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The City of Cardiff Council

Strategic Outline Programme (SOP) - Band B Update

For return by 31 July 2017

Guidance

This form aims to capture the proposed changes to your Band B Programme since the most recent version of your Strategic Outline Programme/ Estate Strategy was agreed.

Please complete all relevant sections of this form including the statement of approval of this information in **Section 12**.

Please note that the budget for Band B of the Programme is fixed and prioritisation of projects will take place should applications for funding exceed the resources available. In the first instance projects will be prioritised based on building condition and sufficiency, but the exercise may take into account other factors such as flexibility of assets, efficiency of the education estate and deprivation.

Please return a signed, electronic copy of the form, to Jo Larner, Programme Director of 21st Century Schools and Education Programme by Monday 31 July via:

21stcenturyschools@wales.gsi.gov.uk

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1. Requested Band B Programme Envelope

Requested total of Band B envelope <i>e.g. £15,000,000</i>	£285m
Requested Welsh Government contribution <i>e.g. £7,500,000</i>	£142.5m
LA/ FEI contribution <i>e.g. £7,500,000</i>	£142.5m

2. Summary of changes

What has changed since the latest version of your SOP/ Estates Strategy?
<p>The Strategic Case within Cardiff's 2015 realigned 21st Century School Programme was based on four Key Educational Aims. In the main the programme had to be predicated on addressing sufficiency issues in the primary sector in both Welsh and English settings throughout the City. This was as a result of the City experiencing significant population growth, both indigenous and from EU in-migration, resulting in projections indicating that there would be no net surplus at entry to reception in September 2015.</p> <p>The Strategic Case also sought to address educational attainment particularly targeting KS4 outcomes and the very poor condition of properties in the secondary sector in the southern arc of the City. This was achieved by investing in two new 8 form of entry High Schools, namely Eastern High in collaboration with Cardiff & Vale College and Cardiff West Community High School.</p> <p>The 23 projects in Band A invested heavily in both Welsh and English settings to address the sufficiency issues in the primary sector as the priorities presenting as the most acute at that time. The programme did not seek to address wider issues in the secondary or special sectors. Cardiff is now projecting a significant shortage of places in the secondary sector, some 8 form of entry within the central area, as the higher populations within the primary sector age promote. This will start to impact on secondary sufficiency from as early as 2019.</p> <p>In addition, as the City's population has grown, so has number of children with Additional Learning Needs. At present, 23.4% of pupils in Cardiff schools have an Additional Learning Need (ALN) and there are currently approximately 1,800 statements of ALN across the authority. Whilst we have a number of specialist settings across Cardiff, the needs presenting significantly exceed the number of places available. This has resulted in an acute sufficiency issue in the special sector with an increasing number of children being placed in out of county provision. A greater number still are being educated in mainstream settings or receiving tuition</p>

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with individual support packages in place that are high cost and may not be the ideal to provide for their needs.

Added to these acute sufficiency issues are the fact that the school estate in Cardiff is in a very poor condition overall. Whilst Band A will reduce the asset backlog by 14% (circa £17m), it still remains at a critical level at £68m with 4% of schools being “D” rated for condition, 46% being “C” rated for condition. There are 3 High Schools that have been given a “D” category condition rating, which is life expired- these are Fitzalan High, Cantonian High and Willows High. These schools must be prioritised in any Band B capital programme.

There are also 4 Special Schools that are “D” rated for suitability, in that they are deemed to have “bad” environments where the buildings seriously inhibit the staff’s ability to deliver the curriculum. These special schools arguably house the most vulnerable learners in Cardiff and again will need to amongst the top priorities for any band B programme.

It is clear that the Strategic Case will now address the following issues in Band B:-

- Acute sufficiency issues in the secondary sector
- Acute sufficiency issues in the special sector
- Condition & suitability issues within the school estate

It is recognised that whilst there is significant interest in the provision of Welsh-medium places in Cardiff currently, at this point when prioritising only the most acute sufficiency needs presenting, the proposed Band B programme includes only two projects relating to the Welsh-medium Sector. The reason for this is that Cardiff invested heavily in the Welsh-medium sector in band A of its investment programme to increase the Welsh-medium primary places available. The larger cohorts entering the sector at the bottom have not yet promoted to the secondary sector and there is a sufficiency of places available for the lifetime of Band B. This will however be an issue we will seek to resolve at the beginning of any Band C investment beyond 2024.

There are two localised exceptions to the above in the Welsh-medium primary sector. Projections show that whilst there remains an overall sufficiency of places and few schools had catchment demand in excess of supply for the forthcoming September 2017 intake to Reception, the localised areas of Caerau/Ely and Trowbridge/St Mellon’s have seen stronger increases in demand and as such the proposals to increase the number of places to serve these areas have been included to ensure the city has a sufficiency of school places in Welsh medium sector until the end of this investment band.

Between 2016/17 and 2021/22, there is a projected increase of total pupils taught through the medium of Welsh in Cardiff to 15.2% making a significant contribution to meeting the targets set in the Council’s Bilingual Cardiff Strategy. It is recognised that the continued growth in the Welsh-medium primary sector will necessitate an increase in provision in the Welsh-medium secondary sector. However it is not anticipated that this will be required until after 2022. There is currently a 16% net surplus capacity within the secondary sector due to the 3rd Welsh Medium High School, Ysgol Bro Edern, opening in the 2013/13 academic year. Therefore, temporary solutions can be utilised until after 2024, taking the need for additional Welsh secondary provision outside of the timescales of Band B. For Reception applications in September 2017, there was 12% surplus capacity across 10 Welsh medium primary schools, as Cardiff has invested heavily in primary sufficiency as part of its Band A capital programme.

