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## SUPPLEMENTARY PAPERS

<b>Committee</b>	CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE
<b>Date and Time of Meeting</b>	TUESDAY, 9 JULY 2019, 4.30 PM
<b>Venue</b>	COMMITTEE ROOM 4 - COUNTY HALL
<b>Membership</b>	Councillor Bridgeman (Chair) Councillors Cunnah, Joyce, Morgan, Naughton, Phillips, Taylor and Singh

The following papers were marked 'to follow' on the agenda circulated previously

**5      21st Century Schools Band B: Early Years, Primary and Secondary provision to serve Adamsdown and Splott (Pages 3 - 122)**

To undertake the pre-decision scrutiny of the draft cabinet report.

**Davina Fiore**

**Director Governance & Legal Services**

Date: Wednesday, 3 July 2019

Contact: Mandy Farnham, 02920 872618, Mandy.Farnham@cardiff.gov.uk

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**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE**

**9 July 2019**

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**21st century schools, Band B: Early Years, Primary and Secondary school provision to serve Adamsdown and Splott: Pre- Decision Scrutiny**

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**Purpose of Report**

1. To provide Members with the opportunity to carry out pre-decision scrutiny of the report to Cabinet, attached at **Appendix A**, prior to its consideration by the Cabinet at its meeting on the 11 July 2019.
2. The report enable the Cabinet to consider a recommendation to hold public consultation on proposals for early years, primary school, secondary school and post-16 provision to serve Adamsdown and Splott. To enable the Cabinet to consider the request of the Archdiocese of Cardiff to bring forward a proposal to discontinue St Albans R.C. Primary School
3. It is proposed that:
  - Close St Albans Catholic Primary School, from August 2021;
  - Increase the capacity of Baden Powell Primary School from 420 places (2 Forms of Entry) to 630 places (3 Forms of Entry), and reduce the age range of the school from 3-11 years to 4-11 years, from September 2021;
  - Transfer Baden Powell Primary School to Tremorfa Park and replace the existing buildings with new build accommodation;
  - Increase the capacity of Willows High School from 1,121 places (7.4 Forms of Entry) to 1,200 places (8 Forms of Entry) for pupils aged 11-16;
  - Transfer Willows High School to Tremorfa Park and replace the existing buildings with new build accommodation;

- Establish post-16 provision for up to 250 pupils within the new buildings;
- Increase the capacity of Tremorfa Nursery School from 112 places to 128 places and expand the range of services provided on site including the relocation of Flying Start childcare (currently located on the Willows High School site) and parenting support, within an Integrated Children's Centre on the existing Tremorfa Nursery School site and the vacated St Albans Catholic Primary School site;
- Upgrade community facilities in Tremorfa through the replacement of public open space in Splott, significantly enhanced community facilities located on the new school site and replacement pitches for shared use with St Albans Rugby Club and the wider local community.

## **Background**

4. The report outlined the sufficiency, suitability and condition issues in Cardiff as assessed in 2017, which provided the basis of the funding request from Cardiff to Welsh Government under the Band B programme. A copy of the 12 October 2017 Cabinet Report is included at **Appendix 1**
5. At its meeting on 14 December 2017, the Cabinet approved the prioritised scheme under Band B of Cardiff's Band B 21st Century Schools Programme. A copy of the 14 December 2017 Cabinet Report is included at **Appendix 2**.
6. The proposed replacement and expansion of Willows High School within the Band B phase of the 21st Century Schools Programme sought to:
  - Replace a "D" condition, end of life, 11-16 secondary school;
  - Contribute towards addressing sufficiency issues in the secondary sector in the central area of the city.
7. Since the submission of the Council's Band B 21st Century Schools Programme was approved in principle by the Welsh Government in November 2017, surveys of school buildings in Cardiff have identified condition issues at Baden Powell Primary School which would require investment within and beyond the Band B investment period.

8. The Archdiocese of Cardiff has also indicated in correspondence with the Council in April 2019 that, in light of concerns around the continued viability of St Alban's Catholic Primary School, it can no longer sustain the school. This correspondence is attached as **Appendix 3**.
9. The Archdiocese has therefore requested that the Council consider a proposal be brought forward to close St Alban's Catholic Primary School, in the context of wider proposals for school provision serving Adamsdown and Splott.

### **Issues highlighted in the report to Cabinet**

10. The report explains in detail a number of factors that have been taken into account in identifying the need for the report, namely:
  - Sufficiency of school places (paragraph 17 -19)
  - Take up of primary and secondary school places city wide (paragraphs 20 – 28)
  - Primary and secondary school places serving Adamsdown and Splott (paragraphs 29 – 39)
  - Secondary school places serving other areas (Paragraphs 40 – 51)
  - Nursery school class places serving Adamsdown and Splott (Paragraph 52- 56)

#### Proposed reorganisation of schools

- Tremorfa Nursery School; - Capacity and demand for places (Paragraph 57 – 62)
- Baden Powell Primary School and St Alban's RC Primary School – capacity and demand for places (Paragraphs 63-87)
- Meeting future demand for places in Catholic primary schools (Paragraphs 88 – 91)
- Willows High School – capacity and take up of places, age 11-16 (paragraph 92 – 100)
- Post-16 provision (paragraph 101 – 110)
- Building on success - Creative Partnership, secondary and post-16 (paragraph 111 – 123)
- Condition & Suitability (Paragraph 124 – 134)
- Transformative enhancement of facilities and opportunities (paragraph 135 – 139)

- Land Matters including upgrading of public open space (paragraph 140 – 155)
  - Benefits of the proposals (Paragraph 156)
  - Admissions and Catchment Areas (paragraph 157 -165)
  - Impact of the proposal on the Welsh Language (paragraph 166-172)
  - Community impact (paragraph 173-179)
  - Wellbeing of future generations (paragraph 180-182)
  - Traffic and Transport implications (paragraphs 230- 243)
11. The report to Cabinet includes a number of appendices which are also attached, namely:
- Appendix 1: Cabinet Report, 12 October 2017
- Appendix 2: Cabinet Report, 14 December 2017
- Appendix 3: Correspondence from Director of Schools & Colleges, Archdiocese of Cardiff, 17 April 2017
- Appendix 4: Projected availability of and demand for primary school, secondary school and post 16 places
- Appendix 5: Map of English-medium community primary and secondary school catchment areas
- Appendix 6: Statutory Screening Tool including Equality Impact Assessment

## **Recommendations for Cabinet**

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

- Discontinue St Albans R.C. Primary School from 31 August 2021;
- Increase the capacity of Baden Powell Primary School from 420 places (2 Forms of Entry) to 630 places (3 Forms of Entry), and reduce the age range of the school from 3-11 years to 4-11 years, from September 2021;
- Transfer Baden Powell Primary School to Tremorfa Park and replace the existing buildings with new build facilities with capacity to provide 630 places (3 Forms of Entry).
- Transfer Willows High School to Tremorfa Park and replace the existing buildings with new build accommodation, increasing the

capacity of the school from 1,121 places (7.4 Forms of Entry) to 1,200 places (8 Forms of Entry)

- To establish post-16 provision for up to 250 pupils within the new buildings;
- Increase the capacity of Tremorfa Nursery School from 112 places to 128 places and expand the range of services provided on site including Flying Start childcare and parenting support, within an Integrated Children's Centre on the existing Tremorfa Nursery School site and the vacated St Albans R.C. Primary School site;
- Upgrade community facilities in the Splott Ward through the replacement of public open space at the former Willows High School site, significantly enhanced community facilities located on the new school site and replacement pitches for shared use with St Albans Rugby Club and the wider local community at Tremorfa Park.
- 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.

### **Scope of Scrutiny**

12. The scope of this scrutiny is for Members to consider the attached draft cabinet report and associated appendices and provide any comments, advice or recommendations to Cabinet.

### **Way Forward**

13. Councillor Sarah Merry (Deputy Leader and Cabinet Member for Education Employment, Skills), Nick Batchelar (Director of Education and Lifelong Learning), Richard Portas (Programme Director for the School Organisation Programme) and Michele Duddridge-Friedl (Operational Manager – Planning and Provision) will present the report to the Committee, and be available to answer any questions Members may have.

14. This report will also enable Members to provide any comments, concerns or recommendations to the Cabinet Member prior to its consideration by Cabinet.

### **Legal Implications**

15. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

### **Financial Implications**

16. There are no direct financial implications arising from this report. However, financial implications may arise if and when the matters under review are implemented with or without any modifications.

### **RECOMMENDATIONS**

The Committee is recommended to:

- a) Review and assess the information contained in the draft Cabinet Report, attached at **Appendix A**, together with any information provided at the meeting.



- b) Provide any recommendations, comments or advice to the Cabinet Member and / or Director of Education and Lifelong Learning prior to the report's consideration by Cabinet.

**Davina Fiore**

**Director of Governance and Legal Services**

**5 July 2019**

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**CABINET MEETING: 11 July 2019**

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**21<sup>st</sup> CENTURY SCHOOLS, BAND B: EARLY YEARS, PRIMARY  
AND SECONDARY SCHOOL PROVISION TO SERVE  
ADAMSDOWN AND SPLOTT**

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

**AGENDA ITEM:**

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**Reason for this Report**

1. To enable the Cabinet to consider a recommendation to hold public consultation on proposals for early years, primary school, secondary school and post-16 provision to serve Adamsdown and Splott.
2. To enable the Cabinet to consider the request of the Archdiocese of Cardiff to bring forward a proposal to discontinue St Albans R.C. Primary School.
3. It is proposed to:
  - Close St Albans R.C. Primary School, from August 2021;
  - Increase the capacity of Baden Powell Primary School from 420 places (2 Forms of Entry) to 630 places (3 Forms of Entry), and reduce the age range of the school from 3-11 years to 4-11 years, from September 2021;
  - Transfer Baden Powell Primary School to Tremorfa Park and replace the existing buildings with new build accommodation;
  - Increase the capacity of Willows High School from 1,121 places (7.4 Forms of Entry) to 1,200 places (8 Forms of Entry) for pupils aged 11-16;
  - Transfer Willows High School to Tremorfa Park and replace the existing buildings with new build accommodation;
  - Establish post-16 provision for up to 250 pupils within the new buildings;

- Increase the capacity of Tremorfa Nursery School from 112 places to 128 places and expand the range of services provided on site including the relocation of Flying Start childcare (currently located on the Willows High School site) and parenting support, within an Integrated Children's Centre on the existing Tremorfa Nursery School site and the vacated St Albans R.C. Primary School site;
- Upgrade community facilities in Tremorfa through the replacement of public open space in Splott, significantly enhanced community facilities located on the new school site and replacement pitches for shared use with St Albans Rugby Club and the wider local community.

## **Background and opportunities**

4. The Adamsdown and Splott areas are served by a number of nursery, primary and secondary schools, including the following schools located within these areas:
  - Tremorfa Nursery School;
  - Adamsdown Primary School;
  - Baden Powell Primary School;
  - Moorland Primary School;
  - Stacey Primary School;
  - St Alban's R.C. Primary School;
  - Tredegarville Church in Wales Primary School;
  - Ysgol Glan Morfa;
  - Willows High School.
5. St Peter's Catholic Primary School, located within the Plasnewydd ward, also serves the area and is in close proximity to Adamsdown.
6. The Adamsdown and Splott areas are within the catchment area of Ysgol Gyfun Gymraeg Glantaf, and are also served by St Illtyd's Catholic High School and St Teilo's Church in Wales High School.
7. At its meeting on 12 October 2017, the Cabinet received a report that outlined the challenges and opportunities facing Cardiff in the development of the education estate. This included:-
  - Sufficiency needs resulting from population growth;
  - Condition of the current school estate;
  - Suitability of the current estate to meet the demands of 21<sup>st</sup> Century learning.
8. That report set out the Council's proposed vision for its Band B 21st Century School Strategy in that it was to deliver:

*"Inspiring, sustainable, community-focused schools in which children and young people can achieve their potential"*

9. This vision was to be realised through the achievement of four key educational aims that directly link to the Welsh Government's national programme objectives:-
- Aim 1:** To provide a sufficiency of school places across the city that are in the right place and are at the right size to enable the delivery of excellent education provision;
- Aim 2:** To provide high quality educational facilities that will meet the diverse requirements of the 21st Century;
- Aim 3:** To optimise the use of education infrastructure for the benefit of the wider community across Cardiff;
- Aim 4:** To ensure that Cardiff achieves best value from its resources to improve the efficiency and cost effectiveness of the education estate.
10. The report outlined the sufficiency, suitability and condition issues in Cardiff as assessed in 2017, which provided the basis of the funding request from Cardiff to Welsh Government under the Band B programme. A copy of the 12 October 2017 Cabinet Report is included at Appendix 1.
11. 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. A copy of the 14 December 2017 Cabinet Report is included at Appendix 2.
12. The proposed replacement and expansion of Willows High School within the Band B phase of the 21st Century Schools Programme sought to:
- Replace a "D" condition, end of life, 11-16 secondary school;
  - Contribute towards addressing sufficiency issues in the secondary sector in the central area of the city.
13. Since the submission of the Council's Band B 21<sup>st</sup> Century Schools Programme was approved in principle by the Welsh Government in November 2017, surveys of school buildings in Cardiff have identified condition issues at Baden Powell Primary School which would require investment within and beyond the Band B investment period.
14. The Archdiocese of Cardiff has also indicated in correspondence with the Council in April 2019 that, in light of concerns around the continued viability of St Alban's R.C. Primary School, it can no longer sustain the school. This correspondence is attached as Appendix 3.
15. The Archdiocese has therefore requested that the Council consider a proposal be brought forward to close St Alban's R.C. Primary School, in the context of wider proposals for school provision serving Adamsdown and Splott.
16. Through new 21<sup>st</sup> Century facilities and enhanced partnerships the proposal for Adamsdown and Splott is expected to provide an opportunity to achieve the Council's vision of inspiring, sustainable and community-focused schools in the local area, whilst also transforming opportunities

for the wider community. This is a once in a generation opportunity to maximise the potential of Adamsdown and Splott.

## **Issues**

### **Sufficiency of school places**

17. When considering likely demand for places city wide, and within Adamsdown and Splott, 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.
  
18. 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.
  
19. Additional information, regarding projections and forecasts prepared relevant to the area, and the methodologies used to establish likely demand are set out in Appendix 4.

### **Take up of primary and secondary school places city-wide**

20. The demand for places at entry to primary education city wide increased city-wide in the period 2006 to 2016, from c3,400 pupils in January 2006 to a peak of 4,368 pupils in January 2016. In January 2017 and 2018, the number of pupils entering primary education amounted to 4,366 and 4,128 respectively.
  
21. Projected intakes from existing housing, based upon the most recent school census data (PLASC) received in 2018, indicate that the number of pupils entering Reception Year in English-medium community schools

city-wide will remain at similarly high levels of c4,150 pupils until at least January 2021, the latest year for which data is available.

22. However, it is anticipated that, as a result of the yield of pupils from the new housing developments, additional school provision will be required to provide school places local to the new housing.
23. Following a period of sustained growth within the primary sector, 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.
24. 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.
25. Intakes to the Year 7 year group are projected to exceed the Published Admission Numbers of the English-medium secondary schools from September 2020.
26. Projections, based upon the most recent school NHS data update and on 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.
27. The 2018 data also 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.
28. 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 the catchment areas of Fitzalan High School, Cantonian High School, Willows High School, Cathays High School and Cardiff High School.

### **Primary and secondary school places serving Adamsdown and Splott**

29. The geographical unit that is most suitable to analyse the demand for English-medium secondary school places serving Adamsdown and Splott is the Willows High School catchment area.
30. The geographical units that are most suitable to analyse the demand for English-medium primary school places serving Adamsdown and Splott are the primary school catchment areas of Adamsdown, Baden Powell, Moorland and Stacey Primary School which, when taken together, form

the Willows High School catchment area. A map of these catchment areas, and local schools, is attached as Appendix 5.

31. The recent take-up of primary school places at entry to Reception year by children who are resident within the existing Willows High School catchment area has averaged 348 per year group. This fluctuated between 334 and 356 pupils in the period 2013-2018. A similar number of children are projected in future years from the existing housing, however, data is not yet available for cohorts that would enter primary education beyond 2021/22.
32. Whilst the overall demand for primary school places is stable, demand fluctuates between individual primary school catchment areas.
33. Projections indicate that the demand for places in English-medium community schools amounts to c207-233 pupils per year group, for Welsh-medium community places amounts to 38-43 pupils and for places in faith schools amounts to c91-103.
34. When compared to the total number of places serving the area, there is a sustainable balance in the supply of and demand for primary school places (age 4-11) overall.
35. On average, 148 children per year group have transferred to English-medium community secondary schools and 80 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. Overall numbers will increase during the Band B investment period as the number of pupils in future cohorts is greater than in recent years.
36. There is little difference in the number of children in Year 6 cohorts and in the following year's Year 7 cohorts in this area – approximately 97% of children resident in the area continue to attend community or faith schools in Cardiff when they transfer to secondary education.
37. Forecasts indicate that, in the Band B investment period, 248-283 English-medium secondary school places (community and faith) per year group will be required to serve the existing Willows High School catchment area. Approximately 76 places would be taken-up within faith-based schools by children resident in the area. The remaining 172-207 children would take-up places within English-medium community secondary schools, each year.
38. There are few significant residential developments planned within the Willows High School catchment area, which have outline or full planning permission that would significantly increase the child population.
39. Taking the above information into account, an English-medium community secondary school of six to seven forms of entry, providing 180-



210 places per year group, would be sufficient to serve the existing Willows High School catchment area alone.

### **Secondary school places serving other areas**

40. The five secondary schools included in Cardiff's Band B 21st Century schools programme, including Willows 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.
41. Cardiff's expected level of growth in this period, in existing communities, is significant.
42. In the neighbouring catchment area of Fitzalan High School, a number of developments are planned which would significantly increase the demand for places in the wider area, if these developments are completed.
43. Forecasts based on existing housing within the neighbouring Fitzalan High School catchment area indicate that school capacity of 14 to 15 forms of entry would be necessary to meet the demand for places within an English-medium community secondary school in Cardiff.
44. Proposals to replace the existing Fitzalan High School with a new, 21st Century School would also be expected to have a positive impact on parental preferences within its existing catchment area, further increasing demand for places at the school. Fewer children are expected to state a preference for schools outside of Cardiff. Planned housing developments within the Fitzalan High School catchment area, including those with outline or full planning permission, would exacerbate this shortfall of places further.
45. In order to meet the forecast demand in the Fitzalan catchment area for places in English-medium community secondary schools, some places must therefore continue to be provided in other schools serving the south and central parts of Cardiff.
46. As detailed in Appendix 4, 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.
47. 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 nineteen consecutive years.

48. The 2018 land bank 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.
49. 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.
50. The replacement of Willows High School at eight forms of entry, providing 240 places per year group at entry, 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 are created to accommodate the excess demand for places from other catchment areas.
51. 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.

#### **Nursery school/ class places serving Adamsdown and Splott**

52. Each of the four English-medium community primary schools in Adamsdown and Splott (Adamsdown, Baden Powell, Moorland and Stacey Primary School) operate a nursery class.
53. Welsh-medium nursery places are provided at Ysgol Glan Morfa, which serves a catchment area similar to that of Willows High School and the combined catchment areas of the four English-medium community primary schools.
54. Nursery places are also provided, serving the wider area, at Tredegarville Church in Wales Primary School, St Peter's Catholic Primary School, and Tremorfa Nursery School. Tremorfa Nursery School is located within the catchment area of Baden Powell Primary School.
55. Although St Alban's R.C. Primary School does not provide nursery places, the school site is adjacent to that of Tremorfa Nursery School and the majority of pupils who are admitted to St Albans R.C. Primary School have attended Tremorfa Nursery School prior to entering primary education.
56. Overall, there are sufficient nursery class and nursery school places to meet the current and projected need across the Adamsdown and Splott areas, with some surplus available to respond to any future change in take up of nursery education places.

## **Proposed reorganisation of schools**

### **Tremorfa Nursery School – capacity and demand for places**

57. Tremorfa Nursery School is currently operating as a stand-alone English-medium community nursery school. The school is located at Mona Place, Tremorfa, CF24 2TG, on a site adjacent to St Alban's R.C. Primary School and Tremorfa Park.
58. The school currently provides nursery education for up to 112 places for children aged 3 – 4. In addition, the school offers wrap around childcare on site, along with courses for parents and a weekly community café in the school community room.
59. The school was inspected by Estyn in February 2019. The school's standards, leadership and management were assessed as good. Wellbeing and attitudes to learning, teaching and learning experiences, and care support and guidance were assessed as excellent.
60. As part of this reorganisation, it is proposed that Tremorfa Nursery school becomes an integrated children's centre. It would continue to be a stand-alone nursery school providing nursery education for children age 3-4 that has been recognised as being of excellent quality, but to an increased number of pupils.
61. In addition to this, it would offer a significantly expanded range of services to families with young children from the Splott/Tremorfa area. This would include the relocation of the Flying Start childcare and parenting support currently located on the Willows High School site. The integrated children's centre would be located in the current Tremorfa Nursery School buildings together with the adjacent St Alban's R.C. Primary School accommodation/site.
62. These proposals would complement the enhancement of early years' provision at Moorland Primary school which has already been agreed.

### **Baden Powell Primary School and St Alban's R.C. Primary School – capacity and demand for places**

63. Baden Powell Primary School is located at Muirton Road, Tremorfa and provides 420 places (2FE) for children aged 4 – 11 and 56 nursery places for children aged 3 – 4. At October 2018 there were 360 pupils enrolled in full-time education at the school, and 32 pupils enrolled in the nursery class. In recent years, the nursery class has been fully subscribed in the summer term.
64. The Council previously brought forward proposals in 2012 to increase the capacity of the school from 2 form entry to 2.5 form entry with additional nursery places, however following a change of circumstances it was agreed that the proposal would not be progressed.

65. Proposals brought forward in 2015 including an option in which Baden Powell Primary School would transfer into new build accommodation on the existing Willows High School site, but this option was not progressed.
66. Despite fluctuations in the pupil population within the catchment area of the school, if no changes were made to the organisation of schools a two form entry Baden Powell Primary School would be sufficient to meet projected demand for places. The demand and supply of places across its catchment, combined with that of the neighbouring Moorland Primary School catchment area, are appropriately balanced.
67. The school was inspected by Estyn in July 2017. At that time the school's performance was judged as good (many strengths and no important area requiring significant improvement. The school's prospects for improvement were judged as adequate (strengths outweigh areas for improvement).
68. In the most recent Welsh Government School Categorisation at January 2018, the school was categorised as Amber (a school in need of improvement which needs help to identify the steps to improve or to make change happen more quickly).
69. St Albans R.C. Primary School is a Voluntary Aided School located at Mona Place, Tremorfa, on a site adjacent to Tremorfa Nursery School and Tremorfa Park.
70. The school buildings and land on which the school sits is held in trust by the Governing Body, which also employs the staff and deals with admission arrangements. The Council, via the school budget share, provides revenue funding.
71. The school provides 210 places (1FE) for children aged 4 - 11. At October 2018 there were 172 children at the school. The most recent information supply by the Catholic Archdiocese in June 2019 indicates that 17% of the children at the school are Catholic.
72. The number of pupils enrolled at St Alban's exceeded capacity in 2012. Since 2013, the number enrolled has fluctuated between c170 and 180 pupils.
73. The school was inspected by Estyn in May 2019. The report of Estyn's findings is awaited and is expected to be published in July 2019. Any proposals taken forward in respect of St Alban's would need to take account of the most recent Estyn findings.
74. The school was previously inspected by Estyn in November 2011. At that time the school's performance was judged as unsatisfactory (important areas for improvement outweigh strengths). The school's prospects for improvement were judged as unsatisfactory. The school was judged to be in need of special measures.

