

ANNUAL REPORT ON INVESTMENT IN THE EDUCATION ESTATE

Programme context

1. In November 2022, WG advised Local Authorities that the Sustainable Communities for Learning programme will transition away from fixed bands of funding to a more agile rolling programme. Cardiff Council already delivers its large-scale school estate investment on a rolling programme basis as it delivers on a project-by-project basis. This is a key mechanism to control cost and to ensure affordability is maintained within the programme envelope.
2. This nine-year rolling capital programme, including an indicative funding forecast for the nine years, is to be submitted by 31 March 2024 and the following will apply:
 - Band B projects can be included at the beginning of our 9 Year Capital Programme if appropriate;
 - Current intervention rates would be retained to support the deliverability and affordability of delivery partners' individual programmes; and
 - Projects identified for delivery under the Education Mutual Investment Model (MIM) delivery framework will continue to be classified as Band B projects.
3. A good education is the surest route out of poverty and, in turn that, the long-term prosperity of the city relies on supporting children and young people to reach their potential. The Council works with partners across Cardiff to make sure that children and young people are benefitting from the advantages that only growing up in a capital city can bring, including access to an extensive range of leisure, sporting, and cultural opportunities throughout communities across our city.
4. Through the Sustainable Communities for Learning Strategy 2023-2032 the Council is committed to providing an inclusive education system that ensures the best possible high quality learning opportunities for pupils through a consistent, sustainable, pattern of fit for purpose schools which provide opportunities for all learners to achieve high standards and contribute to community development, social inclusion and economic prosperity across the city.
5. The curriculum reforms being delivered through the implementation of the Curriculum for Wales affords many opportunities and considerations for new school design and for reconsidering how we use existing facilities. To transform education into a system that encourages exploration and empowerment, schools need the scope to utilise their facilities creatively and flexibly along with a digital environment able to meet the needs of the digitally focused school curriculum.

6. Schools in Cardiff are to be community focussed, working as outward facing organisations forming a key part of their individual and linked school communities. In transforming provision children, young people and communities will contribute toward the future provision to ensure it is suited to the learners and the wider community needs and aspirations.

Programme Progress

Sustainable Communities for Learning Investment Programme

7. The Sustainable Communities for Learning Investment Programme, formerly the 21st Century Schools Programme, is a collaboration between the WG and Local Authorities. It is a major, long-term, and strategic, capital investment programme with the aim of creating a generation of excellent zero carbon learning facilities at the heart of their communities across Wales. The programme focuses resources on the right schools in the right places, from early years through to post-16.
8. Details of the progress made during the first period of investment, (Band A) of the Programme, was under the banner of 21st Century Schools and Education) between 2014 and 2019 was set out in the Annual Report On Investment In The Education Estate of 19 January 2023.
9. The second period (Band B) began in 2019 and represented investment of £284m in Cardiff, which is significantly greater than any other allocation in Wales. Details of the priorities identified by the Council in 2017 are set out in the Cabinet Report of 12 October 2017, and the indicative projects to address these priorities in the Cabinet Report of 14 December 2017.
10. Band B of the Sustainable Communities for Learning Programme was to be funded through a combination of traditional capital, along with a revenue funding stream known as the Mutual Investment Model (MIM). The WG grant intervention rates vary depending on the type of project and whether it is capital or MIM funded.
11. The programme envelope was increased to £298.6m for Cardiff as the Cathays High School MIM project allocation was additionality over and above the programme. In addition to the programme envelope approved Cardiff Council was also successful in securing £15m additional funding from WG for the acquisition of the Willows High School sites.
12. Like with all Local Authorities, WG is also funding contributions for Net Zero Carbon (NZC) standards, which currently equates to circa £21m for Cardiff.
13. The Band B programme of investment is ongoing with a range of projects progressing with a total committed spend to date at circa £257m (excluding NZC).
14. The new build Fitzalan High School was completed in August 2023, opened for pupils in September 2023 and was formally opened by the First Minister in November 2023.

15. Plans for a new build Willows High School on Lewis Road are being progressed with the pre planning application completed in November/ December 2023. In January 2024, the stopping up order for Lewis Road came into effect, creating the red line boundary for the proposed new build school. The main planning application was submitted in January 2024. Ongoing design works being progressed with contractor and the school is scheduled to open on its new site in 2026.
16. The Fairwater Campus enabling works are complete, with all Cantonian High School pupils transferred to new temporary school buildings onsite in September 2023. The main works contract has been awarded to ISG and works on the new build Cantonian High School, Woodlands High School and Riverbank Special School are being progressed. All aspects of the build programme are scheduled for completion in Summer 2026.
17. Following Cabinet approval in March 2022 to expand The Court Special School in new build accommodation across two sites (Fairwater and Llanrumney), planning permission for both sites was agreed in July 2023 along with tender returns. These tenders are being reviewed with the full business case due to be submitted to Welsh Government in early 2024.
18. The Council acquired the former tax office site at Ty Glas, Llanishen, in 2021 to allow the Council to progress options for secondary school and/ or special school provision. Works to demolish buildings on the Ty Glas site are being progressed. Demolition contractors have been on site since March 2023. Works are in line with programme and the Council will continue to work with the onsite team.
19. Feasibility work on proposals for Greenhill Special School are being progressed, with options to be brought forward for consideration by Cabinet later in the year.
20. The temporary expansion of the Pupil Referral Unit (PRU) has been located on the vacated Fitzalan High School site with upgrades to the buildings. Feasibility works to identify permanent accommodation are being progressed alongside reviewing the long-term organisation of Emotional Health and Wellbeing Provision.
21. Proposals to expand Cathays High School were agreed by Cabinet in 2021. The Council continues to correspond with the Charity Commission in connection with the proposed transfer to the Maindy cycle track site. The Council is also engaged with the Government Property Unit regarding the future of Companies House, to support the delivery of the new school.
22. Projects yet to be progressed in the Band B programme include Cardiff High School, Fairwater Primary School, Ysgol Nant Caerau and Ysgol Pen Y Pil.
23. Social Value is prioritised within Band B programme projects, aligned with each school's vision. Resource contributions on Fitzalan High School and the Fairwater Campus equate to circa £4m.

