

**SCHOOL ORGANISATION PROPOSALS: PROVISION FOR CHILDREN AND YOUNG PEOPLE WITH ADDITIONAL LEARNING NEEDS (ALN)**

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

**AGENDA ITEM: 4**

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**Reason for this Report**

1. To enable the Cabinet to consider recommendations to hold public consultation on a range of proposals, consistent with the Cardiff 2030 vision for education and learning, to strategically extend and realign special school and Specialist Resource Bases which would provide:
  - 136 additional Secondary and post-16 Emotional health and wellbeing needs (EWHN) places
  - 139 additional Secondary age Complex Learning and Autism Spectrum Condition places
  - 42 additional Age 3-19 Complex Learning and Autism Spectrum Condition places
  - 150 additional Primary Complex Learning and Autism Spectrum Condition places

**Background**

2. At its meeting on the 12 of October 2017, the Cabinet received a report 'Developing the School Estate' which outlined the challenges and opportunities facing Cardiff in the development of the education estate.
3. 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 21st Century Schools Band B Programme. A copy of the 14 December 2017 Cabinet Report is included at Appendix 1.
4. The Band B Programme seeks to address the most acute sufficiency and condition issues in Cardiff. Four special schools are identified for redevelopment: Riverbank Special School and Woodlands High School, for pupils with complex learning needs/ autism, and The Court School and Greenhill School, for pupils with emotional health and wellbeing needs.

5. Proposals in relation to Riverbank and Woodlands were agreed by the Welsh Minister on 21 July 2020.
6. At its meeting on 15 July 2021 the Cabinet authorised officers to consult on proposals for The Court Special School and the establishment of Specialist Resource Base provision at Moorland Primary School for learners with complex learning needs. A copy of the 15 July 2021 Cabinet Report is included at Appendix 2.
7. This report brings forward the proposals to expand Emotional Health & Wellbeing provision for secondary age and post 16 learners, identified in the Council's 21<sup>st</sup> Century Schools Band B programme, to address the shortfall of places and to provide the best opportunities for learners.
8. While the 21st Century Schools Band B Programme will provide opportunities to address special school sufficiency issues, there will also be a need to take steps to extend provision to meet demand for places beyond this.

### **Achieving Cardiff's Learning Entitlement Goal**

9. Cardiff's 2030 vision for education and learning in Cardiff sets a goal of A Learning Entitlement, in which all children and young people are able to access appropriate routes into education and learning opportunities that enable them to achieve, thrive and realise their individual dreams and ambitions. In order to improve outcomes for Cardiff's most vulnerable learners, many of whom face barriers to engagement in education and learning, addressing inequality is key.
10. An effective, inclusive approach to supporting ALN in Cardiff includes the following principles:
  - Schools and settings that deliver an innovative curriculum with effective whole school approaches to teaching and learning; emotional health and wellbeing.
  - Excellent specialist services to enhance the capacity of schools and other settings to include children and young people with a range of ALN
  - Effective early identification and research-based intervention to prevent the escalation of ALN wherever possible
  - High levels of accessibility in every school building with sufficient flexible accommodation in every school appropriate to the age and stage of learning
  - Strong partnerships to ensure a holistic, collaborative response to a child or young person's ALN (including health, children and adult services, early years and FE providers)

- Effective multi-agency transition planning at every stage, from early years through to primary, secondary, post 16 and adult destinations, to support admission without delay
11. The number of children requiring specialist placement as a result of their learning disabilities has been increasing in Cardiff over the last 5 years, and steps were taken in 2018 to increase the number of specialist places available.
  12. The proposals identified within this report seek to improve access to education from early years, through to Post 16 education, consistent with the above principles of inclusion. The expansion of specialist provision brings forward effective pathways for specific groups of learners who face greater challenges, including Children Looked After, young people educated other than at school (EOTAS) and pupils eligible for free school meals who are disproportionately represented in specialist provision.
  13. The proposed expansion of special school and specialist resource base provision provides a strategic solution that focuses on sustainable growth of established and successful specialist provision and reduces the Council's reliance on out of county and independent placements in coming years.
  14. The development of purpose-built accommodation, and the adaptation of existing buildings to extend successful provision, greatly improves accessibility to meet the needs of learners.
  15. The overall increase in provision, to more closely match the projected need for places, would enable a greater number of learners to be placed in provision that is within or closer to their local community, to reduce travel times for those learners, and in turn reduce the average cost per learner of travel to school.

## **Issues**

### **Sufficiency in the Special Sector**

16. Cardiff Council is committed to the principles of inclusion and recognises that the majority of children and young people with additional needs are best supported in their local mainstream schools. The Council will continue to provide support, training and resources to schools, promote the sharing of best inclusive practice and ensure that learners with ALN access effective support in their local school.
17. However, it is recognised that in order to thrive and fulfil their potential, children and young people with the most complex Additional Learning Needs require access to the specialist environments and expertise of a special school or Specialist Resource Base.
18. At present, both primary and secondary schools in Cardiff host specialist resource base provision. Some are designated to support children with complex learning needs who require a specialist curriculum taught in a

small class environment and some are designated for learners with autism or hearing impairments who require specialist support to access mainstream learning, with access to a nurturing base for some learning and unstructured time.

19. The purpose of a Specialist Resource Base (SRB) is to enable learners with learning difficulties to succeed in a mainstream school environment. Pupils are taught in a small class by specialist staff and benefit from a specialist curriculum, while benefiting from the full range of education opportunities available to all pupils at the school.
20. In 2020-21, a total of 1,116 places were funded in specialist resource bases or special schools, while the wellbeing and speech and language classes had capacity for up to 48 primary learners on temporary placements and 90 places in the Pupil Referral Unit.
21. Whilst there are a number of existing specialist settings across Cardiff, there are currently insufficient places available. This insufficiency of places compared to need is projected to increase over coming years.
22. Owing to insufficient places in Cardiff maintained special schools, the Council has also funded some places at special schools maintained by other LAs, or in independent schools. In addition, the Council is responsible for funding additional support or specialist placement provided by other local authorities for children looked after who are placed out of area. The total spend on all 'out of county' provision, was £6.3m in 2020-21. The budget for 2021-22 is currently set at £7.3m.
23. Spending on independent places and special school places in neighbouring local authorities has grown to c£3.8m in 2020/21, of which c£2.5m has funded places in specialist provision for those learners with Emotional Health & Wellbeing Needs. Some of these may have been able to be placed at Greenhill Special School if a greater number of places were available. Without investment in additional places, this figure would be expected to grow significantly in future years.
24. The majority of learners with Additional Learning Needs attend a local mainstream school, and benefit from effective Additional Learning Provision, without the need for special school or Specialist Resource Base places. However, the number of pupils with severe and complex needs, requiring a place in a special school or specialist resource base has continued to grow due to:
  - Pupil population growth, especially at primary phase, with the larger primary cohorts now moving through to secondary phase
  - Improved survival rates for children born with significant disabilities, resulting in a higher incidence of severe and complex disabilities. Cardiff schools are highly inclusive, and the extent to which pupils' additional learning needs can be met in their local schools has increased steadily; however, the increased complexity of the population has meant that the need for specialist provision has

continued to grow, and the range of expertise, specialist support and facilities required in special schools and SRBs has also increased.

