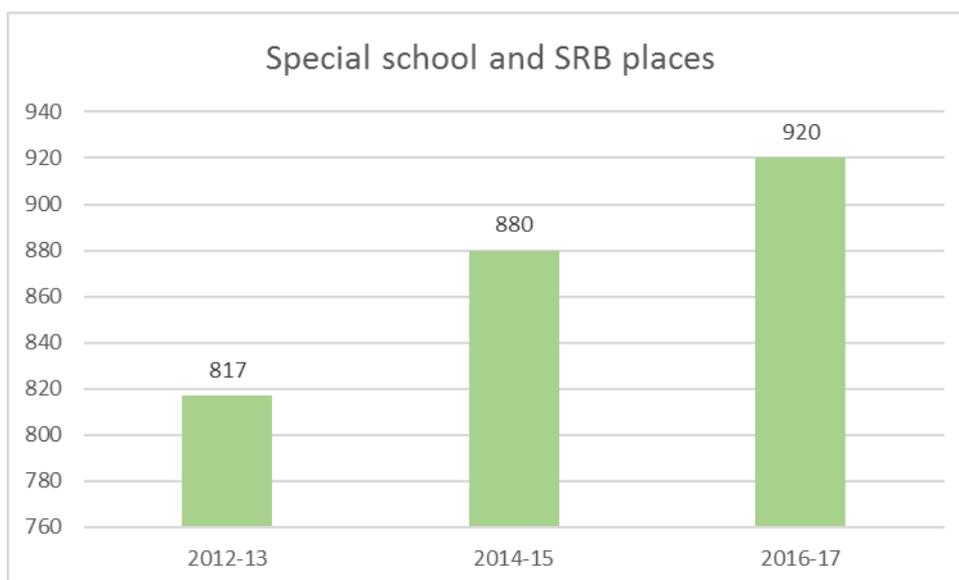
Other areas

33. The five secondary schools included in Cardiff's Band B 21st Century schools programme, including Cantonian High School are proposed to expand from a combined capacity of c35.5 forms of entry to c44 forms of entry. These proposals take account of the projected increasing demand for places in a number of areas of Cardiff.
34. Cardiff's expected level of growth in this period, in existing communities, is significant.
35. As detailed in Appendix 2, the city-wide forecast demand for places at entry to secondary education from existing housing will increase by approximately 200 children per year group within the Band B investment period.
36. Dwelling completions in Cardiff have averaged 733 per year in the past 5 years and this level of growth is expected to continue. Whilst much of Cardiff's future growth will be in new communities on greenfield developments, with new schools proposed, housing completions on Brownfield land have exceeded completions on Greenfield land for the nineteen consecutive years.
37. The 2018 landbank for housing in Cardiff numbers 26,203 dwellings, including 10289 on Brownfield sites. Approximately 4,300 additional dwellings in Butetown, 1,600 in Grangetown, 750 in Canton and 600 in Llandaff have planning permission or are on sites allocated in the LDP. Each of these communities lie within the catchment areas of the schools included within the Band B programme.
38. It is evident that, separate to pupil forecasts based on existing housing, additional secondary school places will be required to accommodate children from new housing developments in the catchment areas of existing schools.
39. The replacement of Cantonian High School would provide an opportunity to meet the projected demand for places from within its catchment area and to ensure that a sufficient margin of surplus places is created to accommodate the excess demand for places from other catchment areas.
40. Consultation on changes to English-medium community secondary school catchment areas would be required at the appropriate time in order to provide a suitable balance in the supply of and take-up of places. Catchment areas are only part of the school admission oversubscription criteria and being resident within a catchment area is not a guarantee of admission. The Council has to ensure sufficient place in the secondary sector regardless of catchment boundaries

Additional Learning Needs (ALN) Provision

Sufficiency in the Special Sector

41. An analysis of additional learning needs (ALN) trends since 2012 shows that there has been significant growth in specialist placements in Cardiff over this period. The growth is largely the result of the general population growth in Cardiff, but is also considered to be the result of improved survival rates for children with complex disabilities, and increased incidence/identification of autism spectrum conditions and of complex medical conditions. Inward migration is also a significant factor: the benefits of the Children's Hospital for Wales, and a wide range of special schools, can be a factor, both for families moving to Cardiff from other areas of Wales, and families newly arrived in the UK.
42. As illustrated in the graph below, the number of funded special school or specialist resource base places in Cardiff schools has increased by 103 places over a five-year period. (The graph does not include places funded in other local authorities or the independent sector.)