Local Development Plan (LDP)

24. In addition to the Band B programme, the Council has secured developer contributions to deliver the first primary schools on the LDP strategic sites in north-east and north-west Cardiff.
25. The Council has worked closely with developers to ensure that the completion of new school provision is aligned with the phasing of new housing and surplus places in schools already serving each area.
26. The new St. Mellons CiW Primary School on the St. Edeyrn's development completed in Summer 2023. The school has expanded from a capacity of 105 places (0.5 Forms of Entry) to 210 places (1 form of entry) and has established a nursery class. The school building incorporates community facilities to deliver a community focused school.
27. The new two form entry dual-language school serving the early phase of the Plasdwr development, Ysgol Gynradd Groeswen Primary School, was also completed in Summer 2023 and admitted its first intakes in September 2023. This innovative new model of educational provision based on research from the Basque country.
28. Early planning for school provision to serve the developments at Strategic site D in North West Cardiff (North of Junction 33) and the at Strategic site F in North East Cardiff (Churchlands) is underway.

Asset Renewals

29. The five-year Asset Renewal plan is predicated on continuation of the enhanced budget and sets out the needs alongside the continuation of the funding required to achieve the scale of essential improvements alongside moving toward proactive asset renewal and carbon reduction investment aligned with wider Cardiff strategies including One Planet Cardiff.
30. All condition and suitability issues identified are prioritised and assessed by qualified surveyors along with consultation with Council Health & Safety (H&S) officers, to ensure urgent priorities are being met, and that other priorities can be mitigated in the short term and then later addressed permanently. Priorities for the condition and suitability programmes are assessed in accordance with the following:
 1. Statutory – H&S, safeguarding, DDA, sufficiency, statutory catering;
 2. Priority condition – weather tight, warm;
 3. Priority suitability – toilets, mobile classrooms, suitability affecting operations of the school;
 4. Non-Priority condition – general maintenance, lifecycle, proactive asbestos strip; and
 5. Non-Priority suitability – specialist teaching upgrades, non-urgent safeguarding, general teaching upgrades, NZC, retrofit.
31. Significant improvements have been made to the longer-term planning of asset renewals, which in turn have resulted in significant increases in spend. Historical spending against the programme budget has been in the

region of £4m to £7m, however this has increased to £13.1m in 2020/21, £18.6m in 2021/22 and £29.0m 2022/23. Last year's spend has seen the largest investment in education buildings in recent times. As in 2021/22, the identified spend was against priorities 1, 2 and 3.

32. Progress has been made to address historical maintenance and condition issues of the estate and in 2023/24 :

- the proportion of Condition A schools increased from 6% to 9%
- the proportion of Condition B schools increased from 30% to 39%
- the proportion of Condition C schools decreased from 61% to 50%.
- the proportion of Condition D schools is unchanged at 2%.

33. The programme in 2022/23 also saw 374 jobs completed, including the following key priority projects:

- 226 priority condition works
- 26 safeguarding improvements
- 10 ALN adaptations
- 90 priority mainstream suitability works
- 4 ALN sufficiency projects
- 18 mainstream sufficiency projects

34. Included in the above are some notable projects, including:

- Ty Gwyn Special School expansion;
- Cathays High School expansion;
- Whitchurch High School priority condition works;
- Stacey Primary School priority condition works;
- The Court Special School roof replacement;
- Glyncoed Primary School priority condition works;
- Sufficiency and condition works at Meadowbank Special School
- Roofing and stonework improvements at Radnor Primary School
- H&S stonework and roofing improvements to St. Monica's CiW, Gladstone, Allensbank and Radnor primary schools; and
- Local Development Plan sufficiency projects at St Mellons CiW and Ysgol Gynradd Groeswen Primary School.

Developing provision to meet ALN

35. Cardiff's provision includes specialist places in special schools, a pupil referral unit and a range of specialist resource bases and wellbeing classes that operate as part of mainstream schools across the city.

36. The Band B programme outlined key ALN projects, including the expansion of Woodlands High School and Riverbank School at the Fairwater Community Campus, the expansion of The Court Special School, the expansion of Greenhill Special School and the increase of Specialist Resource Base places at Cantonian High School and Cathays High School.