- Increased incidence and identification of specific needs such as autism, Attention Deficit & Hyperactivity Disorder (ADHD), physical disabilities and sensory impairments
- Higher incidence of children and young people with emotional health and wellbeing needs, a trend which pre-dates COVID 19, but has been exacerbated by school closures and other measures to manage the pandemic

25. At the end of March 2021 there were 2,265 learners in Cardiff whose Additional Learning Needs were identified in a statement, which sets out their needs and the support they require. As the population grows, so will the number of children and young people with significant and complex Additional Learning Needs.

### Demand for places

26. The development of specialist provision in Cardiff has not kept pace with the growth in needs and demand for places. This has resulted in a deficit of approximately 370 places in 2020-21. The deficit is predicted to grow to approximately 485 by 2025-26 if no further provision is developed. Information regarding projections and forecasts and the methodologies used to establish likely demand are set out in Appendix 3.

27. The below table provides a summary of the current and projected deficit of specialist places.

Table: City-wide special school and SRB capacity 2021/ 2022 and projected deficit of places (including 10% allowance for growth)			
	Capacity 2021-22	Projected deficit 2021-22	Projected deficit 2025-26
Primary complex learning and Autism Spectrum Condition	472	89	108
Primary Emotional Health and Wellbeing Needs	90	28	38
Secondary complex learning and Autism Spectrum Condition	556	82	123
Secondary Emotional Health and Wellbeing Needs	172	182	211
Post 16 Emotional Health and Wellbeing Needs	8	19	28
<b>Total</b>	<b>1,298</b>	<b>400</b>	<b>508</b>

28. The 21<sup>st</sup> Century Schools Band B Programme sets out proposals to provide additional places at four schools, Proposals for Riverbank

Special School and Woodlands High School were approved by Welsh Government in September 2019 and will provide 42 and 100 additional places respectively. The Council is consulting in autumn 2021 on proposals to provide 30 additional places at The Court School and to establish a new Specialist Resource Base of 20 places at Moorland Primary School. These proposals will reduce the projected deficit by 190 places but will not deliver additional places for some time.

29. The shortfall in Cardiff maintained specialist provision has led to significant growth in pupils in education other than at school (EOTAS), continued over-reliance on places in the independent sector and pupils supported in mainstream schools while awaiting placement.
30. The majority of Cardiff parents of children who require specialist placement express a preference for places in Cardiff special schools or Specialist Resource Bases for their child.
31. Whilst the Council works closely with the independent sector and with other Local Authorities to ensure there are sufficient appropriate placements to support the Council in fulfilling its statutory responsibilities, there is a further risk that there would be insufficient places in future, especially for primary aged pupils. Over-reliance on the sector could therefore result in the Council being unable to fulfil statutory responsibilities.
32. The shortfall in Cardiff's specialist provision has resulted in:
  - Significant continued reliance on places in the independent sector and in neighbouring Local Authorities
  - Some learners remaining in mainstream schools with high levels of support, contributing to the significant growth in the cost of mainstream statements
  - A number of learners with highly complex needs who would be better placed in special schools, attending SRBs. While the bases have the expertise to meet the needs of these learners, the pupils themselves receive little benefit from placement in a mainstream environment and this over-reliance on SRBs reduces the places available for learners who need and can benefit from an SRB.
  - Increased risk of appeals to Tribunal

### **Secondary and Post 16 Emotional Health and Wellbeing Needs provision**

33. In 2021/22 there are a total of 172 secondary age (age 11-16) specialist emotional health and wellbeing needs places in Cardiff maintained schools (Including EOTAS commissioned places).
34. Taking account of all children requiring such a placement, including those placed out of county, and in mainstream awaiting specialist placement, the total demand for places is estimated to be circa 322 in 2021/ 2022, projected to rise to 348 by 2025/ 2026.

35. Allowing for a 10% surplus to support flexibility, capacity is required for 354 pupils in 2021/22, and 383 places by 2025/ 2026. In summary, there is an estimated deficit of 182 secondary places in 2021/ 2022, rising to 211 by 2025/ 2026.
36. Until 2018, Cardiff did not maintain any post-16 places for emotional health and wellbeing needs, however pupils funded in the independent sector often remain to age 19 (Year 14). Eight Post-16 places were established at Greenhill following formal consultation in 2018. The number of learners enrolled has already risen to 15 in 2021/ 2022. There is an estimated deficit of 19 places in 2021/ 2022, rising to 28 by 2025/ 2026.
37. It is difficult to accurately predict demand for places in this age group, but it is known that the majority of special school pupils are not able to sustain a successful transition to an FEI or to employment at age 16.
38. Secondary special school provision should include post-16 provision with capacity for the majority of Key Stage 4 pupils to stay on until they are age 18 or 19 i.e. a special school for 56 Key Stage 3 and 4 learners should include 24 post-16 places.

### **Secondary and post 16 Complex Learning and Autism Spectrum Condition provision**

39. In 2020/21 there is a total of 461 secondary age and post-16 specialist Complex Learning and Autism Spectrum Condition places in Cardiff maintained schools.
40. Taking account of all children requiring such a placement, including those placed out of county, and in mainstream awaiting specialist placement, the total demand for places is estimated to be circa 580 in 2021/ 2022, projected to rise to 629 by 2025/ 2026.
41. Allowing for a 10% surplus to support flexibility, capacity is required for 638 pupils in 20/21, and 692 places by 2025/ 2026. In summary, there is an estimated deficit of 177 places in 2021/ 2022, reducing to 131 places by 2025/ 2026.

### **Primary Complex Learning/ and Autism Spectrum Condition provision (age 4-11)**

42. In 2021/ 2022 Cardiff maintains 413 primary special school and Specialist Resource Base places for children with complex learning needs or autism. Projects previously agreed by Cabinet, to extend and rebuild Riverbank Special School and to establish a Specialist Resource Base at Ysgol Gymraeg Pwll Coch, will increase the total to 465 places by 2025.
43. Taking account of all children requiring such a placement, including those placed out of county, and in mainstream awaiting specialist

placement, the true demand for places is estimated to be circa 510 in 2020/ 2021, rising to 547 by 2025/ 2026.

44. Allowing for a 10% surplus to support flexibility, capacity is required for 550 pupils in 2020/ 2021, and 602 pupils by 2025/ 2026.
45. In summary, there is an estimated deficit of 148 in 2021/ 2022. If there were no further growth beyond current plans in relation to Riverbank Special School and Ysgol Gymraeg Pwll Coch, a deficit of circa 137 places will remain in 2025/ 2026.
46. The Cabinet, at its meeting in July 2021, authorised officers to consult on proposals to establish a Specialist Resource Base at Moorland Primary School. This additional provision would reduce the projected deficit by 20 places, and would improve the geographical distribution of provision in the south of the city.
47. Additional information, regarding projections and forecasts and the methodologies used to establish likely demand are set out in Appendix 2.