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The Council will continue to monitor pupil projections, conduct feasibility studies and undertake planning and development work to ensure that the Council will be in a position to ensure the sufficiency of Welsh medium secondary places in the city. This will be particularly important in the Local Development Plan (LDP) major housing sites in the north east and west of the City, where it is expected that at least 8 new primary schools and two new High Schools will be developed over the next ten years.

With regard to the Band B Strategic Case, a significant amount of work was undertaken to understand the needs of the City. The Council engaged with Faithful and Gould Project Management Consultants to undertake both Condition and Suitability Surveys, using Welsh Government approved methodology. In addition, the Council has been working extensively with Mott MacDonald to understand sufficiency issues across the City and to develop a prioritisation matrix to enable those schools with the most acute issues to be prioritised. Mott MacDonald have also undertaken extensive work with the Council looking for optimised solution for those prioritised projects. That is undertaking site analyses and design feasibility studies and looking for co-locations that could drive out both educational and economic benefits. This has informed the options that are considered and the total cost envelop for the Councils preferred option.

The preferred option for Band B is as follows:-

To address the acute sufficiency issues in the English medium High School sector by adding an additional 8 forms of entry, by enlarging four High Schools. To address the “D” condition rating of three of the High Schools with replacement buildings. To address the acute sufficiency and suitability issues in the Special Sector by both enlarging and replacing four special schools. This option also includes addressing a small number of localised sufficiency issues in the primary sector, with 1FE expansion in two English medium primary schools & two welsh medium primary schools.

Priority Order	School Name	Proposal	Estimated Cost of Delivery
1	Cantonian High	New Build at 8FE plus Riverbank & Woodlands	£67.3M
1	Fitzalan High	New Build at 10FE	£51.8M
3	Willows High	New Build at 8FE	£42.3m
Schools Above are category “D” condition			
4	Riverbank Special	New Build with Cantonian	See 1 above
4	Court Special	New Build & 1FE Fairwater Primary	£18.4m
6	Greenhill Special	2 x 56 place New Build units	£12.3m
6	Woodlands Special	New Build with Cantonian	See 1 above
8	Cardiff High	2FE Extension to 10FE	£36m
8	Cathays High	New Build 8FE	£38.8m
10	St Mary the Virgin Primary	New Build 2 FE	£7.8m
11	Ysgol Pen-y-Pil	1FE Extension	£4.4m
12	Ysgol Nant Caerau	1 FE Extension	£4.4m
Estimated Capital envelope Cost of Schemes			£285m

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From the Table above it can be seen that the schemes have been prioritised with those “D” condition High Schools at the top of the order. The prioritisation was achieved using a weighted matrix and based on the ratings given to each school based on condition, suitability and sufficiency.

This programme option will have the effect of significantly reducing the Asset management backlog on the estate by 34% from £68m to circa £40m by removing the worst condition properties. It also provides the opportunity for co-locations with other schools, such as from within the special sector, innovative design and collaboration opportunities, in addition to having the ability to use existing innovative procurement techniques such as batching.

It is because of all these reasons that Option 1 is seen to have a strong strategic alignment with the two main investment objectives of Welsh Governments Band B 21st Century Programme. It not only will provide efficient and effective educational infrastructure that will meet current and future demand for places by 2024 but also will optimise the use of educational infrastructure and build in flexibility so that spaces and facilities for stakeholders and the community are maximised.

The cost of the preferred option using Welsh Government approved sizes and cost is circa £285m. However, it is felt that the proposed schemes could be delivered for lower cost, using batched procurement and innovative design, as was the case in Band A of Cardiff’s 21st Century Programme. The Council’s preference is to pursue the traditional capital model and the consideration of match funding required and affordability has been predicated on this. The funding required will take the form of a 50% grant contribution from Welsh Government and 50% will be provided by the Council. The balance of match funding required will, therefore, be provided through external borrowing. On this basis, the requirement will be for the Council to identify revenue funding to meet the costs of capital financing.

It is recognised that this is a very large capital programme, however without it the Council will have a significant issue in addressing its acute sufficiency issues. In addition, if those category “D” buildings are not replaced within the lifetime of Band B the Council will be faced with increasing health and safety and compliance risks in these buildings, as elements continue to fail.

The Band B 21st Century Programme will continue to be managed at a strategic level by the Schools Programme Board, chaired by the Director of Education and Lifelong Learning. The purpose of Programme Board is to ensure the continued and focused effort on driving the Programme forward to deliver the required changes and outcomes.

The Schools Organisation Programme Board reports to the Assets and Property Programme. As the Schools Organisation Programme is such a significant aspect of Cardiff Council’s capital programme, it falls under the Organisational Development (OD) portfolio. The Organisational Development portfolio provides strengthened governance and increased corporate exposure of the programme with senior management and at a political level.

3. Strategic Case

How does your Programme link to local and national strategies e.g. the Wellbeing of Future Generations (Wales) Act 2015, Welsh medium and childcare strategies?

3.0 STRATEGIC INTRODUCTION

The strategic goal of Cardiff's 21st Century Schools programme is to realise four key educational aims that will deliver outcomes and benefits of strategic relevance to the children and young people of Cardiff.

The four key aims are:

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

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

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

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

Cardiff has benefitted from the initial Band A investment programme. Once complete in 2019 it will have delivered 23 projects and jointly invested, with Welsh Government, some £164m in providing a sufficiency of both Welsh and English primary places across the City and improving the condition of the education estate. However, there is still much to achieve and the Band B capital investment programme will be critical to this.