37. The Cabinet determined proposals to expand provision in response to the growing demand for specialist placements at its meetings on 14 July 2022 and 28 September 2022. The Cabinet also authorised officers to consult on proposals to further expand primary and secondary provision for primary and secondary age learners with Complex Learning Needs, Autism Spectrum Condition and Emotional Health and Wellbeing Needs at its meeting on 13 July 2023. Consultation on these proposals was undertaken between 20 November 2023 to 19 January 2024.
38. The projects included in the Band B programme, those brought forward since, and those recently consulted on would enable a phased increase in the number Cardiff's specialist placements to:
- 720 placements for primary-age learners with Complex Learning Needs and/ or Autism Spectrum Condition;
 - 781 placements for secondary-age and post-16 learners with Complex Learning Needs and/ or Autism Spectrum Condition;
 - 144 placements for primary-age learners with Emotional Health and Wellbeing Needs; and
 - 304 placements for secondary-age and post-16 learners with Emotional Health and Wellbeing Needs.
39. By 2026/27, the city-wide distribution of specialist places will increase to:
- 7 special schools
 - 19 schools hosting 22 primary age SRBs or Wellbeing classes
 - 11 schools hosting 13 Secondary age SRBs
 - 2 PRU sites
40. The expansion of provision has been brought forward against the strategic principles outlined below:
- Schools and settings that deliver an innovative curriculum with effective whole school approaches to teaching and learning;
 - Excellent specialist services to enhance the capacity of schools and other settings to include children and young people with a range of ALN;
 - Effective early identification and research-based intervention to prevent the escalation of ALN wherever possible;
 - High levels of accessibility in every school building with sufficient flexible accommodation in every school appropriate to the age and stage of learning;
 - Strong partnerships to ensure a holistic, collaborative response to a child or young person's ALN (including health, children and adult services, early years and FE providers); and
 - Effective multi-agency transition planning at every stage, from early years through to primary, secondary, post 16 and adult destinations, to support admission without delay.
41. As the approved proposals are delivered this will mitigate costs of placements in Out of County or independent provision. Increased demand

from the pandemic necessitated use of a range of interim solutions including extending existing provisions through use of temporary accommodation as well as purchasing a greater number of places Out of County and in independent schools. However, as placements of learners ordinarily continue until the end of the education phase, a reduction in the number of learners placed in Out of County or independent provision will not be realised for a number of years.

42. In the short term, the Council has worked with private providers to secure sufficient places. The Council's delivery of an enhanced Community Teaching provision is also securing additional places.
43. In the longer term the Council will continue to bring forward new proposals which seek to achieve the following when providing additional places:
 - an inclusive, child centred approach to identifying and meeting additional learning needs, in line with the ALN and Educational Tribunal Act
 - an improved spread of specialist places across the city, including where relevant smaller local settings
 - A Specialist Resource Base in each cluster for Emotional Health and Wellbeing needs, and Complex Learning and Autism needs
 - Further develop the training and support to schools provided by specialist and outreach services
 - reducing placement costs per pupil
 - reducing transport costs per pupil
 - supporting active travel.

Changes to inform strategic planning of future investment

City-wide context – mainstream places

44. Local authorities must ensure that there are sufficient schools providing primary and secondary education for their area. The Welsh Government School Organisation Code sets out that provision '*must be sufficient in number, character and equipment to provide for all pupils the opportunity of appropriate education*'.
45. The Code also provides guidance that, where there are more than 10% surplus places in an area overall, local authorities should review their provision and should consider whether to make proposals for their removal if this will improve the effectiveness and efficiency of provision.
46. There are a range of factors that influence the sufficiency of school places in Cardiff including resident birth rates, the Cardiff LDP programme; pupil movement patterns and the Covid pandemic as well as the differences in the different organisations projecting populations which inform planning public services including education.

47. Intakes to Reception classes city-wide peaked at c4,370 pupils in 2015/16 and 2016/17, corresponding with peak birth rates recorded in 2010/11 and 2011/12. Comparing intakes to the number of places available of c4,700, Cardiff retained approximately 8% surplus places in the mainstream primary age phase.
48. Whilst birth rates in the period 2012/13 to 2016/17 were at a lower level than the peak, these remained at a high level overall, informing Cardiff's Band B sufficiency priorities.
49. As a consequence of a sustained fall in the birth rate from 2017/18 onwards, and changes to population movement patterns, city-wide intakes to primary education in September 2023 to September 2026 are projected to remain at significantly lower levels. These are evidenced in data published by the Office of National Statistics and the most recent NHS GP registration data sets. However, changes to populations are not consistent in all parts of the city.
50. Intakes to mainstream Reception classes in 2022/23 were circa 3,840 pupils, 20 pupils more than the previous year but a fall of c530 pupils since the peak. Pupil numbers are projected to fall to circa 3,600 in 2023/24 and remain at a similar level until the furthestmost projected time period of 2026/27, an overall fall of c18%.
51. Comparing projected intakes to the number of places available of circa 4,700, Cardiff's surplus places in the primary age phase would increase to c23% city-wide. This represents the equivalent of 18 surplus two-form entry primary schools. Parental preference patterns mean that the impact on some schools will be negligible, whilst for other schools the fall in pupil numbers will be far greater than the city-wide average. As schools' budgets are predicated on pupil numbers, this will have a significant impact on some schools.
52. As birth rates in Cardiff, and nationally, have followed a long-term cycle of approximately 25 years intakes to primary schools are not anticipated to return to high levels until later than 2030. Nationally, the previous lowest birth rates were recorded in 1977, followed by a significant uplift and then fall to a low in 2001. This was then followed by a period of uplift to 2011/12 which then falls from this date.
53. A further fall of 220 births was recorded in ONS data for the 2022 calendar year, and no significant uplift has been recorded in NHS GP registration data in the most recent dataset for the 2021/22 academic year period.
54. Monitoring and analysis of data provided by the NHS indicates an increase in the size of cohorts from the year of birth to the year of school entry, indicative of net inflow of families to the city.
55. Intakes to secondary education city-wide were projected to peak at circa 4,280 pupils in 2023/24, again corresponding with the peak birth rates

