

**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 17 DECEMBER 2020**

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**21<sup>ST</sup> CENTURY SCHOOLS, BAND B: EXPANSION AND REDEVELOPMENT OF CATHAYS HIGH SCHOOL**

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

**AGENDA ITEM: 6**

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**Reason for this Report**

1. To enable the Cabinet to consider a recommendation to hold public consultation on proposals for the expansion and redevelopment of Cathays High School in line with Band B 21<sup>st</sup> Century Schools priority schemes.
2. It is proposed to:
  - Expand Cathays High School from 1,072 places (5.5 Forms of Entry with 247 sixth form places) to 1,450 places (8 Forms of Entry with 250 sixth form places), from September 2023;
  - Replace the Cathays High School buildings with new build accommodation on the Maindy Centre site adjacent to Crown Way and North Road;
  - Expand the current Specialist Resource Base (SRB) for learners with Autism Spectrum Condition from 16 to 50 places in purpose-built accommodation in the new school buildings;
  - Upgrade community facilities in Cathays and Gabalfa through the significantly enhanced school facilities being made available for shared use with the wider local community.
  - Provide space for the local community to continue to have access to off-road open spaces for informal leisure use, recognising this is the current use at the Maindy site.

**Background**

3. At its meeting on 14 December 2017, the Cabinet approved the prioritised scheme under Band B of the Cardiff's Band B 21st Century Schools Programme.
4. The Band B programme seeks to address the most acute sufficiency and condition issues in Cardiff.

5. A copy of the 14 December 2017 Cabinet Report is included at Appendix 1.
6. The school has already temporarily expanded to take additional forms of entry to provide for larger cohorts currently promoting to year 7.

## **Issues**

### **Sufficiency of mainstream secondary school places city-wide**

7. Following a period of 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 the English-medium secondary sector will further increase during the period of the Band B investment programme.
8. Citywide data from January 2020 shows the number of pupils in each of the year 3 to year 6 cohorts in English-medium primary schools exceeds the combined Admission Numbers of 3,460 places at entry to English-medium secondary schools.
9. Projections, based upon the most recent school census data (PLASC) received in 2020, indicate that the number of pupils entering Year 7 in English-medium community schools city-wide will continue to increase until the 2023/2024 academic year.
10. City-wide, peak intakes at entry to secondary education of c4,115 pupils are projected in 2022/ 2023 and 2023/ 2024, following which intakes reduce to c3,900. A significant reduction in pupils entering secondary education, from existing housing, is projected from 2028/ 2029.
11. 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 in some parts of Cardiff.
12. Birth rate and population data currently available indicates a cyclic pattern in Cardiff, and nationally. Whilst school reorganisation proposals must be appropriate for projected pupil populations, an appropriate level of surplus capacity should be available to respond to population changes.

### **Condition & Suitability**

13. 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.

14. Approximately £17m, or 14%, of maintenance and condition issues of the estate were addressed through Band A of the 21<sup>st</sup> Century Schools investment programme. There has been significant investment in the construction of two new high schools in the East and West of the City, new primary school provision and suitability works undertaken in primary schools.
15. 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.
16. Cathays High School is rated as “C” category for condition, which means the buildings are poor condition with major defects. A significant percentage of its accommodation is housed in demountable accommodation.

### **Sufficiency of mainstream secondary school places**

17. When considering likely demand for places across the area, a number of factors have been used to inform projections and forecasts, including:
  - Recent and historic numbers on roll taken from verified PLASC (Pupil Level Annual Census) for Cardiff schools;
  - Recent and historic populations known to be living in each area utilising NHS data;
  - Recent and historic numbers and percentages of children attending English-medium and Welsh-medium community and faith places in Cardiff;
  - Recent and historic numbers and percentages of children transferring from primary schools in Cardiff to secondary schools elsewhere.
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 2.