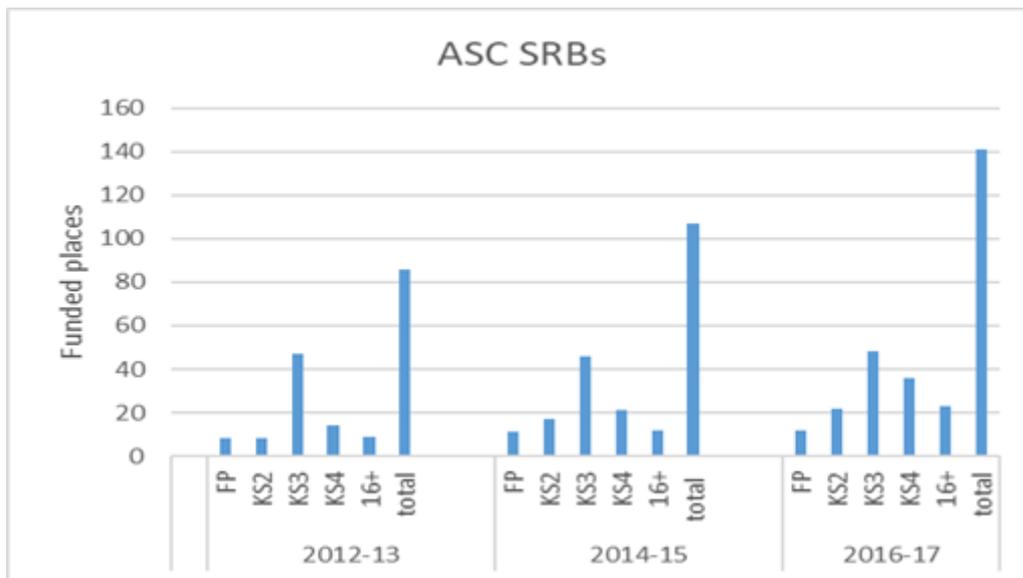
43. The additional specialist places have been secured by increasing the numbers at special schools and specialist resource bases where current accommodation allows, through the additional capacity afforded by the relocation and expansion of Ty Gwyn Special School in 2010 and the establishment of The Marion Centre in 2011.
44. The demand for specialist places over the last 5-10 years has nevertheless exceeded the original projections and over the last 2 years, the council-maintained special sector has been unable to meet current need.
45. Cardiff has therefore become increasingly reliant on to the independent sector in order to comply with statutory duties. In 2018-19, Cardiff is

funding 118 pupils in independent special school places, at a total cost of £2.8M.

46. Further expansion in special school and SRB places will therefore be needed, both to respond to projected demand and to reduce reliance on the independent sector.
47. The expansion of special school and SRB places will have implications for health provision, making it essential to work closely with Cardiff and the Vale Health Board, to audit current need, project further health needs and plan in partnership to ensure specialist settings have access to support, training and provision to meet the identified needs of learners.

Autism Spectrum Condition Specialist Resource Base

48. At present both secondary and primary schools in Cardiff host Specialist Resource Bases (SRB). The purpose of an SRB is to enable learners with additional learning needs to succeed in a mainstream learning environment. Pupils are supported to attend mainstream lessons and benefit from the full range of educational opportunities available to all pupils at the school.
49. Cantonian High School has a Specialist Resource Base (SRB) for learners with an Autism Spectrum Condition (ASC). Admissions to the all SRBs in Cardiff are managed by the Council, in line with the SEN Code of Practice for Wales, and are subject to an assessment of need.
50. The admission number for the current SRB at Cantonian High School is 20. However, due to increased demand, and a shortage of specialist ASC places in Cardiff, the base is currently over number and includes 25 pupils.
51. The majority of children with an autism spectrum condition do not require a special school place in order to learn and thrive. Young people attend a local mainstream school and access additional support through the specialist resource base.
52. The graph below shows the increase in places between 2012 and 2017, from 82 to 140. It is anticipated that demand for ASC SRB places will continue to grow over the next 5-10 years.