recorded in 2010/11 and 2011/12 and subsequent peak intakes to primary education.

56. The Council has utilised temporary measures at secondary schools city wide, to provide a low but sustainable level of circa 5% surplus places at entry during the peak intake periods. Parental preference patterns mean that many schools have few surplus places, whilst a small number have a surplus overall.
57. Intakes are projected to fall by 4% to circa 4,100 in 2024/25, but this will have a negligible impact on surplus places as temporary arrangements to support increased intakes cease. Birth-rate data available since 2017/18 indicates that intakes to secondary education will fall further to circa 3,960 from 2029/30. The fall in intakes is expected to be offset by families moving to the city in new housing developments.
58. The city-wide surplus in the secondary age phase will inevitably increase above the 10% guidance level as a consequence of the recent and significant fall in the birth rate. In 2028/29, projections indicate a surplus of c11% surplus at entry year. Surplus across secondary schools is projected to exceed 10% by 2031/32.
59. In the context of great variance in birth rates and intakes to schools in Cardiff, the Council must utilise temporary measures at peak intakes to mitigate the impact that carrying surplus places causes for all schools, and particularly those that are lower ranked in parental preferences.
60. Further information in respect of projections is included at Appendix 3.

City-wide context – specialist places

61. The citywide position of ALN across the city shows that the number of pupils with severe and complex needs, requiring a place in a special school or specialist resource base has continued to grow. This is due to a number of factors including pupil population growth, improved survival rates for children born with significant disabilities, resulting in a higher incidence of severe and complex disabilities, increased incidence and identification of specific needs and higher incidence of children and young people with emotional health and wellbeing needs.
62. As in all Local Authorities, the medium to long-term impact on learners of the Covid-19 lockdown is uncertain. Cardiff's schools have reported concerns in respect of behavioural, emotional and social development of learners that are at present supported in mainstream provision and it is noted that there has been a further increase in the number of children presenting with complex emotional health and wellbeing needs which have required appropriate support/more specialist placements.
63. The Council has developed and progressed a range of proposals providing strategic and holistic solutions focusing on supporting pupils in mainstream schools where is appropriate, and on sustainable growth of a

number of established and successful specialist provisions, to reduce the Council's reliance on out of county and independent placements in coming years.

64. The overall increase in provision, to more closely match the projected need for places, would enable a greater number of learners to be placed in provision that is within or closer to their local community, to reduce travel times for those learners, and in turn reduce the average cost per learner of travel to school.

Primary phase - Emotional Health and Wellbeing

65. To address the need for additional places, the Council approved proposals in 2022 to expand The Court Special School from 42 places to 72 places, with effect from September 2025. This will add capacity to the primary phase, addressing sufficiency needs, and will replace an existing deteriorating building with two new purpose-built schools of 36 places each in the east and the west of the city.
66. In recent years, the Council has provided 48 temporary placements for primary-age learners with Emotional Health and Wellbeing Needs at five Wellbeing Classes within mainstream schools city-wide, taking the total places to 120. The Council consulted from 20 November 2023 to 19 January 2024 on proposals to further expand places for these learners from September 2024.
67. If progressed, the proposed changes in the primary age phase would increase the overall number of placements for emotional health and wellbeing from 90 places to 114 places from September 2024, increasing to 144 in September 2025 following expansion of The Court Special School. Existing Wellbeing Classes at Fairwater, Lakeside and Springwood primary schools are proposed to formally operate as SRBs, consistent with the models for new classes proposed at Baden Powell Primary School, Ysgol Gymraeg Pwll Coch (TBC) and Herbert Thompson Primary School. Each of the bases would provide time limited early intervention places, with scope for the duration of placement to vary according to the needs and progress of the child.
68. This will further improve the city-wide distribution of specialist places, supporting a greater number of Cardiff's learners to access education in their local community.

Primary phase - Complex Learning Needs and/ or Autism Spectrum Condition

69. To address the need for additional places, the Council has approved proposals in 2022 to expand this provision by 182 places, with expansion being phased from September 2022 to September 2023. By September 2026, the implementation of these proposals, combined with other approved changes including the expansion of Riverbank School on the Fairwater Campus, will increase the number of for these learners to 660 places.

