

CABINET MEETING: 11 JULY 2019

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

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

AGENDA ITEM: 6

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 21st 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 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.
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 21st 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.

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%	
Total	521	421	443	484	479	475	517	496	3315	3659	344	9.4%	

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 21st 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 21st 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 21st 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 21st 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 to add to their existing offer to cater to 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 21st 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).

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. The letter from the Chair of the Scrutiny will be circulated at the Cabinet meeting.

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 Alban's 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.

Table 2: Modes of travel to school by surveyed pupils in annual Hands Up survey 2017		
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.
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.

SENIOR RESPONSIBLE OFFICER	NICK BATCHELAR Director of Education & Lifelong
	5 July 2019

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