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

### **Cathays High School Catchment Area**

20. The Cathays High School catchment area comprises the primary school catchment areas of Allensbank Primary School, Albany Primary School and Gladstone Primary School, which serve Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd. The area is also served by Ysgol Mynydd Bychan, St Joseph's Catholic Primary School, St Peter's R.C Primary School and St Monica's Church in Wales Primary School.
21. The recent take-up of English-medium community primary school places by children who are resident within the existing Cathays High School catchment area has averaged 108 per year group. This has fluctuated between 82 and 133 pupils in the period 2016 - 2020.
22. The average intake over the last 3 years at entry to Reception year within the Cathays High School catchment area is 117 pupils (approximately four Forms of Entry). Whilst this level is seen to drop off slightly, there is expected to be a degree of demand from new housing on a citywide level. Data is not yet available for cohorts that would enter primary education beyond 2024/25.
23. The numbers of pupils in some primary school year groups, resident within the catchment area of Cathays High School, have fluctuated significantly. Cohorts have increased or reduced in number by between 11-48 pupils (on average 24% changes within cohorts). Migration patterns are not consistent which represents a risk when planning the number of secondary school places.
24. On average, 91 children per year group have transferred to English-medium community secondary schools and 33 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.
25. There is no significant difference in the number of children in Year 6 cohorts and in the following year's Year 7 cohorts in this area - i.e. almost all children resident in the area continue to attend community or faith schools in Cardiff when they transfer to secondary education.
26. Forecasts indicate that, in the Band B investment period, 68-105 English-medium community secondary school places will be required to serve the existing Cathays High School catchment area, either at the school or at other English-medium community schools. This takes

account of c33 places being taken up within Faith-based schools by pupils resident in the area. Intakes peak in 2024 but reduce thereafter to approximately 2.3 forms of entry.

27. There are no large planned residential developments within, or in close proximity to, the Cathays High School catchment area that would significantly increase the child population within the area. There are also no significant housing developments currently planned nor included with in the adopted LDP for the Cathays area.
28. Taking the above information into account, an English-medium community secondary school of three forms of entry, providing 90 places per year group, would be sufficient to serve the existing Cathays High School catchment area during the Band B investment period and in the years immediately following. However, planned housing in the south of the city will significantly increase pupil numbers at neighbouring schools including Cathays High School.

### **Other areas**

29. The five secondary schools included in Cardiff's Band B 21<sup>st</sup> Century schools programme, including Cathays 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 intakes to secondary education in a number of areas of Cardiff in the period until 2024, and the continuing need for these places in the period that follows.
30. Cardiff's expected level of growth in this period, in existing communities, is significant. 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 some existing schools.
31. Dwelling completions in Cardiff have significantly increased in recent years. The 1,444 completions in 2018/19 (43% higher than 2017/18) contrast with the previous 9 years where completions averaged 725 units per annum, with no year above 1,000 units for this period. Construction has now started or is about to start on most of Cardiff's strategic housing sites and it is expected that housing completions over the remaining 6 years of the Local Development Plan period will increase significantly.
32. The 2019 landbank for housing in Cardiff numbered 24,944 dwellings. Approximately 1,600 additional dwellings in Butetown, 1,800 in Grangetown, 800 in Canton, 600 in Llandaff and 700 in Cathays (mainly in the city centre) 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.
33. As detailed in Appendix 2, the city-wide forecast demand for places at entry to secondary education from existing housing will increase by circa

