

CABINET MEETING: 13 JULY 2023

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

EDUCATION (COUNCILLOR SARAH MERRY)

AGENDA ITEM: 5

Appendices 5 and 6 are exempt from publication because they contain information of the kind described in paragraphs 14 (information relating to the financial or business affairs of any particular person) and 21 (public interest test) of parts 4 and 5 of Schedule 12A to the Local Government Act 1972 and in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Reason for this Report

1. For Cabinet to consider:
 - a. Recommendations to hold public consultation on a range of proposals to extend and realign additional learning needs provision.
 - b. To note the potential revenue and capital implications to the Council arising from all proposals.
 - c. Recommendation, ahead of the Sustainable Communities for Learning rolling programme, to proceed with the design and procurement of the Ty Glas and Oak House sites, and the temporary accommodation on the existing Fitzalan High School works through the School Organisation Programme.
 - d. To note the engagement regarding the potential temporary relocation of Lansdowne Primary School to the existing Fitzalan High School site, ahead of a further Cabinet Report outlining the need to address condition issues at the current Lansdowne Primary School site.
 - e. To delegate authority to the Director of Economic Development to acquire the freehold interests for land at adjacent to the existing Greenhill Special School site, in line with an independent valuation, to allow the delivery of the replacement Greenhill Special School, subject to Ministerial approval for Welsh Government capital funding.

Background

2. Cardiff has a range of in-county provision delivering specialist places in special schools, specialist resource bases and wellbeing classes that operate as part of mainstream schools, a Pupil Referral Unit, and Community Teaching provision. A map of existing special school and specialist resource base provision can be seen at Appendix 1.
3. Band B of the Sustainable Communities for Learning Investment Programme (Band B), formerly the 21st Century Schools Programme, includes key Additional Learning Needs projects including the Fairwater Community Campus, The Court Special School and Greenhill Special School. The Cabinet has also considered reports in response to the growing demand for specialist placements at its meetings on 15 July 2021 and 14 October 2021 and authorised officers to consult on a range of proposals to expand primary and secondary provision for primary and secondary age learners with Complex Learning Needs, Autism Spectrum Condition and Emotional Health and Wellbeing Needs.
4. These projects, combined with Band B projects, will enable a phased increase in Cardiff's designated specialist placements to:
 - 660 placements for primary-age learners with Complex Learning Needs and/ or Autism Spectrum Condition.
 - 781 placements for secondary-age and post-16 learners with Complex Learning Needs and/ or Autism Spectrum Condition.
 - 120 placements for primary-age learners with Emotional Health and Wellbeing Needs.
 - 194 placements for secondary-age and post-16 learners with Emotional Health and Wellbeing Needs.
5. The additional places were brought forward within the strategic principles outlined below:
 - schools and settings that deliver an innovative curriculum with effective whole school approaches to teaching and learning.
 - excellent specialist services to enhance the capacity of schools and other settings to include children and young people with a range of ALN.
 - effective early identification and research-based intervention to prevent the escalation of ALN wherever possible.
 - high levels of accessibility in every school building with sufficient flexible accommodation in every school appropriate to the age and stage of learning.
 - strong partnerships to ensure a holistic, collaborative response to a child or young person's ALN (including health, children and adult services, early years and FE providers).
 - 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.

6. As the approved proposals are implemented this will mitigate costs of placements in non-maintained or independent settings. Increased demand from the pandemic has necessitated use of a range of interim solutions including extending existing provision through use of temporary accommodation as well as procuring a greater number of places in local independent and non-maintained settings. The relevant independent provision is operating at, or near to, full capacity and the Council is now looking to stimulate the market to deliver new/expanded provision. However, many of these placements are costly and often involve longer home to school journeys for learners, with associated increased transport costs.
7. In the short term, the Council is currently working with private providers to deliver a greater number of places, along with developing additional places through delivery of an enhanced Community Teaching provision.
8. In the longer term the Council's aim is to ensure an effective, inclusive approach to supporting Additional Learning Needs sufficiency that includes the following principles:
 - an inclusive, child centred approach to identifying and meeting additional learning needs, in line with the ALN and Educational Tribunal Act
 - an improved spread of specialist places across the city, including where relevant smaller local settings.
 - an SRB in each cluster for Emotional Health and Wellbeing needs, and Complex Learning and Autism needs.
 - Further develop the training and support to schools provided by specialist and outreach services
 - reducing placement costs per pupil.
 - reducing transport costs per pupil.
 - supporting active travel.

Issues

City-wide context

9. As a consequence of a sustained fall in the birth rate from 2017/18 onwards, and changes to migration patterns, city-wide intakes to primary education in September 2021 to September 2025 are projected to reduce significantly. These are evidenced in data published by the Office of National Statistics and the most recent NHS GP registration data sets.
10. As birth rates in Cardiff, and nationally, have followed a long-term cycle of approximately 25 years intakes to primary schools are not anticipated to return to high levels until later than 2030. The equivalent cycle of pupil populations is evident within secondary education, with a seven-year delay.
11. The total number on roll at Cardiff's primary schools in 2021/22 had fallen marginally by c1% since 2017/18 but this will fall significantly in future years. The total number on roll at secondary schools in 2021/22 has increased by

14% in the same period and will increase further by 2023/24, remaining at a similarly high level until at least 2027/28.

12. The citywide position of ALN across the city shows that the number of pupils with severe and complex needs, requiring a place in a special school or specialist resource base has continued to grow due to a number of factors including pupil population growth in some age phases, improved survival rates for children born with significant disabilities, resulting in a higher incidence of severe and complex disabilities, increased incidence and identification of specific needs and higher incidence of children and young people with emotional health and wellbeing needs.
13. Whilst the factors above would broadly apply to the national context, in it is believed that the proportion in Cardiff is higher than average owing to factors such as, but not solely due to, proximity to the University Hospital of Wales.
14. As in all Local Authorities, the medium to long-term impact on learners of the Covid-19 lockdown is uncertain. Cardiff's schools have reported concerns in respect of behavioural, emotional and social development of learners that are at present supported in mainstream provision and it is noted that there has been a further increase in the number of children presenting with complex emotional health and wellbeing needs which have required appropriate support/ more specialist placements. Permanent exclusion and anxiety-based non-attendance have increased significantly since 2019/20. Although this may be a short-term impact of the pandemic, this may be part of a new longer- term trend.
15. The Council is investigating opportunities to improve facilities for prevention and early intervention in primary and secondary schools, including flexible spaces to allow for smaller classes and for setting up in-house nurture arrangements and internal exclusion.
16. Many Cardiff maintained schools demonstrate excellent practice in meeting needs in-house through a range of strategies including the Restorative Approach; ELSA; Thrive/ Trauma Informed practice; internal exclusion; nurture classes; smaller classes for more vulnerable pupils. A key factor in schools where this is strongest and most effective is having the space/ flexible accommodation and resources needed.

Primary phase - Emotional Health and Wellbeing Provision

17. The 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 therefore seeks to promote and enable prevention and early intervention strategies to reduce the risk of placement breakdown in a mainstream school and/ or the need for specialist placement.
18. At present, there are 48 temporary placements for primary-age learners with Emotional Health and Wellbeing Needs at five Wellbeing Classes hosted within mainstream schools city-wide, based at Fairwater Primary School, Lakeside Primary School, Springwood Primary School, Fitzalan High

School and Ysgol Gymraeg Pwll Coch. Learners attend Wellbeing Classes for a time-limited therapeutic intervention to support continued inclusion in their local mainstream school at the end of the period. Some learners whose needs cannot be met in their local mainstream school transfer to specialist provision such as The Court Special School.

19. The Wellbeing Class placements have historically been for a pre-determined period of 6 months or a year. An increasing number of children who require placement are presenting with needs that require a longer intervention, suggesting the council should adopt a more flexible approach going forward, including the option for the time period in placement to be determined by individual children's progress.
20. Special school places for primary-age learners with Emotional Health and Wellbeing Needs are also provided at The Court Special School.
21. Proposals considered by Cabinet in July 2021 noted the projected increasing demand for primary age places for children resident in Cardiff with Emotional Health and Wellbeing Needs, to 119-131 places by 2025/26.
22. To address the need for additional places, the Council approved proposals in 2022 to expand The Court Special School from 42 places to 72 places across two sites, with effect from September 2025. This will add capacity to the primary phase, addressing sufficiency needs, and will replace an existing deteriorating building with two new purpose-built schools of 36 places each in the east and the west of the city.
23. On implementation of The Court School proposals, the Council has in-county provision for 120 learners, and the Council is developing proposals to further expand these places in other communities. This will further improve the city-wide distribution of specialist places, supporting a greater number of Cardiff's learners to access education in their local community.
24. The Council is committed to further developing and increasing provision for primary age learners with Emotional Health and Wellbeing Needs, in temporary wellbeing provision supporting learners to continue in mainstream schools, and in specialist provision where permanent placements are appropriate.