### **Proposed Schemes**

48. The Council has taken, and will continue to take, a range of steps to increase provision within existing accommodation and designated numbers wherever possible. Such actions do not require formal consultation unless they require a 'regulated alteration'.
49. The proposed schemes set out below require 'regulated alterations'. Under the Schools Standards and Organisation (Wales) Act 2013, a Local Authority can make proposals to make regulated alterations and is required prior to publishing its proposals to undertake a consultation on those proposals in accordance with section 48 of that Act and the School Organisation Code.
50. Any proposals must be the subject of full and fair consultation and due regard must be had by the Cabinet to the responses before a final decision is taken.
51. Admissions to Special School and Specialist Resources Bases are managed by the Council. Admission is subject to a statement of Special Educational Need and is managed by the Council, in line with the SEN Code of Practice for Wales, which will be replaced by the ALN Code from September. All types of provision offer places to pupils from across the city.
52. The Council has identified a number of proposals that would increase the number of ALN places at existing provision as follows:
  - increase the capacity of Greenhill Special School from 64 to 160 places. The school would transfer to new build accommodation across two sites at the Ty Glas in Llanishen and the Dutch Garden Centre site with 80 places on each site from September 2025



- establish a 20-place Specialist Resource Base for emotional health and wellbeing at Cardiff West Community High School from September 2022
- establish a 20-place Specialist Resource Base for emotional health and wellbeing at Eastern High from September 2022
- increase the designated number of the Llanishen High School Autism Specialist Resource Base from 20 to 45 places from September 2022
- increase the designated number at The Marion Centre Specialist Resource Base from 42 to 66 places from September 2022
- increase the designated number of the Whitchurch High School Specialist Resource Base from 70 to 100 places from September 2022
- establish a 30 place Specialist Resource Base for complex learning needs at Willows High School from September 2023
- establish a 30 place Autism Special Resource Base alongside the existing 30 place Specialist Resource Base at Ysgol Gyfun Gymraeg Glantaf from September 2023
- increase the designated number of Ty Gwyn Special School from 198 to 240 from September 2022
- increase the designated place number of the Specialist Resource Base at Llanishen Fach Primary School from 20 to 30 places from September 2023
- increase the designated number at Marlborough Primary School Specialist Resource Base from 20 to 30 from September 2022
- increase the designated place number of Meadowbank Special School from 40 to 98 from September 2022
- increase the designated number at the Pentreban Primary School Autism Specialist Resource Base from 20 to 24 spaces from September 2022
- increase the designated number at Springwood Primary School Autism Specialist Resource Base from 20 to 28 from September 2022
- increase the designated number of The Hollies Special School from 90 to 119 from September 2022
- further increase the designated number of The Hollies Special School from 119 to 150 from September 2023

53. These proposals would provide:

- 136 additional Secondary and post-16 Emotional health and wellbeing needs (EWHN) places
- 139 additional Secondary age Complex Learning and Autism Spectrum Condition places
- 42 additional Age 3-19 Complex Learning and Autism Spectrum Condition places
- 150 additional Primary Complex Learning and Autism Spectrum Condition places

54. Details of the proposed changes are set out at paragraphs 53 – 135.

## **Secondary age and Post 16 Emotional Health and Wellbeing proposals**

### **Greenhill Special School**

55. Greenhill Special School is a 64 place special school for city-wide learners aged 11 – 19. All of the children have significant Emotional Health and Wellbeing Needs (the PLASC designation is Behaviour Emotional and Social Difficulties – BESD).
56. The Council consulted on proposals to extend the age range of the school from 11-16 to 11-19, and to increase the capacity of the school from 56 places to 64 places, in spring 2018 and the proposals were determined by the Welsh Government in November 2018.
57. All pupils enrolled at Greenhill Special School have a statement of special educational needs. The statutory assessment process for these young people has identified that their additional learning needs cannot be met in a less specialised environment.
58. The purpose of Greenhill Special School is to provide a specialist learning environment and curriculum, where learners can fulfil their potential.
59. To meet the increasing demand for secondary special school places for learners with emotional health and wellbeing needs it is proposed to:
  - increase the capacity of Greenhill Special School from 64 to 160 places. The school would transfer to new build accommodation across two sites at the Dutch Garden Centre site, Maes Y Bryn Road (near to M4 J30) and Ty Glas Road in Llanishen, with 80 pupils on each site from September 2025.
60. An expansion of Greenhill over two sites, each of 80 places, would support the school to further develop its curriculum and would enable it to transform learning opportunities for a greater number of Cardiff's most vulnerable learners in a purpose built, 21<sup>st</sup> Century specialist learning environment.

### **Land matters relating to Greenhill Special School**

#### **Existing site**

61. The Council has appraised a number of sites city-wide that would most suitably accommodate replacement of and expansion of the current Greenhill School. Given the land requirement to deliver schools compliant with Building Bulletin 102, the search has been expanded to land not currently in within the ownership of the Council.
62. In the context of the specific needs of the learners accessing such provision, both class sizes and overall site capacities are subject to reduced limits compared to mainstream schools. The expansion of Greenhill to accommodate up to 160 learners aged 11-19, as 80 places

each on two sites, therefore provides the most appropriate organisation of places.

63. The existing school site measures approximately 2.7Ha and accommodates up to 64 learners. Whilst this site is sufficiently large to accommodate part of the future proposed capacity of Greenhill, site constraints make this site difficult to develop as a replacement fit-for purpose 21st Century school whilst pupils remain on site.
64. Construction of a new school on-site, or redevelopment of the existing school, would impact teaching and learning and would be excessively disruptive to the vulnerable learners on a very confined area of the site. The proximity of the works to the existing school building would cause significant disruption, and this would be exacerbated for those students with sensory issues. Much of the Greenhill curriculum is delivered outdoors, so the overall ability to operate effectively to meet the needs of these learners would be greatly compromised for an extended period of time.
65. The redevelopment of the Greenhill site for a replacement school has therefore been discounted.
66. It is anticipated that the existing site of Greenhill School would be disposed of for capital receipt at the end of the build programme.

#### **Dutch Garden Centre site**

67. In February 2018, the Council's cabinet agreed the acquisition of land adjacent to Junction 30 of the M4, occupied by the Dutch Garden Centre, in order to secure an important strategic site. The Cabinet Report of 15 February 2018 is attached as Appendix 4. The total site area measures c2.84Ha.
68. The site is located outside of the existing settlement boundary but has an established mixture of buildings to include a functional garden centre, storage facilities and small businesses.
69. The Cabinet Report outlined that subject to planning permission, the site had a number of potential uses to satisfy Council requirements to include Additional Learning Needs / Special Education Needs school facilities. Due to its location on the edge of the city boundary, the site would benefit from the wide catchment area served by such schools including the provision of out-of-county placements. It was also noted that the designation of the area as Green Wedge, rather than Green Belt, was significant in that it would allow the status of the area to be reviewed every time the Local Development Plan is reviewed. Notwithstanding the above, any proposal would need to be considered against up to date policy and have regard to all relevant planning considerations.
70. The site is presently occupied by commercial tenants on short-term agreements, which would enable the Council to bring forward proposals without significant delay.

71. In order that this site may be considered for redevelopment, further feasibility work and the relevant assessments for its location have been undertaken. Findings from these reports suggests that a new-build school on this site would need to be designed with sympathetic build materials and landscaping consistent with its location. The design and landscaping would also need to demonstrate planning acceptability in terms of impact on the landscape character and quality. In order to establish the principle of development at this location a full justification regarding the site's location within the green wedge will need to be provided along with details to address all relevant planning considerations.