The two main investment objectives of the Band B capital programme are:-

Investment Objective One – to provide efficient and effective educational infrastructure that will meet current and future demand for places by 2024.

Investment Objective Two – optimise the use of infrastructure and resources to deliver public services for our communities by 2024. This will include flexibility of our assets so that space and facilities available for our stakeholders are maximised.

Utilising the Band B investment opportunities, this strategic outline programme proposes to tackle:-

- Acute sufficiency issues in the secondary sector
- Acute sufficiency issues in the special sector
- Condition & suitability issues within the school estate

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3.1 STRATEGIC FIT

CITY OF CARDIFF CORPORATE PLAN 2017-2019 & THE WELLBEING OF FUTURE GENERATIONS ACT 2015

The Council's Corporate Plan 2017 – 2019, developed in line with the requirements of the Well Being of Future Generations Act, outlines four priorities for the Council:

- Better education and skills for all
- Supporting vulnerable people
- An economy that benefits all our citizens
- Working together to transform services.

These priorities were decided upon in the context of the city's well-being assessment – published in summary as 'The Liveable City Report' early in 2017. This report provided an overview of the anticipated population growth in the city over the next 20 years and captured how the city is performing against a range of high-level indicators as required by the Act and in line with the 7 well- being goals.

Each of the Council's priorities are translated into a series of well-being objectives, commitments and measures, which provide the framework for delivering improved services and in turn, improved outcomes for the citizens of Cardiff.

The strategic aims of Cardiff's 21st Century Schools programme and the particular focus intended for the Band B investment round are intrinsic to the Council's priorities and several of the well-being objectives specified in the Corporate Plan. In particular:

Priority One – Better Education & Skills for all

'The Council is committed to ensuring excellent educational achievement in all sectors, from the early years, through school, to post 16 and adult learning. A city in which all citizens have equal opportunities to access effective and relevant learning, throughout life, is essential to building skills for the future, social inclusion and economic well-being and prosperity. We will continue to work in partnership with schools, parents, communities, further and higher education providers, the third sector, business and enterprise in the city, to develop a workforce ready to respond to the challenges of the 21st century.'

Within this priority, the Council set out the well-being objective 'Every Cardiff school is a great school'. This well-being objective embraces the vision and goals of Cardiff's renewed vision for education and learning in the city 'Cardiff 2020', a strategy developed in partnership with major education professionals across the city, through the Council's Education Development Board in June 2016. Cardiff 2020 underlines a shared commitment to ensure that: 'All children and young people in Cardiff attend a great school and develop the knowledge, skills and characteristics that lead them to become personally successful, economically productive and actively engaged citizens'.

The commitments to action within 'Every Cardiff school is a great school' build upon the goals of Cardiff 2020, as follows:

- Improve educational outcomes for all children and young people, particularly at Key Stage 4, through improved school leadership, teaching and learning and curriculum development.

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- Close the attainment gap for pupils from low income families, looked after pupils, pupils educated other than at school and pupils entering Cardiff schools with English as an additional language.
- Improve provision for children and young people with additional learning needs, through the implementation of the new Statutory Framework for Additional Learning Needs.
- Ensure there are sufficient and high quality school places to meet the population growth in the city, through planned expansion and the upgrade of the existing school estate via the School Organisation Programme.
- Recruit, retain and develop the best people to lead and work in our schools and education settings to secure a high quality workforce at all levels.
- Work with the Central South Consortium to further develop the capacity of the school system to be self – improving.
- Build effective partnerships between schools, business, the voluntary sector and wider public services and communities to enrich the school curriculum and strengthen school governance.

The Band B proposals focus on providing high quality 21st Century learning environments through improving the education estate and providing inspiring learning environments that are strongly connected to their communities. There will also be an improved level of school places to meet the needs of Cardiff's growing and changing population.

A focus upon sufficiency in the special sector provides particular impetus to the strategic intent to improve outcomes for **all** learners; specifically to improve provision for children and young people with additional learning needs, currently educated in school buildings that are not fit for purpose, or placed out of county due to the lack of appropriate education places in the city.

A focus upon the condition and suitability of the school estate enables due consideration of the requirements of the new curriculum in Wales, including digital competency and more creative and flexible learning environments.

The sustainable development principle

Cardiff's 21st Century School Programme takes due account of the 'sustainable development principle' of the Well-being of Future Generations (Wales) Act, which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. Sustainable development is firmly embedded into decision-making processes. This includes the following:-

- Undertaking Strategic Environmental assessments on all new projects and ensuring that all new school premises are low carbon designs and built in line with Planning Policy Wales TAN 22 "Planning for Sustainable Buildings".
- The Council has set targets in its Green Dragon Action Plan to achieve BREEAM ratings of "excellent" on all its new build school projects.

Cardiff's 21st Century Schools programme is also committed to providing Local Schools for Local Children, to encourage use of sustainable modes to travel to schools, such as walking and cycling. School projects take into account transport issues when they are being designed

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and the need to provide safer routes to encourage walking to schools. With the current investments in ICT across the City, student movements may be further reduced as mobile technology will allow teaching methods to be more flexible. The Authority is also currently in discussions with Cardiff Bus to reconfiguring routes where possible to better match the needs of the education service. This will result in a more efficient Travel Plan and further contribute to the Council's targets to reduce its carbon emissions.