53. The specialist SRB staff provide additional pastoral and teaching support to the pupils, and provide training and information to main school staff to support the inclusion of young people. The SRB has designated accommodation where the pupils may access small group or individual teaching. The base also provides a nurturing and 'safe' environment for young people when it is required. The provision provided to the young people is tailored, according to need. Young people experience short or prolonged periods where they are taught mainly or solely in the SRB, because of anxiety or sensory challenges, or as part of a transition from a more specialist environment.
54. It is proposed to retain the SRB at Cantonian High school, as part of the future school, to ensure continued provision for current and future pupils. The current expertise and inclusive practice of the school would be maintained. Additional places would help to ensure there are sufficient places to meet increased demand arising out of a growing pupil population and a growing incidence and identification of ASC in Cardiff.
55. The location of Woodlands High School on the same site will also enable links to be established between the SRB and the special school, with opportunities for sharing expertise and professional development for staff.

Riverbank and Woodlands Special Schools

56. Riverbank Special School is a 70-place school for learners aged 4-11; Woodlands Special School is a 140 place school for learners aged 11-19. Both schools form part of the Western Learning Federation. All of the children have a severe general learning difficulty and have a statement of special educational needs. The statutory assessment process for these young people has identified that their additional learning needs cannot be met in a less specialised environment. . Most of the young people also have a range of secondary needs, such as

speech and language, medical needs, physical disabilities, or an autism spectrum condition.

57. Many pupils will be achieving at National Curriculum Level 1 or lower throughout their education and require access to a highly differentiated specialist curriculum. The purpose of Riverbank and Woodlands Schools is therefore to provide a highly specialist learning environment and curriculum, where learners with complex learning needs can fulfil their potential.
58. Admission to the schools is subject to a statement of special educational need and is managed by the local authority, in line with the SEN Code of Practice for Wales, which will be replaced by the ALN Code of Practice from September 2020.
59. Both schools are citywide provisions and are federated with Ty Gwyn Special School. Collectively the three schools are known as the 'Western Learning Federation'. The three schools are currently located together on a site adjacent to Trelai Park in the West of Cardiff. The relocation of both schools onto the Doyle Avenue site will not change the organisation of the Federation.
60. As outlined above in paragraphs 41-47, the number of specialist places in Cardiff has been insufficient to meet the demand for places over the last few years, despite the expansion of places at some settings.
61. Riverbank School and Woodlands High School have historically specialised in meeting the needs of learners with complex learning disabilities, but have also admitted a growing number of young people with ASC over the last few years. Projections show that the need for ASC special school places is growing more rapidly than for complex learning disabilities. The ASC places available at Ty Gwyn, The Hollies and Ysgol y Deri (in the Vale of Glamorgan) will not be sufficient to meet future demand for ASC special school places. In order to meet statutory responsibilities, the council will therefore need to increase the number of special school places at Riverbank and Woodlands High School, and support both schools to develop further their expertise in relation to ASC.
62. The Doyle Avenue site is large enough to accommodate two of the special schools that form the Western Learning Federation, in addition to Cantonian High Schools. The site is within a short traveling distance from the Trelai site, where Ty Gwyn School is situated. The relocation of these two schools will not affect Western Learning Federation, which will continue to be governed by one federated governing body. The three schools, which form the Western Learning Federation, will continue to deliver the vision of the Federation, which is to become a centre of excellence in special education.
63. Whilst organised as separate entities, the location of the two special schools on the same site as Cantonian High School will provide

opportunities for collaboration including access to specialist facilities located on the Cantonian High School site.