### **Ty Glas site, Llanishen**

72. The Council was presented with an opportunity to secure a strategic site in north Cardiff on Ty Glas Road extending to c7.2Ha which is in third party ownership. The acquisition of this site was subject to a separate Cabinet report in September 2021, a copy of which is attached as Appendix 5.
73. The site lies within the settlement boundary and subject to addressing all material considerations, it is considered that the principle of developing the site for educational use can be justified. The site does have a number of constraints but with appropriate investigation and mitigation it is considered that this site would be an excellent location for both mainstream secondary school provision and Additional Learning Needs education provision.
74. As part of feasibility studies undertaken, The Council's Traffic & Transport Department encourages and supports new access proposals for both the ALN and secondary provision, noting the site provides an opportunity to redesign accesses in more appropriate locations, and linking this site to the wider community with sustainable transport and active travel measures.
75. Site size & phasing will be reviewed against any constraints, but there is an opportunity to accommodate an 80 place school for pupils with social, emotional and behavioural issues, and mainstream secondary school provision. The ALN school falls within Band B of the Council's and Welsh Government's 21st Century Schools programme, and any future development on the site is likely to fall under the Band C programme.

### **Cardiff West Community High School Emotional Health and Wellbeing Base**

76. Cardiff West Community High School is an English-medium community high school for pupils aged 11-18. The school is located at Penally Road, Caerau.
77. To meet the increasing demand for secondary specialist resource places for learners with emotional health and wellbeing needs it is proposed to:

- establish a 20 place Specialist Resource Base for emotional health and wellbeing needs at Cardiff West Community High School from September 2022.

78. It is proposed that the newly established base would be accommodated within the existing school buildings.

### **Eastern High Emotional Health and Wellbeing Base**

79. Eastern High is an English-medium community high school for pupils aged 11-16. The school is co-located with Cardiff & Vale College post-16 provision at Trowbridge Road, Trowbridge.

80. To meet the increasing demand for secondary specialist resource places for learners with emotional health and wellbeing needs it is proposed to:

- establish a 20 place Specialist Resource Base for emotional health and wellbeing needs at Cardiff West Community High School from September 2022.

81. It is proposed that the newly established base would initially be accommodated within the existing buildings shared by Eastern High and Cardiff and Vale College, with later works to be undertaken to provide additional accommodation and facilities.

### **Secondary Complex Learning Needs and Autism Spectrum Condition proposals**

#### **Llanishen High School**

82. Llanishen High School is an English-medium community high school for pupils aged 11-19. The school hosts an Autism Spectrum Condition base and base for hearing impaired learners. The school is located at Heol Hir in Llanishen.

83. The designated number for the Autism Spectrum Condition base is 20, however, there are currently 45 learners on roll who access the base.

84. To meet increasing demand for secondary specialist resources places for learners with Autism Spectrum Condition it is proposed to:

- increase the designated number of the Llanishen High School Autism Spectrum Condition Specialist Resource Base from 20 to 45 places from September 2022

85. Interim works have been undertaken and further works would be necessary to improve and extend the current Specialist Resource Base facilities and accommodation.

86. No changes are proposed in relation to the school's Specialist Resource Base for learners with a hearing impairment.

## **Marion Centre, The Bishop of Llandaff Church in Wales High School**

87. The Bishop of Llandaff is an English-medium Church in Wales High School for pupils aged 11-18. The school hosts a Specialist Resource Base, named the Marion Centre, designated for pupils with autism. The School is located at Rookwood Close in Llandaff.
88. The designated number for the centre is 42 however there are currently 66 learners on roll.
89. To meet the demand for secondary specialist resource places for learners with complex learning needs it is proposed to:
  - increase the designated number at The Marion Centre Specialist Resource Base from 42 to 66 places from September 2022.
90. It is proposed that the current Specialist Resource Base accommodation would be improved and refurbished, creating additional classrooms and learning spaces.
91. As set out in the School Organisation Code (011/2018), the governing bodies of voluntary schools may make proposals to make a regulated alternation to their school. The proposed increase in the designated number would constitute a regulated alteration. The Governing Body of the school would therefore be required to undertake a public consultation prior to the publication of any proposal.
92. The Governing Body of the school has agreed that the consultation process required for the proposed regulated alterations be supported by the Council. Following consultation, the Governing Body would be required to issue a consultation report, responding to issues raising during the consultation, and may then proceed to publish its statutory proposals.

## **Whitchurch High School**

93. Whitchurch High School is an English-medium Foundation school for pupils aged 11-18. The school hosts a Specialist Resource Base designated for complex learning needs. The school is located over two sites at Manor Way and Penlline Road in Whitchurch.
94. The designated number for the base is 70 however there are currently 96 learners on roll.
95. To meet the demand for secondary Specialist Resource Base places for learners with complex learning needs it is proposed to:
  - increase the designated number at Whitchurch High School Specialist Resource Base from 70 to 100 places from September 2022.

96. Works have been undertaken by the school to extend and improve the current Specialist Resource Base accommodation to facilitate the additional pupils.
97. As set out in the School Organisation Code (011/2018), the governing bodies of Foundation schools may make proposals to make a regulated alteration to their school. The proposed increase in the designated number would constitute a regulated alteration. The Governing Body of the school would therefore be required to undertake a public consultation prior to the publication of any proposal.
98. The Governing Body of the school has agreed that the consultation process required for the proposed regulated alterations be supported by the Council. Following consultation, the Governing Body would be required to issue a consultation report, responding to issues raised during the consultation, and may then proceed to publish its statutory proposals.

### **Willows High School**

99. Willows High School is an English-medium community high school for pupils aged 11 – 16. The school is currently located at Willows Avenue, Tremorfa.
100. At its meeting on 23 September 2021 the Cabinet agreed to proceed with the Band B 21<sup>st</sup> Century Schools Programme proposals to transfer the school to new build accommodation at Lewis Road, Splott. It is anticipated that the new buildings would be completed in September 2025.
101. To meet increasing demand for secondary Specialist Resource Base places for learners with complex learning needs it is proposed to:
  - establish a 30 place Specialist Resource Base at Willows High School from September 2023
102. Consistent with the proposals to establish a Specialist Resource Base for primary age learners at Moorland Primary School within the catchment area of Willows High School, as set out in paragraph 30, this additional provision would improve the geographical distribution of provision in the south of the city.
103. It is proposed that works would be undertaken to adapt existing accommodation within the school to accommodate the Specialist Resource Base from September 2023, and purpose-built accommodation would also be developed as part of the new Willows High School.

### **Ysgol Gyfun Gymraeg Glantaf**

104. Ysgol Gyfun Gymraeg Glantaf is a Welsh-medium community high school located at Bridge Road in Llandaff North for pupils aged 11-18.

The school hosts a Specialist Resource Base designated for complex learning disabilities.

105. To meet the increasing demand for secondary Specialist Resource Base places for complex learning disabilities and autism spectrum conditions in the Welsh medium sector it is proposed to:
- establish a 30 place Autism Spectrum Condition Specialist Resource Base, alongside the existing 30 place Learning Resource Base, from September 2023
106. It is proposed that new accommodation would be developed on site to provide purpose-built facilities for both resource bases.