Embracing the five ways of working

As required by the Well-being of future generations act, the approach to delivery of Cardiff's 21st Century Schools programme embraces the 'five ways of working':

- Planning for the long term future of Cardiff
- Taking action to address now the projected changes in the city's population
- Integrating our planning with neighbouring LAs and with our Health Authority
- Developing a vision for education in Cardiff which is owned by everyone who has a stake in the future of the city
- Building stakeholder engagement into every stage of our planning- headteachers, governors, young people, our partners in the Education Development Board

CAPITAL AMBITION 2017 – 2022

Following elections in May 2017, the political administration in Cardiff launched 'The Capital Ambition' which sets out commitments for Cardiff between 2017-2022. The vision is for Cardiff to become a truly great world capital city that is not only ambitious for the people of Cardiff, but ambitious for the people of Wales. It recognises Cardiff's role as the economic power of the city region and the need for its relationship with the surrounding local authorities to continue to broaden and deepen.

Tackling poverty and inequality is at the heart of the Capital Ambition, with a relentless focus on education and employment as the route out of poverty.

There is a clear and continued focus on education, investment to improve and expand our schools and a commitment to address the historic maintenance backlog in school buildings.

The Capital Ambition and the city's forthcoming well-being plan, will influence the development of the Corporate Plan in 2018. The delivery of Cardiff's 21st Century schools programme will clearly be a critical success factor to these going forward.

BI-LINGUAL CARDIFF 2017-2022 & WELSH IN EDUCATION STRATEGIC PLAN 2017-2020

The Welsh Government's draft Welsh Language Strategy sets out the vision of a million Welsh speakers across Wales by 2050. Cardiff Council has developed a five-year Bilingual Cardiff strategy to increase the number of Welsh speakers within Cardiff that builds upon the work already undertaken to meet the needs of Welsh speakers, learners and our communities across the city.

Cardiff Council recognise that the education system is a key element in ensuring that children are able to develop their Welsh skills, and for creating new speakers and as such Cardiff's Welsh in Education Strategic Plan (WESP) supports both strategies. Our WESP also contributes to the seven national well-being goals within the Well-being of Future Generations Act. In particular to a prosperous Wales providing high quality education and training to

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children and young people in the language of their choice and creating a vibrant and thriving Welsh culture.

Between 2016/17 and 2021/22, there is a projected increase of total pupils taught through the medium of Welsh in Cardiff to 15.2% making a significant contribution to meeting the targets set in the Council's Bilingual Cardiff Strategy. It is recognised that the continued growth in the Welsh-medium primary sector will necessitate an increase in provision in the Welsh-medium secondary sector, however it is not anticipated that this will be required until after 2022. There is currently a 16% net surplus capacity within the secondary sector due to the 3rd Welsh Medium High School, Ysgol Bro Edern, opening in the 2013/13 academic year. Therefore, temporary solutions can be utilised until after 2024, taking the need for additional Welsh secondary provision outside of the timescales of Band B. For Reception applications in September 2017, there was 12% surplus capacity across 10 Welsh medium primary schools, as Cardiff has invested heavily in primary sufficiency as part of its Band A capital programme.

The Council will continue to monitor pupil projections, conduct feasibility studies and undertake planning and development work to ensure that the Council will be in a position to ensure the sufficiency of Welsh medium secondary places when necessary.

TAKING WALES FORWARD (2016-2021)

Taking Wales Forward confirms that nearly £2billion will be invested in new and refurbished schools and college buildings by 2024 with an additional £100m to drive up school standards. In particular relation to Band B the following ambitions are highlighted within the strategy:

- Childcare & Infants
 - Create a childcare offer of 30 hours free childcare a week for working parents of three and four year olds, 48 weeks of the year and continuing the Flying Start Programme.
 - Pilot reduced infant class sizes.
- Digital Competence
 - Superfast broadband, develop digital competence and coding skills in young people.
- Further & Higher Education
 - Enhance links between education and industry and enhance both academic and vocational routes, whilst developing closer links between universities and schools.
- Additional Learning Needs
 - Support the most vulnerable children and families in Wales

In alignment with this strategy, Cardiff is developing a new model of Community Learning providing facilities to support extended childcare/wraparound offers, parenting support and family learning, integrated social services and community access to facilities. Cardiff's Band B investment will also include broadband and ICT infrastructure suitable for 21st Century learning, build on the Cardiff Creative Partnership developed at Cardiff West Community High School and review the needs for ALN across the city.

WALES INFRASTRUCTURE INVESTMENT PLAN (2012)

The Welsh Government's strategic capital investment programme will focus resources on the right schools in the right places, for early years through to post-16 by providing 21st Century, fit for purpose and sustainable learning environments.

The Wales Infrastructure Investment Plan refers to collaboration, transparency, achieving optimal value for money and utilising robust best practice for the long term economic, social

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and environmental wellbeing of people and communities in Wales. Cardiff as Wales' capital city plans to lead innovation in education delivery within Band B by exploring new forms of provision through collaboration, co-location, flexible transitions, innovative procurement and sustainable construction.

CHILDCARE STRATEGY

One of the ambitions within the Welsh Government's "Taking Wales Forward strategy (2016-2021)" is to offer 30 hours per week of funded provision for working parents of 3 and 4 year olds for 48 weeks of the year, with the programme being fully implemented by 2020 (at the latest).

It is recognised that many families favour childcare offered on/very near to school sites. Where there have been opportunities it has been possible to develop childcare in existing facilities in some locations across Cardiff. This has worked well in terms of children accessing their existing entitlement along with being able to purchase wrap around childcare and has offered scope for others to access e.g. Flying Start in some locations.