Health provision

64. The proposals to expand specialist provision on the site will have implications for health and other specialist services, working in partnership with schools to meet Additional Learning Needs. An additional factor is the ALN Reform Act 2018, which will introduce new responsibilities for health, education and social care to work together to coordinate assessment and provision. The Act 2018 will be implemented over a three-year period, beginning in September 2020.
65. In order to address these challenges together, the local authority and Cardiff and the Vale University Health Board are undertaking a joint review of health and specialist provision in Cardiff special schools and pupil referral unit. The findings of the review, overseen by a project group of representatives from health, education, social services, schools, and parents, will inform the design of the specialist provision to be located on the Doyle Avenue site.

Admissions and Catchment areas

66. There are no plans to change the Council's policy on the admission of children to schools, as a result of this proposal except for catchment areas.
67. Detailed information regarding admission arrangements is contained in the Council's Admission to Schools booklet, and this information can be viewed on the Council's website (www.cardiff.gov.uk).
68. Consultation on changes to English-medium community secondary school catchment areas would be required at the appropriate time, in order to provide a suitable balance in the supply of and take up of places.
69. The Local Authority will manage admissions to the ASC provision at Cantonian High School, Woodlands Special School and Riverbank School, in accordance with the SEN Code of Practice. Admissions will be city-wide which will be replaced by the ALN Code of Practice from September 2020.

Partnerships

70. The 'Cardiff Commitment' is the Council's youth engagement and progression strategy. The Cardiff Commitment sets out how the council, together with a wide range of public, private and third sector partners, will work together to ensure a positive destination for every young person in Cardiff after they finish school, either in employment or further education and training.

71. To date over 120 businesses have pledged to support Cardiff Commitment and provide opportunities to schools and young people, better preparing them for the world of work, contributing to the future economic growth of the city.
72. The Council's proposals for Band B of the 21st Century Schools Programme, and the Cardiff 2020 strategy, clearly state the link between improving the environment for learning and raising standards of achievement.
73. The Council is keen to assist with the development of opportunities between schools and businesses, to help create a sustainable pool of talent for future workforce needs, and spread skills across the city. An example of this is the Creative Education Partnership that has been established between Cardiff West Community High School and partners from the creative industries to provide opportunities for young people to leave education with skills and competences and to be work ready
74. The significant school developments proposed would provide opportunities for strong partnerships with businesses and employers from a range of sectors in the Cardiff economy. Opportunities for further partnerships are being explored and will be progressed in line with the priorities set out in the Cardiff Commitment

Impact of the proposal on the Welsh Language

75. It is not anticipated that there will be any negative impact on the Welsh Language, as a result of this proposal.
76. The teaching of Welsh within an English medium setting is subject to the requirements of the National Curriculum. This would not change with the expansion of the school. This proposal does not seek to change the number of Welsh-medium primary or secondary school places available in the area.
77. The Council works closely and constructively with partners on its Welsh Education Forum, which includes representatives of nursery, primary, secondary and further education, childcare, RhAG and the Welsh Government. The Forum actively informs the planning of Welsh-medium places, to continue to drive the Council's plan to sustainably increase the number of learners within Welsh-medium schools and those learning Welsh in English-medium schools.
78. The council monitors birth rates, the yield from proposed housing and the patterns of take-up in Welsh-medium provision at primary and secondary age, with a view to bringing forward appropriate plans to meet any increased demand.
79. Whilst forecasts, based on the number of children in the Welsh-medium primary, indicate that additional capacity will be required to meet the demand for places in Welsh-medium secondary schools, separate

proposals will be brought forward at the appropriate time to ensure there are sufficient places available.

80. The Council, and its partners on the Welsh Education Forum, are committed to driving the increase in number of pupils educated through the medium of Welsh, to meet the targets within Cardiff's WESP, and to meet the targets set out in the Welsh Government's Cymraeg 2050 strategy.
81. The Council must ensure that the expansion of school provision is brought forward in a strategic and timely manner, which does not compromise existing provision. Expanding Welsh-medium secondary school provision would, inevitably, have an impact on the take-up of places in other schools, and in turn on the ability of schools to balance budgets and to attract or retain staff.
82. The proposals for the Doyle Avenue site do not include opportunities for developing Welsh medium ALN provision. Steps to expand specialist ALN provision in the Welsh medium sector are being taken forward separately through the Welsh Education Strategic Plan (WESP), the Educational Tribunal (ALNET) Act Regional Implementation Plan and through the Cardiff ALN Strategy.