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

25. Maintained places in specials schools for primary aged pupils with Complex Learning Needs and/ or Autism Spectrum Condition are provided at Meadowbank Special School, Riverbank Special School, The Hollies Special School and Ty Gwyn Special School. The Council also has eight Specialist Resources Bases supporting these needs located in mainstream primary schools city-wide, increasing to nine in 2023/2024.
26. Proposals considered by Cabinet in July 2021 noted the projected increasing demand for primary age places for children resident in Cardiff

with Complex Learning Needs and/ or Autism Spectrum Condition, to 547-602 places by 2025/26.

27. In order to address the need for additional places, the Council has approved proposals in 2022 to expand this provision by 182 places, with expansion being phased from September 2022 to September 2023. By September 2026, the implementation of these proposals combined with other approved changes will increase the number of places for these learners to 660 places.
28. This addition of capacity to the primary phase will address sufficiency needs by expanding existing special school provision at Meadowbank Special School, Riverbank Special School, The Hollies Special School and Ty Gwyn Special School and SRBs and establishing new provision at Moorland Primary School. The changes will also improve the city-wide distribution of specialist places, supporting a greater number of Cardiff's learners to access education in their local community.
29. Demand for places will be kept under review and proposals to respond to any changes brought forward as required.

Secondary phase - Emotional Health and Wellbeing Provision

30. School-based places for secondary aged pupils with Emotional Health and Wellbeing Needs are provided at Greenhill Special School and at a Specialist Resource Bases located at Cardiff West Community High School. A second Specialist Resource Base at Eastern High will admit learners in 2023/2024.
31. The Council also provides places for learners with Emotional Health and Wellbeing Needs at the Pupil Referral Unit and through the Community Teaching Programme. There is also Hospital teaching for in-patients support and as part of the Goleudy programme for young people who have suffered emotional distress.
32. There are however increasing and urgent needs requiring additional provision across the city in order for learners to be able to access services closer to home and to mitigate transport costs.
33. Proposals considered by Cabinet in October 2021 noted the projected increasing demand for secondary and post-16 places for learners resident in Cardiff with Emotional Health and Wellbeing Needs, to 380-419 places by 2025/26.
34. At a time when the secondary-age population is increasing, the Council has ensured that the need for places for secondary and post-16 learners with Emotional Health and Wellbeing Needs have been met by funding places in the independent sector. However, the ability of the independent sector to further respond to increasing demand is limited. The Council is therefore prioritising the development of proposals to expand the Council's maintained provision which would support a greater number of Cardiff's learners to access education in the city and in their local community and

would have a positive impact on the Council's distribution of financial resources to schools city-wide.

35. In order to address the need for additional places, the Council approved proposals in 2022 to establish Specialist Resource Bases of 20 places each at Cardiff West Community High School and at Eastern High, with effect from September 2022 and September 2023 respectively, increasing capacity to 194 places in school provision and the Pupil Referral Unit.
36. The Council has also consulted on proposals within the Band B investment programme to expand Greenhill Special School in 2021/22 which indicated support of stakeholders to develop and expand provision for secondary and post-16 learners with Emotional Health and Wellbeing Needs. In addition to this, the Council is further developing PRU provision to provide places for Key Stage 3 (age 11-14) learners alongside an enhanced tuition service to provide a broad offer for the needs presenting.

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

37. Maintained places in special schools for secondary aged pupils with Complex Learning Needs and/or Autism Spectrum Condition are provided at Ty Gwyn Special School and Woodlands High School. The Council also has six Specialist Resources Bases supporting these needs located in mainstream primary schools city-wide, increasing to seven in 2023/2024.
38. Proposals considered by Cabinet in October 2021 noted the projected increasing demand for secondary age places for learners resident in Cardiff with Complex Learning Needs and/ or Autism Spectrum Condition, to 629-692 places by 2025/26.
39. In February 2022, 560 secondary and post-16 learners resident in Cardiff with Complex Learning Needs and/ or Autism Spectrum Condition were placed in specialist provision, including 276 in special schools and 284 in Specialist Resource Bases in mainstream schools.
40. In order to address the projected need for additional places, the Council is progressing proposals to expand Woodlands High School from 140 places to 240 places at the Fairwater Learning Campus. This will add capacity to the secondary phase, addressing sufficiency needs, and will replace an existing deteriorating building. The Council has also approved proposals in 2022 to expand provision for learners with Complex Learning Needs and/ or Autism Spectrum Condition by 179 places, at Cantonian High School, Llanishen High School, The Marion Centre, Ty Gwyn Special School, Whitchurch High School, Willows High School and Ysgol Gyfun Gymraeg Glantaf. This expansion is being implemented on a phased basis from September 2022. By September 2026, the implementation of these proposals combined with other approved changes will increase the number of for these learners to 781 places.
41. The number of current and planned places is sufficient to meet demand for secondary phase complex learning needs places until 2025/26. Demand

for places will be kept under review and proposals to respond to any changes brought forward as required.

Placements in independent schools, neighbouring Local Authorities or PRU provision

42. The Council funds a number of places at special schools maintained by other Local Authorities, or in independent schools, to ensure that there are sufficient places to meet the needs of learners. As of May 2023, there are 189 learners in independent and non-maintained schools.
43. There is currently a higher number of places being purchased in Out of County provision and in the independent sector than in previous years. This is expected to continue to be required and potentially grow marginally until the Band B projects are delivered and further proposals are brought forward.
44. As set out above, the Council is already progressing additional permanent provision at a number of its special schools and specialist resource bases. Some of these independent/ Out of County placements are therefore necessary whilst sufficient additional permanent provision is developed, including at Ty Gwyn, Greenhill and the Pupil Referral Unit. Other learners are placed in such provision to access multi agency highly specialist placements, or are children looked after placed Out of County, or are children looked after placed in residential accommodation.
45. As other Local Authorities are also managing a level of rising need for specialist placements, and have fewer places available to offer neighbouring authorities, the options for procuring places Out of County or with independent providers has become more challenging. To ensure a continued sufficiency of places is available to meet current demand and that statutory duties are met, the Council has proactively engaged with the independent sector to increase the number of places available through expansion of this provision. As the Council's approved proposals are delivered this will mitigate the growth in costs of placements in Out of County or independent provision, and additional proposals will seek to further offset and in future years reduce the costs for learners resident in Cardiff.

Pupil Referral Unit (PRU)

46. A Pupil Referral Unit (PRU) is a type of school established by a Local Authority which has a duty to provide suitable accommodation for children and young people who, by reason of illness, exclusion or otherwise, may not receive such education in a mainstream school.
47. The Cardiff PRU is presently located at Cefn Road, Mynachdy and accommodates 90 learners aged 14 – 16 with a range of Emotional Health and Wellbeing needs.
48. The PRU provides places for 48 learners with challenging behaviour at its Bryn y Deryn provision, and further places for 42 learners with anxiety/ school non-attendance, at its Carnegie Centre provision, on the shared Cefn Road site.

49. The purpose of the PRU is two-fold; to firstly ensure that statutory requirements to provide education due to the rise in exclusions from school and the complexity of learners' needs are met, and secondly to offer provision for young people with anxiety and associated challenges which mean they are currently finding it difficult to attend a mainstream school. The provision is intended as a temporary placement facilitating a fresh start or reintegration into mainstream provision, whilst also offering places to those at risk of exclusion and/or disengagement thereby reducing exclusions and improving attendance.
50. Bryn y Deryn provides places for Key Stage 4 learners (age 14 – 16) from across Cardiff with emotional health and wellbeing needs. The centre offers a balanced curriculum that is specifically differentiated to meet the needs of each pupil. Learners follow a curriculum including Maths, English, Media Studies, SWEET, Art and Digital Photography GCSE; along with a variety of BTEC and alternative qualifications.
51. Nearly all pupils attend Bryn y Deryn for three days per week and access an inclusion project and work-based training for the remaining two days.
52. The Carnegie Centre provides for Key Stage 4 learners (aged 14 – 16) from across Cardiff with a variety of needs that most mainstream schools cannot accommodate.
53. The centre works on the principle of small steps, making learners feel comfortable, and then working towards a position where they can reach their full potential.
54. The team of teaching and non-teaching staff offer a wide range of expertise and support with most learners attending for 20 hours a week. The majority of pupils are also registered at other mainstream schools.
55. The Centre offers a range of GCSE qualifications, BTEC SWEET and LIBF Lessons in Financial Education Level 1 / 2.
56. All learners have ongoing support from Careers Wales and staff to ensure successful transition post 16. To support this work strong links also exist with a number of local colleges and other training providers in the area.

Community Teaching Provision

57. The Council's Community Teaching Team currently operates from a leisure centre which is open to the public and from public spaces such as libraries. There are currently 70 young people accessing the service, each for five hours per week. These young people have learning needs related to health or exceptional circumstances and for whom mainstream, specialist or even group EOTAS provision is unsuitable.
58. These learners require bespoke learning programmes which include compulsory 1-1 education from Community Teachers, with mentoring, access to wider experiences and family engagement provided the Skills and Support team.