### **3-19 Complex Learning Needs and Autism Spectrum Condition places**

#### **Ty Gwyn Special School**

107. Ty Gwyn is a special school located at Vincent Road in Caerau and is designated to provide 198 places for learners aged 3-19 with complex learning disabilities and autism spectrum conditions. The school has been federated with Riverbank Special School and Woodlands High School, as the Western Learning Campus Federation, since January 2018.
108. The Council consulted on proposals to increase the capacity of the school from 150 places to 198 places in spring 2018 and the proposals were determined in July 2018.
109. To meet the increasing demand for primary and secondary special school places for learners with complex learning disabilities or Autism Spectrum Condition it is proposed to:
- increase the designated number of Ty Gwyn Special School from 198 to 240 places from September 2022.
110. It is proposed that the school would expand by adapting the former Trelai Youth Centre to provide additional accommodation and facilities.

### **Primary Complex Learning Needs and Autism Spectrum Condition proposals**

#### **Llanishen Fach Primary School**

111. Llanishen Fach Primary School is an English-medium community primary school for pupils aged 3 – 11. The school hosts a 20 place Specialist Resource Base for children with complex learning needs. The school is located at Heol Uchaf, Rhiwbina.
112. The designated number for the base is 20 and there are 19 pupils on roll at present.



113. To meet increasing demand for primary Specialist Resource Base places for learners with complex learning needs it is proposed to:
- increase the designated place number of the Special Resource Base at Llanishen Fach Primary School from 20 to 30 places from September 2023.
114. It is proposed that works would be undertaken to provide new accommodation and facilities, to facilitate the growth of the resource base.

### **Marlborough Primary School**

115. Marlborough Primary School is an English-medium community primary school for pupils aged 3-11. The school hosts a Specialist Resource Base, for pupils with moderate, severe and complex learning difficulties. The school is located at Blenheim Road, Penylan.
116. The designated number for the base is 20, however there are 28 pupils on roll.
117. To meet the increasing demand for primary specialist resource places for learners with moderate, severe and complex learning difficulties it is proposed to:
- increase the designated number at the Marlborough Primary School Specialist Resource Base from 20 to 30 places from September 2022.
118. Works have been undertaken to adapt existing accommodation within the school to increase the capacity of the resource base and to provide a sensory room.

### **Meadowbank Special School**

119. Meadowbank is a special school designated for up to 40 places for pupils aged 4-11 with speech language and communication needs and complex learning disabilities. The school is located in Llandaff North and admits pupils from across the authority. The number on roll at the school currently stands at 50.
120. To meet demand for primary special school places for complex learning disabilities, it is proposed to:
- increase the designated number of Meadowbank Special School from 40 to 98 places from September 2022
121. It is proposed that works would be undertaken to provide new accommodation and facilities, and adaptation of the existing accommodation, to facilitate the growth of the school.

### **Pentrebane Primary School**

122. Pentrebane Primary School is an English-medium community primary school for pupils aged 3-11. The school hosts a primary Autism Spectrum Condition Specialist Resource Base. The school is located at Beechley Drive, Pentrebane.
123. The designated number for the base is 20, however there are 24 pupils on roll.
124. To meet the increasing demand for primary specialist resource places for learners with ASC it is proposed to:
  - increase the designated number at the Pentrebane Primary School Autism Spectrum Condition Specialist Resource Base from 20 to 24 places from September 2022
125. It is proposed that works would be undertaken to improve and extend facilities and accommodation.

### **Springwood Primary School**

126. Springwood Primary School is an English-medium community primary school for pupils aged 3-11. The school hosts a primary Autism Spectrum Condition Specialist Resource Base. The school is located at Circle Way Llanedeyrn.
127. The designated number for the base is 20, however there are 28 pupils on roll.
128. To meet the increasing demand for primary specialist resource places for learners with Autism Spectrum Condition it is proposed to:
  - increase the designated number at Springwood Primary School Autism Spectrum Condition Specialist Resource Base from 20 to 28 places from September 2022.
129. Works have been undertaken to improve and adapt existing accommodation within the school.

### **The Hollies Special School**

130. The Hollies is a special school designated to provide 90 places for learners aged 4-11 with Autism Spectrum Conditions and physical and medical needs. The school is located at Bryn Heulog in Pentwyn.
131. The demand for specialist places at the school for learners with physical and medical needs has fallen over several years, while the city-wide demand for places for children with Autism Spectrum Conditions has increased. All pupils at the school are those with Autism Spectrum Conditions.

132. The Council consulted on proposals to extend the age range of The Hollies School from 4-11 to 4-14 and increase the designated place number to 138 in 2018 but these proposals were not progressed.
133. The designated number for the school is 90, however there are 119 pupils on roll.
134. To meet increasing demand for special school places for learners with Autism Spectrum Conditions it is proposed to:
- increase the designated number of The Hollies Special School from 90 to 119 places from September 2022
  - further increase the designated number of The Hollies Special School from 119 to 150 places from September 2023.
135. It is proposed that the school buildings would be extended to provide additional classrooms, in addition to works that are currently underway to improve existing facilities and to establish additional classrooms in the existing accommodation.

### **Health provision**

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

### **Addressing Condition and Suitability**

138. 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.
139. 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.

140. 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 £25m 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.
141. 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.
142. Greenhill Special School is rated C for condition and D for suitability, with 'unsuitable' learning environments, which seriously inhibit the school's capacity to deliver the curriculum.
143. Replacing and significantly expanding this school is therefore essential if the Council is to fulfil its statutory responsibility to provide appropriate education for children with Additional Learning Needs.

### **Admissions Arrangements**

144. The Council would manage admissions to each of the special schools and Special Resource Bases in accordance with the ALN Code.

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

145. The level of special educational needs/ additional learning needs in the Welsh-medium sector has historically been lower than in the English medium sector. This has been changing over the last 4-5 years, with schools reporting an increased incidence of Additional Learning Needs, in all areas of need.
146. A review of Additional Learning Needs provision in the Welsh-medium sector was undertaken with Welsh medium schools in 2016 to inform the Welsh in Education Strategic Plan (WESP). Schools reported a small but significant number of examples of pupils with Additional Learning Needs leaving the Welsh-medium sector in order to access specialist resource bases or special schools. 7
147. There was also some anecdotal evidence to suggest that some families who would otherwise choose Welsh-medium education opt instead for English medium if their child has Additional Learning Needs, through concern that their child may need to transfer to the specialist sector at a later date.
148. Through the WESP, Cardiff has invested in specialist provision in the sector, including some capacity to respond to growing demand and to

generate more confidence in the availability of specialist provision in the sector.