Similarly, Band A focused heavily on providing additional school provision for primary aged children as pupil numbers entering Reception have been rising since 2007. As part of providing this additional capacity, options have been built in to provide flexibility with regards to community use, childcare and SEN provision dependant on the local needs.

Whilst there is a firm recognition of the value of providing early years education and childcare in close proximity to local primary education provision, owing to the range of needs currently presenting on the city and the need to prioritise, regrettably there is very limited scope to assign capital as part of Band B toward increasing childcare capacity on school sites.

As the larger cohorts promote thorough the system from primary into secondary there is a firm need to provide additional secondary school places. These are children are already known to be in the system and eligible for statutory education places. Projections regarding future childcare populations particularly the 0-5 age groups are less certain and are influenced by a number of factors, for example recessions, Brexit, LDP, national migration/asylum seeker relocation policies etc.

Cardiff is keen to support the Welsh Government's desire to provide more childcare provision. Where there are primary schools included as part of the Band B bid, options will be built in to provide for community needs as provided in Band A. This could allow for childcare to be delivered in partnership with childcare providers on school sites where appropriate. This would be particularly important in areas of deprivation where there tends to be less options available for parents to access as traditionally there has been limited demand owing to affordability. In more affluent areas there tends to be a greater range of both sessional and full day-care and it will be for the Council to engage with existing providers as currently happens to ensure a sufficiency of nursery education places and Flying Start childcare currently.

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21ST CENTURY SCHOOLS AND EDUCATION PROGRAMME

The 21st Century Schools and Education Programme is a unique collaboration between the Welsh Government (WG), the Welsh Local Government Association (WLGA) and local authorities. It is a major, long-term and strategic capital investment programme with the aim of creating a generation of 21st century schools in Wales. The programme focuses resources on the right schools in the right places, for early years through to post-16.

Cardiff has benefitted from the initial Band A investment programme. Once complete in 2019 it will have delivered 23 projects and jointly invested, with Welsh Government, some £164m in providing a sufficiency of both Welsh and English primary places across the City and improving the condition of the education estate. There is still much to achieve though and the Band B capital investment programme will be critical to this.

The two main investment objectives of the Band B capital programme are:-

Investment Objective One – to provide efficient and effective educational infrastructure that will meet current and future demand for places by 2024.

Investment Objective Two – optimise the use of infrastructure and resources to deliver public services for our communities by 2024. This will include flexibility of our assets so that space and facilities available for our stakeholders are maximised.

With regard to Objective One, Cardiff's Band B submission will have a very strong strategic alignment. It will focus firstly on meeting the acute sufficiency issues the City is experiencing in the High School and Special School Sector to ensure that there are enough places to meet the growing demand. These issues are detailed in sections 3.10 and 3.11 overleaf. It will also look to remove the worst condition education properties in the estate and those that are identified as not suitable for their intended purpose and replace them with new 21st Century facilities. This is detailed in section 3.12 overleaf.

With regard to Objective Two, the use of our education assets for the community and stakeholders has been an embedded strategic objective within Band A of our investment programme. Examples of these include the new Pontprennau Community Primary School, which has extensive use of its main hall, meeting spaces and changing room facilities by the community, childcare businesses and sporting organisations. The new Eastern Learning Campus, a collaboration between Cardiff Council and Cardiff & Vale College to ensure vocational education and opportunities are extended to the communities in the east of the City.

A further example of this is the new Cardiff West Community High School, which has been designed and developed in partnership with the Cardiff Creative Cultural Partnership. The 9 founding partners, including BBC Wales, Cardiff Metropolitan University, Wales Millennium Centre and Wales National Opera, have worked in partnership with the Council to ensure that opportunities for the pupils to have access to their services and both education and employment opportunities are embedded into the new facilities and curriculum from an early stage. This approach to maximising the use of our educational assets, is both politically and corporately supported, and will remain a key aspiration and objective of the Councils Band B Capital Programme. This will ensure a strong strategic alignment with Objective two.

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Highlight any differences to your strategic case since the latest version of your SOP/ Estates strategy was produced.

Please provide details of benefits and risks of your Programme.

3.2 CHANGES TO THE STRATEGIC CASE

The Strategic Case within Cardiff's 2015 realigned 21st Century School Programme was based on 4 Key Educational Aims. In the main the programme had to be predicated on addressing sufficiency issues in the primary sector in both Welsh and English settings throughout the City. This was as a result of the City experiencing significant population growth, both indigenous and from EU in-migration, resulting in projections indicating that there would be no net surplus at entry to reception in September 2015.

The Strategic Case also sought to address educational attainment particularly targeting KS4 outcomes and the very poor condition of properties in the secondary sector in the southern arc of the City. This was achieved by investing in two new 8 form of entry High Schools, namely Eastern High in collaboration with Cardiff & Vale College and Cardiff West Community High School.

The 23 projects in Band A invested heavily in both Welsh and English settings to address the sufficiency issues in the primary sector as the priorities presenting as the most acute at that time. The programme did not seek to address wider issues in the secondary or special sectors. Cardiff is now projecting a significant shortage of places in the secondary sector, some 8 form of entry within the central area, as the higher populations within the primary sector age promote. This will start to impact on secondary sufficiency from as early as 2019.