75. The school was required to draw up an action plan, showing how it was going to address the recommendations from the 2011 inspection. A follow up Estyn Monitoring visit took place in July 2013. Estyn decided the school had made sufficient progress against the specific recommendations from the 2011 inspection. The school was then removed from any further follow-up activity.
76. In the most recent Welsh Government School Categorisation at January 2018, the school was categorised as Amber (a school in need of improvement which needs help to identify the steps to improve or to make change happen more quickly).
77. The Council and Archdiocese are seeking to bring forward a proposal to discontinue St Alban's R.C. Primary School.
78. The Catholic Archdiocese is of the view that the school should close as a Catholic primary school. This is based on the low number of Catholic pupils at the school together with issues of concern regarding quality, standards and leadership which have not been sustainably addressed despite significant inputs over recent years.
79. The Governing Body of St Albans R.C. Primary School has sought to appoint a substantive Headteacher for almost ten years but has been unable to make a permanent appointment. The Archdiocese has considered the professional advice of experienced Headteachers who have supported the school, and is of the opinion that there is a need for a full-time permanent Headteacher to provide the required support and stability to the school. An Executive Headteacher within a federation of schools would not be well placed to provide the level of support necessary.
80. It is therefore proposed that St Alban's R.C. Primary School would close in August 2021.
81. In the event of the proposal to close St Alban's R.C. Primary School being progressed the nearest Roman Catholic school for families living within the vicinity of the school wishing to access a Catholic school would be St Peter's Catholic Primary School which is 1.6 miles from the St Alban's site.
82. Sufficient places would be made available to accommodate those pupils displaced from St Albans, and local demand for English-medium places, at an enlarged Baden Powell Primary School.
83. It is proposed that Baden Powell Primary School would operate across the two school sites for a transition period until the new school building is completed. Any children remaining on roll at St Alban's would be offered the opportunity to apply to transfer to Baden Powell Primary School or to other schools if this is their parents' preference. All children from St Alban's R.C. Primary School would be able to continue to attend school provision on the St Albans or Baden Powell Primary School site during the transition period, if this is parents' preference.

84. Those children seeking to continue a faith based education within a Catholic school would need to apply to alternative primary schools. The nearest Catholic primary school to St Alban's R.C. Primary School is St Peter's R.C. Primary School, however this school is fully subscribed in some year groups. A small number of places are available in some year groups in other Catholic schools, including St Cuthbert's, St Patrick's, St John Lloyd and St Cadoc's primary schools.
85. The closure of St Alban's R.C. Primary School would mean that those pupils seeking to continue a faith based education would, in most cases, travel further to school and in some cases would require home to school transport.
86. The table below indicates the number of surplus places available at other Catholic schools in Cardiff.

Table 1 – Number on Roll and total surplus capacity in Catholic schools – Reception to Year 6 (NOR January 2019)													
School	PAN	Year group								Total	Capacity	Surplus	% Surplus
		Rec	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5	Yr 6					
Christ The King	30	21	27	31	30	30	30	42	211	210	-1	-0.5%	
Holy Family	35	19	24	15	15	23	18	24	138	247	109	44.1%	
St Alban's	30	17	30	27	23	28	28	17	170	203	33	16.3%	
St Bernadette's	30	30	30	31	30	30	30	30	211	205	-6	-2.9%	
St Cadoc's	45	45	36	42	51	39	46	44	303	253	-50	-19.8%	
St Cuthbert's	22	16	15	21	22	22	19	13	128	149	21	14.1%	
St Francis	45	36	40	51	55	30	51	53	316	386	70	18.1%	
St John Lloyd	45	34	39	49	31	47	47	41	288	315	27	8.6%	
St Joseph's	30	25	19	28	28	25	29	29	183	210	27	12.9%	
St Mary's	37	33	27	26	38	30	39	37	230	261	31	11.9%	
St Patrick's	45	44	45	42	44	43	45	39	302	315	13	4.1%	
St Peter's	75	54	59	73	65	74	72	73	470	540	70	13.0%	
St Philip Evans	52	47	52	48	47	54	63	54	365	365	0	0.0%	
<b>Total</b>	<b>521</b>	<b>421</b>	<b>443</b>	<b>484</b>	<b>479</b>	<b>475</b>	<b>517</b>	<b>496</b>	<b>3315</b>	<b>3659</b>	<b>344</b>	<b>9.4%</b>	

87. The city-wide proportion of surplus places in Catholic primary schools, at 9.4%, is at an appropriate level although surplus varies greatly between schools.

### Meeting future demand for places in Catholic primary schools

88. The Catholic Archdiocese has noted that the number of baptised Catholic children in some schools including St Alban's R.C. Primary School is proportionately low.
89. In this context, the Catholic Archdiocese has indicated that there would continue to be sufficient places available at Catholic primary schools in

Cardiff to serve families who wish to access a Catholic education in the future.

90. The Catholic primary schools which serve neighbouring areas to Adamsdown and Splott include St Cuthbert's RC Primary School, Butetown, and St Peter's RC Primary School, Roath.
91. The Catholic Archdiocese has indicated that arrangements would be made to ensure that the admission policies of other schools give equal priority to children from the current St Alban's catchment for admission in future years.

### **Willows High School – capacity and take up of places, age 11-16**

92. The capacity of Willows High School is assessed as being able to provide 1120 places (7.4 Forms of Entry) for children aged 11 – 16. However, the specialist teaching spaces available within the school would be insufficient for the school to admit pupils to its capacity.
93. The school was most recently inspected by Estyn in April 2018. Whilst care, support and guidance at the school was judged as good (good strong features, although minor aspects may require improvement), standards, wellbeing and attitudes to learning, teaching and learning experiences and leadership and management were judged as adequate and needs improvement (strengths outweigh weaknesses, but important aspects require improvement).
94. In the most recent Welsh Government School Categorisation at January 2018, the school was categorised as Amber (a school in need of improvement which needs help to identify the steps to improve or to make change happen more quickly).
95. The most recent PLASC data in January 2018 indicates that the overall take up of Year 7 places at any English-medium community school by pupils living within this catchment area is c5.3 Forms of Entry.
96. However, there are larger numbers of children in the local population in the year groups promoting through the primary age phase at present. This means that the intakes to Year 7 at Willows High School in the foreseeable future are projected to be higher as these larger primary cohorts promote to secondary school.
97. Projected intakes to Year 7, as the larger cohorts within the primary phase promote to secondary school, indicate demand for c6 to 7 Forms of Entry from within the existing catchment area over the period from 2022 – 2026.
98. The Council would not seek to replace Willows High School at the existing capacity of 7.4 Forms of Entry as this would not allow efficient organisation of year groups in the school. Reducing the capacity of Willows High School to 7 Forms of Entry or lower may not provide sufficient places for

the number of pupils within the catchment area of the school who may require places.

99. As outlined in paragraph 44, in order to meet the forecast demand in the Fitzalan catchment area for places in English-medium community secondary schools, some places must therefore continue to be provided in other schools serving the south and central parts of Cardiff.
100. The Council therefore proposes to marginally expand the school to 8 Forms of Entry, creating an efficient class organisation, ensuring there is sufficient capacity to allow the projected number of local children requiring a place in an English-medium community high school to attend, and contributing a proportion of the additional places required to meet the projected demand from the wider area.

### **Post-16 provision**

101. At present, Willows High School is an 11-16 school with no post-16 education provision on-site. Pupils who complete secondary education at Willows transfer to a wide range of academic and vocational providers.
102. In 2017/18, 34% of pupils leaving the school enrolled in further education at Cardiff & Vale College, 29% to St David's College, 21% to ACT and 6% to other education or training providers. Within this cohort, only 2% (two pupils) transferred to a sixth form place within a secondary school in Cardiff.
103. The Council is seeking to enable a greater number of learners to progress to education, employment or training when completing secondary education.
104. A comparison of Year 11 and Year 12 school census data for 2017 and 2018 indicates that:
  - The percentage of learners attending Willows High School, who promote to sixth form provision in a school (2%) is very low when compared to the city-wide average (c50%). The vast majority commute to a sixth form college or training provider.
  - The percentage of learners that reside within the Willows High School catchment area and promote from any English-medium secondary school to sixth form provision in a school (c30%) is also lower than the average.
105. School admission (parental preference) information and school appeal submissions in recent years indicate that a number of parents within the Willows High School catchment area cite the presence of sixth form provision as a factor when nominating alternative schools as preferences to their local catchment secondary school.



106. Taking the above information into account it is proposed that a post sixteen provision of 250 places would be a positive development for the area and could enable c52% of Year 11 pupils to remain within education on the new site, (if the school was fully subscribed).
107. It is proposed that post-16 would be commissioned from an existing post-16 provider, and that the age range of Willows High School would remain at 11-16.
108. The new post-16 provision for pupils resident in Splott and Adamsdown would support the Council's desire to provide 21<sup>st</sup> Century learning environments and improve the opportunities available for young people equitably across the city. The new environment and collaboration with partners would create the challenging, supportive and stimulating environments, which engender aspiration and achievement. The aim of the proposal is to transform the aspirations and achievements of learners in the area.
109. Establishing a post 16 offer on the Tremorfa site would provide the opportunity to consider how to build on the current post 16 offer available locally and what gaps could be addressed which add value to the city as a whole. In doing this, the proposed development has the potential to maximise education investment in a particular part of the city, benefitting learners in Adamsdown and Splott whilst attracting additional learners through specialist options available.
110. Establishing post 16 provision on the Tremorfa site would allow for a significantly greater proportion of pupils to progress to academic and/ or vocational post 16 provision following completion of their statutory education, without compromising the viability of other academic and vocational training providers that serve the area at present.

### **Building on success - Creative Partnership, secondary and post-16**

111. 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.
112. 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.
113. 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.

114. Cardiff is well placed to develop innovative partnerships between schools, businesses, universities and other bodies in the city. In recent years such partnerships have strengthened with considerable potential for further impact.
115. This has been evidenced locally with the successful establishment of the 'Creative Partnership' (which comprises of school representatives together with creative industry leaders) that is integral to how the new Cardiff West Community High School (CWCHS) plans and educates their learners. This partnership was developed to harness the potential to provide an exciting new offer to young people and to respond to the employment opportunities presented by expanding 'creative economy' as one of Wales' fastest growing sectors.
116. At the outset the rationale for the partnership between education and the creative economy in Cardiff assumed the following:
- Some of our communities need support to raise aspirations and create a culture of achievement and success, underpinned by a high quality education.
  - There is a need to develop the relationship between business and education so that young people leave education with the skills and competences to be work ready.
  - The growth in the creative economy in Cardiff presents an exciting opportunity to connect young people and their communities to a vibrant and innovative sector.
117. Cardiff is one of the UKs fastest growing cities in both population and economic terms. The creative economy is just one of the growing sectors that is presenting fresh opportunities that may not have been present in the past.
118. The evolution and embedded partnership approach is by no way exclusive to CWCHS. It is a model of partnership which could be replicated, with other sectors in the regional economy e.g. Science, technology, and engineering.
119. The proposed investment to develop and deliver a local post 16 for Adamsdown and Splott would look to build on the successful Creative Partnership and maximise the fresh approach to developing and delivering a specialised range of learning opportunities in purpose-built facilities that has been applied at CWCHS. In doing so it would introduce a new and bespoke range of exciting opportunities into an area where young people have traditionally had to travel out of their area to access post 16 provision and some have expressed they are underwhelmed by the choices on offer.
120. Industry partnerships mean that learners in Cardiff are able benefit from a rich curriculum which delivers 'real world' learning opportunities. The curriculum and subjects offered are designed to maintain a strong focus on competencies which support young people to become work ready, e.g.

focus on communication; team working; flexibility; adaptability; and entrepreneurialism.

121. This model also ensures that students benefit from an improved understanding of the careers available within the sector to make more informed choices with a bias towards innovation and problem solving, encouraging students to take managed risks and developing their confidence to enter a fast changing employment market.
122. Any post 16 provider commission to deliver education on the Tremorfa site would therefore need to demonstrate its firm commitment to working in partnership with an industry (to be determined and agreed) in order to:
  - Put industry at the heart of learning, developing problem solving, tenacity, resilience and innovation, and promoting creativity through links between schools and the designated sector economy.
  - Broaden horizons so all young people have the opportunity to fully engage in the cultural, social and economic life of Cardiff.
  - Ensure business activity that fully reflects the changing face of Wales is at the core of its offer.
123. In doing this we would expect to realise the following benefits:
  - Young People would be inspired by opportunities designed to foster their independence and develop their skills to be resilient, innovative and problem solving learners.
  - Communities would be empowered through meaningful projects and activities with employers and partners in the designated sector.
  - The city would be enhanced by a dynamic economy underpinned by a vibrant education system.

### **Condition & Suitability**

124. 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.
125. 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.
126. 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.

127. 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.
128. Willows High School is rated as a “D” category for condition, which means the buildings are life-expired. The Welsh Government is committed to removing all “D” condition schools from Wales. As a result, Willows High School automatically prioritised for investment under Band B.
129. The school is also rated ‘D’ for suitability, with ‘unsuitable’ learning environments, which seriously inhibit the school’s capacity to deliver the curriculum.
130. The Willows High School site is within the flood zone and is therefore not able to be developed for a new build school.
131. The most recent condition survey of Baden Powell Primary School undertaken in 2018 rates the school as C condition overall and identified essential maintenance issues that would need to be resolved in the next five to ten years, at significant cost. If these issues were not mitigated, it is likely that the school would be rated as D for condition within this timescale.
132. However, whilst prioritising the significant investment needs through the Council’s asset renewal budget would resolve these issues, this would not necessarily create a 21<sup>st</sup> Century learning environment. .
133. The most recent condition survey of St Alban’s R.C. Primary School rates the school as B for condition overall.
134. The most recent condition survey of Tremorfa Nursery School rates the school as B for condition overall.

### **Transformative enhancement of facilities and opportunities**

135. The key focus of this proposal is to deliver an ambitious programme of reorganisation and investment designed to fundamentally transform the education offer currently available in the Splott and Adamsdown. New school buildings can play a pivotal role not only as places to inspire and educate our children, but also as vibrant and dynamic learning centres in which all ages are able to learn and grow that are embraced and used not only by their pupils but also by their wider communities and the families within them.

136. The proposals and associated investment would be developed to maximise the impact of the high quality provision and best practice that already exists for children, young people from birth through to adulthood by challenging and supporting the schools and other providers to work together to put 21<sup>st</sup> Century learning spaces at the heart of their communities.
137. This proposed programme of change to the organisation and facilities, alongside the delivery of the forthcoming new curriculum for Wales, would enable the Council and local education providers to build on its recent success in raising standards across the city. Eastern High School and Cardiff West Community High School which have benefitted from similar transformational investment. These schools have seen an improvement in outcomes for their pupils associated with organisational restructure and investment in the learning facilities. These same facilities are also operating well beyond the traditional school day with communities, charities and other community groups maximising the opportunities to offer an enhanced range of learning and sport.
138. The Willows High School project included within the Band B 21<sup>st</sup> Century School focused investment on the replacement and marginal expansion of Willows High School to benefit pupils aged 11-16. This revised proposal aims significantly higher, seeking to embrace a wider range of ages and stages with a view to having an impact on children, families and communities from birth into adulthood. Education, play and leisure opportunities have the potential to benefit each and every member of their communities, adding to the investment at Splott Hub and pool facility, by uplifting the outdoor sports facilities, investing in a reshaping of parkland and public open space to serve residents and learners alike.
139. The addition of post 16 provision located on the site of the Willows High School would provide new opportunities for local young people keen to progress into further education and access vocational education in their neighbourhood. Learning from the positive lessons of working with the Creative Partnership at Cardiff West Community High School, this investment would present an opportunity to explore and respond to exciting developments in other specialist areas. In doing so, it would allow post 16 providers in the city the opportunity add to their existing offer to cater to for aspirations in Splott, Adamsdown and across the city and preparing young people to become part of a vibrant economy and ensure they have the skills to engage with an enhanced range of employment opportunities.

#### **Land Matters including upgrading of public open space**

140. The Willows High School site is within the flood zone and is therefore not viable to be developed for a school at this time. It is anticipated that, following construction of the proposed new coastal defence wall, surveys would be commissioned for the flood boundary to be reassessed by Natural Resources Wales.

141. Whilst the site could potentially be available to accommodate a replacement school building in future, proposals for new school buildings could not be brought forward until at least 2023. If new buildings were to be constructed on the existing school site, it is unlikely that pupils in Adamsdown and Splott would benefit from occupying these until 2026 or 2027.
142. Tremorfa Park site is located adjacent to the existing Tremorfa Nursery School and St Alban's R.C. Primary School sites. The site presents an opportunity to locate extended primary and secondary school provision on the same site with nursery provision being provided at Tremorfa Nursery. The proposed site for primary and secondary school provision would require the majority of Tremorfa Park within the boundary of the schools, and the remaining parkland would be retained for shared school and recreational use, and as public open space. Access would be available for community use of the pitches.
143. Formal arrangements exist at present for Tremorfa Park to be used by St Albans Rugby Club. The park is also used for informal recreation, including dog walking. Concerns have been raised in the local community regarding anti-social behaviour on the park and in other public open space.
144. The transfer of an enlarged Willows High School to Tremorfa Park would allow for St Albans Rugby Club to continue to make use of formal marked pitches during and beyond the period of construction, and to benefit from access to grass pitches and to a 3G pitch within the school site when complete.
145. The redevelopment would allow St Albans Rugby Club to retain access to their existing clubhouse. Consideration would be given within the design of the school site to efficiently use car parking spaces to serve both the schools and club needs.
146. Formal arrangements exist at present for facilities at Willows High School to be used by Bridgend Street Football Club.
147. It is anticipated that the new Willows High School and Baden Powell Primary School buildings would be located at the North Eastern end of Tremorfa Park as this area is outside of the flood zone. Vehicular access to the school site would be planned from Ffordd Pengam.
148. As an integral part of the proposal, following construction of the new school buildings and demolition of the existing Willows High School, a linear park would be created extending from Tremorfa Park adjacent to the existing Willows High School site. This would support pupils, parents and other members of the local community who wish to travel between the sites by active means including cycling, scooting and walking.
149. The existing Willows High School site was previously held in charitable Trust and restricted to "Public Recreation and Pleasure Ground" use.

Following independent valuation, this was exchanged for land at Tremorfa Park, which is now held in trust.

150. In order to facilitate the transfer of Willows High School to Tremorfa Park, arrangements would need to be made to exchange Tremorfa Park, placing commensurate open space into trust. The Council would therefore seek to place the vacated Willows High School site and the existing linear parkland, of commensurate value, into trust for use by the local community as public open space.
151. In the event that the proposal to close St Alban's R.C. Primary School is taken forward, the Catholic Archdiocese anticipates that a capital receipt would be realised and that this would be invested in further developing Catholic school provision within Cardiff.
152. The Council would, following the closure of St Albans R.C. Primary School, operate an enlarged Baden Powell Primary School across the two existing sites of the schools during a transition period until the new school buildings are completed.
153. Following the transfer, at the end of the transition period, of the Baden Powell pupils to the completed new buildings, it is proposed that the vacated St Alban's site would accommodate enhanced early years provision. It is anticipated that the Baden Powell Primary School buildings would be demolished shortly after vacation.
154. The facilities on the existing Willows High School site presently used by Bridgend Street Football Club would be retained and a new agreement made.
155. The existing playground facility at the north eastern end of Tremorfa Park, displaced by the new school buildings, would be replaced within the linear park.

### **Benefits of the proposals**

156. The proposals would:
  - Inspire and regenerate the schools and local community through the new 21<sup>st</sup> Century facilities and enhanced partnerships
  - Provide new facilities on a shared site, equipped to provide all pupils from age 4-18 with a broad and balanced curriculum in high quality facilities
  - Enable closer working relationships to improve transition between key stages and help to avoid the traditional dip in achievement at the time of transition from the primary to the secondary sector that some pupils experience
  - Ensure an additional range of resources, services, and facilities that pupils of primary and secondary age can share in different locations on the same site

- Give all in the community an improved opportunity to make use of the resources and facilities
- Enable collaboration across the sectors on the same campus, facilitating the link between education and children's services, children and young people's health services and other agencies involved with children and young people
- Increase the proportion of secondary school pupils in Adamsdown and Splott taking up places at a school within their local community
- Reduce the length of journeys taken by secondary school and post 16 learners commuting to other schools, education and training providers
- Enable some pupils in the secondary sector to accompany their young siblings to the primary school on a shared site.

### **Admissions and Catchment areas**

157. There are no plans to change the Council's policy on the admission of children to schools, as a result of this proposal.
158. As the admissions authority, Cardiff Council would continue to be responsible for the admission of pupils to Baden Powell Primary School and Willows High School.
159. Admission arrangements for the 2021/22 school year, in which the revised arrangements would take effect, would be subject to consultation in Autumn 2019/ Spring 2020 in accordance with the requirements of the Admissions Code.
160. The Published Admission Number for Baden Powell would increase from 60 places to 90 places per year group. The Published Admission Number for Willows High School would increase from 221 to 240.
161. There are no changes proposed to primary school catchment areas to take effect from September 2021. The supply of and take up of school places would be kept under review and consideration would be given to future changes if deemed necessary.
162. 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.
163. The Archdiocese has indicated that admissions arrangements for other Catholic primary schools within the local cluster, namely St Peter's, St Patrick's, St John Lloyd and St Cadoc's would give equal priority to those children within the current 'catchment' which St Alban's serves.
164. Arrangements would also be made with St Illtyd's High School to ensure that there would be no negative impact on pupils unable to secure in year transfers to alternative Catholic primary schools.



165. Detailed information regarding admission arrangements for 2019/20 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](http://www.cardiff.gov.uk)).

### **Impact of the proposal on the Welsh Language**

166. It is not anticipated that there will be any differential impact on the Welsh Language, as a result of this proposal.
167. 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.
168. 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.
169. 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.
170. 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.
171. 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.
172. 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.