Actions taken so far include:

- A new primary SRB at Ysgol Pwll Coch opening January 2019 for up to 20 pupils. The SRB will open with three pupils, and will have capacity to expand to 20 places. This development is in addition to the well-established SRB at Ysgol Coed y Gof for 10 pupils;
 - Improvements in secondary SRB accommodation at Ysgol Glantaf, and an increase in the published number from 10 to 30 places. In 2018-19, there are 14 young people in the SRB, with scope to expand in future years;
 - A primary 'wellbeing class' was established in 2016-17, offering 6 month placements for up to 8 pupils (per cohort) with significant emotional health and wellbeing needs. The class is currently hosted at Ysgol Pen y Groes;
 - A secondary 'virtual PRU' offering specialist support to up to 18 pupils (per cohort) at risk of exclusion in the three WM secondary schools. The provision was established January 2018.
83. Since 2016 and, because of the actions described in paragraph 79, the number of specialist places available to learners in the Welsh medium sector have increased from 20 SRB places in 2015-16 (10 places at Ysgol Coed y Gof SRB; 10 places at Ysgol Glantaf SRB) to 60 SRB places and 26 assessment/ 'PRU-type' places in 2018-19. At January 2019, approximately 25 SRB places will be taken-up, with capacity for growth of up to 35 places. Numbers accessing the wellbeing class and the virtual PRU fluctuates: the local authority is keeping capacity under review and will take steps to extend places in response to pupil needs.

84. The ALNET Regional Implementation Plan, Priority 7, is to 'Review and improve Welsh medium provision and specialist support to increase regional capacity to support ALN'. Cardiff Council are leading on this priority.
85. The objectives are to
- Conduct an analysis of the prevalence of ALN and level of need in the Welsh medium sector in each LA across the region (Cardiff, Vale of Glamorgan, Bridgend, Rhondda Cynon Taf, Merthyr) ;
 - Map Welsh medium provision and support available across the region;
 - Increase sharing of good practice for ALN in the Welsh medium sector;
 - Ensure that the ALNET Regional Implementation Plan supports and complements regional WESP priorities.

Learner Travel Arrangements

86. There are no plans to change the Council's transport policy for school children.
87. Any pupils affected by the proposals would be offered the same support with transport as is provided throughout Cardiff in line with the same criteria that apply across Cardiff.
88. The Council's transport policy for school children can be viewed on the Council's website www.cardiff.gov.uk/schooltransport.

Community Impact

89. The following are taken into account when considering a proposal: Public Open Space, parkland, noise and traffic congestion. Officers will work with schools and any community group to make sure that the proposal avoids negative impacts if possible.
90. The schools that might be affected by the proposals are existing schools. Some offer after school activities and some have community organisations offering services from the school. It is not thought that there would be a negative impact on any of these activities.
91. With significant sports and wider leisure provision now established, or being developed, in many schools a key objective is to enable third party to access the sports facilities at schools, on a sustainable financial basis. Welsh Government's aim for shared facilities in community-focussed school are to:
- Provide opportunities for the local community and sports organisations to participate in sport and physical activity for health improvement and development of their skills, particularly amongst low participant groups;

- Operate in line with the national agenda for sport taking into account nationally adopted strategies;
 - Generate positive attitudes in sport and physical activity by young people and reducing the dropout rate in sports participation with age;
 - Increase the number of people of all ages and abilities participating in sport and physical activity including people with disabilities;
 - Use the facilities to encourage the range, quality and number of school sports club links and to stimulate competition that is inclusive of young people and adults;
 - Provide affordable access to the facilities and to be self-financing and cost neutral in the first instance, generating sustainable income for the school in the future.
92. The development of a viable model for all schools across the city to be accessed by the communities which they serve is needed.