- 150 children per year group within the Band B investment period, until 2024, as a consequence of larger cohorts promoting from primary education, and reduced outflow to out of county provision.
34. The current and projected demand for places at entry to secondary school within the neighbouring catchment areas of Cardiff High School and Fitzalan High School exceed the number of places available at each school. The projected demand from existing housing within the catchment area of Llanishen High School is at a high level but is expected to increase further within and beyond the Band B period as new housing is developed between the communities of Lisvane and Pontprennau.
  35. Planned housing developments within the Fitzalan High School catchment area, including those with outline or full planning permission, will impact neighbouring English-medium community schools, including Cathays High School, and must be considered when planning provision. Retaining Cathays High School at its existing capacity of 5.5 forms of entry, or a minor expansion to six forms of entry, would not be sufficient to meet the demand from within its catchment area and the excess demand from within the neighbouring catchment area of Fitzalan High School.
  36. A temporary increase to the admission number at Cathays High School, to eight forms of entry in Year 7 (240 places), was implemented for the 2020/21 intake, and all places were allocated. The central location of the school enabled it to meet the excess demand for places, and to accommodate late applicants, from the south, central and north areas of the city and retain less than 5% surplus city-wide in the year group. Similar measures, retaining the intake at Cathays High School to 240 places, are likely to be needed in coming years.
  37. It is expected that the Cathays High School would be fully subscribed at entry to year 7, based on pupil populations in the wider area, until at least 2024, and the school would have eight forms of entry enrolled in some year groups until at least 2028.
  38. A permanent expansion of Cathays High School to eight forms of entry would provide an opportunity to meet the projected demand for places from within its catchment area and to also accommodate excess demand for places from other neighbouring catchment areas. The central location of the school within the city, and its catchment area being adjacent to catchment areas of five other English-medium community secondary schools of Cardiff High School, Fitzalan High School, Llanishen High School, Whitchurch High School and Willows High School, means that it is well placed to support growth in other areas of the city.
  39. Consultation on changes to English-medium community secondary school catchment areas would be required at the appropriate time in

order to provide a suitable balance in the supply of and take-up of places. Catchment areas are only part of the school admission oversubscription criteria and being resident within a catchment area is not a guarantee of admission. The Council has to ensure sufficient place in the secondary sector regardless of catchment boundaries.

### **Additional Learning Needs (ALN) Provision**

40. At present, both secondary and primary schools in Cardiff host Specialist Resource Bases (SRB). The purpose of an SRB is to enable learners with additional learning needs to succeed in a mainstream learning environment. Pupils are supported to attend mainstream lessons and benefit from the full range of educational opportunities available to all pupils at the school.
41. A Specialist Resource Base for pupils with Autism Spectrum Condition (ASC) is located at Cathays High School and supports up to 16 pupils aged 11-18.
42. The SRB staff provide additional pastoral and teaching support to the pupils, and provide training and information to main school staff to support the inclusion of young people. The SRB has designated accommodation where the pupils may access small group or individual teaching. The base also provides a nurturing and 'safe' environment for young people when it is required. The provision provided to the young people is tailored, according to need. Young people experience short or prolonged periods where they are taught mainly or solely in the SRB, because of anxiety or sensory challenges, or as part of a transition from a more specialist environment.
43. The majority of children with an autism spectrum condition do not require a special school place in order to learn and thrive. Young people attend a local mainstream school and access additional support through the specialist resource base.
44. Although the Council increased ASC places between 2012 and 2017, from 82 to 140, it is anticipated that demand for ASC SRB places will continue to grow over the next 5-10 years. Due to increased demand, and the shortage of specialist ASC places in Cardiff, separate proposals have been brought forward to expand another existing ASC base at Cantonian High School.
45. It is proposed to retain the SRB at Cathays High school, as part of the future school, to ensure continued provision for current and future pupils. The current expertise and inclusive practice of the school would be maintained. Additional places would help to ensure there are sufficient places to meet increased demand arising out of a growing pupil population and a growing incidence and identification of ASC in Cardiff.
46. The proposed expansion of Cathays High School in new build, 21<sup>st</sup> Century accommodation presents an opportunity to further develop the

specialist provision within the school and to increase the number of places available from 16 to 50.

47. 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.