### **Community Impact**

173. 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 proposals avoid negative impacts and have a positive impact overall wherever possible.

174. The new school facilities for pupils aged 4 – 16, as part of an overall site that aims to provide education opportunities from birth to adulthood, would be developed for the wider benefit throughout the local community in the sharing of facilities outside of school hours. The improvements to public open space are anticipated to have a significant, long term positive impact on the community.
175. 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.
176. Whilst the Flying Start services provided on the Willows High School site would be provided, there is no reason that the services would be negatively impacted.
177. 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.
178. The development of a viable model for all schools across the city to be accessed by the communities which they serve is needed.
179. The redevelopment of Tremorfa Park will allow St Alban's Rugby Club to make use of better facilities in the longer term and interim arrangements will be made to ensure that the club retains access to pitches during the construction period.

## **Wellbeing of Future Generations**

180. 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.
181. 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.
182. 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.

## **Local Member consultation**

183. Local members have been consulted on the proposals.

## **Scrutiny Consideration**

184. The Children and Young People's Scrutiny Committee will consider these proposals on 9 July 2018.

## **Reason for Recommendations**

185. To meet the demand for English-medium early years', primary and secondary school and post 16 places in Adamsdown and Splott.

## **Financial Implications**

186. This report recommends that a consultation process is commenced in respect of a number of proposals regarding educational provision to serve Splott and Adamsdown. Any decision to consult will not commit the Council, at this stage, to any significant financial commitments. However, should the proposed scheme ultimately proceed as outlined in this report, there are a number of financial implications to be noted and these are described in the following paragraphs.

187. The largest element of this scheme is the construction of a new build, and enlarged, Willows High School and a new and enlarged Baden Powell Primary School.
188. A new build Willows High School formed part of the outline 21st Century Schools Band B Programme, approved by Cabinet in December 2017 and, at that stage, was to be funded via Welsh Government's traditional capital route, where grant funding would be provided for 50% of the total cost and the Council would meet its 50% share via a combination of external borrowing and capital receipts.
189. However, as outlined in the Cabinet report of 21 March 2019, regarding the funding strategy for the 21st Century Schools Band B Programme, the preferred option is now for this particular scheme to be funded via the WG's revenue funded Mutual Investment Model (MIM). This will mean that, ultimately, the new building will be constructed via a Special Purpose Vehicle and the Council will make a net contribution of 19% (with WG providing 81% of the revenue funding required) towards the annual unitary charge for a period of 25 years. The funding required for the Council's contribution will be made available via the SOP Revenue Reserve, which also meets revenue costs arising in relation to programme delivery and capital financing.
190. In addition to the main new build element of this scheme, there will be other capital costs arising that cannot be met from within the scope of MIM. These costs will include those directly connected to the new school, such as FFE and ICT, as well as other costs not directly connected to the new building, such as the required reinstatement of park land.
191. These costs are still within the scope of the 21st Century Schools Programme and will be funded via the traditional capital route, with WG contributing towards 65% of the costs, following a recent change in the intervention rate, reducing the level at which the Council will need to contribute towards the scheme.
192. Further work is required to understand the full extent of these particular costs, however the SOP Revenue Reserve currently includes an estimated allocation for these works and they are considered affordable within the current parameters of the financial model.
193. Any costs arising that are not directly or indirectly linked to the scheme, but proposed as part of this overall development, will need to be funded from within existing allocations in the Council's capital programme. In addition, any capital required for maintaining the affected schools in the interim will need to be met from within existing resources.
194. Other capital costs arising from this proposed development include the acquisition of, and adaptations to, the current St Alban's R.C. Primary School building. The buildings are currently outside of Council ownership and funding will need to be identified for the total cost of the acquisition,

less any existing outstanding liabilities between the Council and the Archdiocese.

195. Any adaptations required to create the Integrated Children's Centre will need to be funded from within resources already approved as part of the Council's capital programme.
196. In addition to the funding required to acquire and adapt St Alban's R.C. Primary School, a clear strategy for the existing Baden Powell Primary School site will need to be determined. Should a decision be made to dispose of the site, it will be necessary for the proceeds to contribute towards the current capital receipts target for the Council, of which the affordability of the Band B Programme is partly reliant upon. Should the site be retained and developed upon by the Council, it will be important that the cost of this can be met from within existing approved resources, external resources or is progressed on an invest to save basis.
197. There are also a number of financial implications arising from a revenue perspective.
198. The first of these is the funding required for the additional 11-16 pupils at Willows High School, due to the fact that the majority of school funding is driven by pupil numbers. If overall pupil numbers increase within Cardiff, as expected, the funding required will be factored into the Council's medium term financial plan and subsequently provided as growth to the overall school budget as part of the annual budget process.
199. Whilst the proposed closure of St Alban's R.C. Primary School will result in savings arising, it is assumed that the pupil-led funding attached to that school will be required to fund the increase in pupil numbers at the expanded Baden Powell Primary School. However, certain elements of school funding are provided to individual schools on a lump sum basis and, therefore, the closure of St Alban's will result in certain savings arising. It is assumed, at this point, that these savings will either be absorbed into the wider school budget or extracted and added to the SOP Revenue Reserve. Savings may also arise from the reduced age range of Baden Powell Primary School, however it is assumed that these would be required to fund the increased capacity of Tremorfa Nursery School.
200. Other revenue implications include the proposed extension of the age range of Willows High School. Because funding for post-16 education is provided in the form of WG grant, the Council cannot directly control the overall level of funding provided. Whilst WG will use learner numbers as the basis of distributions to each local authority, it cannot be guaranteed that funding will increase in direct correlation with pupil numbers. On that basis, there is a risk that the introduction of post-16 provision at Willows High School will have a financial impact upon both the school itself and other schools with post-16 provision in Cardiff, due to the potential for a dilution of the per pupil funding levels.

201. A further consideration will be the potential for redundancy costs to be incurred as a result of the closure of St Alban's R.C. Primary School. Should this be the case, it will be necessary for any costs arising to be met from within the SOP Revenue Reserve.

### **Legal Implications**

202. 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.
203. 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.
204. A local authority can make school organisation proposals, including the discontinuation of a voluntary school or making regulated alterations to a community school or maintained nursery school, under sections 42-44 of the Schools Standards and Organisation (Wales) Act 2013. The proposals set out in the report must be considered having regard to the provisions of the 2013 Act and the School Organisation Code 2018, which sets out factors to be considered in respect of different proposals, the statutory procedures, legal requirements and guidance.
205. The Council is required, prior to publishing its proposals, to undertake a consultation on its proposals in accordance with section 48 of that Act and the School Organisation Code 2018. The recommendations seek authority to carry out that statutory consultation.
206. Case law has established that the consultation process should:
- (i) be undertaken when proposals are still at a formative stage;
  - (ii) include sufficient reasons and information for particular proposals to enable intelligent consideration and response;
  - (iii) provide adequate time for consideration and response; and;
  - (iv) ensure that the product of consultation is conscientiously taken into account when the ultimate decision is taken.
207. The Schools Organisation Code sets out further detailed requirements and guidance in relation to the statutory consultation, including the requirement for publication of a consultation document (and the contents of that document), a minimum 42 days consultation period including at least 20 school days, and a list of statutory consultees, including parents, pupils, governing bodies, religious bodies, the Welsh Ministers and Estyn.

208. Following the public consultation, the Council is required to issue a consultation report, setting out the issues raised by consultees and its response to those issues. At this stage, a further report would be submitted to the Cabinet to decide how to proceed.
209. It should be noted that proposals affecting sixth form provision require the approval of the 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.
210. Land at Tremorfa Park is currently held for recreational purposes under a trust which has the Council as its corporate trustee. To comply with charity law, a release of the relevant land from the trust will need to be in exchange for a dedication of alternative recreational land which is of no less benefit to the trust. For the purpose of resolving to carry out the proposed exchange of land, the Council as trustee will need to obtain a valuation report from an independent surveyor confirming that the proposal represents no less than equality of exchange to the trust in terms of value.
211. If the proposals are taken forward, the admission arrangements, including admission numbers and catchment areas, will need to be determined, following consultation, in accordance with the School Admission Code and the Education (Determination of Admission Arrangements) (Wales) Regulations 2006.
212. In considering the proposals, the Council must have regard to its public sector equality 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. An Equalities Impact Assessment should be carried out to identify the equalities implications and due regard should be given to the outcomes of the Equalities Impact Assessment.
213. The Council must also be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards and consider the impact of its proposals upon the Welsh language.
214. The Well-being of Future Generations (Wales) Act 2015 requires the Council to consider how the proposals will contribute towards meeting its well-being objectives (set out in the Corporate Plan). Members must also be satisfied that the proposals comply with the sustainable development principle, which requires that the needs of the present are met without compromising the ability of future generations to meet their own needs.
215. Further legal advice will be provided as proposals are progressed.

## **HR Implications**

216. These proposals present significant HR implications for all of the schools affected. Firstly, the proposed expansions of both Willows High School and Baden Powell Primary School will require the respective Governing Bodies to plan for the workforce requirements in readiness for the expansion. The Governing Body of Baden Powell Primary School will also need to consider the impact of the proposal to reduce the age range of the school. The Governing Bodies will be encouraged to undertake this work in line with the SOP HR Framework and relevant HR Policies which means that any vacancies which arise should be considered as redeployment opportunities for staff on the school redeployment register.
217. The proposal to close St Alban's R.C. Primary School places school staff at a potential risk of redundancy and this will need to be managed in line with the School Redeployment and Redundancy Policy, which has been adopted by the school governing body. In the period leading up to the school closure the Council will work with the Headteacher and Governing Body to ensure that staff continue to be supported and motivated during what may be a potentially difficult situation. Full consultation with staff will need to take place following the outcome of this report and it will also be necessary to fully investigate the consequences of the closure of St Alban's R.C. Primary School in light of the expansion of Baden Powell Primary School and Tremorfa Nursery. In particular, as the staff at St Albans R.C. Primary School are employed by its Governing Body, and not the Council, consideration will need to be given to the Transfer of Undertakings (Protection of Employment) legislation to determine the extent to which it may apply in this case.
218. The consequences of the proposed changes to Tremorfa Nursery School will need to be fully considered and discussed with the Governing Body, to include any changes to school governance arrangements to take account of the proposal to include an integrated children's centre. This will require full consultation with staff and trade union colleagues when known.
219. Full support will be offered to all school staff and Governing Bodies by HR People Services throughout this reorganisation, which will involve attendance at consultation meetings, meetings with school staff if appropriate, and the circulation of Frequently Asked Questions documents.

## **Traffic and Transport implications**

220. In line with the Wellbeing of Future Generations Act, the Council is committed to providing Local Schools for Local Children, together with encouraging use of sustainable modes to travel to schools, such as walking, cycling and scooting. 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.



221. The Council's Local Development Plan (2006-2026) includes a target of 50% of all journeys to be made by sustainable transport. Minimising the proportion of school journeys made by car and maximising opportunities for travel to school by active and sustainable modes can make an important contribution to achieving this target and reducing pressures on the transport network at peak times. Increasing travel to school by active modes will have a positive impact on children's health and wellbeing and will support the delivery of key actions and outcomes under Goal 5 of the Council's Child Friendly City Strategy (2018), which relates to ensuring access to safe outdoor environments for formal and informal play, walking, cycling and scooting and active travel to school.
222. The Council's current Corporate Plan includes a commitment to every school in Cardiff developing an Active Travel Plan. Such a plan will identify actions by the school to support and encourage active travel to school and also any improvements to on-site and off-site infrastructure required to facilitate active journeys.
223. The provision of new schools and the relocation of existing schools provides a clear opportunity to address travel behaviour in the context of a new setting. The Council's approach to this for the new Willows High School site, also incorporating primary school provision, will need to address the following issues:
- The introduction of a large school community onto an existing park will potentially generate significant additional vehicular trips to the site, which could increase traffic pressures on the adjacent highway network. The potential extent of these will be identified when the Transport Assessment is commissioned. These impacts will need to be mitigated through:
    - the design and layout of the school site;
    - the design of the site access and parking arrangements including minimising on-site car parking;
    - the provision of on-site facilities, such as cycle parking;
    - development and improvement of off-site routes and engineering measures to facilitate travel to school by walking and cycling including speed management measures, new crossing facilities and parking restrictions on adjacent streets;
    - the development of an Active Travel Plan and a firm commitment for the new school to implement and sustain it.
  - A new vehicular access to the Tremorfa Park site from Ffordd Pengam would need to be provided to supplement the existing access to the park. This will provide a visible main vehicular access to the school from the highway network.
224. The mitigation measures will be best placed to minimise any vehicular impact on the highway network with quality cycleway network connections across the catchment, linking beyond to the citywide cycleway network and combined with direct and convenient pedestrian routes and comprehensive public transport services.

225. The Transport Assessment work will be progressed once confirmation of the education recommendations is received, and could identify further issues which would need to be addressed.
226. Data from the annual Hands Up survey (2017) for Willows High School, Baden Powell Primary School and St Albans R.C. Primary School gives results obtained from 349 primary school pupils and 386 Willows High School pupils as in Table 2.

<b>Table 2: Modes of travel to school by surveyed pupils in annual Hands Up survey 2017</b>		
Travel mode	Willows High School (386 pupils)	Baden Powell Primary School and St Albans R.C. Primary School (349 pupils)
Walk	56%	52%
Cycle	4%	6%
Skate	2%	2%
Bus	15%	3%
Car	17%	36%
Car share	1%	1%
Park and walk	0	1%

227. The new school site is located slightly further away from the homes of some of the existing pupils which could be approximately an additional half mile, but others will be closer. It is possible some parents may feel a greater inclination to drive their children to school.

### **Walking, scooting and cycling routes**

228. The new school site is located on the site of Tremorfa Park, with the most direct pedestrian access onto the new site approximately 500m from the nearest existing Willows High School access gate. It will therefore be within reasonable walking, scooting or cycling distance for most pupils. Measures to encourage pupils, parents and staff to use active travel to the school will need to be built into the design of the access arrangements for the new school.
229. The site of Tremorfa Park and St Alban's Rugby Club has its main access from Kenyon Road and this entrance would form a main walking and cycling route to the front of the building. The existing access would need to be modified to provide safe routes for walking, scooting and cycling whilst also being available as an emergency and delivery access.

230. The main vehicular access into the school site would be via a new access road from Ffordd Pengam and would also incorporate an access route for walking, scooting and cycling.
231. Other potential routes for pedestrians and cyclists will link from the surrounding areas into the site for good quality, direct and convenient routes to school to encourage walking, cycling and scooting. Accesses to be confirmed are expected to include the existing routes into Tremorfa Park. Walking and cycling access will also be maintained to the proposed Linear Park.
232. The primary and secondary schools will have separate access routes once inside the overall site.
233. The Transport Assessment work will identify and inform proposed measures to support active travel routes. The Council's transport team will work closely with planning and education colleagues to develop the right solutions and support the development of the site travel plan which will incorporate an Active Travel Plan.

### **Active Travel Plan**

234. The Active Travel Plan will be developed in conjunction with the planning, design and delivery of the new school facility and is expected to be made a condition of the planning consent.
235. In developing the Active Travel Plan, officers from the transport, planning and education teams will work together to ensure it is fully tailored to the setting of the school and its future needs. Development of the plan is likely to include the following activities:
  - Early engagement with the school's head teachers, governing bodies and ward councillors to identify key issues and potential solutions;
  - Engagement with parents, pupils and staff including help with personalised travel planning;
  - Identification of essential facilities and infrastructure within the school site to support active travel, such as bicycle and scooter stands;
  - Specification of supporting off-site engineering measures to facilitate walking and cycling to the site;
  - Support from the Council's Road Safety Team to deliver active travel-supporting activities including national standards cycle training, Junior Road Safety Officers, Kerbcraft and Streetwise, and working with Welsh Cycling Go Ride team to deliver cycling skills.
236. On-site car parking must not exceed limits included in the Council's adopted parking standards included in the Managing Transport Impacts Supplementary Planning Guidance (2018).

## **Learner Travel Arrangements**

237. There are no plans to change the Council's transport policy for school children.
238. 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.
239. The Council's transport policy for school children can be viewed on the Council's website [www.cardiff.gov.uk/schooltransport](http://www.cardiff.gov.uk/schooltransport).
240. Under the Council's current Home to School Transport Policy pupils attending St Alban's R.C. Primary School and resident in Cardiff wishing to continue attending a Catholic primary school, who are unable to access a Catholic primary school within 2 miles of their home address, would be provided with free home to school transport to the nearest available Catholic primary school.
241. Although there are 179 pupils enrolled at St Alban's (most recent Number on Roll data), it is not known how many children would remain on roll in August 2021 nor is it known how many would opt to travel to an alternative Catholic primary school should St Alban's R.C. Primary School close.
242. The Council would not be liable for the cost of transporting any younger siblings who subsequently attend these other schools, should a place be available at a Catholic school in closer proximity.
243. At present, there are three pupils are provided with home to school transport to St Alban's R.C. Primary School and these children would continue to be provided with free home to school transport to the nearest school of the preferred type of school as there is not a safe home to school walking route available.

## **Equality Impact Assessment**

244. An initial Equality Impact Assessment has been carried out. It concluded that the proposed changes would not negatively affect a particular group in society. Where particular groups are identified as being impacted, mitigating actions have been identified. This assessment will be reviewed after the consultation. Further equality impact assessments would also be carried out if the proposal goes ahead. A Statutory Screening Tool including Equality Impact Assessment is attached as Appendix 6.

## **RECOMMENDATIONS**

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

- Discontinue St Albans R.C. Primary School from 31 August 2021;

- Increase the capacity of Baden Powell Primary School from 420 places (2 Forms of Entry) to 630 places (3 Forms of Entry), and reduce the age range of the school from 3-11 years to 4-11 years, from September 2021;
- Transfer Baden Powell Primary School to Tremorfa Park and replace the existing buildings with new build facilities with capacity to provide 630 places (3 Forms of Entry).
- Transfer Willows High School to Tremorfa Park and replace the existing buildings with new build accommodation, increasing the capacity of the school from 1,121 places (7.4 Forms of Entry) to 1,200 places (8 Forms of Entry)
- To establish post-16 provision for up to 250 pupils within the new buildings;
- Increase the capacity of Tremorfa Nursery School from 112 places to 128 places and expand the range of services provided on site including Flying Start childcare and parenting support, within an Integrated Children's Centre on the existing Tremorfa Nursery School site and the vacated St Albans R.C. Primary School site;
- Upgrade community facilities in the Splott Ward through the replacement of public open space at the former Willows High School site, significantly enhanced community facilities located on the new school site and replacement pitches for shared use with St Albans Rugby Club and the wider local community at Tremorfa Park.
- 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.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>NICK BATCHELAR</b> Director of Education & Lifelong

*The following appendices are attached:*

Appendix 1: Cabinet Report, 12 October 2017

Appendix 2: Cabinet Report, 14 December 2017

Appendix 3: Correspondence from Director of Schools & Colleges, Archdiocese of Cardiff, 17 April 2017

Appendix 4: Projected availability of and demand for primary school, secondary school and post 16 places

Appendix 5: Map of English-medium community primary and secondary school catchment areas

Appendix 6: Statutory Screening Tool including Equality Impact Assessment

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**DEVELOPING THE EDUCATION ESTATE IN CARDIFF**

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

**AGENDA ITEM: 4**

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**DIRECTOR OF EDUCATION AND LIFELONG LEARNING**

**Reason for this Report**

1. To outline the challenges and opportunities facing Cardiff in the development of the education estate and to highlight aspects which require proposals to be brought forward to subsequent Cabinet meetings in the following areas:
  - Cardiff priority schemes for Band B of the 21<sup>st</sup> Century Schools Programme
  - An approach to the development of provision for learners with additional learning needs (ALN), including the development of new provision and the remodelling of existing provision in Cardiff schools

**Context**

2. The Council and its partners outlined in 2016 a clear vision for education in the city in Cardiff 2020: a renewed vision for education and learning in Cardiff

“All children and young people in Cardiff attend a great school and develop the knowledge skills and characteristics that lead them to become personally successful, economically productive and actively engaged citizens.”
3. There are five key goals to deliver Cardiff’s aspiration:
  - Excellent outcomes for all learners
  - A high quality workforce
  - 21<sup>st</sup> Century learning environments
  - A self-improving school system
  - Schools and Cardiff in partnership
4. The Council’s Capital Ambition strategy has made a clear commitment to continuing the investment in, and improvement of, Cardiff schools to

make sure every child has the best possible start in life. The delivery of 21<sup>st</sup> century learning environments will ensure that there are appropriate, high quality school places for young people which meets the needs of Cardiff's growing and changing population.

5. In recent years there has been significant investment in the development of the education estate in Cardiff, both prior to, and then as part of, the Band A phase of the Welsh Government 21<sup>st</sup> Century Schools Programme. Cardiff has benefitted greatly from the initial "Band A" investment programme of the 21<sup>st</sup> Century Schools programme, with circa £164 million to expand the number of both English and Welsh medium places. Band A will deliver two new High Schools: Eastern High in collaboration with Cardiff & Vale College and Cardiff West Community High School as well as six new primary schools.
6. However significant challenges remain as a result of the rapid growth in the school age population, and against a background of many of the existing school buildings requiring significant further investment to bring them up to an acceptable standard.
7. The first part of this report outlines the:
  - Sufficiency needs of the school population;
  - Condition of the school estate;
  - Suitability of the estate to meet the demands of 21<sup>st</sup> Century Learning;
  - Projected growth in education provision resulting from the Local Development Plan.
8. **Sufficiency** refers to the capacity of the school estate to meet the numbers of young people who require school places.
9. There are four categories used to define the **condition** of school buildings.

These are:

  - A - Performing as intended and operating efficiently;
  - B - Performing as intended but exhibiting minor deterioration;
  - C - Exhibiting major defects and not operating as intended;
  - D - Life expired and risk of imminent failure.
10. The factors that influence **suitability** of use for the delivery of 21<sup>st</sup> Century learning are:
  - Age of school (c.50% of Cardiff schools built 1945-1976; 25% Victorian schools);
  - Building design;
  - Pedagogy;
  - Best use of facilities.

The report then sets out the challenges facing Cardiff in relation to:



- Cardiff priorities for Band B of the 21<sup>st</sup> Century Schools Programme
- Funding for the management and maintenance of the existing education estate
- An approach to the development of provision additional learning needs (ALN), including the development of new, and the remodelling of existing, provision in Cardiff schools.