Wellbeing of Future Generations

93. In line with the Well-being of Future Generations Act Cardiff's Band B programme is committed to providing Local Schools for Local Children, together with encouraging use of sustainable modes to travel to schools, such as walking and cycling. Each School project takes into account key transport issues when they are being designed and the firm need to provide safer routes to encourage walking, cycling and other active travel modes to schools.
94. With the current investments in ICT across the city, student movements may be further reduced as mobile technology develops further allowing for flexible teaching methods. These have the potential to result in a more efficient Travel Plan and further contribute to the Council's targets to reduce its carbon emissions.
95. In order to maximise the long-term impact of this significant investment, any design taken forward for each school included in this proposal would be developed to ensure the delivery of high quality modern facilities that are able to respond to the current pupil populations needs and support the delivery of effective teaching and learning methods. They would also incorporate the flexibility to take account of changes depending on need as time progresses; such as changing demographics and pupil numbers, changing curriculum and changing types of pupil needs.

Financial Implications

96. The recommendations to this report request approval for a consultation process to be undertaken in relation to the proposed scheme at the Doyle Avenue site. A decision to initiate a consultation process does not, in itself, commit the Council to any capital expenditure commitments and, therefore, there are no capital financial implications directly arising from this report. However, as per the report approved by Cabinet in December 2017, these proposals form part of the Council's outline 21st Century Schools Band B Programme. Whilst the final financial envelope,

or nature of the funding, for Band B has not been finalised by Welsh Government, it is anticipated that the total cost of the five-year programme will be in the region of £284 million, with this particular scheme being met from within that envelope. At the point of developing the outline programme, this particular scheme was estimated at a cost of £67.3 million. However, should the scheme be taken forward, it will be necessary for a full financial evaluation to be undertaken. The aim of this will be to provide assurance that the scheme remains affordable within the overall envelope, once all relevant costs and contingencies for potential changes in delivery timescales have been incorporated. Following that, a business case, seeking approval of funding, will need to be developed for submission to Welsh Government.

97. As per the Council's 2018/19 Budget Report, the funding required for the Council to meet its share of the potential £284 million has been identified. This funding will take the form of external borrowing and capital receipts, with the funding for the eventual repayment of the external borrowing having also been confirmed as part of the Budget Report. As well as the capital expenditure commitments, there would also be significant revenue expenditure implications, both connected to the project delivery and on an ongoing basis, once the new facility is operational. Any revenue expenditure implications connected to the project itself would need to be funded from within the SOP Revenue Reserve, including any costs that will be incurred in advance of the scheme commencing. Any additional operational costs would be met from within the delegated school budget, including those relating to the projected increase in pupil numbers. Any additional revenue funding required as a result of increased pupil and place numbers would need to be considered as part of the Council's annual budget setting process. Similar consideration would need to be given to the impact upon school transport budgets, particularly in light of the proposed changes to ALN provision as part of this scheme.

Legal Implications

98. Under the Education Act 1996, the Council has a general statutory obligation to promote high standards of education and to provide sufficient school places for pupils of compulsory school age.
99. Parents have a right to express a preference for the school they wish their child to attend under section 86 of the School Standards and Framework Act 1998. This does not provide a right to attend a certain school, as applications can still be refused for admission where this would prejudice the provision of efficient education or the efficient use of resources.
100. A local authority can make proposals to alter a community school under section 42 of the Schools Standards and Organisation (Wales) Act 2013. The Council is required prior to publishing its proposals to undertake a consultation on those proposals in accordance with section 48 of that

Act and the School Organisation Code 2018. All four proposals are regulated alterations under paragraph 2.3 of the School Organisation Code 2018. The recommendations seek authority to carry out that statutory consultation. Any proposals must be the subject of full and fair consultation and due regard must be had by the Cabinet to the responses before a final decision is taken. As these proposals affect sixth form provision, they will require the approval of Welsh Ministers in accordance with section 50 of the Schools Standards and Organisation (Wales) Act 2013 and paragraph 5.2 of the School Organisation Code 2018.