70. The Council consulted from 20 November 2023 to 19 January 2024 on proposals to further expand places for primary age learners with Complex Learning Needs and/ or Autism Spectrum Condition from September 2024, through the establishment of three new Specialist Resource Bases at Coed Glas, Greenway and Severn primary schools each providing 20 places.
71. This will further improve the city-wide distribution of specialist places, supporting a greater number of Cardiff's learners to access education in their local community.

Secondary phase - Emotional Health and Wellbeing

72. At a time when the secondary-age population is increasing, the Council has ensured that places for secondary and post-16 learners with Emotional Health and Wellbeing Needs have been met, funding 98 places in the independent sector in 2023/24. However, the ability of the independent sector to respond to increased demand is limited.
73. In order to address the need for additional places, the Council has approved proposals in 2022 to establish Specialist Resource Bases of 20 places each at Cardiff West Community High School and Eastern High. The Council consulted from 20 November 2023 to 19 January 2024 on a proposal establish a Specialist Resource Bases of 20 places for secondary age learners with Emotional Health and Wellbeing needs at Ysgol Gyfun Gymraeg Plasmawr from September 2024.
74. The Council has also consulted on proposals within the Band B investment programme to expand Greenhill Special School in 2021/22 which indicated support of stakeholders to develop and expand provision for secondary and post-16 learners with Emotional Health and Wellbeing Needs.
75. In July 2023, The Cabinet authorised officers to consult on proposals for Greenhill operate across two sites from September 2025 with up to 48 learners accommodated in new build provision on part of the Ty Glas site and new buildings on part of the Greenhill Special School's existing site at Heol Brynglas. Feasibility work to expand this provision is underway and proposals are expected to be brought to forward in early 2024.
76. In addition to this the Council is fast-tracking the expansion of its PRU provision to provide places for Key Stage 3 (age 11-14) learners utilising parts of the buildings formerly occupied by Fitzalan High School, to increase the number of places from 90 to 180 in the 2023/24 school year. The enlarged PRU will operate as a single establishment for learners aged 11-18 across two sites including the current site at Cefn Road, and for a temporary period at former Fitzalan site.
77. The additional facilities will accommodate pupils aged 11-14 (Key Stage 3) replicating the model of provision on the current Mynachdy site model, with two types of need being catered for. The addition of 90 places will accommodate 42 learners with challenging behaviour and 48 learners with

anxiety/ school non-attendance, allowing for 90 places in each type of provision across the two sites.

78. Furthermore, the vacant accommodation at the former Severn Adult Education Centre, Canton is being utilised to support the expansion of this provision from September 2023 following adaptation works. This allows for the community teaching provision to provide a greater level of teaching time to learners than existing provision.
79. The Council is therefore prioritising the development of proposals that expand the Council's maintained provision supporting a greater number of Cardiff's learners to access education in the city and within their local communities. In turn, this will have a positive impact on the Council's distribution of financial resources to schools city-wide.

Secondary phase - Complex Learning Needs and/ or Autism Spectrum Condition

80. Proposals considered by Cabinet in October 2021 noted the projected increasing demand for secondary age places for learners resident in Cardiff with Complex Learning Needs and/ or Autism Spectrum Condition.
81. In order to address the need for additional places, the Council is progressing proposals to expand Woodlands High School from 140 places to 240 places at the Fairwater Learning Campus. This will add capacity to the secondary phase, addressing sufficiency needs, and will replace an existing deteriorating building. The Council has phased the expansion of Woodlands, increasing the capacity to 180 places during the interim period ahead of its transfer to the Fairwater Campus in 2025/ 2026.
82. At present, 687 secondary and post-16 places are available in Cardiff's specialist provision for pupils with Complex Learning Needs and/ or Autism Spectrum Condition. This includes including 340 in special schools and 347 in Specialist Resource Bases in mainstream schools.
83. By 2026/2027, following completion of the Fairwater Campus and expansion of the SRB at Cathays High School, the implementation of changes will increase the number of for these learners to 781 places.

Placements in independent schools, neighbouring Local Authorities or PRU provision

84. The Council funds a number of places at special schools maintained by other Local Authorities, or in independent schools, to ensure that there are sufficient places to meet the needs of learners. As of November 2023, 250 learners were placed in independent/ Out of County provision.
85. The Council is yet to realise a significant reduction in the number of places being purchased in Out of County provision and in the independent sector as these places continue to be required, and may potentially grow marginally, until the aforementioned projects to expand provision are delivered.