149. A new primary base was established at Ysgol Gymraeg Pwll Coch, within the catchment area of Ysgol Gyfun Gymraeg Glantaf, where the secondary base is established. The two bases cater for learners with severe learning difficulties, providing a specialist curriculum and supporting a range of secondary needs including physical and medical needs, speech and language difficulties and autism.
150. In 2021 there is growing demand for resource bases for pupils with autism, who are average to high achievers, and would need a more integrative model of support than that provided by the two existing bases. There are currently 8 secondary aged learners, and 15 primary aged learners who would benefit from placement in an Autism Spectrum Condition base. This is a short term priority, given the risk that if current placements fail, the only option would be to offer a transfer to an English medium setting.
151. A primary wellbeing class has been established, hosted at Ysgol Gynradd Pen y Groes. The wellbeing class works flexibly to address needs in different age phases, or to provide an outreach model, depending on current need. 81. To support emotional health and wellbeing needs in secondary phase, a 'virtual' base/ Pupil Referral Unit has been piloted across the three secondary schools, starting in 2018. The pilot is due for further review in 2021.
152. The priority is to ensure the three schools have adequate facilities and accommodation to provide effective Step 3 and 4 provision, complemented by the virtual base/ Pupil Referral Unit. Medium term, the virtual base/ Pupil Referral Unit will eventually need a fixed location at one of the schools, with designated accommodation, to reduce the risk that young people with the most complex needs may need to leave the Welsh sector to access more specialist provision.
153. As the Welsh sector continues to grow it will be important to develop additional provision in anticipation of the need, to ensure Welsh-medium education is a genuine choice for learners with complex Additional Learning Needs.
154. The pool of Additional Learning Needs qualified and experienced teaching staff is limited in number, in comparison to the English sector. Any plan to develop Welsh medium specialist provision will need to be supported by an Additional Learning Needs Workforce Development Plan.
155. In accordance with the timetable set by Welsh Government, the Council is working closely with its partners on the Cardiff Welsh Education Forum to develop the new ten year WESP for the city. It is expected the plan will be available for public consultation in autumn 2021 before being submitted for approval to the Welsh Government in early 2022. The first ten year Plan will commence on 1 September 2022 and expire on 31

August 2032. Consultation on the draft WESP will seek views on how best to grow Welsh-medium education and on how to meet the local targets set by Welsh Government, in order to inform future proposals. The WESP will set out how the Council will increase the provision of Welsh-medium education for pupils with additional learning needs.

### **Learner Travel Arrangements**

156. There are no plans to change the Council's transport policy for school children.
157. 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.
158. 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).
159. Any increase in demand for Learner Transport will require funding.

### **Community Impact**

160. 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 if possible.
161. 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.
162. 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.
- The development of a viable model for all schools across the city to be accessed by the communities which they serve is needed.

### **Wellbeing of Future Generations**

163. 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.
164. 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.
165. 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 (where appropriate)**

166. Additional learning needs provision is city-wide and members would be consulted as part of the public consultation.

### **Scrutiny Consideration**

167. The Children and Young People's Scrutiny Committee will consider this report on 13 October 2021. Any comments received will be circulated at the Cabinet meeting.

### **Reason for Recommendations**

168. To meet increasing demand for special school places for primary, secondary and Post-16 age learners with emotional health and wellbeing needs and complex learning needs.

## **Financial Implications**

169. This report outlines the request to proceed to public consultation on changes to ALN provision and schools intake within the 15 schools identified. Proceeding to consultation does not, in itself commit the Authority to future expenditure so there are no capital financial implications directly arising from this report. However, once a final options paper is provided it will be necessary for a full financial evaluation to be undertaken. This evaluation will consider both capital and revenue implications for both the totality and each individual proposal. The aim of this will be to provide assurance that having considered all relevant costs each proposal remains both affordable and does not have an impact on the budgetary pressures facing the Council.
170. The outline 21st Century Schools Band B Programme was approved by Cabinet in December 2017. At that time the overall value of the programme amounted to £284m, including the Greenhill Special School and Fairwater campus projects. The Welsh Government (WG) have not formally approved individual project budgets, but have given their in principle support to each project within Cardiff Council's programme.
171. The overall projected costs of the Band B projects are included in the current 21st Century Schools cash-flow forecast, to be partially funded through Welsh Government Grant (Greenhill – 75% and Fairwater – 70%). Any revenue costs in relation to these schemes, including capital financing costs will be funded through the SOP Revenue Reserve.
172. A capital receipts target of £25m is expected to fund part of the overall Band B programme. The source of these receipts has yet to be identified, but any site disposals resulting from building schools on new sites should be prioritised to fund Band B.
173. This report sets out proposals that create additional school places in the ALN setting across Cardiff Schools. These additional places will need to be funded from the existing delegated schools budget. This report highlights the high cost provision currently being incurred for this population of pupils either through Out of County Placements or enhanced CNE payments to mainstream pupils. Further work is required to establish whether or not the savings on Out of County Placements or enhanced CNE Payments will cover the additional costs of additional places and any associated Home to Transport costs.
174. Regarding revenue, there will need to be a review of the budget for each Specialist Resource Base or Special School which has an increase in the number of places. The due diligence undertaken must provide assurance that the additional places will be taken up and that the cost and numbers of Out of County Placements and CNE enhancements will reduce in order to ensure no significant pressure ongoing on school budgets. Over the medium term, Regular review and analysis needs to be undertaken comparing the projected number of places available to places taken up. This will ensure that the optimum benefits are achieved by the financial resources used.



175. Regarding capital implications, any further work required to accommodate increased pupil numbers will require full financial evaluation and an identified funding source. Should the Council be required to make a contribution towards these costs, these will need to be funded from within existing approved resources or factored into future iterations of the Council's Capital Programme. As part of the further evaluation that is required, it will be necessary to consider VAT implications arising from land and property ownership arrangements in relation to VA and Foundation schools. Should there be any cost associated with the required VAT treatment, these will need to be included within the overall financial envelope of the scheme.

### **Legal Implications**

176. 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, including appropriate provision for pupils with special educational needs (or additional learning needs). Parents have a right to express a preference for the school they wish their child to attend under section 86 School Standards and Framework Act 1998, but this does not provide a right to attend a certain school, as applications can still be refused where this would prejudice the provision of efficient education or the efficient use of resources.
177. A local authority can make school organisation proposals, including making 'regulated alterations' to a community school or a community special school, under sections 42-44 of the Schools Standards and Organisation (Wales) Act 2013. The proposals set out in the report constitute 'regulated alterations' and 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.
178. Where an increase in a school's capacity is proposed, the Council must have regard to evidence of current or future need/demand in the area for additional places, with reference to the school's language category (and religious character / gender intake if applicable). The Code also includes specific factors to be considered in relation to proposals for the reorganisation of provision for Special Educational Needs (or Additional Learning Needs). Cabinet will need to be satisfied that all relevant factors are properly considered in relation to the proposals.
179. 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. 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.

180. 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.
181. 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. In relation to the proposals which relate to religious schools, these may make provision for faith based oversubscription criteria, subject to compliance with the Code and equalities legislation.
182. The report refers to the need to undertake property transactions should matters proceed following consultation. It is expected that the detail of those proposals will be provided in a future report where they can be considered in detail at that time.
183. 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. When taking strategic decisions, the Council also has a statutory duty to have due regard to the need to reduce inequalities of outcome resulting from socio-economic disadvantage ('the Socio-Economic Duty' imposed under section 1 of the Equality Act 2010). In considering this, the Council must take into account the statutory guidance issued by the Welsh Ministers and must be able to demonstrate how it has discharged its duty. An Equalities Impact Assessment should be carried out to identify the equalities implications of the proposed decision, including inequalities arising from socio-economic disadvantage, and due regard should be given to the outcomes of the Equalities Impact Assessment.
184. 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.
185. 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.

186. 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 that stage, a further report is to be submitted to the Cabinet to decide how to proceed.