101. Catchment areas and published admission numbers of schools are part of the Council's admission arrangements and therefore the statutory consultation within the School Admission Code and the Education (Determination of Admission Arrangements) Regulations 2006 would need to be followed if following consultation these proposals are taken forward.
102. The Council also has obligations under the Education Act 1996 to ensure appropriate provision for pupils with special educational needs. The Additional Learning Needs and Educational Tribunal (Wales) Act 2018 ("ALN (Wales) Act") received royal assent earlier this year and from 2020 the Council legal obligations will be under this act and the term special educational needs will become additional learning needs. Similarly, the current SEN Code of Practice for Wales will be replaced by the ALN Code of Practice for Wales. The legal obligation to make provision for these pupils will not change under the new legislation, although the procedures will change. In particular, the duty to favour maintained mainstream provision for pupils will continue under the new legislation.
103. An area that will be affected by the new ALN (Wales) Act is the legal obligation to assess and make provision for pupils over 16. Under the current legislation, the Learning and Skills Act 2000, Welsh Government are responsible for assessing and funding provision for pupils who do not have statements of special educational needs and who have been assessed as having special educational needs. Under the new ALN (Wales) Act, the Council will have new legal obligations to make provision for pupils over 16.
104. The decision about these recommendations has to be made in the context of the Council's public sector equality duties. The Council also has to satisfy its public sector duties under the Equality Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties, Councils must in making decisions have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. The Protected characteristics are: age, gender reassignment, sex, race – including ethnic or national origin, colour or nationality, disability, pregnancy and maternity, marriage and civil

partnership, sexual orientation, religion or belief – including lack of belief
If the recommendations in the report are accepted and statutory notices are published, the Council will have to consider further the equalities implications and an Equality Impact Assessment may need to be completed.

105. The Council also has to consider its obligation under section 88 and schedule 10 of the Equality Act 2010 to prepare and implement an accessibility strategy. The strategy should increase disabled pupils' access to the curriculum and improve the physical environment and the provision of information.
106. The Council has to be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards when making any policy decisions and consider the impact upon the Welsh language.
107. The Council has to consider the Well-being of Future Generations (Wales) Act 2015 and how this strategy may improve the social, economic, environmental and cultural *well-being* of Wales.

HR Implications

108. There are significant HR implications arising from the proposals. Firstly, the proposed increase in pupil numbers for each of the three schools will require the Governing Bodies of Cantonian High School and the Western Learning Federation to plan for the workforce requirements in readiness for their respective expansions. The Governing Bodies will be encouraged to undertake this work in line with the SOP HR Framework
109. HR People Services will provide advice, support and guidance for to the Governing Bodies for the workforce planning and consequential recruitment processes. Where the Governing Bodies have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of an increase in numbers on the role will provide opportunities for school based staff on the school redeployment register.
110. Secondly, the proposals include the relocation of Riverbank and Woodlands special schools which will require high levels of staff and trade union consultation; clear communication plans regarding the arrangements for the transition from one school site to another; in addition to staff involvement in the development of building specifications or designs.
111. There may also be HR implications arising from the potential for the three schools to be co-located on one school site, for example, governance arrangements for shared service contracts such as cleaning and estates management arrangements. The full implications of this will need to be assessed as the proposal progresses, and the Governing

Bodies will need to ensure full consultation with staff and trade union colleagues.