### **Mutual Investment Model (MIM)**

48. MIM is a national scheme that has been developed to borrow funds via the private sector to design and build the school, and maintain the building fabric over a 25 year period. Welsh Government has procured a Private Sector Delivery Partner (PSDP) to work with it on the delivery of education and community facilities. The successful bidder was Meridiam Investments II SAS. The PSDP and a subsidiary of the Development Bank of Wales have entered into a Special Purpose Vehicle (SPV) called WEPCo, which will deliver the services to participants.
49. At its meeting on 16 July 2020, Cabinet agreed to enter into the Strategic Partnering Agreement (SPA) with WEPCo. Cardiff Council, along with other local authorities and further education institutions, are a participant to the SPA. The SPA provides for how the parties act together over the long term in a collaborative partnering, non-adversarial and open manner to support the effective planning, procurement and delivery of education and community facilities in Wales and the delivery of infrastructure services. This includes partnering services for the project such as legal, design and technical advice.
50. WEPCo will undertake all partnering services (i.e. the design, project development and professional services). Approved MIM Projects will be developed by WEPCo, but delivered (including hard facilities management) by Project Co which will enter into a Project Agreement with the Council to deliver the relevant MIM Project. The Council will be a contracting party with Project Co which will have contracts in place to manage the building and facilities contractors.

### **Land Matters including improving community facilities**

51. The Cathays High School site is located on a site measuring approximately 2.1 hectares, adjacent to North Road and Crown Way. The constrained school site limits access for pupils to outdoor facilities and does not include any school pitch provision for pupils.
52. Formal arrangements exist at present for Cathays High School to use grass pitches at Heath Park, and transport arrangements are in place to support this at an annual cost to the Council of c£21,000.



53. The Maindy Centre, including the indoor leisure centre and pool, the Maindy Cycle and BMX track, and outdoor football pitches, is located in close proximity to the school on the opposite side of Crown Way, also adjacent to North Road.
54. The Maindy cycle track was built for the British Empire and Commonwealth Games in 1958 and has been home to the Maindy Flyers Cycling Club since 1995. The club has approximately 200 members aged 5 to 18 years old. Cardiff's Road Safety Centre, providing adult and child cycle training, is also located at the Maindy site.
55. Maindy Centre is Cardiff's only outdoor cycle track that is the home of the grassroots cycling talent in the city. The track is a popular outdoor venue that requires investment. Whilst the cycle club has outgrown the facility, the Council acknowledges that Cardiff must continue to support its home-grown talent to excel and progress to represent Wales competitively on the international stage.
56. The school project provides an opportunity for a new track facility, located in the heart of Cardiff Bay at the International Sports Village, to be brought forward in the New Year, bringing a greater range of cycle track opportunities to our capital.
57. The construction of new facilities for Cathays High School on the Maindy Centre site and potentially on a proportion of the existing site in line with Building Bulletin 98 will enable the expansion of the school in an area that is well located within the community that the school serves.
58. The Council agreed in 2016 that the leisure and sporting facilities at Maindy Centre would be operated by Better Leisure (GLL), and a long term lease arrangement is in place. As part of a revised lease the school will continue to have access to indoor facilities at Maindy Centre an arrangement will be explored with GLL for the management of external sports facilities and shared use of the carpark outside of the school day.
59. The location of the sites, off North Road and Crown Way, provide an opportunity to enable the new investment in the community. The design of the school will support open community access to some multi use games areas outside of school hours and re-provide community land where possible. The land south of the existing Maindy cycle track and other areas will be made available for exercise; dog walking; [access between Gelligaer Street and Crown Way/North Road](#); and general leisure activities. The BMX track is expected to be retained, but could potentially be relocated elsewhere on the Maindy or current school site should it be deemed beneficial to the project and the community. The existing playground will sit outside of the scope of the project and will be retained. There are further opportunities presented by the levels and existing conditions of the site which provide opportunities for a holistic landscape design that incorporates sustainable drainage, ecology and habitat strategies.

60. The proposed strategy to provide a combination of all-weather pitches on-site and retaining current grass pitches at Heath Park would enable curriculum requirements to be met, providing pupils with access to a range of facilities for a variety of sports.