86. As set out above, the Council is already progressing additional permanent provision at a number of its special schools and SRBs. Some of these independent/ Out of County placements are therefore necessary whilst sufficient additional permanent provision is developed, including at Ty Gwyn, Greenhill and the PRU. Other learners are placed in such provision to access multi agency highly specialist placements, or are Looked After Children placed Out of County, or are Looked After Children placed in residential accommodation.
87. As other Local Authorities are also seeing a level of rising need for specialist placements, and have fewer places available to offer neighbouring authorities, the options for purchasing places Out of County or with independent providers has become more challenging. To ensure a continued sufficiency of places is available to meet current demand and that statutory duties are met, the Council has proactively engaged with the independent sector to increase the number of places available through expansion of this provision. As the Council's approved proposals are delivered this will mitigate the growth in costs of placements in Out of County or independent provision, and additional proposals will seek to further offset and in future years reduce the costs for learners resident in Cardiff.
88. The Council's continuous monitoring of individual needs of learners, and how each learner's needs evolve, allows for data trends to be identified which inform the planning of places and learner support. Projections have been updated in respect of the number of children requiring specialist placements either within Cardiff's maintained special school and Specialist Resource Base provision, or within alternative provision including placements in independent schools, neighbouring Local Authorities or PRU provision.
89. Appendix 2 confirms that, when comparing the number of learners accessing specialist provision to the overall school population in the past six years, a year-on-year increase can be identified. An updated trend projection taking account of the most recent data capture in 2023, evidences growth from circa 2.9% in 2017/18 to circa 3.5% in 2023/24. If this trend continues, the percentage of learners requiring specialist placement would reach c4.1% (2,034 pupils) by 2028/29. However, whilst this consolidates the need for proposals to expand specialist provision to date, such growth trends cannot be modelled to continue indefinitely. Furthermore, this exercise identifies trends only in those pupils accessing a specialist place, while a significant number of families are unwilling to access provision outside of a local or mainstream setting.
90. A recent wider analysis of each Cardiff learner requiring ALN support has been undertaken, including analysis of those accessing specialist provision within or out of county, awaiting specialist placement, supported temporarily by EOTAS provision, and those supported 1:1 in mainstream, in each age phase. This indicates, depending on the level of growth in future years, an overall shortfall of between 314 places and 612 specialist places. The Council is therefore continuing to prioritise the development

of further proposals to ensure there is an appropriate balance in the number and type of specialist places for Cardiff learners in the medium and long term.

Impact of population movement and new housing developments

91. The Council monitors city-wide population patterns, analysing data including school census data captured annually (PLASC). This data also allows for monitoring of the impact of new housing developments in each community.

92. In the past five school census data sets, the following patterns have been identified from the number of pupils promoting from one cohort in Cardiff's schools to the next cohort:

- A reduction in the net number of children leaving Cardiff, from 470 pupils across all year groups in 2018-2019 to 83 pupils in 2021-2022
- Since 2021-2022, overall net inward movement of 303 pupils (2022-2023). This net positive inward pattern represents a change of behaviour from the last 5 years, each of which demonstrated a net outward pattern;
- A reversal in the primary age phase, from net outflow of 136 pupils leaving the city (2018-2019) to inflow of 391 pupils (2022-2023), an increase in net inflow of 262 above that of 2021-2022.
- Continued net outflow in the secondary age phase, fluctuating between 11 and 169 pupils over the period, with the 2022-2023 transition exhibiting the lowest outflow of 11 pupils;
- Fewer year 6 children in Cardiff promoting to secondary schools outside of Cardiff, independent schools or home education, reducing from 165 pupils (2018-2019) to 77 pupils (2022-2023), a reduction of 7 pupils leaving Cardiff maintained schools from that of the previous year's transition.

93. As a proportion of the city-wide totals these figures are relatively small, however, the impact on schools in different areas of the city can be significantly different. The reasons for the changes to these population change patterns include but are not limited to:

- An increase in the number of dwellings in Cardiff, as new housing is developed on strategic housing sites in the North-East and North-West of the city;
- A greater number of places available at entry to Cardiff's secondary schools, and fewer places for Cardiff pupils at schools in neighbouring Local Authorities;
- An increased number of families opting to educate children at home; and
- An increase in the number of families temporarily accommodated in Cardiff.

94. Since the school census data for 2021 was extracted, Cardiff has welcomed a number of children and young people to its schools from outside of the city initially placed in temporary accommodation whilst awaiting long term housing within or outside of the city. In some year groups this has caused difficulties in gaining admission to a local school, as surplus places are at a low level in some year groups, whilst in other year groups where surplus is at a higher level this supports the growth of the school.
95. The 2006-2026 Local Development Plan (LDP) outlined provision for 45,415 new dwellings. The current outline consent for the following strategic greenfield sites accounts for 13,450 of these planned dwellings. The data below, from the most recent annual report, confirms circa 2,700 completions to date:
- 1,066 properties at Strategic site G including St. Edeyrn's, North-East Cardiff;
 - 341 properties at Strategic site F, in Lisvane/ Pontprennau, North-East Cardiff;
 - 945 properties at Strategic site C Plasdwr, North-West Cardiff; and
 - 317 properties at Strategic site D, North of Junction 33, North-West Cardiff
 - 0 properties at Strategic site D, South of Creigiau
96. The next phases of LDP development, with outline planning consent, amounts to a further 9,500 dwellings in the North West / Creigiau and North East / Pontprennau areas of Cardiff.
97. Two new build primary schools were completed in September 2023, at Ysgol Gynradd Groeswen in North West Cardiff and St Mellons Church in Wales Primary School in the North East.
98. Whilst many of the children and young people resident in these new housing developments are new to those communities, analysis of school data indicates that many are from neighbouring areas or elsewhere in the city, offsetting the number of new school places that may be required to serve developments.
99. An average completion rate of circa 330 dwellings per annum since 2015 amounts to a yield of pupils of approximately half a form of entry; however, the most recent housing monitoring dataset demonstrated an increase to c550 dwellings.
100. Although the number of learners on the new developments requiring school places is expected to increase to approximately one form of entry per year, as the new development between Lisvane and Pontprennau progresses, continuation at this level is uncertain as the developments at Strategic Site G near completion whilst the development at Strategic Site E has not been progressed.