## **HR Implications**

### **Greenhill Special School**

187. There are significant HR implications arising from the proposal. Firstly, the proposed increase in pupil numbers for the school will require the Governing Body to plan for the workforce requirements in readiness for the expansions. The Governing Body will be encouraged to undertake this work in line with the School Organisation Planning HR Framework. HR People Services will provide advice, support and guidance to the Governing Body for the workforce planning and consequential recruitment processes. Where the Governing Body has adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of an increase in the numbers on roll will provide opportunities for school based staff on the school redeployment register. Secondly, the proposal includes the relocation of Greenhill Special School with the school proposed to operate dual site arrangements. This will require high levels of staff and trade union consultation; clear communication plans regarding the arrangements for the transition from one school site to another; in addition to staff involvement in the development of building specifications or designs.

### **Cardiff West Community High School**

188. HR People Services will work with the Governing Body to address the HR implications arising from the establishment of a Special Resource Base at the school and the resulting need for additional staffing. Where the Governing Body have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the establishment of the Special Resource Base will provide opportunities for school based staff on the school redeployment register.

### **Eastern High**

189. HR People Services will work with the Governing Body to address the HR implications arising from the establishment of a Special Resource Base at the school and the resulting need for additional staffing. Where the Governing Body have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the establishment of the Special Resource Base will provide opportunities for school based staff on the school redeployment register.

### Llanishen High School

190. HR People Services will work with the Governing Body to address the HR implications arising from the increase in the designated number of the Autism Special Resource Base at the school and the resulting need for additional staffing. Where the Governing Body have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the increase in the designated number of the Autism Special Resource Base will provide opportunities for school based staff on the school redeployment register.

### The Bishop of Llandaff Church in Wales High School

191. HR People Services will work with the Governing Body to address the HR implications arising from the increase in the designated number at The Marion Centre Special Resource Base at the school and the resulting need for additional staffing. The Governing Body would be encouraged to provide opportunities for school based staff on the school redeployment register arising as a consequence of any new vacancies resulting from the increase in the designated number at The Marion Centre Special Resource Base.

### Whitchurch High School

192. HR People Services will work with the Governing Body to address the HR implications arising from the increase in the designated number of the Special Resource Base at the school and the resulting need for additional staffing. Where the Governing Body have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the increase in the designated number of the Special Resource Base will provide opportunities for school based staff on the school redeployment register.

### Willows High School

193. HR People Services will work with the Governing Body to address the HR implications arising from the establishment of a Special Resource Base at the school and the resulting need for additional staffing. The Governing Body and the school's leadership team may require HR advice, guidance and support to ensure that its staffing structure is appropriate for a new build school. Where the Governing Body have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the establishment of the Special Resource Base will provide opportunities for school based staff on the school redeployment register.

### Ysgol Gyfun Gymraeg Glantaf

194. HR People Services will work with the Governing Body to address the HR implications arising from the establishment of an Autism Specialist Resource Base alongside the existing Specialist Resource Base at the school and the resulting need for additional staffing. Where the

Governing Body have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the establishment of the Autism Specialist Resource Base will provide opportunities for school based staff on the school redeployment register.

#### Ty Gwyn Special School

195. The proposed increase in pupil numbers for the school will require the Governing Body to plan for the workforce requirements in readiness for the expansion. The Governing Body will be encouraged to undertake this work in line with the School Organisation Planning HR Framework. HR People Services will provide advice, support and guidance to the Governing Body for the workforce planning and consequential recruitment processes. Where the Governing Body have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of an increase in the numbers on roll will provide opportunities for school based staff on the school redeployment register.

#### Llanishen Fach Primary School

196. HR People Services will work with the Governing Body to address the HR implications arising from the increase in the designated number of the Special Resource Base at the school and the resulting need for additional staffing. Where the Governing Body have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the increase in the designated number of the Special Resource Base will provide opportunities for school based staff on the school redeployment register.

#### Marlborough Primary School

197. HR People Services will work with the Governing Body to address the HR implications arising from the increase in the designated number of the Special Resource Base at the school and the resulting need for additional staffing. Where the Governing Body have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the increase in the designated number of the Special Resource Base will provide opportunities for school based staff on the school redeployment register.

#### Meadowbank Special School

198. The proposed increase in pupil numbers for the school will require the Governing Body to plan for the workforce requirements in readiness for the expansion. The Governing Body will be encouraged to undertake this work in line with the School Organisation Planning HR Framework. HR People Services will provide advice, support and guidance to the Governing Body for the workforce planning and consequential recruitment processes. Where the Governing Body have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of an increase in the numbers on

roll will provide opportunities for school based staff on the school redeployment register.

#### Pentrebane Primary School

199. HR People Services will work with the Governing Body to address the HR implications arising from the increase in the designated number of the Autism Special Resource Base at the school and the resulting need for additional staffing. Where the Governing Body have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the increase in the designated number of the Autism Special Resource Base will provide opportunities for school based staff on the school redeployment register.

#### Springwood Primary School

200. HR People Services will work with the Governing Body to address the HR implications arising from the increase in the designated number of the Autism Special Resource Base at the school and the resulting need for additional staffing. Where the Governing Body have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the increase in the designated number of the Autism Special Resource Base will provide opportunities for school based staff on the school redeployment register.

#### The Hollies Special School

201. The proposed increase in pupil numbers for the school will require the Governing Body to plan for the workforce requirements in readiness for the expansion. The Governing Body will be encouraged to undertake this work in line with the School Organisation Planning HR Framework. HR People Services will provide advice, support and guidance to the Governing Body for the workforce planning and consequential recruitment processes. Where the Governing Body have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of an increase in the numbers on roll will provide opportunities for school based staff on the school redeployment register.

#### **Property Implications**

202. In supporting the School Organisation Programme, there is a requirement to review the existing school settings that will be potentially declared surplus in the future. Estates will continue to undertake the necessary due diligence in order to prepare sites and resolve any issues that may hamper this process in the future.
203. Since the acquisition of the Dutch Garden Centre site in 2018, the Estates team have continued to manage the existing tenants and any new lettings that have been administered in order to safeguard vacant possession as and when Education require the site. A number of site investigations have been undertaken recently, and this will continue as

further feasibility work progresses. Estate will liaise with the tenants accordingly.

204. The acquisition of the Ty Glas site and future management has been subject to a separate report in September 2021.

### **Traffic and Transport Implications**

205. 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.
206. The individual needs of pupils at special schools and SRBs, together with the larger catchment sizes and distances travelled, necessarily limit the scope for high rates of active travel compared with mainstream schools. The existing high numbers of pupils eligible for Learner Transport are not generally expected to change significantly, however a proportion are able to, and may already, travel to school independently. These pupils as well as staff and school visitors would benefit from any required improvements in facilities for active travel to school or public transport facilities.
207. Each of the various school proposals to establish, expand or change designation of ALN facilities may require a Transport Assessment or Transport Statement which will identify measures to be included as part of the application to maximise travel by sustainable modes.
208. 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.
209. 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 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.
210. A number of initiatives have successfully demonstrated support and encouragement for active and sustainable travel amongst the ALN cohort, including Independent Travel Training for older pupils, cycle maintenance and cycle training.
211. Some pupils are able to travel independently or with parent/carers and if resident within the two-mile qualifying distance may not be eligible for Learner Transport.