### **Admissions and Catchment areas**

61. There are no plans to change the Council's policy on the admission of children to schools, as a result of this proposal.
62. In accordance with the limitations set out within the School Organisation Code, the Council has agreed a temporary increase to the Admission Number at Cathays High School to meet the increased demand for places. The Council is able to continue to do so but cannot exceed the school's total published capacity of 1,072 places, using temporary measures, by more than 200 pupils.
63. It is proposed that the admission number of 240 places would be implemented from September 2023, in accordance with the requirements set out in the School Organisation Code.
64. Detailed information regarding admission arrangements is contained in the Council's Admission to Schools booklet, and this information can be viewed on the Council's website ([www.cardiff.gov.uk](http://www.cardiff.gov.uk)).
65. 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.
66. The Council will manage admissions to the Specialist Resource Base provision at Cathays High School in accordance with the ALN Code of Practice, which takes effect from September 2021.

### **Partnerships**

67. 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.
68. 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.
69. The Council's proposals for Band B of the 21<sup>st</sup> Century Schools Programme and the Cardiff 2030 strategy clearly state the link between

improving the environment for learning and raising standards of achievement.

70. The Council is keen to assist with the development of opportunities between schools and businesses, to help create a sustainable pool of talent for future workforce needs, and spread skills across the city. An example of this is the Creative Education Partnership that has been established between Cardiff West Community High School and partners from the creative industries to provide opportunities for young people to leave education with skills and competences and to be work ready.
71. The significant school developments proposed would provide opportunities for strong partnerships with businesses and employers from a range of sectors in the Cardiff economy. Opportunities for further partnerships are being explored and will be progressed in line with the priorities set out in the Cardiff Commitment.

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

72. It is not anticipated that there will be any negative impact on the Welsh Language, as a result of this proposal.
73. 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.
74. 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.
75. 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.
76. 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.
77. 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.

78. 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.

### **Learner Travel Arrangements**

79. There are no plans to change the Council's transport policy for school children.
80. 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.
81. 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).
82. Transport may continue to be required for timetabled sports activities on Heath Park as at present, with the need and frequency of provision to be confirmed. There may need to be appropriate provision on the school site for a coach to park and turn round.

### **Community Impact**

83. The following are taken into account when considering a proposal: Public Open Space, parkland, noise and traffic congestion. Officers will work with schools, local members and any community group to make sure that the proposal avoids negative impacts if possible.
84. Cathays High School enables a number of community organisations to make use of its site outside of school hours. These organisations will be consulted on the proposed changes and consideration will be given to how to support these organisations in the proposed new build school.
85. The open space at Maindy is currently used for informal leisure by the local community – exercise, dog walking, access between Gelligaer Street and Crown Way/North Road, and general leisure activities. It is recognised this is one of few open spaces for residents in Cathays, Maindy, and Gabalfa and therefore the new development will provide space and access for the community to continue these informal activities in community green spaces. In addition, it is proposed that the playground at Gelligaer Street will remain, the BMX track for community use will be retained or relocated elsewhere on the Maindy or current school site, and open-access MUGA's will continue to be provided.
86. 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.

87. 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**

88. 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.

89. 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.

90. 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.

91. The project will consult with all statutory bodies when developing a planning application to ensure that environmental and biodiversity impacts are fully considered.

## **Reason for Recommendations**

92. To meet the demand for English-medium secondary school and post 16 places in the Cathays High School catchment area and neighbouring communities, and to meet demand for additional Specialist Resource Base (SRB) places for learners with Autism Spectrum Condition city-wide.