In addition, as the City's population has grown, so has number of children with Additional Learning Needs. At present, 23.4% of pupils in Cardiff schools have an Additional Learning Need (ALN) and there are currently approximately 1,800 statements of ALN across the authority. Whilst we have a number of specialist settings across Cardiff, the needs presenting significantly exceed the number of places available. This has resulted in an acute sufficiency issue in the special sector with an increasing number of children being placed in out of county provision. A greater number still are being educated in mainstream settings or receiving tuition with individual support packages in place that are high cost and may not be the ideal to provide for their needs.

Added to these acute sufficiency issues are the fact that the school estate in Cardiff is in a very poor condition overall. Whilst Band A will reduce the asset backlog by 14% (circa £17m), it still remains at a critical level at £68m with 4% of schools being "D" rated for condition, 46% being "C" rated for condition. There are 3 High Schools that have been given a "D" category condition rating, which is life expired- these are Fitzalan High, Cantonian High and Willows High. These schools must be prioritised in any Band B capital programme.

There are also 4 Special Schools that are "D" rated for suitability, in that they are deemed to have "bad" environments where the buildings seriously inhibit the staff's ability to deliver the curriculum. These special schools arguably house the most vulnerable learners in Cardiff and again will need to amongst the top priorities for any Band B programme.

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It is clear that the Strategic Case will now address the following issues in Band B:-

- Acute sufficiency issues in the secondary sector
- Acute sufficiency issues in the special sector
- Condition & suitability issues within the school estate

3.3 ACUTE SUFFICIENCY ISSUES IN THE SECONDARY SECTOR

Since the approval of the Band A investment programme in 2014 and the realignment of priorities approved in 2015, there have been a number of factors have been identified that will influence pupil place provision in Cardiff. These include:

- Successive large Reception age cohorts of 4,200 pupils, continuing to significantly exceed intakes in the period 2006 – 2011. The most recent intake represents an increase of 28% compared to the 2006 intake of 3,381 pupils.
- Updated population projections based on historical localised trends and contextualised by the Welsh Government 'top down' published forecasts for Cardiff (latest revision September 2016).
- Cardiff's adopted Local Development Plan which maps the infrastructure required to facilitate and sustain the city's growth up to 2026. This involves the potential building of 41,415 homes over the period of the plan including sizeable strategic sites in the North and West of the City of up to 5000 homes in each area which generates significant increases in pupil place demand and distribution across the city.

PRIMARY SECTOR

Any analysis of sufficiency issues must firstly consider the primary settings, as age promotion will drive increased population into the secondary sectors. Currently the city-wide projections based on NHS GP data and PLASC, indicate that there are now sufficient mainstream primary school places (since additional Band A provision) overall to accommodate the projected pupil population from existing housing.

The most recent intake to Reception Year in 2016/17 of 4,339 (PLASC 2017) elicits a surplus of circa 5% at entry and 6.4% through the mainstream primary sector (ages 4-11). The Council, through proposals implemented and measures taken in the Band A investment period has achieved:

- 6% surplus in English Medium primary schools (age 4-11)
- 9% surplus in Welsh Medium primary schools (age 4-11)

Analysis of levels of surplus in primary schools compared to the areas they serve indicates that a broad balance in the supply of and demand for English Medium places may be achieved through changes to catchment areas and/ or other organisational changes. There are some small localised sufficiency issues at St Mary the Virgin in Butetown and Fairwater Primary school and these will be addressed by increasing capacity from 1FE to 2 FE during Band B.

In order to continue to drive the increase in the take up of places in the Welsh Medium primary sector, in accordance with the Welsh Government Policy aspirations and the Councils Welsh in Education Strategic Plan, it is clear that some additional investment is necessary. To achieve this increase the Council proposes to address localised primary sufficiency issues in the east and west of the City. That is by increasing both Ysgol Nant Caerau and Pen-Y-Pil from 1FE to 2FE during Band B. The primary sector will then have a sufficiency of places.

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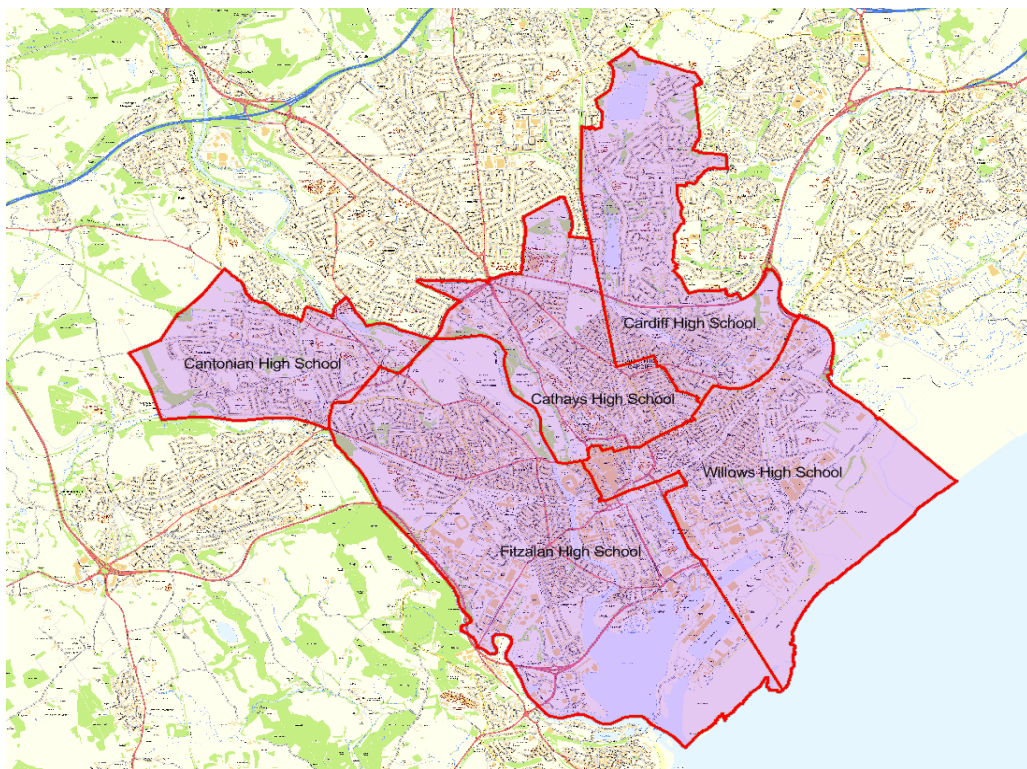
SECONDARY SECTOR