101. A number of new developments in existing communities have also progressed, including those through the Cardiff Living partnership, while further developments are at earlier planning stages. To address significant levels of housing need the Council has initiated an ambitious development programme to deliver in excess of 4,000 new homes over a ten year period. In 2023, the overall development programme included 60 sites city-wide with capacity to deliver at least 3,500 new homes in total; as at January 2023, the new build programme had delivered 1,077 homes.
102. The Council retains sufficient surplus places to respond to families moving into the city and works closely with organisations contracted to accommodate families to support learners to access school provision without delay.

Welsh in Education Strategic Plan 2022-2031 and the Bilingual Cardiff Strategy 2022-2027

103. The Welsh Government's Welsh Language Strategy sets out the vision of a million Welsh speakers across Wales by 2050.
104. The Welsh Government published its Cymraeg 2050 strategy in 2017 which sets out a vision of reaching one million Welsh speakers by 2050. By 2050, the aim is for 40 per cent of children (in each year group) to be in Welsh-medium education. Of those in English-medium education, the assumption is that half of those leaving school will report that they are able to speak Welsh. The strategy assumes that, nationally, 70 per cent of 15-year-olds will be able to speak Welsh by 2050, made up of 40 per cent in Welsh-medium schools and 30 per cent in English-medium schools.
105. The Welsh in Education Strategic Plans (Wales) Regulations 2019 make provision for a local authority to prepare a ten-year Plan. Cardiff's Welsh in Education Strategic Plans (WESP) was published on the Council's website on 1 September 2022 following approval by the Welsh Minister in July 2022.
106. Since 2001, the number of Welsh speakers in Cardiff aged 3+ has increased by almost a third, with the most recent census indicating that over 17.5% of the city's population have one or more skills in the Welsh language. This means that Cardiff now has the third highest number of Welsh speakers of any Local Authority in Wales.
107. In January 2023, the number of pupils enrolled in Reception in Welsh-medium education was 658 pupils, which was 17.1% of the total intake. To reach Cardiff's adopted lower range WESP target of 25% of learners enrolled in WM Reception classes by 2032, there would need to be a percentage increase of approximately 8%. To reach the upper range target there would need to be a percentage increase of approximately 12%.
108. The 2023 datapoint of 17.1% falls below the Council's projected percentage of Reception age children that would need to enrol in Welsh-

medium Reception classes to make consistent progress against the targets set, of 19.0 – 19.8% in 2022/23.

109. When compared to the most recent school census data for Reception classes in January 2023, the existing capacity in Welsh-medium primary schools and classes of 27.9FE leaves c21% surplus in Welsh-medium Reception classes. This demonstrates the Council's sustained investment in and growth of Welsh-medium provision in recent years to ensure that parents have confidence in securing placement in the language of their preference and to continue to drive and nurture growth of the Welsh language in each community.
110. The Cardiff WESP includes a range of actions to both stimulate uptake of existing provision and to increase the number of places and distribution of provision across the city including increasing the number of specialist Welsh-medium ALN places available. These are expected to be delivered utilising a combination of capital funding streams including Sustainable Communities for Learning Funding, LDP developer contributions and Welsh Government Welsh Capital Grant funding.
111. In January 2024, Cabinet determined proposals to expand Ysgol Mynydd Bychan from 192 places (0.9FE) to 420 places (2FE), and to transfer the school to the site currently occupied by Allensbank Primary School. Within this set of proposals, a new 2FE English-medium primary school will replace Allensbank and Gladstone Primary Schools and St Monica's CIW Primary School will relocate to the vacated Ysgol Mynydd Bychan site. These expansion of Ysgol Mynydd Bychan will utilise £1.8m Welsh Government Welsh Capital Grant funding, whilst the Council will invest to support the reorganisation of English-medium provision.
112. A 30 place specialist resource base for learners with Autism Spectrum Condition was determined for implementation at Ysgol Gyfun Gymraeg Glantaf from September 2023. This is in addition to the resource base for learners with complex needs at the school.
113. Consultation on proposals to establish an 8 place specialist resource base at Ysgol Gymraeg Pwll Coch, to replace the existing wellbeing class, and a 20 place specialist resource base at Ysgol Gyfun Gymraeg Plasmawr took place between 20 November 2023 and 19 January 2024. Both SRBs would offer provision for learners with emotional health and wellbeing needs and, if approved by Cabinet, would be established from September 2024.

WG change in future investment

114. When considering future priorities, in the context of the recent programming changes to the Sustainable Communities for Learning Programme, the Council may take into account the growing sufficiency needs in the city particularly in relation to ALN, the Local Development Plan commitments, condition and suitability of buildings. However, phasing of the remaining projects is expected to continue and will be

progressed in line with the proposed rolling future Sustainable Communities for Learning Programme.

115. On the basis of the current data there will be sufficient permanent mainstream English-medium community places to serve Cardiff's existing communities, in the primary and secondary age phases, on completion of the schemes already underway. However, this will be kept under continual review to ensure a sufficiency places. Whilst the five-year programme is having a positive impact, Cardiff continues to have an unprecedented level of condition works required across increasing number of schools, particularly in relation to keeping buildings weather tight, warm and safe, relating to the age and historic underinvestment in many of its buildings.