## **Financial Implications**

93. The recommendations to this report request approval for a consultation process to be undertaken in relation to the proposed scheme for Cathays High school. A decision to initiate a consultation process does not, in itself, commit the Council to any capital expenditure commitments and, therefore, there are no capital financial implications directly arising from this report. Should the scheme be taken forward, it will be necessary for a full financial evaluation to be undertaken. The aim of this will be to provide assurance that the scheme remains affordable once all relevant costs and contingencies for potential changes in delivery timescales have been incorporated.
94. The preferred funding strategy for this particular scheme remains the WG's revenue funded Mutual Investment Model (MIM). This will mean 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.
95. Other capital costs, including 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 associated transport infrastructure works, will not qualify for MIM funding. These costs may still be within the scope of the 21st Century Schools Programme and in such an instance will be funded via the traditional capital route, with WG contributing towards 65% of the costs. Further work is required to understand the full extent of these particular costs, however the Band B Capital Programme currently includes an estimated allocation for these works that will need to be balanced against other Band B priorities. In addition, any capital required for maintaining the current schools in the interim will need to be met from within existing resources.
96. As well as the capital expenditure commitments directly connected to the main scheme, there would also be capital expenditure incurred in relation to the replacement cycle track. Use of MIM funding would not be available for such uses and therefore funding will need to be identified from within existing Council resources or match-funded via external grant funding, if applicable. Further to the capital costs of the main school build, there would also be significant revenue expenditure implications,

both connected to the project delivery and on an ongoing basis, once the new facility is operational.

97. Further consideration may be required in future reports in relation to the Maindy Pool site and car park, particularly in relation to current lease arrangements and potential VAT impact. Additional advice will be sought as appropriate as plans for the new school are developed and any additional costs arising absorbed within the overall envelope for the scheme.
98. There continues to be a significant risk surrounding the planned achievement of capital receipts underpinning the overall Band B programme. The total target of £25 million in the current financial model is required prior to the end of 2023/24. Work is being undertaken to ensure that this target remains achievable as a means to secure the affordability of the overall programme.

### **Legal Implications**

99. 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.
100. 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.
101. A local authority can make proposals to alter a community school under section 42 of the Schools Standards and Organisation (Wales) Act 2013. The Council is required prior to publishing its proposals to undertake a consultation on those proposals in accordance with section 48 of that Act and the School Organisation Code 2018. The proposal is a regulated alteration under paragraph 2.3 of the School Organisation Code 2018. The recommendations seek authority to carry out that statutory consultation. Any proposals must be the subject of full and fair consultation and due regard must be had by the Cabinet to the responses before a final decision is taken. As these proposals affect sixth form provision, they will require the approval of Welsh Ministers in accordance with section 50 of the Schools Standards and Organisation (Wales) Act 2013 and paragraph 5.2 of the School Organisation Code 2018.
102. Catchment areas and published admission numbers of schools are part of the Council's admission arrangements and therefore the statutory consultation within the School Admission Code and the Education (Determination of Admission Arrangements) Regulations 2006 would need to be followed if following consultation these proposals are taken forward.

103. The decision about these recommendations has to be made in the context of the Council's public sector equality duties. The Council also has to satisfy its public sector duties under the Equality Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties, Councils must in making decisions have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. The Protected characteristics are: age, gender reassignment, sex, race – including ethnic or national origin, colour or nationality, disability, pregnancy and maternity, marriage and civil partnership, sexual orientation, religion or belief – including lack of belief. If the recommendations in the report are accepted and statutory notices are published, the Council will have to consider further the equalities implications and an Equality Impact Assessment may need to be completed.
104. The Council has to be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards when making any policy decisions and consider the impact upon the Welsh language.
105. The Council has to consider the Well-being of Future Generations (Wales) Act 2015 and how this strategy may improve the social, economic, environmental and cultural well-being of Wales.

#### Traffic Regulation

106. The Council as the 'Traffic Authority' has a discretionary power to make 'traffic regulation orders' where it appears to the Council expedient to make the order for any of the purposes specified under Section 1 of the Road Traffic Regulation Act 1984 Act ("the 1984 Act").
107. Full legal advice should be sought on the proposed traffic regulation orders, as the same are developed but it should be noted that in making any traffic regulation order the Council must comply with the procedure set out in the Act and the regulations made there under. This process involves at statutory consultation exercise, with associated rights of objection. If objections are received, they must be duly considered and following such consideration the potential exists that the traffic regulation order may be made, be made but in modified form or not proceeded with at all.