59. The Council is increasing the provision to 15 hours and also linking with other services, when young people are ready to engage with non-formal education or re-integrate into formal education. The expansion of the Community Teaching team, increase in hours, and the safeguarding requirements of the young people for whom it supports, requires a specific base for the provision.

Sufficiency of Places

60. The Council's continuous monitoring of individual needs of learners, and how each learner's needs evolve, allows for data trends to be identified which inform the planning of places and learner support. Since proposals to expand provision were considered by Cabinet in 2021/22, trends have been updated in respect of the number of children requiring specialist placements either within Cardiff's maintained special school and Specialist Resource Base provision, or within alternative provision including placements in independent schools, neighbouring Local Authorities or PRU provision.
61. When comparing the number of learners accessing specialist provision to the overall school population in the past five years, a year-on-year increase can be identified. In 2017/18, 1,405 learners were placed in the above categories of provision, representing 2.9% of the total pupil population in Cardiff's schools. This grew to 1,507 in 2019/20, a marginal increase to 3.0% of the total pupil population.
62. The report considered by the Council's Cabinet in October 2019 included trend projections which took account of assessed needs, placements, and trends up to 2019/20, ahead of the Covid-19 pandemic. Details of the methodologies for school projections, and factors that data analysis must take into account when forecasting the take up of specialist places, were appended to the Cabinet Report.
63. The increase in specialist placements in 2021/22 and 2022/23, to 3.2% and 3.4% of the pupil population respectively, demonstrates a new trend over a relatively short timescale which coincides with the post-lockdown period. Cardiff's schools have also reported concerns in respect of behavioural, emotional, and social development of learners that are at present supported in mainstream provision; however, the medium-term and long-term impact on learners is uncertain.
64. Continuation of this new trend projection, including the most recent data from 2021/22 and 2022/23, would marginally exceed the range of projections informing recent proposals by 43 pupils in this period ending 2025/26. The identified trend of growth from circa 2.9% in 2017/18 to circa 3.4% in 2022/23, if continued, would reach circa 3.8% (1,915 pupils) by 2027/28.
65. The recent trends consolidate the need for proposals to expand specialist provision, but such growth trends cannot be modelled to continue indefinitely. Although it is not anticipated that such a high proportion of specialist provision would be required, proposals to further expand specialist provision beyond the existing and planned capacity, in the short,

medium, and longer term, are required. Appendix 2 sets out the growth in the number of learners accessing specialist provision in recent years, and the aforementioned trend projection for future growth in the requirement for specialist placements.

66. The implementation of the new Additional Learning Needs (ALN) Act for Wales began in September 2021, with all children and young people with Special Education Needs (SEN) now due to move to the ALN system by August 2025. The Council is continuously monitoring the needs of pupils and their placements through Individual Development Plans.
67. Further work on the refinement of data from Individual Development Plans is ongoing and will consolidate and build on existing knowledge and support a better understanding of the long-term impacts of the pandemic. This will continue to inform the future planning of places, in the short to long term, and for placements which are temporary or permanent.
68. The Council has prioritised the development of proposals to ensure there is an appropriate balance in the number and type of specialist places for Cardiff learners, including the fast-tracking of proposals which utilise existing infrastructure, with relevant adaptation, ahead of relocation to permanent sites.

Proposed Schemes

69. 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'.
70. The proposed school organisation 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.
71. 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.
72. The Council has identified a number of proposals which would provide a phased increase in the number of Additional Learning Needs Places for learners with Emotional Health and Wellbeing Needs and would:
 - support a holistic, vocational and therapeutic curriculum including life skills.
 - provide a mix of revolving door assessment places at KS3 and long-term placements.
 - reduce reliance on independent school places, and possible out of county placements.

- ensure capacity to support children looked after in Cardiff schools, in line with the 'Closer to Home' strategy.
- establish gender-inclusive approaches to all specialist provision in Cardiff.
- increase the opportunities for primary aged learners to access specialist provision on a mainstream school site.
- further develop support for pupils to maintain links with, and return to mainstream education where possible.
- create strong links between mainstream and special schools to support dual placements and a richer learning experience.
- improve the range of post-16 opportunities, including supported pathways to employment.

73. The proposed changes are as follows:

- establish a new 8 place Specialist Resource Base for emotional health and wellbeing at Baden Powell Primary School from September 2024, within the existing buildings.
- establish an 8 place Specialist Resource Base for emotional health and wellbeing at Fairwater Primary School from September 2024, within the existing buildings. This would replace the existing Wellbeing Class.
- establish a new 16 place Specialist Resource Base for emotional health and wellbeing at Herbert Thompson Primary School from September 2024, within existing buildings.
- establish a 16 place Specialist Resource Base for emotional health and wellbeing at Lakeside Primary School from September 2024, within the existing buildings. This would replace the existing Wellbeing Class.
- establish an 8 place Specialist Resource Base for emotional health and wellbeing at Springwood Primary School from September 2024, within the existing buildings. This would replace the existing Wellbeing Class.
- establish an 8 place Specialist Resource Base for emotional health and wellbeing at Ysgol Gymraeg Pwll Coch from September 2024 within the existing buildings. This would replace the existing Wellbeing Class.
- increase the capacity of Greenhill Special School from 64 places to 96 places. The enlarged school would operate as a single school for learners aged 11-18 across two sites including the current site at Heol Brynglas, Rhiwbina, and part of a new site at Ty Glas Avenue, Llanishen from September 2026.
- establish a 20-place Specialist Resource Base for learners with Emotional Health and Wellbeing Needs at Ysgol Gyfun Gymraeg Plasmawr from September 2024, within the existing buildings.

74. The proposed expansion of the Pupil Referral Unit and the transfer of the Community Teaching Team set out below are not subject to the requirements of the School Organisation Code:

- increase the capacity of the Pupil Referral Unit to 180 places, from September 2023. The enlarged PRU would operate as a single establishment for learners aged 11-18 across three sites including:
 - the current site for up to 90 learners at Cefn Road
 - 48 learners in new-build accommodation at the site currently occupied by Willows High School from September 2027.
 - 42 learners in refurbished/ extended provision at Oak House, St Mellons.
- for a temporary period, locate the extended Pupil Referral Unit provision at the site currently occupied by Fitzalan High School, from September 2023.
- for a temporary period, locate Lansdowne Primary School onto the existing Fitzalan High School site due to emergency condition works from January 2024.
- transfer the Community Teaching Team to the former Severn Adult Education Centre from September 2023.

75. These proposals would provide:

- 64 additional permanent Primary age Emotional Health and Wellbeing specialist places.
- 52 additional permanent Secondary age Emotional Health and Wellbeing specialist places.
- 90 additional Secondary age Emotional Health and Wellbeing specialist Pupil Referral Unit places.

76. The proposed changes in the primary age phase would increase the overall number of placements for emotional health and wellbeing from 90 places to 114 places from September 2024, increasing to 144 in September 2025 following expansion of The Court Special School. Converting the existing Wellbeing Classes to SRB status, would bring the model into line with the new classes proposed at Baden Powell Primary School, Ysgol Gymraeg Pwll Coch and Herbert Thompson Primary School. All Wellbeing Specialist Resources Bases would provide time limited early intervention places, with scope for the duration of placement to vary according to the needs and progress of the child.

77. The Wellbeing Class provision at Fitzalan High School would be unchanged.

78. The Council has also identified a number of proposals which would provide a phased increase in the number of Additional Learning Needs Places for learners with Complex Learning Needs and would:

- support a holistic, vocational and therapeutic curriculum including life skills.
- reduce reliance on independent school places, and possible out of county placements.

- ensure capacity to support children looked after in Cardiff schools, in line with the 'Closer to Home' strategy.
- increase the opportunities for primary aged learners to access specialist provision on a mainstream school site in or close to their local community.

79. The proposed changes are as follows:

- establish a 20 place Specialist Resource Base for Complex Learning Needs/ Autism Spectrum Condition at Coed Glas Primary School from September 2024, within the existing buildings.
- establish a 20 place Specialist Resource Base for Complex Learning Needs/ Autism Spectrum Condition at Greenway Primary School from September 2024, within the existing buildings.
- establish a 20 place Specialist Resource Base for Complex Learning Needs/ Autism Spectrum Condition at Severn Primary School from September 2024, within the existing buildings.

80. These proposals would provide 60 additional permanent Primary age Complex Learning Needs/ Autism Spectrum Condition specialist places.

81. The range of proposals represent strategic and holistic solutions that focus on supporting pupils in mainstream schools where this is appropriate, and on sustainable growth of a number of established and successful specialist provisions which reduces the Council's reliance on out of county and independent placements in coming years.

82. 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.

83. A summary tables of current and proposed specialist provision is attached at Appendix 3. A map of current and proposed specialist provision is attached at Appendix 4.

Primary phase - Emotional Health and Wellbeing

Baden Powell Primary School

84. Baden Powell Primary School is an English-medium community primary school for pupils aged 3 – 11. The school is located at Muirton Road, Tremorfa.

85. To meet increasing demand for primary Specialist Resource Base places for learners with emotional health and wellbeing needs it is proposed to:

- establish an 8 place Specialist Resource Base for learners with emotional health and wellbeing needs at Baden Powell Primary School from 2024.