Condition & Suitability

116. Cardiff has a very large education estate, with over 129 school properties. Many sites comprise of multiple blocks, constructed during different decades and large areas of the estate in urgent need of upgrade.
117. Condition and suitability ratings for each Cardiff school are prepared independently, using Welsh Government approved methodology to classify all properties across the school estate from A to D, with D being the worst category for the following issues:
- Condition of the school buildings;
 - Suitability of the environment for teaching.
118. An enhanced Welsh Government approved survey methodology has applied from 2018 onwards to enable a more comprehensive record of condition of the education estate than available to inform the original Band B submission. The new system provides a set of data on each individual building element which is aligned to industry standard ratings for condition. This provides a more accurate representation of the works required enabling more effective planning and improved targeting of investment.
119. The Council has also implemented a 'One Front Door' reporting system which has improved the two-way communication between schools and the Council on issues relating to condition and suitability of buildings/facilities. This enables improved tracking and visibility of issues presenting alongside the works undertaken and any improvement recorded.
120. Together these systems have supported the identification of building maintenance issues and proactive programming of works to resolve key asset challenges. These combined with the significantly increased funding committed to increase the asset renewal budget have resulted in a clear improvement in the estate overall with many schools benefiting from effective targeted investment to address long standing issues.
121. The below table shows the Property Condition classification of all Cardiff schools as at September 2023.

| Property Condition | 2020 | % | 2021 | % | 2023 | % |
|--------------------|------------|-----|------------|-----|------------|-----|
| A | 3 | 2% | 8 | 6% | 11 | 9% |
| B | 37 | 29% | 38 | 30% | 50 | 39% |
| C | 84 | 66% | 78 | 61% | 65 | 50% |
| D | 3 | 2% | 3 | 2% | 3 | 2% |
| Total | 127 | | 127 | | 129 | |

122. The above table reflects the most recent assessed position; however, Band B projects will remove two of three category “D” schools, a number of category “C” schools, and will increase the number of “A” schools.
123. Each of the three schools classified as “D” for condition in 2017, namely Cantonian High School, Fitzalan High School and Willows High School where all or part of the buildings are identified as ‘end of life’, were prioritised for replacement as part of the Band B Programme and are being progressed. Fitzalan High School was replaced in September 2023. Cantonian High School remains classified as a ‘D’ although the buildings assessed at ‘D’ were demolished and replaced with new temporary buildings in 2023. However, Lansdowne Primary School was reassessed in July 2023 and classified as “D”.
124. The approved new-build projects in the Band B programme, and in construction on LDP strategic sites, will remove eight “C” or “D” condition buildings and deliver eleven new “A” condition buildings.
125. Going forward there are a range of issues remaining which are identified and planned for as part of the five-year rolling Asset Renewal programme. Any primary, secondary and special schools classified as “C” condition will receive appropriate monitoring and targeted asset investment to address major defects.

Suitability

126. Cardiff’s suitability surveys in 2020 identified that 111 secondary and primary schools surveyed (87%) were classed in the highest categories of “A” or “B” which is significantly above the condition levels of schools.
127. In a small number of Cardiff schools, teaching is inhibited by the suitability of both internal and external accommodation. Factors such as the flexibility of the space, its size and shape, levels of light, accessibility, safeguarding, ventilation and acoustics are restricting the access of young people to a broad and balanced curriculum.

128. Each of the five schools classified as “D” for suitability, where buildings inhibit the schools’ ability to deliver the curriculum, are prioritised for replacement as part of the Sustainable Communities for Learning Programme. Further improvements are being progressed through the Council’s asset renewal funding. The approved new-build projects in the Band B programme, and in construction on LDP strategic sites, will provide eleven new “A” suitability buildings.

Asset renewal need for continued investment

129. It remains a challenge to maintain and improve the estate, with a sufficient level of ongoing investment essential, supplemented by strategic reorganisation proposals, prioritised to achieve greater impact where possible. Due to the extent of issues within the estate compared to available funding and resources, there has been a need to reprioritise and postpone some of the programmed proactive roof and boiler works to future years.
130. The 2022/23 and 2023/24 condition programme has been planned to cover urgent issues relating to condition and health and safety. During 2021/22 there have been several instances of degradation of stonework facades on Victorian schools which has caused serious health and safety concerns for the buildings and their users. These works have been prioritised over proactive maintenance /replacement programmes and require high levels of funding to resolve.
131. Based on the priorities outlined above and needs as assessed by surveyors, anticipated costs for current 2023/24 and 2024/25 schemes related to Condition works including Stonework, Drainage, Roofs, Pipework, Boilers, and schemes relating to health and safety and safeguarding, is £27.7m. The anticipated costs for 2023/24 and 2024/25 schemes related to sufficiency, DDA, ALN, suitability, sanitary and catering is a further £54.0m.
132. It is acknowledged that the levels of spend outlined in the programme require further re-prioritisation to allow for delivery against Council resource and market capacity. However, any re-prioritising of the programme will need to be considered against risks.