#### HR Implications

108. The proposed expansion of Cathays High School will require the Governing Body to consider their workforce requirements in readiness for expansion and in the event that any vacancies arise, these should be considered as redeployment opportunities for staff on the school redeployment register. In addition, full consultation with staff and trade union colleagues will be needed to ensure there is a smooth transition into the new school building.



109. Further HR implications of the proposal will need to be determined as the project develops, particularly in relation to the operation of the MIM scheme outlined above. Further guidance is required from Welsh Government to understand the full working arrangements in relation to facilities management to assess the impact, if any, on current school staff. The Governing Body and the school's leadership team will also need to consider whether any staffing changes are required to support the use of school premises by the wider community. HR People Services will provide this advice and support as necessary.

### **Traffic and Transport implications**

110. The Council's policy is to increase the overall share of daily journeys that are made by sustainable modes of transport – walking, cycling and public transport. Many journeys to school are very short. 75% of journeys to education in Cardiff are within 3km of people's homes. More of these journeys could be made by active modes if improvements could be made to the safety of roads and routes for walking and cycling within school catchment areas. The health and wellbeing benefits of enabling children to travel actively and independently to school, as opposed to being escorted by car, are well documented and evidenced.
111. This proposal will increase educational activity on this site through the expansion of mainstream and SRB places. The expanded provision will result in additional trips to the site, which have the potential to add/alter existing pressures on the local highway network.
112. The current target for journeys by sustainable modes of transport (contained in the adopted Local Development Plan) is to achieve a 50:50 split between journeys by car and journeys made by foot, cycle and/or use of public transport by 2026. This will be achieved by ensuring that new development is fully integrated with transport infrastructure which mitigates the transport impacts and maximises opportunities for travel by sustainable modes. It is important that this new school facility fully reflects the Council's transport policies and makes a positive contribution to modal shift.
113. This can be achieved by ensuring that the design and layout of buildings and the site access arrangements prioritise travel by active and sustainable modes. Other critical elements will be the location of access points in positions which take account of the alignment surrounding network of roads and pathways and which serve to minimise walking and cycling distances and avoid unnecessary detours for people travelling on foot and by bicycle. The provision of on-site facilities, such as secure cycle parking spaces and lockers for storage of cycling clothes and equipment will also be essential.
114. Cycle parking provision must meet the minimum requirements set out in the Council's Managing Transport Impacts SPG and the site must be able to accommodate increases in cycle parking to meet future demand.

115. Cycle parking must be covered and secure and be sited in a convenient location within the site which is easy for pupils for access and where it benefits from surveillance. Sheffield stands are recommended. Tiered cycle parking will not be acceptable.
116. Vehicular access to the school site will need to be limited to staff and vehicles requiring access for essential servicing. The SRB pupil learner transport will need appropriate suitably segregated facilities for drop-off and pick-up. However, facilities for general pick up and drop off of other pupils by car should not be provided.
117. On-site parking should be in accordance with the Council's Managing Transport Impacts Supplementary Planning Guidance (2018). The parking requirements for schools within the SPG is one parking space per 30 pupils and this would apply to the mainstream school provision at the site. Parking on street near the school will be discouraged through the introduction of appropriate parking restrictions. The Council is currently introducing School Streets in selected suitable locations; the use of Traffic Regulation Orders to restrict vehicular access on streets outside schools at morning drop-off and afternoon pick-up times. This approach could potentially be used to restrict parking and access associated with the new school.
118. Transport mitigation for the development will be identified through the Transport Assessment (TA) process, which will inform the proposals submitted for planning permission.
119. The first part of the TA, a Traffic Impact Assessment (TIA), has now assessed the traffic impact on the highway network due to potential changes to the existing road layout and also including the proposed construction of Cycleway 1 in the vicinity of the school. The TIA has identified that potential changes are expected to result in some additional queuing at peak periods however it is considered that the overall traffic impact of the development can be accommodated by the network.
120. The expansion of Cathays High School, utilising the Maindy Centre site and the existing school site may necessitate the closure of part of Crown Way to vehicles. Road layout changes may involve traffic orders and associated legal processes, both requiring sufficient lead-in time and financial resources.
121. The subsequent completion of the full TA will identify necessary works associated with required vehicular access onto the site and off-site highway measures including any safety measures, traffic calming and facilities for pedestrians, cyclists and scooting including crossing facilities for all active travel modes. The transport team requires very early engagement with the designers and transport consultants for the project to ensure that appropriate facilities to support sustainable travel

are considered at the outset of the project and incorporated into the site master plan.