- Placements would focus on early intervention and reintegration, with scope for the length of placement to vary depending on the needs and progress of individual children.
86. It is proposed that the base would be accommodated within the existing school buildings.

Fairwater Primary School

87. Fairwater Primary School is an English-medium community primary school for pupils aged 4 – 11. The school is located at Wellwright Road, Fairwater. The school hosts an 8 place Wellbeing Class for primary aged learners with emotional health and wellbeing needs who require additional support for a time-limited period. Learners attending the wellbeing classes are enrolled at another school and return to their home school at the end of the period.
88. The school site will accommodate 36 places of The Court Special School from September 2025, in new build accommodation. The co-location of the proposed SRB on the same site as the new build Court School would allow staff to share best practice, strengthen relationships with special schools, allow for professional learning and for multiagency working.
89. To meet increasing demand for primary specialist resource places for learners with emotional health and wellbeing needs is proposed to:
- change the status of the wellbeing class and establish an 8-place specialist resource base for learners with emotional health and wellbeing needs at Fairwater Primary School from 2024
 - Placements would focus on early intervention and reintegration, with scope for the length of placement to vary depending on the needs and progress of individual children.
90. The specialist resource base would build on the expertise and good practice of the existing wellbeing class.
91. It is proposed that the base would be accommodated within the existing school buildings.

Herbert Thomson Primary School

92. Herbert Thomson Primary School is an English-medium community primary school for pupils aged 3 – 11. The school is located at Plymouthwood Road, Ely.
93. To meet increasing demand for primary Specialist Resource Base places for learners with emotional health and wellbeing needs it is proposed to:
- establish a 16 place Specialist Resource Base for learners with emotional health and wellbeing needs at Herbert Thomson Primary School from 2024.

- Placements would focus on early intervention and reintegration, with scope for the length of placement to vary depending on the needs and progress of individual children.
94. It is proposed that the base would be accommodated within the existing school buildings.

Lakeside Primary School

95. Lakeside Primary School is an English-medium community primary school for pupils aged 3 – 11. The school is located at Ontario Way, Lakeside. The school hosts a 16 place Wellbeing Class for primary aged learners with emotional health and wellbeing needs who require additional support for a time-limited period. Learners attending the wellbeing classes are enrolled at another school and return to their home school at the end of the period.
96. To meet increasing demand for primary specialist resource places for learners with emotional health and wellbeing needs is proposed to:
- change the status of the wellbeing class and establish a 16-place specialist resource base for learners with emotional health and wellbeing needs at Lakeside Primary School from 2024
 - Placements would focus on early intervention and reintegration, with scope for the length of placement to vary depending on the needs and progress of individual children.
97. The specialist resource base would build on the expertise and good practice of the existing wellbeing class.
98. It is proposed that the base would be accommodated within the existing school buildings.

Springwood Primary School

99. Springwood Primary School is an English-medium community primary school for pupils aged 3-11. The school is located at Pennsylvania, Llanedeyrn. The school hosts an 8 place Wellbeing Class for primary aged learners with emotional health and wellbeing needs who require additional support for a time-limited period. Learners attending the wellbeing classes are enrolled at another school and return to their home school at the end of the period.
100. To meet increasing demand for primary specialist resource places for learners with emotional health and wellbeing needs is proposed to:
- change the status of the wellbeing class and establish an 8-place specialist resource base for learners with emotional health and wellbeing needs at Springwood Primary School from 2024
 - Placements would focus on early intervention and reintegration, with scope for the length of placement to vary depending on the needs and progress of individual children.

101. The specialist resource base would build on the expertise and good practice of the existing wellbeing class.
102. It is proposed that the base would be accommodated within the existing school buildings.

Ysgol Gymraeg Pwll Coch

103. Ysgol Gymraeg Pwll Coch is a Welsh-medium community primary school for pupil aged 3 -11. The school hosts a 20-place primary Specialist Resource Base for children aged 4 – 11 with complex learning needs and autism spectrum condition in the Welsh-medium sector. The school also hosts an 8 place Wellbeing Class for primary aged learners with emotional health and wellbeing needs who require additional support for a time-limited period. Learners attending the wellbeing classes are enrolled at another school and return to their home school at the end of the period.
104. To meet increasing demand for Welsh-medium primary Specialist Resource Base places for learners with emotional health and wellbeing needs it is proposed to:
- establish an 8 place Specialist Resource Base for learners with emotional health and wellbeing needs at Ysgol Gymraeg Pwll Coch from 2024.
 - Placements would focus on early intervention and reintegration, with scope for the length of placement to vary depending on the needs and progress of individual children.
105. It is proposed that the base would be accommodated within the existing school buildings.

Secondary phase – Emotional Health and Wellbeing

Greenhill Special School

106. 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). There are 68 learners enrolled at present.
107. 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.
108. All pupils enrolled at Greenhill Special School have a statement of special educational needs or an Individual Development Plan. The statutory assessment process for these young people has identified that their additional learning needs cannot be met in a less specialised environment.
109. The purpose of Greenhill Special School is to provide a specialist learning environment and curriculum, where learners can fulfil their potential.

110. To meet increasing demand for special school and specialist resource base places for secondary age learners with emotional health and wellbeing needs, the Cabinet at its meeting on 14 October 2021 Cabinet authorised officers to consult on proposals 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 part of the Ty Glas site in Llanishen and the Dutch Garden Centre site with 80 places on each site from September 2025
111. At its meeting on 10 March 2022, Cabinet considered a report on the outcome of the consultation on the changes proposed for Greenhill School.
112. It was acknowledged that a number of issues had been raised during the consultation in relation to the proposed sites, including concerns around safety, the need to maintain a supportive single school ethos and the provision of Welsh Medium additional learning need provision.
113. It was agreed that further feasibility work would be undertaken to consider the appropriateness of the proposed sites for the accommodation of emotional health and wellbeing provision for learners aged 11 – 19.
114. This was to include consideration of:
- the proximity of the Dutch Garden Centre site to the M4/motorway junction and the management of risks associated with this e.g., site mitigations, pupil management and supervision.
 - public transport access to the Dutch Garden Centre site.
 - the extent of land available at the Ty Glas site for Greenhill School and site layout options.
115. Further feasibility work has been undertaken with a number of sites assessed against a broader range of criteria which included:
- safeguarding.
 - site ownership and availability during the required timescales.
 - active travel routes for life skills and stakeholders.
 - accessibility.
 - ecology.
116. Taking these factors and the management and support of pupils into account, the Council is proposing to increase the capacity of Greenhill Special School to 96 places, from September 2026.
117. The enlarged school would operate as a single school for learners aged 11-18 in new build accommodation across two sites including the current site at Heol Brynglas, Rhiwbina, and part of a new site at Ty Glas Avenue, Llanishen.
118. To allow for the new build accommodation on the current site at Heol Brynglas to be progressed, it is proposed that Greenhill operate across two sites from September 2025 with up to 48 learners accommodated in the new

build provision on part of the Ty Glas site and new buildings on part of the Greenhill Special School's existing site at Heol Brynglas site which would accommodate up to 48 learners upon completion in the 2026/ 2027 school year.

119. Temporarily up to 42 learners would be located in the new build specialist provision at Oak House, St Mellons whilst the existing Greenhill School site is developed and until the Willows new build site is completed for the Pupil Referral Unit.
120. Following completion of construction, Greenhill Special School would vacate the facilities at Oak House and would offer 96 places across the two sites at Heol Brynglas, Rhiwbina and part of the Ty Glas site, Llanishen.
121. These changes 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, 21st Century specialist learning environment.

Pupil Referral Unit

122. The Council proposes to increase the capacity of the Pupil Referral Unit to 180 places, from September 2023.
123. The enlarged PRU would operate as a single establishment for learners aged 11-18 across two sites including the current site at Cefn Road, and for a temporary period at the site currently occupied by Fitzalan High School, from September 2023 (Fitzalan High School is transferring to new build accommodation on Leckwith Road from September 2023).
124. The current age range of the Pupil Referral Unit is 14-16 (Key Stage 4) only. The additional facilities at the Fitzalan Site would accommodate pupils aged 11-14 (Key Stage 3) and would replicate the model of provision on the current Mynachdy site model, with two types of need being catered for. The additional 90 places to accommodate 42 learners with challenging behaviour and 48 learners with anxiety/ school non-attendance.
125. There are no changes proposed to the provision at the Cefn Road site.
126. The overall increase of the PRU places would therefore accommodate 90 learners with challenging behaviour and 90 learners with anxiety/ school non-attendance.
127. In the first instance the PRU will be accommodated within a self-contained area on the Fitzalan site with works undertaken to provide suitable classrooms, hall, gym, and catering facilities. Outdoor space to the rear will also be available with staff car parking at the front of the site. Estates management will be on the site for the duration to monitor building condition and ensure facilities remain fit for purpose.
128. At the end of the temporary period on the Fitzalan site, The Council proposes to transfer the pupils enrolled at the Pupil Referral Unit to two sites

at Oak House, St Mellons and to new-build accommodation at the site currently occupied by Willows High School, Tremorfa.