## **Analysis of Need**

### **Sufficiency Issues in the Mainstream**

11. The Council, as the Local Education Authority, has a statutory duty under the Education Act 1996 to ensure that it provides sufficient school places in Cardiff. This requires the Council to ensure that it has local schools for local children and an appropriate balance of school places in primary, secondary, and special sectors and through the mediums of both English and Welsh for the young people of Cardiff.
12. The significant factors that influence the sufficiency of school places in Cardiff include:
  - A rapidly growing population in the city that has seen growth by 1.1% per annum, which is equivalent to around 4,000 individuals for the past 10 years;
  - This has resulted in successive, large reception age cohorts of 4,200 children entering the system and significantly exceeding the intakes in the last 10-year period. The most recent reception intake represents an increase of 28%, with over 800 more children, compared to the 2006 intake of 3,381;
  - The large primary cohorts are now reaching secondary school age and by September 2019, they will exceed the numbers of places available across the city at entry to Year 7;
  - As Cardiff's population has grown, so has the number of children with Additional Learning Needs (ALN). At present, 23.4% of pupils in Cardiff schools have an Additional Learning Need (ALN). There are currently appropriately 1,800 statements of ALN across the authority. There are a range of schools and settings located across Cardiff which meet the educational needs of this cohort of young people. However the demand for places exceeds the number of places available and this trend is set to continue into the future.
  - The Local Development Plan adopted by Cardiff maps the infrastructure required to facilitate and sustain the city's growth up to 2026. This involves the potential building of 41,415 homes over the period of the plan, including sizeable strategic sites in the north and west of the city. There will be up to 5000 homes in each area. This will generate significant increases in the demand for school places across the city over the next 10 years.

### **Primary Sector Sufficiency**

13. 4,339 children entered reception in September 2016. There was a 5% surplus of places at reception and a 6.4% surplus in the other year groups of the mainstream primary sector (ages 4-11). The Council has delivered:
  - 6% surplus in English Medium primary schools (age 4-11);
  - 9% surplus in Welsh Medium primary schools (age 4-11).
14. An analysis of levels of surplus in the primary school sector indicate that a broad balance in the supply of, and demand for, English Medium places may be achieved through changes to catchment areas and/ or other organisational changes. There remain some localised sufficiency issues in Butetown and in Fairwater.
15. In accordance with the Welsh Government Policy aspirations and the Cardiff Council's Welsh in Education Strategic Plan (WESP), some additional investment is necessary to increase Welsh medium places in primary phase.

### **Secondary Sector Sufficiency**

16. The rising primary aged school population will lead to a shortage of English medium secondary school places in 2019.
17. There are currently 134 forms of entry for Year 7 combining Foundation, Faith and Community secondary schools across both English and Welsh language mediums.
18. The most recent secondary school projections suggests that demand for:
  - English-medium places at entry to secondary education (Year 7) will exceed places available by September 2019;
  - English-medium places throughout the whole secondary age range (11-16) will exceed places available by September 2022;
  - Welsh-medium places at entry to secondary education will exceed places available by September 2021.
19. The projections indicate that there will need to be an additional 8 Forms of Entry (equating to 240 pupil places more per year) over and above the existing 114 form of entry city-wide at entry to Year 7 in the English-medium sector, in order to accommodate the existing residential population and known migration patterns. The central areas of the city have the most acute need for additional schools places.

## **Bilingual Cardiff 2017-202 and Welsh in Education Strategic Plan 2017-2020**

20. The Welsh Government's Welsh Language Strategy sets out the vision of a million Welsh speakers across Wales by 2050. Cardiff Council has developed a five-year Bilingual Cardiff strategy to increase the number of Welsh speakers within Cardiff that builds upon the work already undertaken to meet the needs of Welsh speakers, learners and communities across the city.
21. Cardiff Council believes that the education system is a key element in ensuring that children are able to develop their Welsh skills, and for creating new speakers. Cardiff's Welsh in Education Strategic Plan (WESP) supports both strategies. The WESP also contributes to the seven national well-being goals within the Well-being of Future Generations Act. In particular to a prosperous Wales providing high quality education and training to children and young people in the language of their choice and creating a vibrant and thriving Welsh culture.
22. Between 2016/17 and 2021/22, there is a projected increase of total pupils taught through the medium of Welsh in Cardiff to 15.2% making a significant contribution to meeting the targets set in the Council's Bilingual Cardiff Strategy.
23. It is recognised that the continued growth in the Welsh-medium primary sector will necessitate an increase in provision in the Welsh-medium secondary sector, however it is not anticipated that this will be required until after 2022. There is currently a 16% net surplus capacity within the secondary sector due to the 3<sup>rd</sup> Welsh Medium High School, Ysgol Bro Edern, opening in the 2013/13 academic year. Therefore, adaptation to existing provision can be utilised until after 2024, taking the need for additional Welsh secondary provision outside of the timescales of Band B. For Reception applications in September 2017, there was 12% surplus capacity across 10 Welsh medium primary schools, as Cardiff has invested heavily in primary sufficiency as part of its Band A capital programme.
24. The Council will continue to monitor pupil projections, conduct feasibility studies and undertake planning and development work to ensure that the Council will be in a position to ensure the sufficiency of Welsh medium secondary places when necessary. Additional provision will be required to accommodate the residential population generated by the Local Development Plan (LDP) major housing sites in the North and West of the City.

### **Sufficiency Issues in the special sector**

25. There has been a significant growth in the numbers of young people with Additional Learning Needs (ALN) since 2012. This can be attributed to the general population growth but it is also related to other factors, such

as the improved survival rates for children with complex disabilities and increased incidence/identification of autism spectrum conditions.

26. The need for special school places is projected to grow over the next 5-10 years. Increased need is anticipated in all areas of ALN and particularly in:
  - Behaviour emotional and social needs (BESN);
  - Complex learning needs (CLN); The term CLN is used here as a generic term for a range of primary need labels, including severe learning difficulties (SLD), physical and medical needs (PMED), profound and multiple learning disabilities (PMLD).
  - Autism spectrum conditions (ASC).
27. Between 2017 and 2022 an additional 220 places for pupils with autism spectrum conditions and complex learning needs, and approximately 70 additional places for pupils with behaviour emotional and social needs, will be required in order to meet growing demand.
28. The rate of growth over the last 5-10 years has exceeded earlier projections. Over the last two years, the Local Authority special school provision has been unable to meet fully the current need. The additional provision, afforded by the development of Ty Gwyn and the Marion Centre, are now at capacity, with no further scope to extend specialist places within the current accommodation.
29. Cardiff has been obliged to turn to the independent sector in order to comply with statutory duties. In 2017-18, Cardiff will be funding 113 pupils in independent special school places at a total cost of £2.5M. The cost of these places ranges from £28K to £57k per annum, compared to costs for Cardiff special schools of £14k to £25k per annum. The reliance on independent schools is a significant financial challenge for Cardiff.
30. Ty Gwyn Special School expanded and transferred to a new building in 2009. It is now at maximum capacity and provides 170 places for young people who have profound and multiple learning difficulties or autism spectrum conditions.
31. The Marion Centre, on the site of the Bishop of Llandaff School, provides 55 places for young people with autism. There has been successive growth year-on-year and this specialist provision is now at maximum capacity.
32. Over the same period, Cardiff has expanded places in other Specialist Resource Bases (SRBs) located in mainstream schools, particularly for pupils with autism spectrum conditions. Since 2012, 40 additional places have been provided through the development of new SRBs.

### **Condition & Suitability Issues**

33. 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.

34. Using a detailed and robust methodology, a prioritisation matrix has been developed to classify all properties across the school estate from A to D, with D being the worst category for the following issues:
  - Sufficiency of places available;
  - Condition of the school buildings;
  - Suitability of the environment for teaching.
35. The sufficiency ratings for all schools were prepared using the corporate population database and methodology used for the planning of school places. The condition and suitability rating were prepared independently, using Welsh Government approved methodology.
36. Approximately £17m, or 14%, of maintenance and condition issues of the estate have been addressed through Band A of the 21<sup>st</sup> 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 and suitability works undertaken in primary schools.
37. 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 £3m per annum. This resource is allocated on a priority basis and is predominantly limited to keeping properties safe and watertight.
38. Works to address the compliance issues in a number of secondary schools in 2016-2017 required an additional investment of approximately £5 million. A complete review of electrical compliance issues across the city's entire education stock resulted in additional compliance works, estimated to have cost approximately £350K.
39. Electrical works completed in response to condition surveys have resulted in a much reduced asset management budget for the medium term. Resources have been brought forward from future years to address the immediate problems and during the summer vacation in 2017 further asset management works have been completed.
40. The electrical compliance works, and the significant backlog in condition and suitability works, require the Council to explore ways of securing significant additional investment in the education estate. This investment is required to ensure that its ageing educational properties remain safe and are fit-for-purpose into the future.
41. In order to understand fully the current condition and suitability of the school estate, Project Management Consultants were engaged in 2017 to update the 2010 conditions surveys. The focus of the 2017 analysis was the top 15% of the school estate in the worst condition, or properties with significant suitability issues. It is intended that the entirety of the

education estate is resurveyed by the end of the year. Table 1 shows the proportion of schools classified as C and D.

**Table 1: C and D Condition Properties**

<b>C Condition Property</b>	<b>D Condition Property</b>
42% Primary Sector (41 schools) 56% Secondary Sector (10 schools) 88% Special Sector (6 schools)	16% of Secondary Sector (3 schools)

42. There are now three High Schools in Cardiff that are classed as “D”, which means that they are at the end of life in terms of their condition. These are Cantonian High, Willows High and Fitzalan High.
43. A large proportion of primary, secondary and special schools are classified as “C” condition, which means that they are exhibiting major deterioration. This represents 46% of the overall estate. There are two schools, which are in the sub-classification of “C-“. This means that the buildings are nearing their end of life and will require urgent attention in the very near future. These are the Court Special School and Riverbank Special School.

### **Suitability**

44. In a 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, ventilation and acoustics are restricting the access of young people to a broad and balanced curriculum.
45. From the suitability surveys, it was found that the majority of secondary and primary schools surveyed were classed a “C”. This means that their environments are poor, inhibit 21<sup>st</sup> Century teaching and learning and have an adverse impact on the school organisation.
46. Four schools in the special sector are classified as “D” for suitability (Table 2). These properties have poor environments, with the buildings seriously inhibiting the schools’ ability to deliver the curriculum.

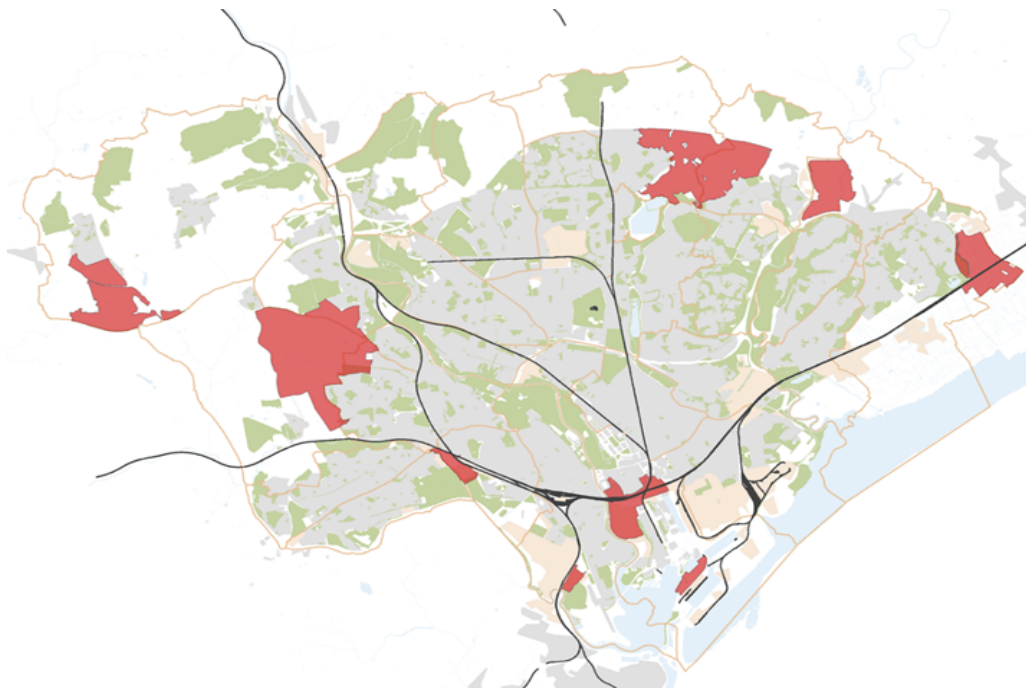
**Table 2: D Suitability Properties**

<b>D Suitability Property</b>	<b>ALN Category</b>
The Court Special School	BESD (4-11)
Greenhill Special School	BESD (11-16)
Riverbank Special School	CLN (4-11)
Woodlands Special School	CLN (11-19)

## Local Development Plan & Major Housing Sites

47. The current northeast housing site is expected to generate demand for a 8-form entry high school, with the same demand situation projected in the west of the city. Current indications are that these will not be required until 2022/23 onwards. However, some temporary measures may be required to accommodate demand from the early phases of housing.
48. Determining the type of educational provision and the time-frame for delivery will be a significant aspect of the planning of educational places in the new housing sites. There will also be special school provision included in these new areas. The proportion of education provision in each medium and denomination will vary according to demand within particular communities at the time of the building development. The nature of the demand will be monitored throughout the build periods to ensure that there is a sufficiency of places in all mediums and school categories across the city.
49. The provision of new schools serving newly established communities, in the Local Development Plan major housing sites in the North East and North West provides Cardiff with the opportunity to provide new Welsh-medium provision. It may also provide opportunities to re-organise existing English-medium and Welsh-medium provision, where appropriate, in adjacent communities to deliver the aims of Cardiff's Welsh in Education Strategic Plan (WESP), Bilingual Cardiff Strategy and the Welsh Government Welsh Language strategy.

### Map 2: Local Development Plan, Housing Areas



## **Action required to address the needs in the education estate in Cardiff**

50. The city has already responded to the statutory duties to provide a sufficiency of school places through the delivery of the Band A 21<sup>st</sup> Century Schools and Education Programme and through other investment as outlined earlier in this report. However it is clear that the growth of the pupil population, the age and condition of much of the existing education estate and the marked growth in the need for further special additional learning needs provision, require action to be taken both within the timespan of Band B, 2019-2014 and prior to it.

### **21<sup>st</sup> Century Schools Programme**

51. The 21<sup>st</sup> Century Schools and Education Programme is a collaboration between the Welsh Government (WG), the Welsh Local Government Association (WLGA) and Local Authorities. It is a major, long-term and strategic, capital investment programme with the aim of creating a generation of 21<sup>st</sup> century schools in Wales. The programme focuses resources on the right schools in the right places, from early years through to Post-16. Band B of the programme runs for 2019-2024. Councils have been invited by Welsh Government to outline their priorities in the allocation of this funding, which in Band B draws on two funding models.
52. The Band A programme for 21<sup>st</sup> Century Schools was predicated on a 50:50 funding split with each local authority. The funding provided by Welsh Government took the form of either capital grant funding passed directly to each local authority or revenue funding provided to each local authority to fund the capital financing costs associated with prudential borrowing undertaken in respect of the Welsh Government's 50% share. The Council's 50% share was funded through a combination of capital receipts, released as a result of certain schemes undertaken, Section 106 funding and prudential borrowing. The prudential borrowing undertaken was funded through the SOP Revenue Reserve, set up to manage the revenue expenditure associated with Band A, which was itself funded from revenue release savings from the School Delegated Budget.
53. Welsh Government's approach to Band B is slightly different, in that an additional option has been made available to local authorities. Whilst the traditional capital grant funding model, predicated on a 50:50 cost sharing arrangement, continues to be available, the WG introduced the Mutual Investment Model (MIM) as an alternative option. The MIM is a revenue funded option and is based on a 75:25 cost sharing arrangement in the favour of local authorities. The basic premise of the model is that any new schools created would be initially funded by the private sector through Special Purpose Vehicles, in which Welsh Government would be represented, and local authorities would then lease the assets created over a period of 25 years. As such, local authorities would pay an annual lease payment for use of the new school facilities, rather than incurring the upfront capital costs associated with



constructing and then owning the facilities. Welsh Government's proposal would be to provide revenue funding towards 75% of the annual lease payments for the 25 year period. At the end of the 25 year period, the assets would transfer over to the respective local authorities.

54. Cardiff Council's proposed vision for its Band B 21st Century School Strategy is to deliver:

*"Inspiring, sustainable, community-focused schools in which children and young people can achieve their potential"*

55. This vision can be realised through the achievement of four Key Educational Aims that directly link to the Welsh Government's National Programme Objectives.

Aim 1: To provide a sufficiency of school places across the city that are in the right place and are at the right size to enable the delivery of excellent education provision.

Aim 2: To provide high quality educational facilities that will meet the diverse requirements of the 21st Century.

Aim 3: To optimise the use of education infrastructure for the benefit of the wider community across Cardiff.

Aim 4: To ensure that Cardiff achieves best value from its resources to improve the efficiency and cost effectiveness of the education estate.

56. A Stakeholder Reference group was formed in March 2017 to secure views of stakeholders on the priorities for Cardiff's school organisation programme for 2019-2024, including the Band B submission. Chaired by Chris Taylor, Professor of Education at the Wales institute of Social and Economic Research, the group had a wide range of headteacher and some governor representation from the primary, secondary and special schools and early years' representatives. The purpose of the group was to:

- Review the population projections for the city;
- Comment on the Local Development Plan (LDP) Education Strategy;
- Review the methodology for the Band B 21<sup>st</sup> Century Schools Programme.

57. The Stakeholders Reference Group met on six different occasions between March and June 2017. The group covered the funding context, population projections, the LDP, condition and suitability, the theory and design underpinning 21<sup>st</sup> Century Schools, Additional Learning Needs, Sixth Form provision, the influences of, and upon, parental preference and explored principles for prioritization of schemes. The outcome of the work of this group was disseminated to all headteachers at the citywide meeting in July 2017.

58. The Stakeholders' Reference Group proposed some guiding principles to inform the priorities for Band B in Cardiff. These are:

- Every school should be secure, safe and be fit for purpose for 21st Century learning;
  - Meeting the needs of learners should determine priorities;
  - Proposals should ensure/maximise equality of opportunity and accessibility (and conversely not worsen equality of opportunity).
59. The sufficiency, suitability and condition issues in Cardiff outlined in the first part of this report are the basis for the request for funding from Cardiff to Welsh Government under the Band B programme. Funding is required to enable the Council to:-
- Remove “D” condition, end of life, school properties;
  - Address the 8 form of entry sufficiency issue in the English medium secondary sector in the central area of the City;
  - Address the sufficiency, condition and suitability issues in the Special Sector, in both primary & secondary settings;
  - Address local sufficiency issues in Welsh medium primary schools in the East & West of the City;
  - Address local sufficiency issues in English medium primary schools in Cardiff Bay & West of the City.
60. The Band B phase of the 21st Century Schools Programme will commence in April 2019 and is scheduled to run until 2024.
61. The outline programme will address a significant proportion of the asset maintenance backlog within the school estate. It is not possible, however, to address all issues within Band B and other options will be considered for those schools not within the outline of this programme.
62. The funding required by the Council to match fund the 21st Century Schools will depend on clarification of the amount of funding available from Welsh Government and of the most viable funding model. It is anticipated that indicative allocations of funding will be announced in late October or early November 2017. Following this notification, proposals for specific schemes would be developed and would be outlined in a subsequent paper to Cabinet for decision.
63. Any specific project to increase the size of a school establishment, or change its location will require statutory consultation and Cabinet determination. The statutory consultation would set out the detailed proposals and proposed location for each scheme. It would also indicate whether there were any proposed co-locations with other educational establishments. It is important that these are considered in full, alongside any collaborative opportunities, in order to optimise the economies and educational benefits that can be delivered from the projects.

### **Asset Management**

64. The Band B submission for 21<sup>st</sup> Century funding will only address some of the condition and suitability issues. The 46% of the overall school estate in a “C” condition, which is exhibiting major deterioration, will need attention in the near future.

65. The need to increase funding within the capital programme for school asset renewal will be progressed as part of the Council's future capital programme.
66. Schools comprise a very significant proportion of the Council's overall estate. Strengthened alignment between the management of school buildings and of the wider Council estate will be delivered through a refreshed approach to the exercise of the Council's responsibilities as "landlord" across all aspects of the estate, with, in particular, an enhanced focus on ensuring health and safety compliance.
67. Whilst Band B will significantly reduce the asset maintenance backlog, a limited number of schools will experience the benefit of the Welsh Government and Cardiff Council investment. As a result, a large number of schools will continue to experience issues in respect of the condition of their building. The pressure upon the annual asset renewal budget, approved as part of the Council's annual capital programme, will continue to be high.
68. In the Council's Budget Strategy Report, approved by Cabinet at the meeting of 27 July 2017, the approach to the capital programme was outlined for the next financial year. The need to address funding within the capital programme for school asset renewal will be progressed as part of the Council's process for developing the next iteration of the capital programme, and in light of funding allocation announcements from Welsh Government in relation to Band B. Proposals will be included in the February 2018 Budget report.

### **Developing provision to meet Additional Learning Needs**

69. In order to address some of the immediate pressures related to the shortfall in the sufficiency of special school places, there is a need to implement short-term, interim measures in addition to planning for longer term expansion of provision.
70. With regard to the needs of children and young people with behavioural emotional and social needs (BESN), the Council has taken steps to provide additional 'revolving door' places for primary pupils, expand the Pupil Referral Unit (PRU) and secure alternative curriculum provision for secondary pupils from September 2017. A further 50 new places are likely to be needed between 2018 and 2022.
71. In the short-term, additional places could be provided by developing 6-8 additional Specialist Resource Bases (SRBs) across the city. The current geographical distribution of Specialist Resource Bases (SRBs) is unbalanced, with for example one area of the city hosting eight SRBs in six schools and no SRB provision in other areas. As far as possible, the Council will seek to open new Special Resource Bases (SRBs) in areas where there are gaps in provision in order to:
  - Reduce the need for Additional Learning Need (ALN) transport;

- Ensure a more balanced distribution of ALN expertise across the City.
72. There is therefore a need for proposals to be brought forward to Cabinet outlining options available as to how the above developments could be secured.

### **Reason for Recommendations**

73. To inform Cabinet of the challenges and opportunities facing Cardiff in the development of the education estate and to highlight aspects which require proposals to be brought forward to subsequent Cabinet meetings.

### **Financial Implications**

74. This report outlines a range of challenges in respect of the school estate, including the need to reduce the asset maintenance backlog, increase the amount of provision for pupils with additional learning needs and invest in the Council's school estate as part of the Welsh Government's 21<sup>st</sup> Century Schools Band B Programme. There are no direct financial implications arising from this report, however the future reports outlined as part of the recommendations will have significant financial implications. These implications will be considered and addressed as part of those reports and reflected in the Council's annual budget report, where appropriate.