When considering the secondary sector in Cardiff, set against the backdrop of continual rising populations and large cohorts age promoting through the primary sector, there is expected to be an acute sufficiency issue in the English medium high school sector commencing in 2019.

In the Cardiff secondary sector, there are currently 134 forms of entry for Year 7 combining Foundation, Faith and Community secondary schools across language mediums. When considering the most acute needs presenting on the city currently, the most recent projection data taking account of PLASC and NHS GP registration data suggests that:

- Demand for English-medium places at entry to secondary education (year 7) will exceed the places available by September 2019.
- Demand for English-medium places through the whole secondary age range (11-16) will exceed places available by September 2022.
- Demand for Welsh-medium places at entry to secondary education will exceed places available by September 2021. However, there are sufficient Welsh-medium places through the secondary age range (11-16) to ensure that temporary measures can be taken to ensure that all pupils requiring a place in the Band B period are able to access one.

The areas that are presenting as having the most acute shortage and which require a strategic solution taking account of neighbouring catchment capacity are those concentrated in the central area of the city. These are primarily focussed in the areas that serve the catchment for Fitzalan High School, Cantonian High School, Willows High School, Cathays High School and Cardiff High. This is where the most acute shortages will occur and are shown on Map 1



Map 1: illustrating area of City with most acute High School sufficiency issues from 2019.

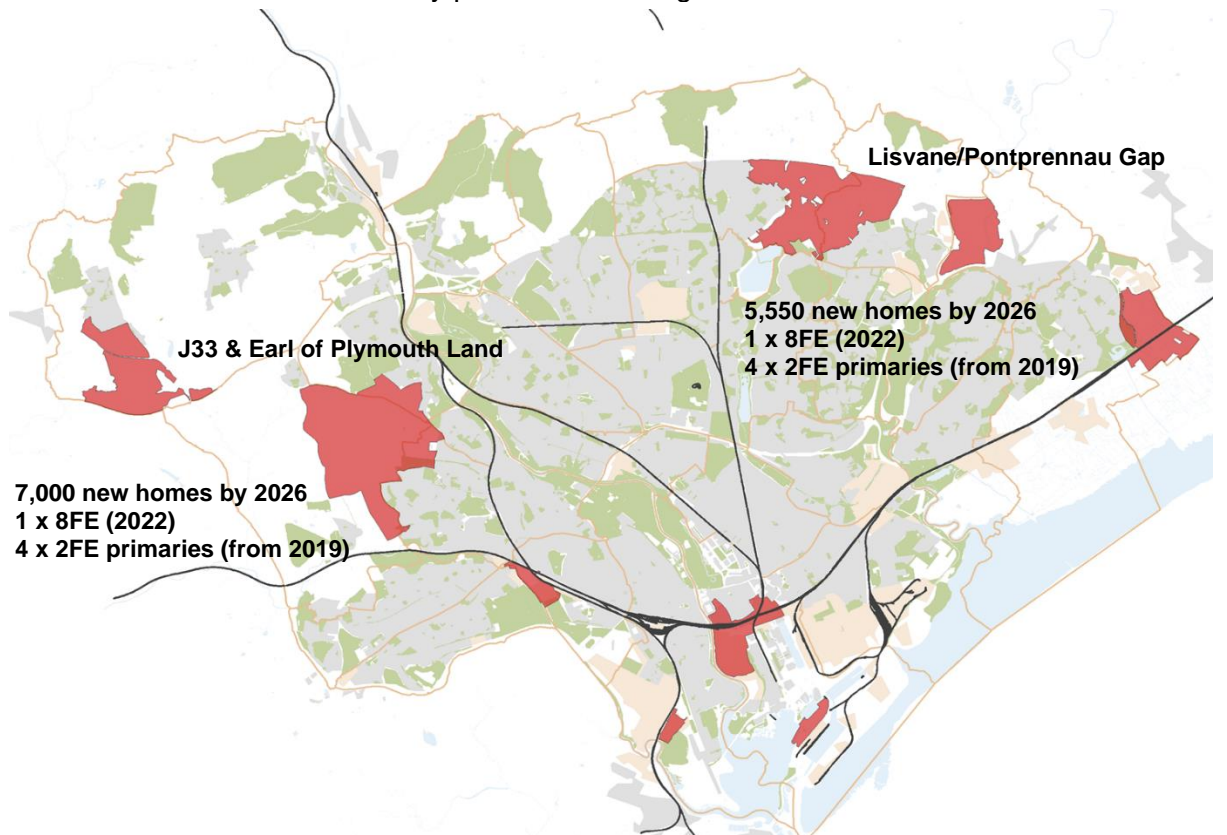
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During the Band B period and beyond it is projected there will be a minimum need for 8 Form of Entry (equating to 240 places more per year) over and above the existing 114 form of entry city wide at entry to Year 7 in the English-medium sector, in order to accommodate the existing residential population and known migration patterns.