129. The Oak House site would be occupied by Greenhill Special School whilst construction of its new build facilities at Heol Brynglas are completed. Following vacation of Oak House in the 2026/2027 school year, it is proposed that Oak House provides up to 42 places for the Pupil Referral Unit.
130. The Willows High School site is within the Council's ownership and will be vacated following the transfer of Willows High School to new build accommodation at Lewis Road in the 2025/ 2026 school year. The Council proposes to construct a new-build facility to accommodate up to 48 learners enrolled at the Pupil Referral Unit on part of the Willows High School site in the 2027/2028 school year.
131. The expansion of the Pupil Referral Unit from September 2023 at the Fitzalan site, and transfer to new facilities at the Oak House site in St Mellons and the vacated Willows High School site would:
 - provide additional capacity for learners with Emotional Health and Wellbeing Needs.
 - improve the geographical spread of secondary age emotional health and wellbeing provision, to the North, South and East of the city.
 - reduce travel times for learners
 - support independent travel.

Ysgol Gyfun Gymraeg Plasmawr

132. At present, each of the three Welsh-medium secondary schools supports learners with Emotional Health and Wellbeing Needs within their existing mainstream provision. There is no specialist city-wide provision.
133. To meet increasing demand for Welsh-medium secondary Specialist Resource Base places for learners with emotional health and wellbeing needs it is proposed to:
 - establish a 20-place Specialist Resource Base for learners with Emotional Health and Wellbeing Needs at Ysgol Gyfun Gymraeg Plasmawr from September 2024
134. It is proposed that the base would be accommodated within the existing school buildings.

Primary Phase – Complex Learning Needs/ Autism Spectrum Condition

Coed Glas Primary School

135. Coed Glas Primary School is an English-medium community primary school for pupils aged 3 – 11. The school is located at Ty Glas Avenue, Llanishen.

136. To meet increasing demand for primary Specialist Resource Base places for learners it is proposed to:

- establish a 20 place Specialist Resource Base for Complex Learning Needs/ Autism Spectrum Condition at Coed Glas Primary School from September 2024.

137. It is proposed that the base would be accommodated within the existing buildings.

Greenway Primary School

138. Greenway Primary School is an English-medium community primary school for pupils aged 3 – 11. The school is located at Llanstephan Road, Rumney.

139. To meet increasing demand for primary Specialist Resource Base places for learners it is proposed to:

- establish a 20 place Specialist Resource Base for Complex Learning Needs/ Autism Spectrum Condition at Greenway Primary School from September 2024.

140. It is proposed that the base would be accommodated within the existing buildings.

Severn Primary School

141. Severn Primary School is an English-medium community primary school for pupils aged 3 – 11. The school is located at Severn Road, Canton.

142. To meet increasing demand for primary Specialist Resource Base places for learners it is proposed to:

- establish a 20 place Specialist Resource Base for Complex Learning Needs/ Autism Spectrum Condition at Severn Primary School from September 2024.

143. It is proposed that the base would be accommodated within the existing buildings.

Temporary relocation of Lansdowne Primary School

144. Lansdowne Primary School is an English-medium community primary school for pupils aged 3 – 11. The school is located at Norfolk Street, Canton.

145. The school buildings have deteriorated over recent years with an increasing number of repairs required. Although the buildings have been surveyed and are deemed safe, there is a need to address the structural condition of the buildings to prevent long term damage and to ensure the safety of occupants in the future.

146. The Council has considered continuing to operate all or part of Lansdowne Primary School on its existing site whilst works progress. In January 2023, there were 303 primary age pupils and 41 nursery age pupils on roll and the school utilises the majority of its classrooms as classbases.
147. However, due to the Grade II listed status of the buildings, and scale of the work required to repair the buildings, subject to a further Cabinet decision, the school may need to be temporarily relocated to undertake works.
148. Plans are currently under development to consider the level of work required at the current Fitzalan High School site to provide a suitable learning environment for a primary school, potential timescales for works, and logistics.
149. The Council and Governing Body of Lansdowne Primary School will work closely to minimise any potential impact on teaching and learning at the school.

Community Teaching Team

150. The Council has identified vacant accommodation at the former Severn Adult Education Centre, Canton to support the expansion of this provision from September 2023 following adaptation works.
151. The site is centrally located with good transport links and has sufficient accommodation to support the service.
152. It is proposed to transfer the Community Teaching Team to the former Severn Adult Education Centre from September 2023. This would allow for the community teaching provision to provide a greater level of teaching time to learners than existing provision, of up to 15 hours per week.

Health Provision

153. Some of the pupils who attend Cardiff's schools have additional health needs which require schools to work with the health board.
154. There have been a broad range of collaborative projects undertaken by Education and health services, to enhance the skill-base of education staff in special and mainstream school settings, increasing their capacity to implement advice from health services, to benefit individuals and groups. For example, as part of the Whole School Approach to emotional health and wellbeing, a single point of contact for advice and support regarding mental health has been established, and there are mental health teams working directly with schools to enhance early support and intervention.
155. The health board has recently appointed a project officer to lead on a local project: 'Special School Growth Project', which is looking at creating a model of multi-agency working in order to best support the health needs of children in Cardiff and Vale of Glamorgan schools. Officers will be working with health colleagues in order to help move this project forward.

Governance Arrangements

156. The proposed establishment of specialist resource provision at Baden Powell Primary School, Fairwater Primary School, Lakeside Primary School, Springwood Primary School and Ysgol Gymraeg Pwll Coch and Ysgol Gyfun Gymraeg Plasmawr, Coed Glas Primary School, Greenway Primary School and Severn Primary School would not require any changes to the existing governance arrangements.
157. The proposed expansion of Greenhill Special School would not require any change to the existing governance arrangements with the school operating across two sites under one management and governance structure.
158. The Pupil Referral Unit is overseen by a management committee which has a strategic and advisory role in setting out and maintaining the vision, aims and objectives of the unit in conjunction with the LA. The committee has statutory responsibility for certain functions and tasks and are expected to be actively involved in most decision making to ensure that the Pupil Referral Unit is run effectively and provides a suitable education for learners. The proposed expansion of the Pupil Referral Unit provision may result in the need for a larger management committee and officers will discuss a review of the instrument of government with the committee in accordance with The Education (Pupil Referral Units) (Management Committees etc) (Wales) Regulations 2014.

Capital funding of proposals

159. The capital cost of works to expand Greenhill Special School formed part of Cardiff's Sustainable Communities for Learning programme, formerly the 21st Century Schools programme, agreed in principle by Welsh Government in 2017. The capital cost of works of other proposals to expand specialist provision would be met from the Council's Education asset renewal programme. This is a five-year programme which prioritises works including ALN sufficiency, condition and suitability.
160. There is no additional or ring-fenced revenue or capital funding to support the process of organisational change. Any change must be funded by Council resources.

Financial appraisal of proposals

161. The 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 must, however, ensure that the support provided to pupils is appropriate to their individual needs. Generally, the per-pupil cost of a placement in a special school is greater to the Council than the cost of a mainstream school place with 1:1 support. However, the Council has incurred increasing costs of placements in independent schools to meet the shortfall of in-county provision and to ensure that learners' needs are fully met.

162. Currently, as there is insufficient specialist provision within Cardiff, the Council has funded some places at special schools in other Council areas or in independent schools. The total spend on such specialist provision was £8.9m in 2022/23. The budget for 2023/24 for these types of places is currently set at £10.3m. Overall, an expansion of in-County provision would provide a more efficient and effective use of the Council's financial resources that reliance on places in independent schools.
163. The funding formula for schools is driven by per pupil funding and a number of lump sum allocations per school. Funding per pupil is higher in special schools, than in mainstream schools, due to the costs of staffing and other fixed costs absorbed over a low number of pupils and small class sizes. However, creating an efficient organisation must be balanced against the appropriate size of specialist provision which allows for an effective, nurturing and holistic education offer.
164. An increase in the number of special schools in Cardiff would increase the number of lump sum allocations to schools through the funding formula by one. The expansion of existing school or PRU provision or change of status from wellbeing class to Specialist Resource Base, would not affect the number of lump sum allocations.
165. Larger schools are also generally able to secure better value for money though economies of scale in a number of areas including managing contracts and potentially in their staffing structure, when compared to smaller schools or establishing new provision each with fewer learners enrolled.
166. Schools hosting Specialist Resource Bases receive lump sum funding for the base, calculated on basis of the number of places within the base.
167. Mainstream schools that educate pupils with Additional Learning Needs requiring 1:1 support receive additional Complex Needs Enhancement funding. Schools supplement the costs incurred for when providing this support from their budget.