Traffic and Transport implications

112. The Council's policy is to increase the overall share of daily journeys that are made by sustainable modes of transport – walking, cycling and public transport. Many journeys to school are very short. 75% of journeys to education in Cardiff are within 3km of people's homes. More of these journeys could be made by active modes if improvements could be made to the safety of roads and routes for walking and cycling within school catchment areas. The health and wellbeing benefits of enabling children to travel actively and independently to school, as opposed to being escorted by car, are well documented and evidenced.
113. These proposals will increase educational activity on this site through the expansion of mainstream places, the Specialist Resource Base (SRB) and accommodation of expanded capacity relocated from Woodlands Special School and Riverbank Special School. The expanded provision will result in additional trips to the site, which have the potential to add/alter existing pressures on the local highway network.
114. The current target for journeys by sustainable modes of transport (contained in the adopted Local Development Plan) is to achieve a 50:50 split between journeys by car and journeys made by foot, cycle and/or use of public transport by 2026. This will be achieved by ensuring that new developments are fully integrated with transport infrastructure which mitigates the transport impacts and maximises opportunities for travel by sustainable modes. It is important that this new school facility fully reflects the Council's transport policies and makes a positive contribution to modal shift.
115. This can be achieved by ensuring that the design and layout of buildings and the site access arrangements prioritise travel by active and sustainable modes. Other critical elements will be the location of access points in positions which take account of the alignment surrounding network of roads and pathways and which serve to minimise walking and cycling distances and avoid unnecessary detours for people travelling on foot and by bicycle. The provision of on-site facilities, such as secure cycle parking spaces will also be essential.
116. Access to the site by private car needs to be carefully managed, particularly given the relationship of the site to residential streets. On-site parking should be in accordance with the Council's Managing Transport Impacts Supplementary Planning Guidance (2018). The parking requirements for schools within the SPG is one parking space per 30 pupils and this would apply to the mainstream school provision at the site.

117. The SPG does not specifically refer to provision for special schools. However, there is generally a higher ratio of staff to pupils within special education settings, together with the additional site access requirements (e.g. the quantity of minibus based pupil transport). To reflect this, it is recommended that the following statement from the SPG be applied to consideration of parking requirements for the special education element of this development “any proposed land use or development not specifically mentioned will be considered on a site specific basis and on its individual merits” (6.3, p.22).
118. Transport mitigation for the development will be identified through the Transport Assessment process, which will inform the proposals submitted for planning permission. The first stage of transport assessment was undertaken in October 2018. This provided an initial assessment of the traffic and transport implications of implementing the scheme.
119. The assessment identifies works associated with improving vehicular access and off-site highway measures including a school safety zone, traffic calming and pedestrian crossing facilities. Further transport assessment work will be required to support the detailed proposals for the new school site and to inform the future planning application for the development.
120. In addition to highways measures within the immediate vicinity of the school gates, this work will need to identify other off-site improvements which can help to maximise opportunities for pupils to travel to school by walking and cycling.
121. The Council is committed to ensuring that every school in Cardiff has an Active Travel Plan by 2020. All schools developed under Band B will need to have such a plan in place from the outset of their operation and therefore, in the event the proposed development proceeds, it would need to be supported by a travel plan, which should be informed by the Transport Assessment.

Equality Impact Assessment

122. An initial Equality Impact Assessments has been carried out. It concluded that the proposed changes would not negatively affect a particular group in society. This assessment will be reviewed after the consultation. Further equality impact assessments would also be carried out if the proposal goes ahead.

RECOMMENDATIONS

1. The Cabinet is recommended to authorise officers to consult on proposals to:

- Replace the Cantonian High School buildings with new build accommodation on the same site expanding the school from six forms of entry (6FE) to eight forms of entry (8FE) with sixth form provision for up to 250 pupils;
 - Expand the Specialist Resource Base (SRB) for learners with an Autism Spectrum Condition (ASC), hosted at Cantonian High School from 20 to 30 places in purpose built accommodation in the new school buildings;
 - Transfer Woodlands Special School to the Doyle Avenue site and increase the capacity from 140 places to 240 places in new build accommodation;
 - Transfer Riverbank Special School to the Doyle Avenue site and increase the capacity from 70 to 140 places in new build accommodation.
2. Note that officers will bring a report on the outcome of the consultation to a future meeting to seek authorisation as to whether to proceed to publish proposals in accordance with section 48 of The School Standards and Organisation (Wales) Act 2013.

SENIOR RESPONSIBLE OFFICER	NICK BATCHELAR Director of Education & Lifelong
	7 December 2018

The following appendices are attached:

Appendix 1: Cabinet Report, 14 December 2017

Appendix 2: Projected availability of and demand for secondary school places

Appendix 3: Statutory Screening Tool