### **Legal Implications**

75. As stated within the report, the Council has a specific obligation under section 13 of the Education Act 1996 to secure efficient primary and secondary education to meet the needs of the population of the area, in order to do so the Council has to maintain the schools in its area. The Council also has legal obligations as owner of educational premises and contractual employer of staff, as well as a duty of care to ensure the wellbeing of pupils who attend maintained schools within Cardiff. In accordance with the Welsh language Standards the Council also has to consider the impact on the Welsh Language of any policy decisions and the Council must consider the Wellbeing of Future Generations (Wales) Act 2015.
76. Under section 88 and schedule 10 of the Equality Act the Council has to prepare and implement accessibility strategies and plans to increase disabled pupils' access to the curriculum and improve the physical environment and the provision of information. 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

77. As the proposals are developed and future reports are presented, the Council will have to consider all of the legal issues and where relevant statutory consultation processes will be followed and appropriate consultation undertaken.

### **HR Implications**

78. There are no specific HR implications arising from this report. As proposals for improvements across the Education estate are progressed each will be assessed for HR implications.

### **RECOMMENDATIONS:**

The Cabinet is recommended to note the matters outlined in this report and to receive for subsequent decision further Cabinet reports in the following areas:

- Proposed schemes for Cardiff under the Band B phase of the C21 schools programme in light of budget allocations from Welsh Government
- Proposals for the adaptation and enhancement of Additional Learning Needs provision in Cardiff.

### **NICK BATCHELAR**

Director of Education & Lifelong Learning  
6 October 2017

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**CABINET MEETING: 14 DECEMBER 2017**

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**21<sup>ST</sup> CENTURY SCHOOLS CARDIFF COUNCIL'S BAND B  
PRIORITIES**

**REPORT OF DIRECTOR OF EDUCATION AND LIFELONG  
LEARNING**

**AGENDA ITEM: 4**

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

**Reason for this Report**

1. To seek Cabinet approval for the priority schemes to be undertaken as part of Cardiff's Band B 21st Century Schools Programme.
2. To note the approval in principle by Welsh Government of the Strategic Outline Case submitted by Cardiff Council for Band B of the 21<sup>st</sup> Century Schools Programme and to authorise discussion with the Welsh Government to secure business case approval for individual schemes.

**Background**

3. At its meeting on the 12<sup>th</sup> of October 2017, the Cabinet received a report which outlined the challenges and opportunities facing Cardiff in the development of the education estate. This included:-
  - Sufficiency needs resulting from population growth.
  - Condition of the current school estate;
  - Suitability of the current estate to meet the demands of 21<sup>st</sup> century learning.
4. That report set out the Council's proposed vision for its Band B 21<sup>st</sup> Century School Strategy in that it was to deliver:

*"Inspiring, sustainable, community-focused schools in which children and young people can achieve their potential"*

5. This vision was to be realised through the achievement of four key educational aims that directly link to the Welsh Government's national programme objectives:-
  - Aim 1: To provide a sufficiency of school places across the city that are in the right place and are at the right size to enable the delivery of excellent education provision.
  - Aim 2: To provide high quality educational facilities that will meet the diverse requirements of the 21st Century.
  - Aim 3: To optimise the use of education infrastructure for the benefit of the wider community across Cardiff.
  - Aim 4: To ensure that Cardiff achieves best value from its resources to improve the efficiency and cost effectiveness of the education estate.
6. The report outlined the sufficiency, suitability and condition issues in Cardiff which provide the basis of the funding request from Cardiff to Welsh Government under the Band B programme. The Band B phase of the 21st Century Schools Programme will commence in April 2019 and is scheduled to run until 2024.
7. Funding was therefore required to enable the Council to address the following priorities:-
  - Remove all "D" condition, end of life, school properties;
  - Address the eight form of entry sufficiency issue in the English medium secondary sector in the central area of the city;
  - Address the sufficiency, condition and suitability issues in the special sector, in both primary & secondary settings;
  - Address local sufficiency issues in welsh medium primary schools in the east and west of the city;
  - Address local sufficiency issues in english medium primary schools in Cardiff Bay and west of the city.
8. It was agreed at this meeting that the proposed schemes for Cardiff under the Band B phase of the 21<sup>st</sup> Century School Programme would be the subject of a Cabinet report, once the budget allocation from Welsh Government was known.
9. The Cabinet Secretary for Education, Kirsty Williams, announced on 10 November 2017 that £2.3bn had been earmarked to modernise education infrastructure in Wales. The announcement confirmed that Welsh Government is committed to supporting projects submitted in the Outline Strategic Business Cases by local authorities and further education institutions, subject to the approval of business cases for specific schemes.
10. The value of the programme submitted by Cardiff Council was £284 million, of which half would be funded by Welsh Government, and half by the Council. Welsh Government have subsequently confirmed approval in principle of the programme envelope for this sum, subject to the



approval of individual project business cases. This report outlines the proposed schemes in Cardiff under this programme.

### **Proposed Band B Schemes**

11. The Band B submission for 21<sup>st</sup> Century funding can only seek to address the most acute sufficiency and condition issues in Cardiff. Using a detailed and robust methodology that was directly aligned to Welsh Government's Strategic Objectives for its 21<sup>st</sup> Century School Programme, a prioritisation matrix was developed to identify those schools in the most need of investment. 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.
12. The sufficiency ratings for all schools were prepared using the corporate population database and projection methodology used for the planning of school places. The condition and suitability rating were prepared independently, using Welsh Government approved methodology via independent specialist.
13. Welsh Government is committed to removing all "D" condition schools from Wales. Any schools that are classified as "D" category for condition should be automatically prioritised for investment under Band B.
14. Any project to increase the size of a school establishment, change its configuration or location will require statutory consultation and Cabinet determination. The statutory consultation would set out the detailed proposals and proposed location for each scheme. It would also indicate whether there were any proposed co-locations with other educational establishments. It is important that these are considered in full, alongside any collaborative opportunities, in order to optimise the economies and educational benefits that can be delivered from the projects. It is anticipated that any statutory consultation on the matters in this report this would commence during the spring of 2018.
15. It should be noted that because of the scale and number of proposed projects in the Band B investment programme, the delivery of the schemes will be undertaken in batches over the timespan of the programme commencing in 2019. As a result of the phasing, it may be necessary to put interim measures in place where sufficiency issues arise before new schools with increased capacity can be delivered.

### **Secondary schools - proposed Band B schemes**

16. To address the eight form of entry sufficiency issue that is forecast in the central area of the city from 2019, schemes affecting five English medium schools are proposed. Three of these secondary schools are also

catergorised as being in “D” Condition, ie. at the limit of planned lifespan. The schemes are as follows:

### **Cantonian High School**

17. It is proposed that Cantonian High School is rebuilt and expanded to provide a new 11-18 high school, with eight forms of entry (8FE). This is a two form of entry expansion, or 60 places per year (+2FE). This will address “D” condition categorisation and address the “D” rated sufficiency issues within the local catchment. It includes an expansion of post 16 by 55 places to 150 places.

### **Fitzalan High School**

18. It is proposed that Fitzalan High School is rebuilt as a new 11-18 high school, with ten forms of entry (10FE). This will address the “D” condition categorisation and “D” categorised sufficiency issues in the local area.

### **Willows High School**

19. It is proposed that Willows High School is rebuilt and expanded to provide a new 11-16 high school, with eight forms of entry (8FE). This is a two form of entry expansion, or 60 places per year (+2FE). This will address “D” condition categorisation and address the “D” rated sufficiency issues within the local catchment.

### **Cathays High School**

20. It is proposed that Cathays High School is rebuilt and expanded to provide a new 11-18 high school, with eight forms of entry (8FE). This is a two form of entry expansion, or 60 places per year (+2FE). This will address “C” condition categorisation and address the “D” rated sufficiency issues within the local catchment.

### **Cardiff High School**

21. It is proposed that Cardiff High School is expanded and remodelled to provide an 11-18 high school, with ten forms of entry (10FE). This is a two form of entry expansion, or 60 places per year (+2FE). It will address a “D” category sufficiency issue and remodelling and refurbishment works will address the “C” condition rating.

### **Special Schools - proposed Band B schemes**

22. Four special schools have been ‘D’ rated for suitability and are in need of replacement:
  - Riverbank School, for children aged 4-11 with severe and complex learning disabilities
  - Woodlands School, for pupils aged 11-19 with severe and complex learning disabilities

- The Court School for children aged 4-11 with emotional health and wellbeing needs also commonly referred to as 'behavior emotional and social needs.
  - Greenhill School for pupils aged 11-16 with emotional health and wellbeing needs.
23. However, the sufficiency issues in relation to additional learning needs (ALN) are not limited to the areas of need currently served by these four schools. Cardiff is anticipating a significant increase in the need for special school places for children and young people with:
- profound and multiple learning disabilities
  - autism spectrum conditions
  - severe and complex learning disabilities
  - emotional health and wellbeing needs
24. Sufficiency issues are also not limited to the populations currently served by the special schools. Cardiff lacks:
- suitable provision for secondary aged girls with emotional health and wellbeing needs
  - suitable provision for post-16 pupils with emotional health and wellbeing needs, who are not yet ready for transition to college or employment
25. The Council recognises that special schools are more than providers of education: at their best, they provide a locus for multi-agency assessment, planning and support. The multidisciplinary potential of special schools is of increasing importance in light of the Social Services and Wellbeing Act (date) and the Additional Learning Needs and Education and Tribunal Bill, both of which set out statutory responsibilities for agencies to follow a person-centred approach, with the child and their family at the heart of the process, and to implement a single unified plan to promote positive outcomes in relation to health, social care and education.
26. Special schools also play an important role in providing support, information and training for families and for mainstream schools.
27. Band B special sector schemes will therefore be required to deliver on several interconnected goals:
- to replace the 'D' rated accommodation at the four schools named in paragraph 22;
  - to increase capacity across the four areas of need identified in paragraph 23;
  - to address the gaps in provision identified in paragraph 24;
  - to enhance opportunities for multi-agency support and provision;
  - to enhance the role of special schools as a source of support for families and for mainstream schools.

28. The four capital schemes described below will provide a number of different options for re-shaping special school provision in Cardiff in line with these goals. They should not be regarded as 'rebuild and replace' projects, affecting only the four named schools, but as opportunities to review the pattern of provision across the seven special schools in Cardiff.
29. The Council will therefore work with our stakeholders including schools, health, and social services, to shape and appraise the options for reshaping special school provision in Cardiff.

**Primary special school: complex learning disabilities and autism spectrum conditions**

30. It is proposed to build a new 140 place primary special school, for children with severe and complex learning disabilities and children with autism spectrum conditions.
31. This project will enable the council to address the unsuitable accommodation currently used by Riverbank School, and to address sufficiency issues in relation to severe and complex leaning needs and autism spectrum conditions at primary phase.
32. In shaping options for this project, the implications for the respective roles and remit of Ty Gwyn, Riverbank and The Hollies Schools, and for health services that work with the schools, will need to be considered.

**Secondary special school: complex learning disabilities and autism spectrum conditions**

33. It is proposed to build a new 240 place secondary special school for pupils with severe and complex learning disabilities and pupils with autism spectrum conditions.
34. This project will enable the council to address the unsuitable accommodation currently used by Woodlands School, and to address sufficiency issues in relation to severe and complex leaning needs and autism spectrum conditions at secondary phase.
35. In shaping options for this project, the implications for the respective roles and remit of Ty Gwyn, Woodlands, the Marion Centre and for health services that work with the schools, will need to be considered.

**Primary special schools: emotional health and wellbeing needs**

36. It is proposed to build a new primary special school, for children with emotional health and wellbeing needs.
37. This project will enable the council to address the unsuitable accommodation currently used by The Court School, and to address sufficiency issues in relation to emotional health and wellbeing needs at primary phase.

38. The planned place number for this project is 48, but it is yet to be determined whether all of these places should be on a single discrete, special school site, or whether some classes should be based on mainstream school sites, operating as special school 'outreach classes', to enhance the opportunities for children with emotional health and wellbeing needs to maintain links with mainstream education, and to make a successful reintegration if appropriate.

### **Secondary special school: emotional health and wellbeing needs**

39. It is proposed to build a new secondary special school, for pupils with emotional health and wellbeing needs. This project will enable the council to address the unsuitable accommodation currently used by Greenhill School, and to address sufficiency issues in relation to emotional health and wellbeing needs at secondary phase.
40. The planned place number for this project is 112, but these places will be provided on 2 separate sites to ensure the number of vulnerable young people educated on one site does not exceed 56. The project will address the need for designated provision for girls, and for young people post-16 who are not yet ready to transfer to college or employment.
41. The Council will continue to develop collaboration between education and social services, and with Cardiff and the Vale University Health Board, to develop a more holistic approach to therapeutic support for vulnerable learners and their families.

### **Primary Schools - proposed Band B schemes**

42. Four primary schemes that have been prioritised for investment within Band B. These include two English medium and two Welsh medium schools. This will address localised sufficiency issues that will present within the catchment areas within the timescale of the Band B investment. These four primary schools are:

#### **St Mary the Virgin Primary School**

43. It is proposed that St Mary the Virgin Primary School is replaced with a new school and its capacity increased by 30 places per year to a two form of entry school (2FE). This will address projected English-medium sufficiency issues in Grangetown/Butetown area, along with addressing additional pupil yield generated from a number of new housing developments that have gained approval. This scheme was deferred from the Band A Investment programme.

#### **Fairwater Primary School**

44. It is proposed that Fairwater Primary School is enlarged and its capacity increased by 30 places per year to establish a two form of entry school (2FE). This will address projected English-medium sufficiency issues in its catchment area, along with addressing additional pupil yield

generated from a number of new housing developments that have gained approval.

### **Ysgol Pen y Pil**

45. It is proposed that Ysgol Pen y Pil is enlarged and its capacity increased by 30 places per year to a two form of entry school (2FE). This will address projected shortfall in Welsh-medium primary school places in the east of Cardiff.

### **Ysgol Gymraeg Nant Caerau**

46. It is proposed that Ysgol Gymraeg Nant Caerau is enlarged and its capacity increased by 30 places per year to a two form of entry school (2FE). This will address projected shortfall in Welsh-medium primary school places in the south west of Cardiff.

### **Maximising investment for community benefit**

47. Educational assets are a vital investment into the heart of a community. Significant investment in school should actively contribute a wide variety of benefits to the local area.
48. To date, the Council has ensured that all its new facilities are accessible to the local community. New facilities are designed in such a way to allow extended use of all the facilities, whether internal such as main hall, dance or recording studios or external facilities such as MUGA's and 3G sports pitches.
49. The Council seeks to maximise community benefits wherever possible, including benefits for children and young people, through its procurement practices. The Council has explicitly identified this as one aspect of its programme to promote children's rights, as a participating member of the UNICEF Child Rights Partner Programme. This commitment will be reflected in any tender documentation, on a project-by-project basis.
50. In line with Welsh Government guidelines on Community Benefits, the Council will strive to meet the benchmark targets through the delivery of Band B 21st Century Schools programme. These will build stronger communities and in turn develop the local economy to reduce social exclusion and poverty in deprived areas.
51. Delivery of Community Benefits is overseen by a Community Benefits Board, which was established in January 2017. The role of the Board is to co-ordinate the social value agenda across Cardiff Council and maximise the community benefits delivered. The Board includes senior managers from across the Council and meets on a quarterly basis.

### **Indicative Cost of Programme and Funding Options**

52. The indicative cost of the Council's outline Band B programme is £284 million, based on standardised construction cost rates as provided by

Welsh Government. This total cost represents the full “rolled-up” cost of all schemes within the preferred programme. External cost consultants have confirmed that delivering the programme should be possible within the overall envelope identified. As schemes progress, it is felt that it will be possible to identify further efficiencies and various cost-saving measures to ensure that the overall cost envelope is not exceeded.

53. The Welsh Government’s funding model requires the Council to match fund 50% of the total capital cost, with the Welsh Government contributing the other 50% in the form of capital grant. Therefore, the Council will be required to identify capital funding totalling £142 million. In line with the approach taken to Band A, this funding will predominantly take the form of external prudential borrowing and any available capital receipts. External borrowing will give rise to revenue expenditure in the form of capital financing costs and, therefore, the Council will be required to identify revenue funding sources to meet those costs.
54. In addition to the traditional funding model that Band A was predicated on, the Welsh Government made an additional option available to local authorities as part of Band B, known as the Mutual Investment Model (MIM). MIM is a revenue funded option and is based on a 75:25 cost sharing arrangement in the favour of local authorities. The basic premise of the model is that any new schools created would be funded through the private sector through Special Purpose Vehicles, in which Welsh Government would be represented, and local authorities would lease the assets created over a period of 25 years. As such, local authorities would pay an annual lease payment for use of the new school facilities, rather than incurring the up front capital costs associated with constructing and then owning the facilities. The Welsh Government’s proposal would be to provide revenue funding towards 75% of the annual lease payments for the 25 year period. At the end of the 25-year period, the assets would transfer over to the respective local authorities.
55. The Council reviewed the options available, particularly the MIM option, using example information provided by Welsh Government. In doing so, the Council decided to express an interest in the traditional capital funding model only, when submitting its Strategic Outline Business Case. This followed consideration of the overall cost of MIM, the Welsh Government’s proposed contribution rate and the overall level of risk exposure. As such, the intention is that the £284 million programme, if fully approved, will be funded on the traditional capital grant model basis. The final confirmation of funding anticipated from Welsh Government is expected to be on the basis of the traditional model.

### **Local Member Consultation**

56. Any proposals to increase the size of an educational establishment, change its configuration or its location would require statutory consultation. Such consultation would include local members, and would follow publication of detailed proposals and proposed locations.

## **Reason for Recommendations**

57. To approve the schemes that have been prioritised for investment under the Band B phase of the 21<sup>st</sup> Century School programme/

## **Financial Implications**

58. The recommendations to this report do not themselves commit the Council to any capital expenditure commitments and, therefore, there are no capital financial implications directly arising from this report. However, the report outlines a potential capital programme totalling £284 million, the financial implications of which will be significant. External borrowing totalling a maximum of £142 million would result in significant annual revenue capital financing costs and funding sources would need to be identified in order to meet the expenditure commitments resulting. The significance of these commitments necessitate the need for consideration as part of the wider Council budget process and, therefore, the preferred funding solution will form part of the annual budget report presented to Cabinet and Council in February 2018.
59. In addition to the capital, and consequent revenue, funding implications arising from the Band B programme, revenue expenditure in relation to programme management, school transition and business case development will also arise. These costs will also form part of the funding considerations made as part of the Council's annual budget process. However, Recommendation 2 to this report, which highlights the need to progress initial business case development, may result in the need to incur revenue costs in the form of external advice prior to February 2018. It is anticipated that it will be possible to fund these costs from within the current SOP Revenue Reserve, set aside for revenue costs arising from the current 21<sup>st</sup> Century Schools Band A programme and other school organisation projects.

## **Legal Implications**

60. Under the Education Act 1996, the Council has a general statutory obligation to promote high standards of education and to consider parental preference which includes preference for Welsh medium education. The Council also has obligations under the School Standards and Framework Act 1998 and School Funding Regulations 2010 to provide capital funding for maintained schools.
61. Section 84 and 85 of the School Standards and Organisation (Wales) Act 2013 and the Welsh in Education Strategic Plans and Assessing Demand for Welsh Medium Education (Wales) Regulations 2013, set out the statutory obligations for all local authorities to prepare, submit, publish and revise Welsh in Education Strategic Plans (WESPs).
62. 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

63. 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.
64. The report identifies that the Equality Impact Assessment has been completed. The purpose of the Equality Impact Assessment is to ensure that the Council has understood the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty. 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, the report and Equality Impact Assessment deals with all these obligations.

### **HR Implications**

65. HR People Services will work with the Governing Body of all schools within Band B on any HR matters arising from the expansion of individual schools. In line with the SOP HR Framework, the Headteacher and the Governing Body of the schools concerned will be encouraged in to undertake a review of their staffing structure and assess the workforce requirements required for the increase in pupil numbers. This will have to be balanced against the forecasted school budget. However, it is likely that the permanent expansion schools within Band B will result in the creation of new posts in each of the schools concerned.
66. HR People Services will also provide support for the additional recruitment. This will take into account the School Redeployment and Redundancy Policy and Procedure whereby new posts may provide opportunities for any school based staff on the school redeployment register at that particular time.

### **Equality Impact Assessment**

67. An Equality Impact Assessment for the 21<sup>st</sup> Century Schools Band B Programme has been carried out. The assessment concluded that the programme would not adversely affect a particular group in society. Any proposals brought forward following this report would be subject to

further equality impact assessments including an assessment on any changes to accommodation. (Details of the Equality Impact Assessment can be seen at Appendix 1).

### **Sustainability Assessment**

68. A Strategic Environmental Assessment (SEA) of the proposal has been carried out in accordance with European Legislation. The assessment confirms that the proposal is compatible with the Council's 'What Matters' strategy which seeks to deliver 7 strategic outcomes. Any proposals brought forward following this report would be subject to an environmental assessment which would be carried out as part of the planning application process. (Details of the Sustainability Assessment can be seen at Appendix 2).

### **Transport Matters**

69. High level transportation issues have been reviewed for the sites in question to ensure that consideration is given to the ability of the potential locations to support Active Travel, in terms of pedestrian and cycle access to the sites.
70. All new developments will require a Transport Assessment to be undertaken, this will determine whether any changes are deemed necessary to the immediate highway network to enable pupils and staff to access the schools using Active Travel modes. All schools within Cardiff are also encouraged to develop robust Travel Plans which will help them address issues relating to how their staff and pupils travel to school, with the emphasis on encouraging and promoting Active Travel such as walking and cycling.
71. Any highway improvement works identified from the Transport Assessments will have to be funded and delivered as part of the 21<sup>st</sup> Century Schools Programme.

### **Community Impact**

72. The Welsh Assembly Government School Organisation Code 2013 requires local authorities to conduct a Community Impact Assessment and a Welsh Language Impact Assessment when proposing changes to school organisation.
73. The following are taken into account when developing proposals
- Public Open Place/parkland
  - Noise and traffic congestion
  - School designation
  - School links to the local community
  - Impact on parents and families
  - Travelling implications for pupils/families
  - Impact on community activities, impact on community facilities

74. Any proposals brought forward following this report which would be subject to public consultation would include a full assessment of any community impact.

**RECOMMENDATIONS:**

The Cabinet is recommended to:

1. Approve the prioritised schemes under Band B of the 21<sup>st</sup> Century Schools Programme.
2. note the approval in principle of Cardiff Council's Band B Strategic Outline Case by Welsh Government and to authorise the Director of Education and Lifelong Learning to secure Welsh Government approval in principle for the schemes within the programme.
3. note that a subsequent report to Cabinet will propose arrangements to secure sufficient capacity and appropriate governance in order to deliver the Cardiff Band B 21<sup>st</sup> Century Schools Programme.