Placement costs

168. The Welsh Government Sustainable Communities for Learning programme does not provide any additional financial resources for the restructuring of staffing structures of schools, such as Greenhill Special School, affected by reorganisation of provision. These costs would be met by the Council.
169. The average per-pupil revenue costs between placements in Cardiff's special schools and Specialist Resource Bases and in alternative independent provision is on average less. The current differential in average per-pupil revenue costs between placements at Greenhill Special School or the PRU, and in alternative independent provision, is estimated to be greater than £23,000 per year per learner on average plus transport costs. However, there are not sufficient places available in other Council areas or in independent schools within a reasonable travel distance for the number of learners projected to require such support.

170. In Spring 2023, the number of pupils enrolled at Greenhill Special School totalled 64. The additional costs per place at Greenhill Special School have been calculated at approximately £28,000 per learner based on 2023/24 funding levels. The admission of 20 additional learners to the school would be phased from the 2025/2026 school year.
171. The expansion of Greenhill Special School would incur additional staffing and leadership costs for the school which would be met from the school's budget. The expansion of the PRU would also incur additional staffing and leadership costs for the school which would be met from its budget. The budget for Greenhill and the PRU would each increase in line with the greater number of pupils on roll.
172. In Spring 2023, the number of pupils enrolled at, or attending the PRU totalled 90. The additional costs per place at the PRU have been calculated at approximately £25,000 per learner based on current provision costs. The admission of 90 additional learners to the PRU would be phased from 2023/24 and all places are expected to be utilised from 2024/25.

Home to school transport costs

173. The annual cost to the Council of school transport for secondary-age learners with Emotional Health & Wellbeing Needs to within-County provision averages c£4,000 per learner. The annual cost to the Council of school transport for learners with Emotional Health & Wellbeing Needs to alternative independent provision is c£7,500 per learner. However, transport costs can fluctuate considerably depending on the home address of the pupils attending.
174. The implementation of the proposed changes could incur increased home to school transport costs for the Council but support the mitigation of increase per pupil costs. However, it is anticipated that the number of learners provided with free home to school transport to Fairwater Primary School, Lakeside Primary School, Springwood Primary School, Fitzalan High School and Ysgol Gymraeg Pwll Coch will be at a similar level in future years to that in 2022/2023.
175. The number of learners provided with free home to school transport to the PRU would increase from September 2023. The annual cost to the Council of school transport to the PRU at the Mynachdy site averaged c£5,200 per learner in the 2022/2023 school year. Additional costs would be incurred for transport to the new Specialist Resource Bases at which are anticipated to be lower per pupil than at the other Specialist Resource Bases, reflecting the anticipated local geographical distribution of learners placed.
176. The distribution of the proposed additional places throughout the city seeks to better match the provision to demand. Taking account of the distribution of the proposed additional places city-wide it is anticipated that the average journey length would reduce. Should the proposed changes not proceed, it is anticipated that the average journey lengths to alternative provision, and costs for home to school transport, would substantially increase.

177. Overall, the proposed changes would result in a more efficient use of financial resources compared with spending on placements in, and transport to, other Council areas or independent schools.
178. A summary of the financial modelling of the additional placements outlined is attached at Appendix 5. A summary of the financial modelling of the home to school transport costs for these additional specialist placements is attached at Appendix 6.

Admission Arrangements

179. Admissions to Special School and Specialist Resources Bases, including Wellbeing Specialist Resource Bases are managed by the Council in accordance with the ALN Code. Placements are decided by a specialist provision placement panel. The panel aims to place children as close to their home address as possible, however each provision offers places to pupils from across the city to ensure maximum flexibility.
180. Children attending the Wellbeing Classes are dual registered, at a local school and at the host school.
181. Pupils are admitted to the PRU through referral by schools to the Fair Access Panel, which is managed by the Council.

Impact of the proposals on the Welsh Language

182. In 2017, the Welsh Government published its Welsh language strategy Cymraeg 2050: A Million Welsh Speakers in accordance with Section 78 of the Government of Wales Act 2006. The strategy supports 'the promotion and facilitation of the use of the Welsh language'. Its long-term aim is for Wales to have one million Welsh speakers by 2050.
183. The strategy names Welsh-medium immersion education as the 'principal method for ensuring that children can develop their Welsh language skills, and for creating new speakers' (Cymraeg 2050: A Million Welsh Speakers, pg21). Therefore, the availability of Welsh-medium education will be key to meeting the target of one million Welsh speakers.
184. The national target is to:
- increase the proportion of each school year group receiving Welsh-medium education from 22 per cent (based on 7,700 seven-year-old learners in 2015/16) to 30 per cent (about 10,500 in each year group) by 2031, and then 40 per cent (about 14,000 in each year group) by 2050.
185. There is recognition within the strategy that planning will be different for different regions within Wales depending on the characteristics of their populations. It identifies areas with a high population density but lower percentage of Welsh speakers as areas with particular potential for growth.

186. The Council is committed to a 'truly bilingual Cardiff' including the growth of the Welsh-medium education sector across each phase in order to increase the number of people of all ages becoming fluent in both Welsh and English with the confidence and desire to use all their languages in every aspect of their lives.

187. Underpinning this vision are the following principles:

- applying the principles of the '15-minute neighbourhoods' to ensure that all learners have access to Welsh-medium education within a reasonable distance of their homes.
- every child in the city can choose to be educated in Welsh or English with the benefits of a bilingual education actively promoted to all parents from their child's birth.
- learners with additional learning needs (ALN) will receive equal linguistic opportunity.

188. To achieve this vision the Council will deliver:

- more nursery children/ three-year olds receiving their education through the medium of Welsh.
- more reception class children/ five-year olds receiving their education through the medium of Welsh.
- an increase in the provision of Welsh-medium education for pupils with additional learning needs (ALN) in accordance with the duties imposed by the Additional Learning Needs and Education Tribunal (Wales) Act 2018.

189. It is anticipated that there would be a positive impact on the Welsh Language as a result of these proposals.

190. The proposals directly respond to the following WESP Outcome 6 - An increase in the provision of Welsh-medium education for pupils with additional learning needs (ALN).

191. 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.

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.

192. The Council monitors demand for additional learning needs provision 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.

Learner Travel Arrangements

193. There are no plans to change the Council's transport policy for school children.
194. 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.
195. The Council's transport policy for school children can be viewed on the Council's website www.cardiff.gov.uk/schooltransport.

Well-being of Future Generations

196. In line with the Well-being of Future Generations Act, the Council is committed to providing local schools for local children, together with encouraging use of sustainable modes to travel to schools, such as walking and cycling.
197. 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.
198. 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.

Local Member consultation (where appropriate)

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

Scrutiny Consideration

200. The Children and Young People's Scrutiny Committee will consider this report on 4 July 2023. Any comments received will be circulated at the Cabinet meeting.

Reason for Recommendations

201. 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

202. This report outlines the request to proceed to public consultation on a wide range of changes to, and realignment of ALN provision across Cardiff. 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. 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.

203. The Court and Greenhill schools are part of the outline 21st Century Schools Band B Programme which was approved by Cabinet in December 2017. At that time the overall value of the programme amounted to £284m. 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.
204. 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 at 7% for special schools. Any revenue costs in relation to these schemes, including capital financing costs will be funded through the SOP Revenue Reserve.
205. 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 of education sites should be prioritised to fund Band B.
206. 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, enhanced CNE payments to mainstream pupils, and transport costs. Further work is required to identify the extent to which the additional costs identified can be covered by the savings in other costs without there being a significant pressure on overall school budgets.
207. Regarding revenue, it will be necessary to ensure that the annual budgets allocated to schools reflect each schools size and structure. School budgets are predominantly predicated on pupil numbers and, therefore, it will be necessary to increase the school budget in line with the additional ALN places. To enable this to be achieved, without financial detriment to other individual school budgets, it will be necessary to factor the projected growth in pupil numbers into the Council's annual budget setting process and medium-term financial planning. Schools transport costs will also need to be considered for each proposal.
208. 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. Additional funding may also be available from WG for specific schemes or general capital ALN use but these are yet to be identified or confirmed.

209. 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 (including Equality Impact Assessment where appropriate)

210. 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 of the 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.

211. Further, the Council has statutory duties to make arrangements for the provision of suitable education at school or otherwise than at school for children within the authority's area who:

- (a) are of compulsory school age, and
- (b) by reason of illness, exclusion from school or otherwise, may not receive suitable education for a period unless such arrangements are made for them.

212. The proposals outlined in this report relate to these statutory duties.

213. 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.

214. Where an increase in 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.

215. 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.

216. 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. 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.
217. 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.
218. 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.
219. 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.
220. Further legal advice will be provided as proposals are progressed.

General

221. The decision maker should be satisfied that the decision is in accordance within the financial and budgetary policy.

Property Implications

Expansion of Greenhill Special School on part of the Ty Glas site

222. The 17.8-acre Ty Glas site in Llanishen was purchased by the Council to allow for the progression of options for a mainstream community secondary school and special school provision.

223. Planning approval for the demolition of the existing buildings was granted in 2022 and those works will commence later this year.

224. Currently no additional land purchase is required to facilitate the expansion of Greenhill Special School onto part of the Ty Glas site.