122. In addition to highways measures within the immediate vicinity of the school gates, this work will need to identify other off-site improvements, including linkage with existing active travel routes and the provision of new routes, necessary to maximise opportunities for pupils to travel to school by walking, cycling and scooting, and for those using public transport.
123. Currently no pupils (other than SRB pupils) are eligible for learner transport and so appropriate provision needs to be made for use of public transport services. This will include safe and sufficient waiting facilities for pupils using scheduled and additional school bus services and safe pedestrian access to appropriate bus stop facilities at locations convenient to the school, with crossings appropriate to the desire lines, type and level of use.
124. The Council is committed to ensuring that every school in Cardiff has an Active Travel Plan by 2022. Such a plan identifies actions by the school to support and encourage active travel to school and will also identify any improvements to on-site and off-site infrastructure required to facilitate active journeys.
125. All schools developed under Band B will need to have such a plan in place from the outset of their operation. The Active Travel Plan for the new Cathays High School should be informed by the Transport Assessment and developed with full involvement of the pupils and staff on the existing Cathays High School site and pupils and staff in the feeder school populations. The Active Travel Plan for the new school should be linked to the Active Travel Plans for the feeder or cluster schools. This will help to encourage active travel across each age group and ensure that all pupils entering the new Cathays High School are equipped with the skills they need to travel to school by active modes. The Council's Active Travel Plans officers can support the development of the Active Travel Plan.
126. Other support can be offered through the Council's Road Safety Team which delivers National Standards Cycle Training to schools in Cardiff.

### **Property Implications**

127. The Strategic Estates Department are part of the project team for delivery of the new Cathays High. Considerations have been given to the existing leasing arrangements with Maindy Leisure Centre, relocation of the Velodrome and any disposal opportunities from surplus land to support the capital programme.
128. Where there are resultant land transactions, further negotiations or valuations required to deliver these proposals, they should be done so in

accordance with the Council's Asset Management process and in consultation with Strategic Estates and relevant service areas.

## **Equality Impact Assessment**

129. 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 the consultation. Further equality impact assessments would also be carried out if the proposal goes ahead.

## **RECOMMENDATIONS**

Cabinet is recommended to:

1. authorise officers to consult on proposals to:
  - Expand the school from 1,072 places (5.5 Forms of Entry with 247 sixth form places) to 1,450 places (8 Forms of Entry with 250 sixth form places) from September 2023;
  - Replace the Cathays High School buildings with new build accommodation on the Maindy Centre site adjacent to Crown Way and North Road;
  - Expand the current Specialist Resource Base (SRB) for learners with Autism Spectrum Condition from 16 to 50 places in purpose-built accommodation in the new school buildings;
  - Upgrade community facilities in Cathays and Gabalfa through the significantly enhanced school facilities being made available for shared use with the wider local community.
  - Provide space for the local community to continue to have access to off-road open spaces for informal leisure use.
2. Note that officers will bring a report on the outcome of the consultation to a future meeting to seek authorisation as to whether to proceed to publish proposals in accordance with section 48 of The School Standards and Organisation (Wales) Act 2013.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>Melanie Godfrey</b> <b>Director of Education &amp; Lifelong Learning</b>
	11 December 2020

*The following appendices are attached:*

Appendix 1: Cabinet Report, 14 December 2017

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

Appendix 3: Statutory Screening Tool including Equality Impact Assessment