**NICK BATCHELAR**

Director of Education & Lifelong Learning  
8 December 2017

*The following Appendices are attached*

Appendix 1 - Equality Impact Assessment  
Appendix 2 - Sustainability Assessment

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# ARCHDIOCESE OF CARDIFF

COMMISSION FOR SCHOOLS AND COLLEGES

ARCHBISHOP'S HOUSE  
41/43 Cathedral Road Cardiff, CF11 9HD  
E-mail Address: [schools@rcadc.org](mailto:schools@rcadc.org)

Tel: (029) 2023 3838

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17<sup>th</sup> April 2019

Nick Batchelar  
Director of Education & Lifelong Learning  
Cardiff Council  
County Hall  
Cardiff  
CF10 4UW

Dear Nick,

Thank you for your letter of 21<sup>st</sup> March concerning St. Alban's Catholic Primary School.

As you are aware from a number of discussions with you and your colleagues we have been concerned for some time about the continued viability of St. Alban's as a Catholic school.

Overall pupil numbers at the School have been falling over the past few years, and within that figure the demand from Catholic families has dropped to around 23%, with no indication that this downward trend is likely to be reversed. Coupled with this reduction in pupil numbers, is the continued instability of the leadership of the School. It has proved extremely difficult over a period stretching back nearly 10 years for the Governors at the school to appoint a substantive Headteacher.

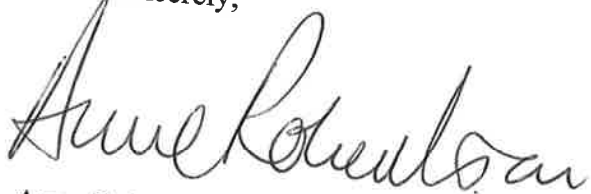
We are grateful to the various dedicated individuals who have come from other schools to help run St. Alban's in recent years, but none have been able to commit to the School for the long-term. Inevitably, this has caused uncertainty and worry for teachers and support staff about the future of the School.

Other Catholic schools in Cardiff have the capacity to admit Catholic pupils from the St. Alban's catchment area so, with regret, the Archdiocese has concluded that it can no longer sustain St. Alban's Primary as a Catholic School. Legally we are not the decision making body for any proposal to discontinue a Catholic school. Therefore we are asking Cardiff Council to include a proposal in co-operation with ourselves to discontinue St. Alban's as part of its wider schools plans for that particular area of Cardiff.

Cont/....

Comments on the list of aspects to be addressed in a Cabinet Report in relation to St. Alban's are attached to this letter.

Yours sincerely,

A handwritten signature in cursive script that reads "Anne Robertson". The signature is written in dark ink and is positioned above the printed name and title.

Anne Robertson  
Director of Schools & Colleges

## **Adamsdown and Splott**

### **Appendix 4 – Projected availability of and demand for primary and secondary school places**

#### **Projection and forecasting methodology**

Cardiff employs a robust projection methodology for planning school places which takes account of NHS GP registration data and school census data submitted by and verified by all Cardiff schools. As projections can only take account of historic and current information the Council also identifies trends within projections, and analyses school preference data and other contextual information to produce forecasts on a city wide basis and in each locality.

Data analysis allows projections to be prepared based on localised patterns at primary school catchment area level, by secondary school catchment and on a city-wide basis. Each of these provide differing contextual information to inform the forecasting on the number of places that may be needed to meet the requirements of each area and of Cardiff as a whole.

The geographical units that are most suitable to analyse the recent and future demand for primary school places in each area are primary school catchment areas. A wider range of geographical information including aggregated primary school catchment areas, secondary school catchment areas, city-wide information and outflow to other admissions authorities informs planning for meeting the demand for secondary school places.

School catchment areas in Cardiff are not coterminous with ward boundaries and often serve all or part of several ward areas.

The geographical unit that is most suitable to analyse the demand for English-medium secondary school places serving Adamsdown and Splott is the Willows High School catchment area.

The geographical units that are most suitable to analyse the demand for English-medium primary school places serving Adamsdown and Splott are the primary school catchment areas of Adamsdown, Baden Powell, Moorland and Stacey Primary School which, when taken together, form the Willows High School catchment area.

Separate to forecasts for existing housing in Cardiff, projections are prepared for new housing planned on large scale housing developments, including the strategic greenfield and brownfield housing sites identified in the Local Development Plan. These projections take account of census and housing information in Cardiff and allow a calculation of average numbers of pupils in each type of property.

The Education Supplementary Planning Guidance adopted in 2017 sets out the following average yields in each type of property, taking account of the most recent census data.

Year group	Yields from Flats / Apartments					Yields from Houses / Bungalows				
	1 bed	2 bed	3 bed	4 bed	5+ bed	1 bed	2 bed	3 bed	4 bed	5+ bed
Nursery	0.0102	0.0390	0.0567	0.0470	0.0102	0.0210	0.0507	0.0579	0.0610	0.0555
Primary	0.0155	0.0749	0.1793	0.2329	0.0649	0.0501	0.1247	0.2290	0.2947	0.3059
Secondary	0.0058	0.0287	0.1125	0.1179	0.0373	0.0336	0.0604	0.1666	0.2553	0.2806
6th Form	0.0007	0.0079	0.0345	0.0280	0.0116	0.0092	0.0165	0.0513	0.0864	0.1049

Projection data based on average yields cannot, however, be used to accurately forecast the impact of new housing on the demand for places in each year group.

As a significant proportion of families moving to new housing developments are moving within their local area, the increase in the number of school places required locally and city-wide may be less than would be the case if families have moved into Cardiff. Families moving a short distance to a new development may not wish to transfer their child(ren) to a new school. Consequently, families moving into established housing may therefore have greater difficulty in accessing a local place in an established school.

The rate at which housing on planned new developments is built and occupied depends on a number of market-related factors.



## Supply of and demand for primary school places in / serving Adamsdown and Splott

### (i) Capacity of existing primary schools and recent take up of places (age 4-11)

Table 2 sets out the number of places available in each primary school in/ serving Adamsdown and Splott, and the most recent Number on roll data available in January 2019.

	PAN	Rec	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Total	Capacity	Surplus	% Surplus
Adamsdown Primary	60	55	53	58	59	46	46	50	367	420	53	12.6%
Baden Powell Primary	60	48	60	54	49	54	50	43	358	420	62	14.8%
Moorland Primary	60	60	56	59	60	58	59	48	400	420	20	4.8%
Stacey Primary	30	25	24	27	30	26	30	21	183	208	25	16.3%
St Alban's Primary	30	17	30	27	23	28	28	17	170	203	33	13.0%
St Peter's Primary	75	54	59	73	65	74	72	73	470	525	55	12.9%
Tredegarville Primary	30	30	30	30	30	29	30	30	209	210	1	0.5%
Ysgol Glan Morfa	60	32	38	29	22	28	21	26	196	420*	224	53.3%
<b>Total</b>	<b>405</b>	<b>321</b>	<b>350</b>	<b>357</b>	<b>338</b>	<b>343</b>	<b>336</b>	<b>308</b>	<b>2353</b>	<b>2833</b>	<b>490</b>	<b>17.2%</b>

\* Surplus capacity reflecting transition period following increase in capacity implemented in 2017 (initially on temporary basis).

Whilst surplus capacity overall is high at c17%, this is as a consequence of the recent expansion of Ysgol Glan Morfa. Discounting the additional capacity in five year groups at Ysgol Glan Morfa in which Reception intakes were administered at a lower Published Admission Number, reduces surplus to c12.6%. Within the English-medium sector there are c11% surplus places.

These comparisons align closely with the Welsh Government's recommended level of no more than 10% surplus places across primary and secondary schools.

### (ii) Projected take up of places

Table 2 sets out the recent and projected take of places by Reception age pupils resident in the Willows High School catchment area, in English-medium, Faith-based or Welsh-medium primary schools, including those pupils within Adamsdown and Splott who take up places elsewhere.

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
<b>English-medium community</b>	212	220	219	205	231	223	212	Not yet available
<b>Faith</b>	103	94	95	91	103	99	94	Not yet available
<b>Welsh-medium community</b>	33	42	42	38	43	42	40	Not yet available
<b>Totals</b>	348	356	356	334	377	363	346	Not yet available

The projected number of pupils entering Reception class in the area fluctuates but is at similar levels in the next three intakes to the most recent intakes. This suggests that the overall number of, and take up of, school places serving Adamsdown and Splott is appropriately balanced.

Table 4 (below) sets out the recent and projected take of places in English-medium community schools by Reception age pupils resident in each of the primary school catchments within the Willows High School catchment area.

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
<b>Adamsdown Primary catchment</b>	40	34	47	49	52	58	59
<b>Baden Powell Primary catchment</b>	69	100	93	75	91	90	73
<b>Moorland Primary catchment</b>	53	50	47	54	39	38	38
<b>Stacey Primary catchment</b>	50	36	32	27	49	37	42
<b>Total</b>	212 (7.1FE)	220 (7.3FE)	219 (7.3FE)	205 (6.8FE)	231 (7.7FE)	223 (7.4FE)	212 (7.1FE)

The projected take up of places in English-medium community primary schools in the Baden Powell and Stacey Primary School catchment areas exceeds the number of places available at entry to these schools (60 and 30 respectively). The combined projected demand for English-medium community primary schools in the Willows High School catchment areas marginally exceeds the combined number of places available (210) as some families opt for places in neighbouring schools in close proximity.

Table 5 (below) sets out the recent take of places in Catholic primary schools by Reception age pupils resident in each of the primary school catchments within the Willows High School catchment area.

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
Adamsdown Primary catchment	28	22	25	29	31	34	35
Baden Powell Primary catchment	41	40	37	32	39	38	31
Moorland Primary catchment	13	11	12	13	9	9	9
Stacey Primary catchment	21	21	21	16	29	22	24
<b>Total</b>	<b>103</b>	<b>94</b>	<b>95</b>	<b>90</b>	<b>108</b>	<b>103</b>	<b>99</b>

The combined projected demand for places in faith-based primary schools also exceeds the number of places available within the Willows High School catchment area (60), as a number of children resident in the area take up places at St Peter's RC Primary School which is located in close proximity.

### Early Years provision – capacity and take up of places

Table 1 (below) summarises the take up of nursery school and nursery class places within Adamsdown and Splott in the period 2016-2018, at the peak intake in the summer term. Verified data for summer term 2019 is not yet available.

	Places	2016	2017	2018
Adamsdown Primary	80	48	74	70
Baden Powell Primary	56	56	55	56
Moorland Primary	64	64	63	64
Stacey Primary	64	50	59	52
Tredegaville Primary	48	44	47	42
Tremorfa Nursery	112	113	88	81
<b>Total</b>	<b>424</b>	<b>375</b>	<b>386</b>	<b>365</b>

Overall, there are sufficient nursery class and nursery school places to meet the current and projected need across the Adamsdown and Splott areas, with some surplus available to respond to any future change in take up of nursery education places.

The take up of places at nursery age varies more widely than at entry to Reception as nursery education is not compulsory. However, comparing the take up of places in Reception classes with the take up in Nursery classes in recent years suggests that the number of places available is sufficient for the projected pupil population.

### **Summary – Primary demand**

In summary, the above information suggests that the existing nursery class and primary school capacity is broadly sufficient to meet the demand for places from within the existing catchment area of Willows High School in the Band B period. Any proposals brought forward should not, therefore, seek to reduce nor increase the number of places available.

## Capacity of existing secondary schools

Table 6 sets out the number of places available in each secondary school in Cardiff in, and the most recent Number on roll data in January 2019 for the entry year (Year 7).

School Name	Type of School	Age Range	Total Capacity (including sixth form)	Capacity - Years 7 -11	Published Admission Number (2018/19)	Number On Roll – Year 7 (January 2018)
Cantonian High School	Community - English-medium	11-18	1,046	905	181	130
Cardiff High School	Community - English-medium	11-18	1,635	1,200	240	239
Cardiff West Community High School	Community - English-medium	11-18	1,520	1,200	240	147
Cathays High School	Community - English-medium	11-18	1,072	825	165	158
Corpus Christi Catholic High School	Voluntary Aided - faith	11-16	1,061	930	186	217
Eastern High	Community - English-medium	11-16	1,200	1,200	240	239
Fitzalan High School	Community - English-medium	11-18	1,725	1,500	300	300
Llanishen High School	Community - English-medium	11-18	1,800	1,500	300	296
Mary Immaculate High School	Voluntary Aided - faith	11-16	795	795	159	166
Radyr Comprehensive School	Community - English-medium	11-18	1,365	1,050	210	207
St Illtyd's Catholic High School	Voluntary Aided - faith	11-16	879	879	176	174
St Teilo's C.W High School	Voluntary Aided - faith	11-18	1,440	1,200	240	248
The Bishop Of Llandaff C.W High School	Voluntary Aided - faith	11-18	1,085	900	180	196
Whitchurch High School	Foundation – English-medium	11-18	2,400	1,950	390	407
Willows High School	Community - English-medium	11-18	1,121	1,121	224	141
Ysgol Gyfun Gymraeg Bro Eder	Community- Welsh-medium	11-18	1,114	900	180	151
Ysgol Gyfun Gymraeg Glantaf	Community- Welsh-medium	11-18	1,500	1,200	240	221
Ysgol Gyfun Gymraeg Plasmawr	Community- Welsh-medium	11-18	1,140	900	180	179
<b>English-medium community places/ pupils</b>					<b>2,100</b>	<b>1,857</b>
<b>Foundation places/ pupils</b>					<b>390</b>	<b>407</b>
<b>Faith School places/ pupils</b>					<b>941</b>	<b>1,001</b>
<b>Welsh-medium community places/ pupils</b>					<b>600</b>	<b>551</b>
<b>Total places</b>					<b>4,031</b>	<b>3,816</b>

## Recent city-wide take up of places of pupils entering secondary education

Tables 7 and 8 (below/ overleaf) set out the most recent verified PLASC (Pupil Level Annual School Census) data as supplied by primary schools in January 2017 and by secondary schools in January 2018. This confirms the number of pupils in each of the English-medium secondary school catchment areas who were enrolled in English-medium, Welsh-medium and faith-based primary and secondary schools in Cardiff.

Comparison of Year 6 and Year 7 census data allows forecasting of the likely proportions of pupils within each catchment area that are likely to promote to English-medium, Welsh-medium and faith-based secondary schools.

PLASC data for 2019 is not yet available for comparison.

<b>Table 7: Year 6 pupils enrolled in English-medium, Welsh-medium and Faith-based primary schools in each English-medium secondary school catchment area (data source: PLASC January 2017)</b>				
Catchment area	English-medium Community school pupils	Welsh-medium Community school pupils	Faith-based school pupils	Total pupils
Cantonian High School	88 (51.5%)	39 (22.8%)	44 (25.7%)	171
Cardiff High School	263 (78.7%)	33 (9.9%)	38 (11.4%)	334
Cardiff West Community High School	288 (68.6%)	59 (14.0%)	73 (17.4%)	420
Cathays High School	89 (62.7%)	18 (12.7%)	35 (24.6%)	142
Eastern High	354 (65.1%)	61 (11.2%)	129 (23.7%)	544
Fitzalan High School	362 (58.9%)	122 (19.8%)	131 (21.3%)	615
Llanishen High School	411 (63.2%)	74 (11.4%)	165 (25.4%)	650
Radyr Comprehensive School	157 (77.0%)	43 (21.1%)	4 (2.0%)	204
Whitchurch High School	318 (75.9%)	83 (19.8%)	18 (4.3%)	419
Willows High School	166 (59.9%)	21 (7.6%)	90 (32.5%)	277
<b>Total number of pupils</b>	<b>2496 (66.1%)</b>	<b>553 (14.6%)</b>	<b>727 (19.3%)</b>	<b>3776</b>

**Table 8: Year 7 pupils enrolled in English-medium, Welsh-medium and Faith-based secondary schools in each English-medium secondary school catchment area (data source: PLASC 2018)**

Catchment area	English-medium Community and Foundation school pupils	Welsh-medium Community school pupils	Faith-based school pupils	Total pupils	Net increase/loss
Cantonian High School	78 (45.6%)	38 (22.2%)	55 (32.2%)	171	0
Cardiff High School	250 (77.2%)	31 (9.6%)	43 (13.3%)	324	-10
Cardiff West Community High School	201 (49.4%)	59 (14.5%)	147 (36.1%)	407	-13
Cathays High School	89 (67.4%)	17 (12.9%)	26 (19.7%)	132	-10
Eastern High	214 (39.3%)	61 (11.2%)	269 (49.4%)	544	0
Fitzalan High School	331 (61.0%)	120 (22.1%)	92 (16.9%)	543	-72
Llanishen High School	324 (52.0%)	72 (11.6%)	227 (36.4%)	623	-27
Radyr Comprehensive School	141 (70.9%)	43 (21.6%)	15 (7.5%)	199	-5
Whitchurch High School	310 (74.9%)	77 (18.6%)	27 (6.5%)	414	-5
Willows High School	158 (60.8%)	21 (8.1%)	81 (31.2%)	260	-17
Combined Published Admission Number	<b>2,490</b>	<b>600</b>	<b>941</b>	<b>4,031</b>	
Total Number of pupils	<b>2096 (57.9%)</b>	<b>539 (14.9%)</b>	<b>982 (27.1%)</b>	<b>3617</b>	
Surplus places	<b>394</b>	<b>61</b>	<b>-41</b>	<b>414</b>	
Difference: Year 6 / 7	<b>-400</b>	<b>-14</b>	<b>+255</b>	<b>-159</b>	

Comparing Table 7 and Table 8 it is evident in table that:

- The proportionate take up of English-medium, Welsh-medium and faith-based primary and secondary school places varies significantly across Cardiff
- There is a significant difference between the number of pupils enrolled in Year 6 in primary education, and the number of pupils enrolled in Year 7 the following year in some areas
- The proportionate (%) take up of English-medium community and faith-based primary and secondary school places varies significantly between Year 6 and Year 7 in some areas
- The proportionate (%) take up of Welsh-medium community primary and secondary school places varies little between Year 6 and Year 7
- Faith-based secondary schools, for which the Council is not the admissions authority, admitted 65 pupils in excess of their Published Admission Number in 2018

The parental preference for and take-up of places in each type of school is dependent on number of variables including, but not limited to, the number of places

available in each school type relative to the local population, the admission arrangements for that school, and parental perception.

Within the Willows High School catchment area, there is a marginal decrease in the number of pupils transferring to English-medium community secondary schools compared to those attending English-medium community primary schools.

### **Forecast city-wide demand for places – existing housing**

Each of the faith-based and Foundation secondary schools has been fully-subscribed or over-subscribed at entry to Year 7 in recent years. The number of pupils promoting from primary education to secondary education has increased in this time and, based on the number of pupils within each primary school cohort, is projected to increase further in coming years.

As there are no proposals to increase the number of places available in faith-based secondary schools, the relative proportion of the population able to gain admission to faith-based schools will fall as the overall population increases. Consequently, the proportionate take-up of places in English-medium community and Foundation secondary schools would increase, in order to accommodate all pupils requiring a place.

The number of pupils resident in Cardiff taking up places in faith-based secondary schools in years 2015-16, 2016-17 and 2017-18 totalled 965, 1009 and 982 respectively. In each of these years, the faith –based secondary schools were fully subscribed, and there was little fluctuation in the number of pupils allocated places in each area of Cardiff.

Taking into account the number of average number of places allocated at faith-based secondary schools in recent years, to pupils from each area of the city, it is reasonable to forecast the number of pupils who may gain admission from each area in future years. This, in turn, allows forecasting of the number of pupils who may require English-medium community places.



Table 9 – forecast take up of places at entry to Year 7 in faith-based secondary schools in each English-medium secondary school catchment area	
Catchment area	Approximate forecast take up of places at faith school places within area
Cantonian High School	54
Cardiff High School	32
Cardiff West Community High School	144
Cathays High School	31
Eastern High	271
Fitzalan High School	105
Llanishen High School	230
Radyr Comprehensive School	10
Whitchurch High School	25
Willows High School	83
<b>Total projected demand</b>	<b>985</b>

In some areas of Cardiff there is a significant difference between the number of pupils enrolled in Year 6 in primary education and the number of pupils enrolled in Year 7 the following year as some families opt for secondary schools outside of Cardiff, private education, or education at home. Parental preference data indicates that some of these pupils had stated a preference for Cardiff schools but having failed to gain admission to their preferred school opted for alternatives at a later date. It would therefore be reasonable to conclude that, to accommodate the latent demand for English-medium community school places, additional places would be required.

Although the highest oversubscription criteria for admissions to faith-based and foundation secondary schools are not geographical based, the number of pupils admitted from each area in recent years allows approximate forecasting of the number of pupils who may gain admission in future.

Table 10 therefore sets out the net number of places that may be required to meet the demand for English-medium community and foundation places in each secondary school catchment area of the city (existing housing only).

**Table 10: Forecast demand for places at any English-medium community secondary school in each English-medium secondary school catchment area (at entry to Year 7)**

Catchment area	Forecasts based on PLASC data – pupils enrolled in primary education							Forecast – NHS data
	2019	2020	2021	2022	2023	2024	2025	2026
Cantonian High School	111-115	142-143	107-111	130-136	113-116	132-136	141-156	164-178
Cardiff High School	251-255	255-259	272-296	264-279	272-274	291-327	287-306	266-301
Cardiff West Community High School	212-225	249-282	279-294	235-241	301-311	252-289	217-239	194-211
Cathays High School	101-104	87-87	79-84	78-78	85-92	62-66	79-80	78-80
Eastern High	203-205	232-235	216-223	212-220	202-214	228-249	177-187	204-213
Fitzalan High School	314-318	360-364	367-368	337-346	360-369	346-356	286-295	342-353
Llanishen High School	344-351	367-376	367-375	339-350	355-382	343-375	296-323	312-337
Radyr Comprehensive School	139-146	149-168	180-189	175-220	162-196	160-184	168-194	156-192
Whitchurch High School	328-350	302-319	317-323	305-311	329-348	348-358	313-318	296-314
Willows High School	171-172	166-166	171-171	182-184	185-194	201-205	192-196	171-182
<b>Total demand for English-medium Community/ Foundation places</b>	<b>2205-2212</b>	<b>2350-2358</b>	<b>2380-2409</b>	<b>2290-2334</b>	<b>2416-2443</b>	<b>2415-2494</b>	<b>2212-2241</b>	<b>2243-2301</b>

### **Forecast demand for places – existing housing in the Willows High School catchment area**

Tables 9 and 10 indicate that, in the Band B investment period, 249-288 English-medium secondary school places (community and faith-based) will be required to serve the existing Willows High School catchment area. Approximately 83 places would be taken up within faith-based schools by pupils resident in the area, and the remaining 166-205 pupils would take up places within English-medium community secondary schools.

This suggests that capacity of six to seven forms of entry (180 - 210 places) would be required to meet the demand for places from within the existing catchment area of Willows High School in the Band B period.

Forecasts for demand for places from existing housing beyond the Band B period would be based solely on NHS data and would not take account of parental preferences for type of primary school. Whilst this makes forecasting beyond 2025 difficult, there is no evidence at this time of a significant change in the size of cohorts in the pre-school population to those recently enrolled in primary education.