Expansion of Greenhill Special School on existing site

225. The Greenhill Special School site in Rhiwbina is owned by the Council and is accessed via Heol Brynglas which is an unadopted cul-de-sac providing access to the school as well as 4 private houses.

226. Heol Brynglas is too narrow to allow for a significant intensification of use on the site and improvements to this access or the creation of an alternative access will be required.

227. There are however no Council owned properties immediately adjacent to the site and so land would need to be acquired from third parties in order to facilitate this.

228. The Council have identified various opportunities to create an alternative access and are exploring these at present. Independent external valuers will be engaged to advise the Council on any proposed acquisition at the appropriate time.

Expansion of PRU on part of site currently occupied by Fitzalan High School (temporary location)

229. The Fitzalan High School site in Leckwith is owned by the Council and extends to just over 33 acres. The school will vacate and move to the Leckwith Road site in September 2023 once the new school has been constructed.

230. Estates will continue to work with Legal to undertake due diligence but at present no additional land purchase is envisaged to be required to facilitate the establishment of new provision in its temporary location on part of the Fitzalan High School site.

Expansion of PRU on part of site currently occupied by Willows High School

231. The Willows High School site in Tremorfa is owned by the Council and extends to just over 20 acres. The school will vacate and move to the Lewis Road site in 2025/2026 once the new school has been constructed.
232. Some of the existing sports pitches have been upgraded by a third party and the Council will be shortly entering into a lease to document the operation and management of those pitches.
233. Estates will continue to work with Legal to undertake due diligence but at present no additional land purchase is envisaged to be required to facilitate the establishment of new provision on part of the Willows High School site.

Expansion of PRU on Oak House

234. The Oak House site on St Mellons Business Park is owned by the Council and extends to just over 2 acres. It was initially purchased to provide a home for the Council's main technology-based services, but the ARC and other 24/7 services are now being moved to the North Wing in County Hall and Oak House is now available for Education.
235. Estates will continue to work with Legal to undertake due diligence but at present no additional land purchase is envisaged to be required to facilitate the establishment of new provision on the Oak House site.

Relocation of Community Teaching Team at Severn Primary School site

236. The Severn Primary School site in Canton is owned by Council and extends to circa 2.3 acres.
237. Given that this is an existing Council facility, Estates do not anticipate that any further property advice will be needed. No additional land purchase is required to facilitate the relocation of the Community Teaching Team to the Severn Primary School site.

Primary school sites

238. Baden Powell Primary School in Tremorfa is owned by the Council and extends to circa 2.6 acres. No additional land purchase is required to facilitate the establishment of an 8 place Specialist Resource Base for emotional health and wellbeing at Baden Powell Primary School from September 2024 within the existing buildings.
239. Fairwater Primary School in Fairwater is owned by the Council and extends to circa 12.1 acres. No additional land purchase is required to facilitate the establishment of an 8 place Specialist Resource Base for emotional health and wellbeing at Fairwater Primary School from September 2024 within the existing buildings.

240. Herbert Thompson Primary School in Ely is owned by the Council and extends to circa 3.0 acres. No additional land purchase is required to facilitate the establishment of a 16 place Specialist Resource Base for emotional health and wellbeing at Herbert Thompson Primary School from September 2024 within the existing buildings.
241. Lakeside Primary School in Lakeside is owned by the Council and extends to circa 6.9 acres. No additional land purchase is required to facilitate the establishment of a 16 place Specialist Resource Base for emotional health and wellbeing at Lakeside Primary School from September 2024 within the existing buildings.
242. Springwood Primary School in Llanederyn is owned by the Council and extends to circa 6.8 acres. No additional land purchase is required to facilitate the establishment of an 8 place Specialist Resource Base for emotional health and wellbeing at Springwood Primary School from September 2024 within the existing buildings.
243. Ysgol Gymraeg Pwll Coch in Leckwith is owned by the Council and extends to circa 3.6 acres. No additional land purchase is required to facilitate the establishment of an 8 place Specialist Resource Base for emotional health and wellbeing at Ysgol Gymraeg Pwll Coch from September 2024 within the existing buildings.
244. Coed Glas Primary School in Llanishen is owned by the Council and extends to circa 6 acres. No additional land purchase is required to facilitate the establishment of a 20 place Specialist Resource Base for Complex Learning Needs at Coed Glas Primary School from September 2024, within the existing buildings.
245. Greenway Primary School in Rumney is owned by the Council and extends to circa 8 acres. No additional land purchase is required to facilitate the establishment of a 20 place Specialist Resource Base for Complex Learning Needs at Greenway Primary School from September 2024, within the existing buildings.
246. Severn Primary School in Canton is owned by the Council and extends to circa 2.3 acres. No additional land purchase is required to facilitate the establishment of a 20 place Specialist Resource Base for Complex Learning Needs at Severn Primary School from September 2024, within the existing buildings.

HR Implications

Specialist Resources Bases

247. Proposals to establish Specialist Resource Bases would require the relevant Governing Bodies to consider the workforce requirements in readiness for the expansions. The Governing Bodies would be encouraged to undertake this work in line with the School Organisation Planning HR Framework. HR People Services would provide advice, support and

guidance to the Governing Bodies for the workforce planning process and consequential recruitment processes, if required.

248. Where the Governing Bodies have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the establishment of Specialist Resource Bases for emotional health and wellbeing will provide opportunities for school-based staff on the school redeployment register.

Greenhill Special School

249. Proposals to increase the capacity of Greenhill Special School would require the Governing Body to consider the workforce requirements in readiness for the expansion. The Governing Body would be encouraged to undertake this work in line with the School Organisation Planning HR Framework. HR People Services would provide advice, support and guidance to the Governing Body for the workforce planning process and consequential recruitment processes.
250. Where the Governing Body has adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the increase in capacity will provide opportunities for school-based staff on the school redeployment register.
251. The proposal also includes the school 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.

Pupil Referral Unit

252. The proposed increase in pupil numbers for the unit will require the management committee to plan for the workforce requirements in readiness for the expansion. HR People Services will provide advice, support and guidance to the management committee for the workforce planning and consequential recruitment processes.
253. Where the management committee 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.
254. The proposal also includes the PRU to operate across two sites. This will require high levels of staff and trade union consultation; clear communication on site arrangements; in addition to staff involvement in the development of building specifications.

Community Teaching Team

255. Full consultation with staff and trade union colleagues would be needed to ensure there is a smooth transition of the Community Teaching Team to the former Severn Adult Education Centre.

Traffic and Transport Implications

General points

256. The individual needs of pupils at special schools and SRBs, together with the greater distances travelled, necessarily limit the scope for high rates of active travel compared with mainstream school pupils.
257. The Council applies the statutory qualifying walking distance criteria for pupils to qualify for free home to school transport to special schools and SRBs. Additionally, some learners who live within two / three miles of the school may be provided with free transport due to their individual learning needs and social issues.
258. The increased provision of places at special schools and SRBs across the city means out-of-county transport spending is not expected to increase, and the transport cost per individual learner is likely to decrease. However due to the increasing numbers of eligible learners there is still expected to be a risk of high transport costs.
259. The existing high numbers of special school pupils eligible for Learner Transport are not generally expected to change significantly, however a proportion of Greenhill and secondary age SRB pupils 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.
260. Transport Assessments would be required for the new school building proposals. These will identify measures to be included as part of the applications to maximise travel by sustainable modes.
261. 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.
262. 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.
263. Provision of recommended improvements for active travel would benefit these pupils as well as any mainstream pupils, staff and visitors to the sites. These could include appropriate road safety improvements such as crossings, cycling facilities, secure cycle parking, and improvements to bus waiting facilities.

264. 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 new or increased demand for Learner Transport vehicles will require suitable new, 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.
265. Car parking provision at new schools 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.

Expansion of Pupil Referral Unit (PRU) on temporary site at Lawrenny Avenue

266. The proposed increase in capacity to 180 places from the current 90 places at the Cefn Road site, will be initially provided for a temporary period with an additional 90 places at the site currently occupied by Fitzalan High School, from September 2023.
267. Proposals for the PRU at the existing school site to be accessed from Lawrenny Avenue include for staff parking at the front. The anticipated numbers of Learner Transport vehicles for 90 PRU pupils would be 30 taxis which will require facilities for drop-off and pick-up within the site in a suitable configuration.
268. The reorganisation and reallocation of existing parking and vehicle circulation space will need to be considered. The transport team including School Transport will need to be fully consulted at an early stage on any proposals affecting access, parking and circulation areas.

Expansion of Greenhill Special School operating across two sites

269. The overall capacity of Greenhill Special School is proposed to increase from 64 places to 96 places from September 2026. By this time, it is proposed to accommodate 48 pupils in new-build accommodation at the current site at Heol Brynglas, Rhiwbina, and 48 pupils at a new site at Ty Glas Avenue, Llanishen,
270. The new-build at Ty Glas Avenue will be completed first, and available for up to 48 pupils from September 2025.

New Greenhill Special School facility at Ty Glas Avenue, Llanishen

271. 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 (bus and rail), and potential for active travel connections to existing and developing cycle route facilities.