212. Provision of recommended improvements for active travel would benefit these pupils as well as staff and visitors to the sites.
213. Numbers of pupils who continue to use Learner Transport for their journey to school will be likely to increase in line with the trend for increasing numbers of pupils requiring places at special schools or specialist resource bases. Each school location with increased demand for Learner Transport vehicles will require suitable improved and / or expanded facilities for drop-off and pick-up within the site. The areas required would need to accommodate appropriate numbers of vehicles which may approximate to one taxi for a typical average of 3 pupils. In some cases minibuses may be suitable, but this is also dependent on individual pupil needs, home locations and co-ordination of routes.
214. Car parking provision would be in line with the Council's parking standards. Allocations for special schools and specialist resource bases are agreed on a case-by-case basis but requirements are expected to generally correlate with 1 car space per typical number of pupils in a class. This is in line with the standard 1 space per 30 pupils in mainstream schools, but results in a higher ratio of spaces due to the much smaller class sizes.

#### Transport matters relating to Greenhill School at the proposed Ty Glas site

215. From a transport standpoint the Ty Glas site would provide an excellent location for Greenhill School given its relatively central location, proximity to public transport routes and facilities, and potential for active travel connections. The development proposals will require a Transport Assessment which will identify measures to be included as part of the application to make further improvements and maximise travel by sustainable modes.
216. There is a significant proportion of current Greenhill pupils who live in the Llanishen and Gabalfa areas (and who do not require Learner Transport). There is therefore good potential for pupils as well as staff who live within a reasonable cycling or walking distance to travel to the site by active modes. Greenhill School has already developed its own Active Travel Plan well ahead of many mainstream schools.
217. Greenhill School pupils are supported by the Council's Independent Travel Training initiative where school pupils are supported in planning and making journeys to school independently. The site location near public transport services would lend it itself well to pupils being supported by this initiative.
218. Greenhill School forms part of the Cardiff Schools Bike Fleet project. Through this project, bespoke bike fleets are being placed in schools to allow everyone access to cycling. Greenhill School is shortly due to receive 16 standard bikes for pupils and 2 adult bikes, (as well as 5 scooters). The bikes will be used for extra cycle training of pupils and staff but also to embed cycling into the school culture as part of lessons and break times as well as using them to cycle to and from some of their



off-site activities. Greenhill School has embraced the project enthusiastically with the aim of encouraging their pupils to cycle to school and to cycle as part of curricula and extra curricula activity. Space for storage of the bike fleet will need to be provided within the new site as well as secure cycle parking in line with SPG requirements for pupils cycling to school. The scope for providing secure cycle storage facilities within the school building should be investigated in the first instance.

219. Special school learner transport will need appropriate facilities for drop-off and pick-up.
220. Learner Transport is currently provided by a number of taxis for the majority of Greenhill pupils. This was surveyed by the school as 92% in September 2020, although this was not a representative time and there is scope to reduce this proportion. Consideration will be required to where these vehicles can pick up and drop off on the proposed site in a safe area segregated from the pedestrian and cyclist entrances to avoid pedestrian/cyclist/vehicle conflict.
221. The site is located close to Ty Glas rail station on the Coryton line. The station can be accessed directly from within the industrial estate via Malvern Drive. The roads and junctions within the industrial estate are very wide which encourages high vehicle speeds so measures are required including crossing facilities and narrowing of junction radii to ensure that pupils travelling by train can safely access the school site on foot. The existing bus gate between Malvern Drive and Smith Road provides the opportunity for buses to access the site from both Ty Glas Avenue and Caerphilly Road so bus stop and bus drop off facilities should be located close to the main vehicular access to the school on Parc Ty Glas.
222. Appropriate provision would need to be made for use of public transport services to access the school site. This would include safe waiting facilities for pupils and staff using scheduled and additional school bus services with safe pedestrian access to bus stops at locations convenient to the school, and assessment of existing crossings to confirm appropriate to the desire lines, type and level of use.

#### Transport matters relating to Greenhill School at the proposed Dutch Garden Centre site

223. The location of the Dutch Garden Centre site presents challenges in terms of transport sustainability. The development proposals will require a Transport Assessment which will identify measures to be included as part of the application to maximise travel by sustainable modes. The location across the grade separated junction 30 of the M4 from Pontprennau, the nearest residential area of Cardiff, will require provision of additional measures to accommodate access by any means other than vehicle.
224. Public transport does not currently serve this area to the north of the M4 and suitable bus service provision would need to be identified. Bus

access and safe waiting facilities for staff and any pupils travelling independently and using scheduled and additional school bus services will need to be provided, with safe pedestrian access to bus stops at locations convenient to the school, ideally adjacent to or inside the proposed site.

225. There are no pedestrian links to the site from the footways in the Cardiff Gate area further to the south side of junction 30. Consideration will be required for a pedestrian route across the grade separated junction roundabout and slip roads and links each side.
226. There are no existing or proposed cycling facilities linking to the site. Consideration will be required for suitable safe cycle facilities to access the north side of the junction and into the site. Existing facilities further south of the motorway would require improvement and additional extension up to and across the grade separated junction. Cycle network improvements further south are planned to be identified longer term (2027/28 and beyond) on St Mellons Road and on Pentwyn Link Road (but not currently planned to extend to the motorway junction).
227. Learner Transport will need appropriate facilities for drop-off and pick-up.
228. Learner Transport is currently provided by a number of taxis for the majority of Greenhill pupils. This was surveyed by the school as 92% in September 2020, although this was not a representative time and there is scope to reduce this proportion. Consideration will be required to where these vehicles can pick up and drop off on the proposed site in a safe area segregated from other vehicles and from pedestrian and cyclist accesses.

### **Equality Impact Assessment**

229. An initial Equality Impact Assessment has been carried out. It concluded that the proposed changes would not negatively affect a particular group in society. This assessment will be reviewed after consultation. A Statutory Screening Tool including Equality Impact Assessment is attached as Appendix 6.

### **RECOMMENDATIONS**

Cabinet is recommended to

1. authorise officers to consult on proposals as outlined in paragraph 54.
2. note the proposal for an increase in the designated number at The Marion Centre Specialist Resource Base, at The Bishop of Llandaff Church in Wales High School, from 42 to 66 places from September 2022.
3. note that the statutory consultation process to increase the designated number at the Marion Centre at The Bishop of Llandaff Church in Wales

High School is to be undertaken by the governing body of the school, and instruct officers to provide all reasonable assistance in this regard.

4. note the proposal for an increase in the designated number at Whitchurch High School Specialist Resource Base from 70 to 100 from September 2022
5. note that the statutory consultation process to increase the designated number at the Whitchurch High School Special Resource Base is to be undertaken by the governing body of the school, and instruct officers to provide all reasonable assistance in this regard.
6. authorise the Director of Education & Lifelong Learning to formally respond on behalf of the Council to the public consultations issued by the governing bodies of The Bishop of Llandaff Church in Wales High School and Whitchurch High School in due course.
7. 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>	Melanie Godfrey Director of Education & Lifelong Learning
	8 October 2021

*The following appendices are attached:*

- Appendix 1: Cabinet Report, 14 December 2017
- Appendix 1: Cabinet Report, 15 July 2021
- Appendix 3: Projections and Forecasts
- Appendix 4, Cabinet Report, 15 February 2018
- Appendix 5: Cabinet Report, 23 September 2021
- Appendix 6: Statutory Screening Tool