### **Forecast demand for places – planned/ proposed housing including strategic LDP sites within/ in close proximity to the Willows High School catchment area**

There are a number of planned residential developments in close proximity to the Willows High School catchment area, including those with outline or full planning permission which would significantly increase the pupil population:

- International Sports Village, Grangetown
- Clive Lane Embankment
- West of Dumballs Road, Butetown
- Bessemer Fruit Market, Grangetown
- Gas Works site, Ferry Road, Grangetown
- Porth Teigr (Roath Basin), Butetown

Whilst developer contributions have been secured via s106 agreement to accommodate the secondary school age pupil yield from some of these residential developments, others are at earlier stages of planning and would be expected to further increase the number of pupils in the area.

Forecasts based on existing housing within the Fitzalan High School catchment area indicate that school capacity of 14 to 15 forms of entry would be necessary to meet the demand for places within an English-medium community secondary school in Cardiff.

Proposals to replace the existing Fitzalan High School with a new, 21<sup>st</sup> Century School of 10 Forms of Entry would also be expected to have a positive impact on parental preferences within its existing catchment area, further increasing demand for places at the school. Planned housing developments within the Fitzalan High School

catchment area, including those with outline or full planning permission would exacerbate this shortfall of places further.

### **Summary – Secondary demand**

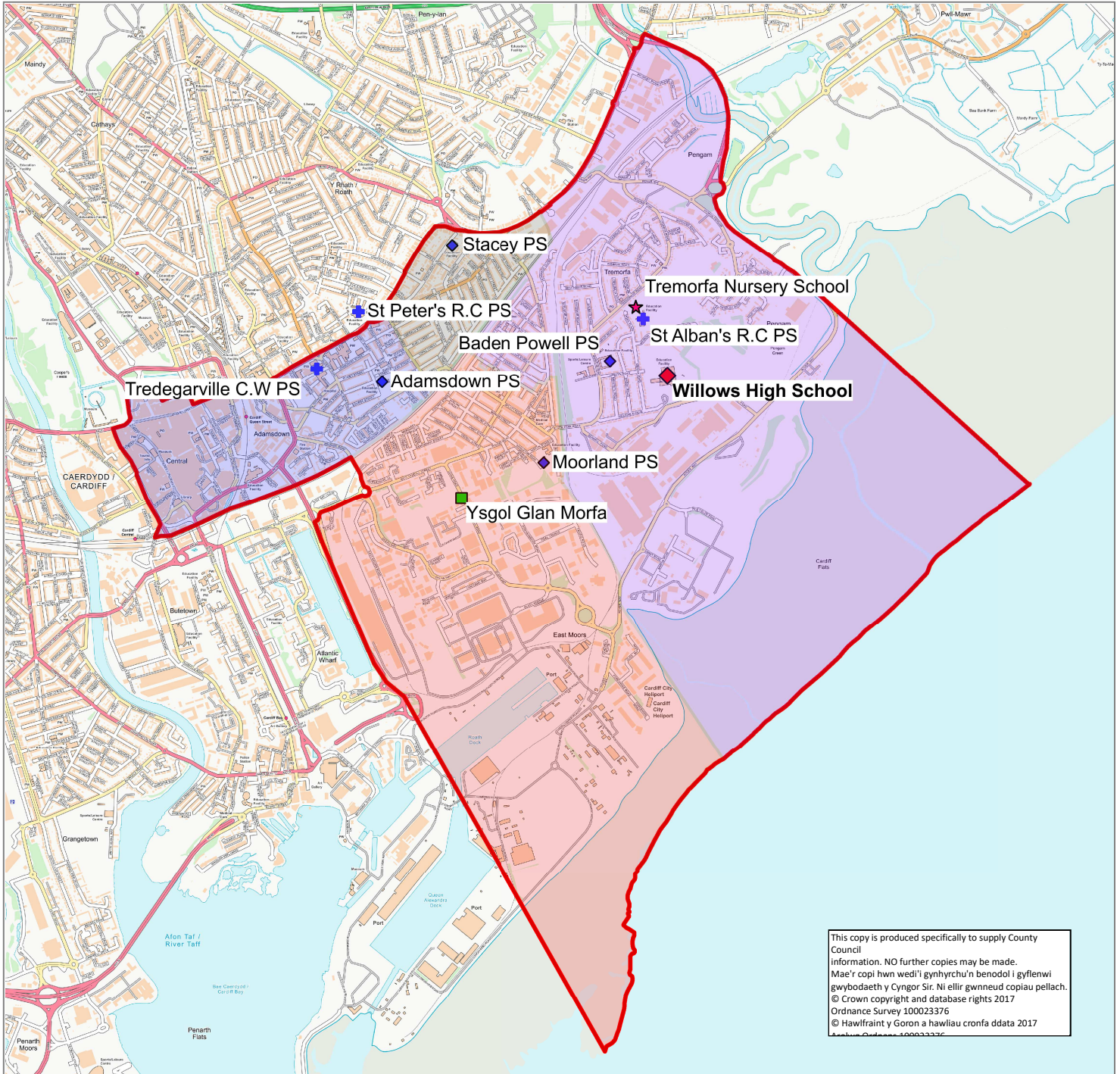
In summary, the above information suggests that capacity of six to seven forms of entry (180 - 210 places) would be broadly sufficient to meet the demand for places from within the existing catchment area of Willows High School in the Band B period.

Retaining the existing capacity of 7.4 Forms of Entry as this would not allow efficient organisation of year groups in the school. Reducing the capacity of Willows High School to 7 Forms of Entry or lower represents a risk as this may not provide sufficient places for the number of pupils within the catchment area of the school who may require places.

A marginal expansion to 8 Forms of entry would:





- create an efficient class organisation
- provide sufficient capacity to allow the projected number of local children requiring a place in an English-medium community high school to attend, and
- contributing a proportion of the additional places required to meet the projected demand from the wider area.

# English-medium community primary and secondary school catchment areas




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**Primary School Catchments**

 Baden Powell PS Catchment	 Moorland PS Catchment
 Adamsdown PS Catchment	 Stacey PS Catchment

**Secondary School Catchments**

Willows High School Catchment Boundary 

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## Appendix 6

### Cardiff Council Statutory Screening Tool Guidance

If you are developing a strategy, policy or activity that is likely to impact people, communities or land use in any way then there are a number of statutory requirements that apply. Failure to comply with these requirements, or demonstrate due regard, can expose the Council to legal challenge or other forms of reproach.

For instance, this will apply to strategies (i.e. Housing Strategy or Disabled Play Strategy), policies (i.e. Procurement Policy) or activity (i.e. developing new play area).

Completing the Statutory Screening Tool will ensure that all Cardiff Council strategies, policies and activities comply with relevant statutory obligations and responsibilities. Where a more detailed consideration of an issue is required, the Screening Tool will identify if there is a need for a full impact assessment, as relevant.

The main statutory requirements that strategies, policies or activities must reflect include:

- **Equality Act 2010 - Equality Impact Assessment**
- **Welsh Government's Sustainable Development Bill**
- **Welsh Government's Statutory Guidance - Shared Purpose Shared Delivery**
- **United Nations Convention on the Rights of the Child**
- **United Nations Principles for Older Persons**
- **Welsh Language Measure 2011**
- **Health Impact Assessment**
- **Habitats Regulations Assessment**
- **Strategic Environmental Assessment**

This Statutory Screening Tool allows us to meet all the requirements of all these pieces of legislation as part of an integrated screening method that usually taken no longer than an hour.

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The Screening Tool can be completed as a self assessment or as part of a facilitated session, should further support be needed. For further information or if you require a facilitated session please contact the Policy, Partnerships and Citizen Focus Team on 2078 8563 e-mail: [siadavies@cardiff.gov.uk](mailto:siadavies@cardiff.gov.uk). Please note:

- **The completed Screening Tool must be submitted as an appendix with the Cabinet report.**
- **The completed screening tool will be published on the intranet.**

## Statutory Screening Tool

<b>Name of Strategy / Policy / Activity:</b>	<b>Date of Screening:</b>
<b>SCHOOL ORGANISATION PLANNING: 21<sup>ST</sup> CENTURY SCHOOLS, BAND B: EARLY YEARS, PRIMARY AND SECONDARY SCHOOL PROVISION TO SERVE ADAMSDOWN AND SPLOTT</b>	<b>June 2019</b>
<b>Service Area/Section:</b> Education & Lifelong Learning - Schools Organisation Planning	<b>Lead Officer: Richard Portas</b>
<b>Attendees:</b> Self-assessment	

<b>What are the objectives of the Policy/Strategy/Project/Procedure/ Service/Function</b>	<b>Please provide background information on the Policy/Strategy/Project/Procedure/Service/Function and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]</b>
<p>To enable the Cabinet to consider a recommendation to hold public consultation on proposals for early years, primary and secondary school provision to serve Adamsdown and Splott.</p> <p>It is proposed to:</p> <ul style="list-style-type: none"> <li>• Close St Albans Catholic Primary School, from August 2021;</li> <li>• Increase the capacity of Baden Powell Primary School from 420 places (2 Forms of Entry) to 630 places (3 Forms of Entry), and reduce the age range of the school from 3-11 years to 4-11 years, from September 2021;</li> <li>• Transfer Baden Powell Primary School to Tremorfa Park and replace the existing buildings with new build accommodation;</li> <li>• Increase the capacity of Willows High School from 1,121 places (7.4 Forms of Entry) to 1,200 places (8 Forms of Entry)</li> </ul>	<p>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.</p> <p>The Band B Programme seeks to address the most acute sufficiency and condition issues in Cardiff.</p> <p>Willows High School has been categorised as Condition D (end of life), prioritising the school for investment in the Band B 21<sup>st</sup> Century Schools Programme.</p> <p>Subsequently surveys of school buildings in Cardiff commissioned by the Welsh Government have identified condition issues at Baden Powell Primary School which would require investment within and beyond the Band B investment period.</p> <p>The Archdiocese of Cardiff has also indicated in correspondence with the Council in April 2019 that, in light of concerns around the continued viability of St Alban's Catholic Primary School, it can no longer sustain</p>



for pupils aged 11-16;

- Transfer Willows High School to Tremorfa Park and replace the existing buildings with new build accommodation;
- Establish post-16 provision for up to 250 pupils within the new buildings;
- Increase the capacity of Tremorfa Nursery School from 112 places to 128 places and expand the range of services provided on site including the relocation of Flying Start childcare (currently located on the Willows High School site) and parenting support, within an Integrated Children’s Centre on the existing Tremorfa Nursery School site and the vacated St Albans Catholic Primary School site;

Upgrade community facilities in Tremorfa through the replacement of public open space in Splott, significantly enhanced community facilities located on the new school site and replacement pitches for shared use with St Albans Rugby Club and the wider local community.

the school.

The Catholic Archdiocese has therefore requested that the Council consider a proposal be brought forward to close St Alban’s Catholic Primary School in the context of wider proposals for school provision serving Adamsdown and Splott.

The significant level of investment required to maintain and improve the condition of Baden Powell Primary School, and the conclusions of the Archdiocese of Cardiff in respect of discontinuing St Alban’s as a Catholic Primary School, present an opportunity for the Council to consider a wider proposal for school provision serving Adamsdown and Splott.

## Part 1: Impact on outcomes and due regard to Sustainable Development

Please use the following scale when considering what contribution the activity makes:		
<b>+</b>	Positive	Positive contribution to the outcome
<b>-</b>	Negative	Negative contribution to the outcome
<b>ntrl</b>	Neutral	Neutral contribution to the outcome
<b>Uncertain</b>	Not Sure	Uncertain if any contribution is made to the outcome

	Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick				Evidence or suggestion for improvement/mitigation
		+	-	Ntrl	Un-Crtn	
Page 98	<b>1.1 People in Cardiff are healthy;</b> <i>Consider the potential impact on</i> <ul style="list-style-type: none"> <li>the promotion of good health, prevention of damaging behaviour, promote healthy eating/active lifestyles etc,</li> <li>vulnerable citizens and areas of multiple deprivation</li> <li>Addressing instances of inequality in health</li> </ul>	x				- See 1.2 below – encouraging walking, cycling and use of public transport
	<b>1.2 People in Cardiff have a clean, attractive and sustainable environment;</b> <i>Consider the potential impact on</i> <ul style="list-style-type: none"> <li>the causes and consequences of Climate Change and creating a carbon lite city</li> </ul>	x				- These proposals would result in children from the local and surrounding areas attending new build school buildings fit for the 21 <sup>st</sup> Century. It is proposed to provide cost effective sustainable buildings that will reduce ongoing revenue costs in turn reducing the Council's carbon footprint in line Cardiff's Carbon Reduction Strategy (May 2015).
	<ul style="list-style-type: none"> <li>encouraging walking, cycling, and use of public transport and improving access to countryside and open space</li> </ul>	x				<ul style="list-style-type: none"> <li>In line with the Well-being of Future Generations Act Cardiff's Band B programme is committed to providing Local Schools for Local Children, to encourage use of sustainable modes to travel to schools, such as walking and cycling. School projects take into account transport issues when they are being designed and the need to provide safer routes to encourage walking to schools</li> <li>Promotion of initiatives such as Kerbcraft training, training in cycling skills and the Local Authority's implementation of Active Travel measures</li> </ul>
	<ul style="list-style-type: none"> <li>reducing environmental pollution (land, air, noise and water)</li> </ul>	x				- Implementation of an effective travel plan would minimise the need for non-sustainable transport to and from schools

	Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick				Evidence or suggestion for improvement/mitigation
		+	-	Ntrl	Un-Crtn	
	<ul style="list-style-type: none"> <li>reducing consumption and encouraging waste reduction, reuse, recycling and recovery</li> </ul>	x				- Proposals are progressed in line with Welsh Government Community Benefit Measurement Tool which encourages reduced consumption, waste reduction and recycling.
	<ul style="list-style-type: none"> <li>encouraging biodiversity</li> </ul>			x		- Site surveys will be undertaken to establish levels of biodiversity and will explore opportunities to develop appropriate initiatives.
<b>1.3</b>	<b>People in Cardiff are safe and feel safe;</b> <i>Consider the potential impact on</i> <ul style="list-style-type: none"> <li>reducing crime, fear of crime and increasing safety of individuals</li> <li>addressing anti-social behaviour</li> <li>protecting vulnerable adults and children in Cardiff from harm or abuse</li> </ul>	x				- All schools in Cardiff have policies in place to ensure safeguarding and the wellbeing of staff, children and young people.
<b>1.4</b>	<b>Cardiff has a thriving and prosperous economy;</b> <i>Consider the potential impact on</i> <ul style="list-style-type: none"> <li>economic competitiveness (enterprise activity, social enterprises, average earnings, improve productivity)</li> <li>Assisting those Not in Education, Employment or Training</li> <li>attracting and retaining workers (new employment and training opportunities, increase the value of employment,)</li> <li>promoting local procurement opportunities or enhancing the capacity of local companies to compete</li> </ul>	x				- The school would provide employment.
<b>1.5</b>	<b>People in Cardiff achieve their full potential;</b> <i>Consider the potential impact on</i> <ul style="list-style-type: none"> <li>promoting and improving access to life-long learning in Cardiff</li> <li>raising levels of skills and qualifications</li> <li>giving children the best start</li> <li>improving the understanding of sustainability</li> <li>addressing child poverty (financial poverty, access poverty, participation poverty)</li> <li>the United Nations Convention on the Rights of a Child and Principles for Older persons</li> </ul>	x				<ul style="list-style-type: none"> <li>The Council's proposals for Band B of the 21<sup>st</sup> Century Schools Programme, and the Cardiff 2020 strategy, clearly state the link between improving the environment for learning and raising standards of achievement.</li> <li>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. The development of a viable model for all schools across the city to be accessed by the communities which they serve is needed.</li> </ul>

	Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick				Evidence or suggestion for improvement/mitigation
		+	-	Ntrl	Un-Crtn	
						<ul style="list-style-type: none"> <li>- Cardiff's Child Friendly City strategy places the rights and voices of children and young people at the heart of Cardiff's policies, strategies and services; involving them in decision making and addressing the barriers which limit their life chances. As such the public consultation on the proposal will include representation from children and young people.</li> <li>- Subject to approval any future design work would also include representation from children and young people.</li> </ul>
1.6	<b>Cardiff is a Great Place to Live, Work and Play</b> <i>Consider the potential impact on</i> <ul style="list-style-type: none"> <li>• <i>promoting the cultural diversity of Cardiff</i></li> <li>• <i>encouraging participation and access for all to physical activity, leisure &amp; culture</i></li> <li>• <i>play opportunities for Children and Young People</i></li> <li>• <i>protecting and enhancing the landscape and historic heritage of Cardiff</i></li> <li>• <i>promoting the City's international links</i></li> </ul>	x		x		<ul style="list-style-type: none"> <li>- 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. The development of a viable model for all schools across the city to be accessed by the communities which they serve is needed.</li> </ul>
1.7	<b>Cardiff is a fair, just and inclusive society.</b> <i>Consider the potential impact on</i> <ul style="list-style-type: none"> <li>• <i>the elimination of discrimination, harassment or victimisation for equality groups</i></li> </ul>	x			x	<ul style="list-style-type: none"> <li>- See Equality Impact Assessment below and attached.</li> <li>- The Council's recruitment process would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.</li> </ul>
	<ul style="list-style-type: none"> <li>• <i>has the community or stakeholders been engaged in developing the strategy/policy/activity?</i></li> <li>• <i>how will citizen participation be encouraged (encouraging actions that consider different forms of consultation, through more in depth engagement to full participation in service development and delivery)?</i></li> </ul>	X				<ul style="list-style-type: none"> <li>- Subject to authorisation the public consultation will include engagement with all relevant stakeholders.</li> </ul>
	<b>EQUALITY IMPACT ASSESSMENT (This is attached on page 13)</b> <i>Will this Policy/Strategy/Project have a differential impact on any of the following:</i>					

	Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick				Evidence or suggestion for improvement/mitigation
		+	-	Ntrl	Un-Crtn	
1.8	<p><b>The Council delivers positive outcomes for the city and its citizens through strong partnerships</b></p> <p><i>Consider the potential impact on</i></p> <ul style="list-style-type: none"> <li><i>strengthening partnerships with business and voluntary sectors</i></li> <li><i>the collaboration agenda and the potential for shared services, cross-boundary working and efficiency savings</i></li> </ul>	x				<p>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.</p> <p>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.</p> <p>The Council's proposals for Band B of the 21<sup>st</sup> Century Schools Programme, and the Cardiff 2020 strategy, clearly state the link between improving the environment for learning and raising standards of achievement.</p> <p>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</p> <p>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</p>

	Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick				Evidence or suggestion for improvement/mitigation
		+	-	Ntrl	Un-Crtn	

**SUMMARY OF APPRAISAL (highlight positive and negative effects of the policy / plan / project being assessed, demonstrating how it contributes to the economic, social and environmental sustainability of the city):**

**Economic**

- Investment in the establishment of one new build primary school with 630 places (3 forms of entry) and one new build secondary school with 1,200 places (8 forms of entry) with sixth form provision.
- The new buildings will support the delivery of a broad and balanced curriculum.
- The new build schools would provide employment opportunities.

**Social**

Potential impact of reduced access to Catholic school places

Greater distance for some pupils to travel to school

There would be the potential for community use of school facilities outside of school hours.

Upgrade community facilities in Tremorfa through the replacement of public open space in Splott, significantly enhanced community facilities located on the new school site and replacement pitches for shared use with St Albans Rugby Club and the wider local community.

- It is proposed that St Alban's Catholic Primary School would close in August 2021. Those children seeking to continue a faith based education would need to apply to alternative primary schools.
- The proposal to reduce the age range of Baden Powell Primary School from 3-11 years to 4-11 years, from September 2021, will be offset by the proposed increase in capacity at Tremorfa Nursery School
- **Environmental sustainability**

- The school would be designed in such a way that it seeks to minimize running costs and detrimental environmental impact.

**WHAT ACTIONS HAVE BEEN IDENTIFIED OR CHANGES BEEN MADE TO THE POLICY / PLAN / PROJECT AS A RESULT OF THIS APPRAISAL:**

The proposal is subject to consultation and statutory process and will be reviewed following consultation in order to assess whether to progress to the next stage (statutory notice).

If the proposals were to proceed, an equality impact assessment would be carried out to identify accessibility to the new build school sites. The equality

impact assessment would take into account policies such as the Equality Act 2010, TAN 12: Design 2014 as well as building regulations such as, BS8300, Part M and relevant Building Bulletins.