272. A drop-off area for an anticipated 16 Learner Transport taxis would need to be provided for 48 pupils.
273. 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.
274. Greenhill School pupils are supported by the Council's independent Travel Training initiative where pupils are supported in planning and making journeys to school independently. The site location near public transport services would lend itself well to pupils being supported by this initiative.
275. Greenhill School forms part of the Cardiff Schools Bike Fleet project where bespoke bike fleets are being placed in schools to allow everyone access to cycling. Greenhill School has been allocated 16 standard bikes for pupils and 2 adult bikes, (as well as 5 scooters). The bikes are 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, encouraging their pupils to cycle to school and to cycle as part of curricula and extra curricula activity.

Oak House, St Mellons - Temporary relocation of Greenhill Special School and subsequent permanent Pupil Referral Unit (PRU)

276. To allow for the construction of new buildings on the current Heol Brynglas site, up to 42 Greenhill pupils could be accommodated in a temporary new-build specialist provision at Oak House, St Mellons in September 2025.
277. Following the Greenhill pupils' return to their new provision at the Heol Brynglas site in the 2026/2027 school year, Oak House is proposed become a permanent location for a Pupil Referral Unit for up to 42 pupils. The 42 PRU learners would transfer here from their temporary accommodation at the current Fitzalan High School on Lawrenny Avenue.
278. A drop-off area for up to 14 taxis would need to be provided to serve up to 42 learners.
279. Oak House has reasonable proximity to public transport routes and facilities, and some potential for active travel connections.

New accommodation for Greenhill Special School at current Heol Brynglas site

280. At the current site, there is likely to be a decrease in the number of vehicle trips generated by the school due to fewer pupils attending the site. A Transport Assessment will be required as part of the planning process and

is expected to identify the need for revised junction and highway works to improve the current school access to/from Rhiwbina Hill/ Heol-y-Deri for pedestrians, cyclists and vehicles.

- 281. A drop-off area for an anticipated 16 Learner Transport taxis would need to be provided for 48 pupils.
- 282. The Heol Brynglas site has reasonable proximity to a public transport route, and some limited potential for active travel connections.

Expansion of Pupil Referral Unit (PRU) on part of site currently occupied by Willows High School

- 283. This is a new-build PRU facility due to accommodate up to 48 learners in 2027/2028 school year. The 48 PRU learners will transfer here from their temporary accommodation at the current Fitzalan High School on Lawrenny Avenue.
- 284. A drop-off area for an anticipated 16 Learner Transport taxis would need to be provided for 48 PRU learners.
- 285. These two proposed new educational uses of the site currently occupied by Willows High School will have a combined total of 96 learners from September 2027. The majority of these will require school transport.
- 286. Anticipated combined total vehicle numbers serving this site are in the order of 32 learner transport taxis and a possible 16 staff parking spaces. The impact of this on the local highway network is therefore anticipated to be lower than with the existing site use and can be minimised if the school facility timings are staggered.
- 287. From a transport standpoint, this site has a relatively central location, reasonable proximity to public transport routes and facilities, and potential for active travel connections.

Establishment of Specialist Resource Bases

- 288. The reorganisation and reallocation of existing parking and vehicle circulation space will need to be considered for the provision of Learner Transport drop-off areas. The transport team including School Transport will need to be fully consulted at an early stage on any proposals affecting access, parking and circulation areas.
- 289. All the following Specialist Resource Bases are proposed to be established from September 2024 within the existing school buildings.

Establishment of Specialist Resource Base at Ysgol Gyfun Gymraeg Plasmawr

- 290. It is proposed that the 20-place base would be accommodated for learners with Emotional Health and Wellbeing Needs.

291. A drop-off and pick-up area for school transport for an anticipated 7 taxis would be needed. The required space is available on site with reconfiguration of existing facilities.

Primary school site proposals for Specialist Resource Bases for Emotional Health and Wellbeing

Establishment of an 8 place Specialist Resource Base at Baden Powell Primary School

292. A drop-off and pick-up area for school transport for an anticipated 3 taxis would be needed. There is no space available on-site and further feasibility is required. The potential use of The Hub swimming pool car park opposite with staff to escort pupils is under consideration.

Establishment of an 8 place Specialist Resource Base at Fairwater Primary School

293. A drop-off and pick-up area for school transport for an anticipated 3 taxis would be needed. The required space is available on site with reconfiguration of existing facilities.

Establishment of a 16 place Specialist Resource Base at Herbert Thompson Primary School

294. A drop-off and pick-up area for school transport for an anticipated 6 taxis would be needed. The required space is available on site with reconfiguration of existing facilities.

Establishment of a 16 place Specialist Resource Base at Lakeside Primary School

295. A drop-off and pick-up area for school transport for an anticipated 6 taxis would be needed. The required space is available on site with reconfiguration of existing facilities.

Establishment of an 8 place Specialist Resource Base at Springwood Primary School

296. A drop-off and pick-up area for school transport for an anticipated 3 taxis would be needed. The required space is available on site with reconfiguration of existing facilities.

Establishment of an 8 place Specialist Resource Base at Ysgol Gymraeg Pwll Coch

297. A drop-off and pick-up area for school transport for an anticipated 3 taxis would be needed. The required space is available on site with reconfiguration of existing facilities.

Primary School site proposals for Specialist Resource Bases for Complex Learning Needs

298. It is proposed to establish 20 place Specialist Resource Bases for Complex Learning Needs at each of the following 3 primary school sites. These are all proposed within their existing school buildings from September 2024.

Establishment of a 20 place Specialist Resource Base for Complex Learning Needs at Coed Glas Primary School

299. A drop-off and pick-up area for school transport for an anticipated 7 taxis would be needed. The required space is available on site with reconfiguration of existing facilities.

Establishment of a 20 place Specialist Resource Base for Complex Learning Needs at Greenway Primary School

300. A drop-off and pick-up area for school transport for an anticipated 7 taxis would be needed. The required space is available on site with reconfiguration of existing facilities.

301. The existing vehicle access is currently congested so this would need improvement.

Establishment of a 20 place Specialist Resource Base for Complex Learning Needs at Severn Primary School and transfer of the Community Teaching Team to the former Severn Adult Education Centre from September 2023

302. A drop-off and pick-up area for school transport for an anticipated 7 taxis would be needed for the Specialist Resource Base. There is no space available on-site and further feasibility is required.

303. The site is centrally located with good public transport links.

Impact Assessments

304. An initial Single Impact Assessment has been carried out and is attached as Appendix 7. This includes an Equality Impact Assessment, Child's Rights Impact Assessment and Welsh Language Impact Assessment. The views of stakeholders would be sought as part of the consultation and the assessment would be reviewed as part of the post consultation analysis.

305. The Council would also seek the views of the school communities and the wider community to inform a Community Impact Assessment, ahead of and during the consultation period.

RECOMMENDATIONS

Cabinet is recommended to:

1. Authorise officers to:
 - a) Consult on the proposals to increase the number of places for learners with Emotional Health and Wellbeing Needs and the number of places for learners with Complex Learning Needs/ Autism Spectrum Condition.
 - b) Proceed, ahead of the Sustainable Communities for Learning rolling programme, with the design and procurement of the Ty Glas and Oak House sites, and the temporary accommodation on the existing Fitzalan High School works through the School Organisation Programme.
2. Note:
 - a) The increase in the Pupil Referral Unit provision and expansion of the age range to include Key Stage 3 pupils.
 - b) The expansion of the Community Teaching provision and the transfer of the service to the former Severn Adult Education Centre.
 - c) The temporary relocation of Lansdowne Primary School to the existing Fitzalan High School site.
 - d) That officers will bring a report on the outcome of the consultations on proposals 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
3. Delegate authority to the Director of Economic Development to acquire the freehold interests for land at adjacent to the existing Greenhill Special School site, in line with an independent valuation, to allow the delivery of the replacement Greenhill Special School, subject to Ministerial approval for Welsh Government capital funding.

SENIOR RESPONSIBLE OFFICER	Melanie Godfrey Director for Education & Lifelong Learning
	7 July 2023

The following appendices are attached:

Appendix 1: Map of existing special school and specialist resource base provision

Appendix 2: Recent and projected take up of specialist EHW places
Appendix 3: Summary tables of current and proposed specialist EHW and CLN places
Appendix 4: Map of existing and proposed special school and specialist resource base provision
Confidential Appendix 5: Summary Financial Modelling – placements costs
Confidential Appendix 6: Summary Financial Modelling – transport costs
Appendix 7: Single Impact Assessment

The following background papers have been taken into account:

School Organisation Proposals: Provision for Children and Young People with Additional Learning Needs (15 July 2021) [Agenda for Cabinet on Thursday, 15th July, 2021, 2.00 pm : Cardiff Council \(moderngov.co.uk\)](#)

School Organisation Proposals: Provision for Children and Young People with Additional Learning Needs (14 October 2021) [Agenda for Cabinet on Thursday, 14th October, 2021, 2.00 pm : Cardiff Council \(moderngov.co.uk\)](#)