## Part 2: Strategic Environmental Assessment Screening

		Yes	No
2.1	Does the plan or programme set the framework for future development consent?	x	
2.2	Is the plan or programme likely to have significant, positive or negative, environmental effects?		x

<b>Is a Full Strategic Environmental Assessment Screening Needed?</b> <ul style="list-style-type: none"> <li>▪ If yes has been ticked to both questions 2.1 and 2.2 then the answer is yes</li> <li>▪ If a full SEA Screening is required then please contact the Sustainable Development Unit to arrange (details below)</li> </ul>	<b>Yes</b>	<b>No</b> X An SEA has been undertaken (attached)

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If you have any doubt on your answers to the above questions regarding SEA then please consult with the Sustainable Development Unit on 2087 3228 or [sustainabledevelopment@cardiff.gov.uk](mailto:sustainabledevelopment@cardiff.gov.uk)

## Part 3: Habitat Regulation Assessment (HRA)

		Yes	No	Unsure
3.1	Will the plan, project or programme results in an activity which is known to affect a European site, such as the Severn Estuary or the Cardiff Beech Woods?		x	
3.2	Will the plan, project or programme which steers development towards an area that includes a European site, such as the Severn Estuary or the Cardiff Beech Woods or may indirectly affect a European site?		x	
3.3	Is a full HRA needed?		x	

Details of the strategy will be sent to the County Ecologist on completion of the process to determine if a Habitat Regulation Assessment is needed. For further information please phone 2087 3215 or email [biodiversity@cardiff.gov.uk](mailto:biodiversity@cardiff.gov.uk)



## Appendix 1 – Statutory Requirements

It is possible that the Impact Screening Tool will identify the need to undertake specific statutory assessments:

- **Equality Impact Assessment:** *This assessment is required by the Equality Act 2010 and Welsh Government’s Equality Regulations 2011.*
- **Sustainable Development Bill:** *The Bill, when it comes into effect, will require sustainable development (SD) to be a central organising principle for the organisation. This means that there is a duty to consider SD in the strategic decision making processes.*
- **Shared Purpose Shared Delivery-** *The Welsh Government requires local authorities to produce a single integrated plan to meet statutory requirements under a range of legislation. Cardiff Council must therefore demonstrate its contribution towards Cardiff’s own integrated plan; “What Matters”.*
- **United Nations Convention on the Rights of the Child:** *The Children Act 2004 guidance for Wales requires local authorities and their partners to have regard to the United Nations Convention on the Rights of a Child.*
- **United Nations Principles for Older Persons:** *The principles require a consideration of independence, participation, care, self-fulfillment and dignity.*
- **The Welsh Language Measure 2011:** *The measure sets out official status for the Welsh language, a Welsh language Commissioner, and the freedom to speak Welsh.*
- **Health Impact Assessment:** *(HIA) considers policies, programmes or projects for their potential effects on the health of a population*
- **Strategic Environmental Impact Assessment:** *A Strategic Environmental Assessment (SEA) is an European Directive for plans, programmes and policies with land use implications and significant environmental effects.*
- **Habitats Regulations Assessment:** *The Conservation (Natural Habitats, &c.) (Amendment) Regulations 2007 provides a requirement to undertake Habitats Regulations Assessment (HRA) of land use plans.*



<b>Policy/Strategy/Project/Procedure/Service/Function Title:</b> <b>Proposal:</b> <b>SCHOOL ORGANISATION PLANNING: 21<sup>ST</sup> CENTURY SCHOOLS, BAND B: EARLY YEARS, PRIMARY AND SECONDARY SCHOOL PROVISION TO SERVE ADAMSDOWN AND SPLOTT</b>
<b>New</b>

<b>Who is responsible for developing and implementing the Policy/Strategy/Project/Procedure/Service/Function?</b>	
Name: Richard Portas	Job Title: Programme Director
Service Team: School Organisation Planning	Service Area: Education and Lifelong Learning
Assessment Date: June 2019	

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**1. What are the objectives of the Policy/Strategy/Project/ Procedure/ Service/Function?**

- 1. Please provide background information on the Policy/ Strategy / Project / Procedure / Service / Function and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]**

See Page 2

**3 Assess Impact on the Protected Characteristics**

**3.1 Age**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative/]** on younger/older people?

	Yes	No	N/A
--	-----	----	-----

3 to 11 years	x		
11 to 18 years	x		
18 - 65 years	x		
Over 65 years	x		

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

- Age 4 -11: Impact of potential reduced access to local Catholic school places; greater distance for some pupils to travel to school should they wish to continue to be educated in a Catholic school
- Age 3 – 18: The proposals will support the delivery of education in high quality learning environments
- All ages: The provision of improved community facilities in Tremorfa through the replacement of public open space in Splott, significantly enhanced community facilities located on the new school site and replacement pitches for shared use with St Albans Rugby Club and the wider local community is positive.

**What action(s) can you take to address the differential impact?**

- There are a number of other Catholic Primary Schools which have the capacity to take Catholic pupils from the St. Alban's area including St. John Lloyd and St. Peter's both situated within the same High School cluster as St. Alban's.
- Arrangements would be made to ensure that the Admission policies of the other schools gave equal priority to children from the current St. Alban's catchment.
- Arrangements would also be made with St. Illtyd's High School to ensure there would be no negative impact on pupils unable to secure in year transfers to alternative Catholic primary provision.
- Arrangements would be put in place with alternative Catholic schools to ensure smooth transition for pupils from St. Alban's.
- Future demand for Catholic school places in South Cardiff can be met by other Catholic schools in the area.
- Transport arrangements for any pupils transferring to alternative schools would be assessed in line with the Council's School Transport Policy

**If no differential impact, explain the reason(s) for this assessment:**

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### 3.2 Disability and Access

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on disabled people?

	Yes	No	N/A
Hearing Impairment		x	
Physical Impairment		x	
Visual Impairment		x	
Learning Disability		x	
Long-Standing Illness or Health Condition			x
Mental Health			x
Substance Misuse			x
Other			x

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
<b>What action(s) can you take to address the differential impact?</b>
<b>If no differential impact, explain the reason(s) for this assessment:</b>
<p><b>Accessibility of the accommodation</b></p> <ul style="list-style-type: none"> <li>• If the proposals were to proceed, equality impact assessments would be carried out to identify the accessibility of the new school buildings. The equality impact assessments would take into account policies such as the Equality Act 2010, TAN 12: Design 2014 as well as building regulations such as, BS8300, Part M and relevant Building Bulletins.</li> </ul>

### 3.3 Gender Reassignment

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on transgender people?

	Yes	No	N/A
<b>Transgender People</b> (People who are proposing to undergo, are undergoing, or have undergone a process [or part of a process] to reassign their sex by changing physiological or other attributes of sex)		X	

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
<b>What action(s) can you take to address the differential impact?</b>
<b>If no differential impact, explain the reason(s) for this assessment:</b>
<ul style="list-style-type: none"> <li>The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.</li> <li>The proposal would need to ensure compliance with the Council's policies on equal opportunities.</li> </ul>

### 3.4. Marriage and Civil Partnership

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on marriage and civil partnership?

	Yes	No	N/A
Marriage			X
Civil Partnership			X

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
<b>What action(s) can you take to address the differential impact?</b>
<b>If no differential impact, explain the reason(s) for this assessment:</b>
N/A

### 3.5 Pregnancy and Maternity

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on pregnancy and maternity?

	Yes	No	N/A
Pregnancy			
Maternity			N/A

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
<b>What action(s) can you take to address the differential impact?</b>
<b>If no differential impact, explain the reason(s) for this assessment:</b>
<ul style="list-style-type: none"> <li>The Council's procedure for securing staffing requirements to implement this proposal would be used in implementing this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.</li> <li>If the proposal were to proceed, an equality impact assessment would be carried out to identify the accessibility of the new school building. The equality impact assessment would take into account policies such as the Equality Act 2010, TAN 12: Design 2014 as well as building regulations such as, BS8300, Part M and relevant Building Bulletins.</li> </ul>

### 3.6 Race

Will this Policy/Strategy/Project//Procedure/Service/Function have a **differential impact [positive/negative]** on the following groups?

	Yes	No	N/A
White		x	
Mixed / Multiple Ethnic Groups		x	
Asian / Asian British		x	
Black / African / Caribbean / Black British		x	
Other Ethnic Groups		x	

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
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<ul style="list-style-type: none"> <li>The proposal would not have a differential impact upon one particular race as school provision is available to all races and would continue to be provided within the same community.</li> <li>As there is no safe walking route available, there are currently a small number of Gypsy/ Traveller children attending St Albans Catholic Primary School receiving free home to school transport.</li> </ul>
<b>What action(s) can you take to address the differential impact?</b>
<ul style="list-style-type: none"> <li>Free home to school transport would be provided for children to the nearest school that they opt to transfer to, if the proposed closure of St Albans Catholic Primary School goes ahead, where there is deemed to be no safe walking route.</li> </ul>
<b>If no differential impact, explain the reason(s) for this assessment:</b>

**Religion, Belief or Non-Belief**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on people with different religions, beliefs or non-beliefs?

	Yes	No	N/A
Buddhist		x	
Christian	x		
Hindu		x	
Humanist		x	
Jewish		x	
Muslim		x	
Sikh		x	
Other		x	

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
<ul style="list-style-type: none"> <li>Impact of potential reduced access to local Catholic school places</li> <li>Greater distance for some current St Alban’s pupils to travel to school</li> <li>Pupils could be disadvantaged when applying for admission to secondary education, based on existing admission arrangements for Catholic secondary</li> </ul>

<p>schools in Cardiff.</p> <ul style="list-style-type: none"> <li>Families who wish, in future, to access education in a Catholic primary school would be unable to do so at St Alban's</li> </ul>
<p><b>What action(s) can you take to address the differential impact?</b></p> <ul style="list-style-type: none"> <li>There are a number of other Catholic Primary Schools which have the capacity to take Catholic pupils from the St. Alban's area including St. John Lloyd and St. Peter's both situated within the same High School cluster as St. Alban's. Travel distance to school would be increased for the majority of pupils who opt to transfer to another Catholic school. Transport arrangements for any pupils transferring to alternative schools would be assessed in line with the Council's School Transport Policy</li> <li>Future demand for Catholic school places in South Cardiff can be met by other Catholic schools in the area - arrangements would be made to ensure that the Admission policies of the other schools gave equal priority to children from the current St. Alban's catchment.</li> <li>Arrangements would also be made with St. Illtyd's High School to ensure there would be no negative impact on pupils unable to secure in year transfers to alternative Catholic primary provision.</li> <li>Arrangements would be put in place with alternative Catholic schools to ensure smooth transition for pupils from St. Alban's.</li> <li></li> </ul>
<p><b>If no differential impact, explain the reason(s) for this assessment:</b></p>

**3.8 Sex**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on men and/or women?

	Yes	No	N/A
Men		x	
Women		x	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**



<b>What action(s) can you take to address the differential impact?</b>
<b>If no differential impact, explain the reason(s) for this assessment:</b>
<ul style="list-style-type: none"> <li>Maintained school provision admits pupils of both sexes and this would continue to be the case.</li> <li>The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.</li> </ul>

### 3.9 Sexual Orientation

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on the following groups?

	Yes	No	N/A
Bisexual		x	
Gay Men		x	
Gay Women		x	
Heterosexual		x	

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
<b>What action(s) can you take to address the differential impact?</b>
<b>If no differential impact, explain the reason(s) for this assessment:</b>
<p>(Fears that recruitment opportunities could be affected by sexual orientation)</p> <p>Evidence collated by the Stonewall lobby group alleges that Lesbian, Gay, Bisexual people are likely to be discriminated against in workplace recruitment.</p> <p>The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that</p>

good practice is followed, including the application of the Council's policies on equal opportunities.

### 3.10 Language

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on Welsh Language?

	Yes	No	N/A
Welsh Language		x	
Other languages		x	

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
<b>What action(s) can you take to address the differential impact?</b>
<b>If no differential impact, explain the reason(s) for this assessment:</b>
<p><b>Language support</b></p> <ul style="list-style-type: none"> <li>The proposal will not directly impact on the level of support provided. The allocation of teachers and BTAs is usually in place for the period of the academic year but is liable to change throughout the year to meet fluctuations in demand.</li> </ul> <p><b>Impact of the proposal on the Welsh Language</b></p> <ul style="list-style-type: none"> <li>It is not anticipated that there will be any differential impact on the Welsh Language, as a result of this proposal.</li> <li>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.</li> <li>The Council works closely and constructively with partners on its Welsh Education Forum, which includes representatives of nursery, primary, secondary and further</li> </ul>

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.

- 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.
- 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.

**4. Consultation and Engagement**

What arrangements have been made to consult/engage with the various Equalities Groups?

The Council’s Accessibility Officer would be given the opportunity to comment on the scheme.

**Summary of Actions [Listed in the Sections above]**

<b>Groups</b>	<b>Actions</b>
Age	See Generic Over Arching below
Disability	
Gender Reassignment	
Marriage & Civil Partnership	
Pregnancy & Maternity	
Race	
Religion/Belief	
Sex	

Sexual Orientation	
Language	
Generic Over-Archiving [applicable to all the above groups]	<ul style="list-style-type: none"> <li>• There will be a full public consultation (subject to approval) which will include a range of stakeholders e.g. parents, children, staff, governors and the wider community. This assessment will be reviewed after the consultation.</li> <li>• If the proposal were to proceed, an equality impact assessment would be carried out to identify the accessibility of the new school building. The equality impact assessment would take into account policies such as the Equality Act 2010, TAN 12: Design 2014 as well as building regulations such as, BS8300, Part M and relevant Building Bulletins.</li> </ul>

### Further Action

Any recommendations for action that you plan to take as a result of this Equality Impact Assessment (listed in Summary of Actions) should be included as part of your Service Area's Business Plan to be monitored on a regular basis.

### Authorisation

The Template should be completed by the Lead Officer of the identified Policy/Strategy/Project/Function and approved by the appropriate Manager in each Service Area.

Completed By: Rachel Burgess Willis	Date: June 2019
Designation: Schools Organisation Planning Officer	
Approved By:	
Designation:	
Service Area:	

- 7.1 On completion of this Assessment, please ensure that the Form is posted on your Directorate's Page on CIS - *Council Wide/Management Systems/Equality Impact Assessments* - so that there is a record of all assessments undertaken in the Council.  
For further information or assistance, please contact the Citizen Focus Team on 029 2087 3059 or email [citizenfocus@cardiff.gov.uk](mailto:citizenfocus@cardiff.gov.uk)

### Background

In 2008, a retrospective Strategic Environmental Assessment (SEA) of Cardiff's 21<sup>st</sup> Century: A Strategic Framework for a School Building Improvement Programme (published in 2006) was carried out based on the guidance that supports the European SEA Directive 2001/42/EC.

The retrospective approach to assessment was quality assured by an external consultant and their independent compliance review determined that the report detailing the assessment on the strategic framework met the key requirements set out for reporting the SEA process as required by the SEA Directive.

The retrospective assessment provides the basis for assessing current and future school organisation proposals at a strategic level.

If a proposal were to proceed, an environmental assessment would be carried out as part of the planning application process.

**To request a copy of the assessment on the Strategic Framework please contact Rachel Willis, 029 2087 3946, RWillis@cardiff.gov.uk**

Proposal

**SCHOOL ORGANISATION PLANNING: 21<sup>ST</sup> CENTURY SCHOOLS, BAND B: EARLY YEARS, PRIMARY AND SECONDARY SCHOOL PROVISION TO SERVE ADAMSDOWN AND SPLOTT**

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<b>xx</b>	<b>= very incompatible; very negative effect</b>
<b>x</b>	<b>= incompatible; negative effect</b>
<b>✓</b>	<b>= compatible; positive effect</b>
<b>✓✓</b>	<b>= very compatible; very positive effect</b>
<b>0</b>	<b>= no links; neutral effect</b>
<b>? and/or mitigation</b>	<b>= uncertain effects</b>
<b>DNA</b>	<b>= data not available</b>

See table headers below: \* Comparison of the preferred option to a possible alternative option(s) are required in a SA/SEA.

<b>SEA objective</b>	<b>SCHOOL ORGANISATION PLANNING: 21<sup>ST</sup> CENTURY SCHOOLS, BAND B: EARLY YEARS, PRIMARY AND SECONDARY SCHOOL PROVISION TO SERVE ADAMSDOWN AND SPLOTT</b>		Do nothing	
	<b>Rating</b>	<b>Commentary/ explanation of compatibility with SEA objective</b>	<b>Rating</b>	<b>Commentary/ explanation of compatibility with SEA objective</b>

SEA objective	<b>SCHOOL ORGANISATION PLANNING: 21<sup>ST</sup> CENTURY SCHOOLS, BAND B: EARLY YEARS, PRIMARY AND SECONDARY SCHOOL PROVISION TO SERVE ADAMSDOWN AND SPLOTT</b>		Do nothing	
	Rating	Commentary/ explanation of compatibility with SEA objective	Rating	Commentary/ explanation of compatibility with SEA objective
1. <i>Promote a greener economy by delivering a sustainable pattern of schools across Cardiff</i>	✓	<p>The current school buildings at Willows High School and Baden Powell Primary School are rated C &amp; B (Poor) for sustainability. The Willows buildings are also under utilised due to the number of surplus places and therefore energy use is inefficient.</p> <p>This proposal would result in the pupils attend new build, fit for purpose 21<sup>st</sup> Century schools. The new buildings would be energy efficient and there would be high utilisation rates and therefore more efficient energy use.</p>	x	The current school buildings are not considered fit for the 21 <sup>st</sup> Century. The buildings are also under utilised due to the number of surplus places and therefore energy use is inefficient.
<p>2. <i>Reduce greenhouse gas emissions through:</i></p> <p><i>Energy efficient building design and disposing of poor quality surplus accommodation</i></p> <p><i>Promoting sustainable modes of transport and integrated transport systems</i></p>	<p>✓</p> <p>X</p> <p>Mitigation</p>	<p>a)</p> <p>This proposal would result in pupils attending new build, fit for purpose 21<sup>st</sup> Century school buildings. The new buildings would be energy efficient meeting BREEAM excellent and an EPC A rating.</p> <p>b)</p> <p>An increase in the number of children attending the new build school sites could increase the volume of traffic in the vicinity of the school.</p> <ul style="list-style-type: none"> <li>- Emphasis is placed on travel by active modes where this is possible and on providing the facilities and opportunities at school for students to travel by walking, cycling and public transport. Encouraging active travel to school is a very important means of increasing levels of physical activity in children and tackling the growing problem of childhood obesity. Reducing congestion at the school gate is key to ensuring the safety of pupils and to mitigating impacts on the local neighbourhood.</li> <li>- Provision of parent parking places is generally not supported by Cardiff Council. This is because such provision would promote travel to school by car, generate local traffic, contribute to congestion and reduce pupil safety. Parking facilities provided at schools is generally only for staff and to meet operational needs.</li> <li>- Management of access to the school site prior/during parent drop off and pick up times would help with health &amp; safety.</li> </ul>	x	See comments next to SEA Objective 1 above

SEA objective	<b>SCHOOL ORGANISATION PLANNING: 21<sup>ST</sup> CENTURY SCHOOLS, BAND B: EARLY YEARS, PRIMARY AND SECONDARY SCHOOL PROVISION TO SERVE ADAMSDOWN AND SPLOTT</b>		Do nothing	
	Rating	Commentary/ explanation of compatibility with SEA objective	Rating	Commentary/ explanation of compatibility with SEA objective
		<ul style="list-style-type: none"> <li>- Cardiff's Supplementary Planning Guidance (Access, Circulation and Parking Standards 2010) sets out that all new or expanded schools are required to develop a Travel Plan for submission with a planning application. A Travel Plan is a policy and action plan to:               <ul style="list-style-type: none"> <li>o manage transport efficiently</li> <li>o improve access by all means of travel for employees, visitors, patients and students</li> <li>o encourage sustainable transport – walking, cycling, public transport and car sharing</li> <li>o reduce car use.</li> </ul> </li> <li>- A School Travel Plan is specifically designed to address the transport needs of pupils and staff and will vary according to the nature of the education being provided and the catchment area of the school.</li> </ul> <p>School safety zones would be set up to address health and safety concerns from increased traffic flows in the school vicinity.</p>		
3. <i>Promote health and wellbeing</i> by protecting and enhancing Public Open Space (POS) and improving access to POS	0	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. The development of a viable model for all schools across the city to be accessed by the communities which they serve is needed.	x	See comments next to SEA Objective 1 above
4. <i>Minimise</i> air, light and noise pollution associated with building development and traffic congestion	0  0	<p>a) Those delivering the scheme would be encouraged to minimise air, light and noise pollution during any works including adherence to any planning conditions imposed in this respect.</p> <p>b) To reduce congestion and associated pollution the following would be considered:</p> <ul style="list-style-type: none"> <li>▪ Formalising the parking regime outside the school</li> </ul>	x	See comments next to SEA Objective 1 above

SEA objective	<b>SCHOOL ORGANISATION PLANNING: 21<sup>ST</sup> CENTURY SCHOOLS, BAND B: EARLY YEARS, PRIMARY AND SECONDARY SCHOOL PROVISION TO SERVE ADAMSDOWN AND SPLOTT</b>		Do nothing	
	Rating	Commentary/ explanation of compatibility with SEA objective	Rating	Commentary/ explanation of compatibility with SEA objective
		<p>to discourage unsafe parking and help with enforcement.</p> <ul style="list-style-type: none"> <li>▪ The schools develop and maintain an Active Travel Plan which includes schemes such as the Park Safe / Walk Safe scheme which encourage parents to park further away from the school.</li> </ul>		
5. <i>Protect and enhance biodiversity, flora and fauna</i>	<b>0</b>	Any proposal taken forward would be subject to full planning requirement including consideration of biodiversity, flora and fauna	x	See comments next to SEA Objective 1 above
6. <i>Protect and enhance the landscape (habitats/visual amenities)</i>	<b>0</b>	Any proposal taken forward would be subject to full planning requirement including consideration of landscape – (habitats/visual amenities)	x	See comments next to SEA Objective 1 above
7. <i>Conserve water resources and increase water efficiency in new developments and promote sustainable urban drainage systems</i>	<b>0</b>	Any proposal taken forward would be subject to full planning requirement including consideration of water conservation and SUDS	x	See comments next to SEA Objective 1 above
8. <i>Promote regeneration by delivering inclusive schools that will improve equality of opportunity and access for all</i>	<b>0</b>	<p>Achieved by making schools community focused - opening facilities to the public e.g. evening classes and extended learning opportunities.</p> <p>If the proposal were to proceed, an Equality Impact Assessment (EqIA) would be carried out to consider the accessibility of the new building site.</p> <p>The EqIA would take into account policies such as the</p>	x	See comments next to SEA Objective 1 above



<b>SEA objective</b>	<b>SCHOOL ORGANISATION PLANNING: 21<sup>ST</sup> CENTURY SCHOOLS, BAND B: EARLY YEARS, PRIMARY AND SECONDARY SCHOOL PROVISION TO SERVE ADAMSDOWN AND SPLOTT</b>		Do nothing	
	<b>Rating</b>	<b>Commentary/ explanation of compatibility with SEA objective</b>	<b>Rating</b>	<b>Commentary/ explanation of compatibility with SEA objective</b>
		Equality Act 2010, TAN 12: Design 2014 as well as building regulations such as, BS8300, Part M and relevant Building Bulletins.		
9. <i>Protect and enhance</i> designated historic assets	<b>0</b>	There are no registered historic assets on the proposed new school site.	x	See comments next to SEA Objective 1 above

## Conclusion

The proposal has been assessed to be compatible with the environmental objectives used to assess the goals and principles of the "21st Century Schools: Strategic Framework for A School Building Improvement Programme" that underpins school organisation proposals.

Where the assessment has identified a potential negative environmental impact in terms of an increase in the volume of traffic (Objective 4), measures to mitigate the effect are detailed.

It is proposed to:

- Close St Albans Catholic Primary School, from August 2021;
- Increase the capacity of Baden Powell Primary School from 420 places (2 Forms of Entry) to 630 places (3 Forms of Entry), and reduce the age range of the school from 3-11 years to 4-11 years, from September 2021;
- Transfer Baden Powell Primary School to Tremorfa Park and replace the existing buildings with new build accommodation;
- Increase the capacity of Willows High School from 1,121 places (7.4 Forms of Entry) to 1,200 places (8 Forms of Entry) for pupils aged 11-16;

- Transfer Willows High School to Tremorfa Park and replace the existing buildings with new build accommodation;
- Establish post-16 provision for up to 250 pupils within the new buildings;
- Increase the capacity of Tremorfa Nursery School from 112 places to 128 places and expand the range of services provided on site including the relocation of Flying Start childcare (currently located on the Willows High School site) and parenting support, within an Integrated Children's Centre on the existing Tremorfa Nursery School site and the vacated St Albans Catholic Primary School site;
- Upgrade community facilities in Tremorfa through the replacement of public open space in Splott, significantly enhanced community facilities located on the new school site and replacement pitches for shared use with St Albans Rugby Club and the wider local community.