This could be achieved by enlarging a number of educational establishment within the central area. However, what is significant to note is that currently the Council would not enlarge any community high school over 10 forms of entry, which is 1,500 available 11-16 places. This is because it is considered that any increase over this size may be detrimental to the effective operation and management of the school. In this case, the optimum solution would be to increase a number of high schools by 2 forms of entry each (60 places per year) in order to achieve an optimum size of educational property and a geographical spread of places across this central area. These proposals are set out in further detail in sections 4 and 10 of this Strategic Outline Case.

Further provision will be required to accommodate the residential population generated by the Local Development Plan (LDP) major housing sites in the North and West of the City. This will be achieved from planning obligations (land and finance) requested from developers to provide for this additional demand with the sites. The major housing sites are shown Map 2.

At this stage it is expected that the current and proposed northeast housing site will generate demand for an 8 form of entry high school and the same demand situation will occur in the west of the City. It is expected that these will not be required until the later end of Band B, that is 2022/23 onwards and they are likely to be delivered within the early part of the Band C timeframe. However, as noted above some temporary measures may be required to accommodate demand from early phases of housing build out.



Map 2 – LDP Major Housing Sites & Education Provision Expected from 2019.

3.4 ACUTE SUFFICIENCY ISSUES IN THE SPECIAL SECTOR

SPECIAL SECTOR GROWTH SINCE 2012

An analysis of additional learning needs (ALN) trends since 2012, shows that there has been significant growth in specialist placements in Cardiff over this period. The growth is largely the result of the general population growth in Cardiff, but is also considered to be the result of improved survival rates for children with complex disabilities, and increased incidence/identification of autism spectrum conditions. Inward migration is also a significant factor: the benefits of the Children’s Hospital for Wales, and a wide range of special schools, can be a factor, both for families moving to Cardiff from other areas of Wales, and families newly arrived in the UK.

Growth in the special sector has been achieved through projects outside the 21st Century programme.

In 2007-08, Cardiff invested in an expansion and rebuild of Ty Gwyn Special School. The school transferred to the new building in 2009. In 2011-12 Cardiff built a new centre for pupils with autism at Bishop of Llandaff School, known as the Marion Centre. The centre opened in temporary accommodation in 2009, and transferred to the purpose built centre in 2012.

The projects were planned to meet projected growth in need over a 5-10 year period. The business case for both projects reflected the need to cater for a growing ALN population, and to reduce reliance on placement in the independent special school sector. The Marion Centre project benefited from a Welsh Government capital grant.

As a result of these investments, Cardiff has been able to incrementally increase specialist places by 135 places (80 at Ty Gwyn, 55 at the Marion Centre) since 2009. Both settings reached full capacity in September 2016.

Over the same period, Cardiff has also expanded places in specialist resource bases, particularly for pupils with autism spectrum conditions. Approximately 40 additional places have been funded since 2012.

The Vale of Glamorgan proposed amalgamation of their three special schools- Ashgrove, Erw'r Delyn and Maes Dyfan- into one new special school as part of their Band A programme. Cardiff has a long-standing arrangement with the Vale of Glamorgan, dating back to local government reorganisation, to purchase places in Vale of Glamorgan special schools for the benefit of Cardiff pupils. Cardiff therefore made a capital contribution of £1.3m towards the development of Ysgol y Deri, to secure a long term interest in 40 places for Cardiff pupils.

Cardiff continues to make a small number of placements at Ysgol y Deri each year, however, the Vale of Glamorgan has indicated that demand within their own pupil population is growing, and it is likely they will be unable to guarantee new placements for Cardiff pupils in the long term. A small number of proposed Cardiff placements been refused this year, on the grounds that the school is full.

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CURRENT POSITION

The rate of growth over the last 5-10 years has exceeded the original projections and over the last 2 years, the special sector has been unable to fully meet current need. The additional capacity afforded by the Ty Gwyn and Marion Centre projects has been filled, and there is no further scope to extend specialist places within current accommodation.

Cardiff has been obliged to turn to the independent sector in order to comply with statutory duties. In 2017-18, Cardiff will be funding 113 pupils in independent special school places, at a total cost of £2.5M. The cost of these places ranges from £28K to £57k per annum, compared to costs for Cardiff special schools of £14k to £25k per annum, making over-reliance on independent school places a significant financial challenge for Cardiff.

In addition, due to the shortage of places last year, there were a number of foundation phase and key stage 2 pupils who would have benefited from mid-year transfers to specialist provision. In many cases it was not possible to offer a specialist place and pupils have remained in mainstream with support, until a place becomes available in September. This has been a growing trend over the last two years and is likely to increase next year, with implications for the child and the mainstream school along with the associated impact on the education of other pupils.

Growth of the special sector is expected to continue at a similar rate over the next 5-10 years. Increased need is anticipated in all areas of ALN:

- behaviour emotional and social needs (BESN),
- complex learning needs (CLN) (NB the term CLN is used here as a generic term for a range of primary need labels including severe learning difficulties (SLD), physical and medical needs (PMED), profound and multiple learning disabilities (PMLD).
- autism spectrum conditions (ASC).

In order to address the immediate pressures, Cardiff will explore potential for some short term interim measures, but these will not resolve all issues and are not long term solutions.

In addition to the sufficiency concerns there are a range of issues specific to the condition and suitability of the buildings for some of the city's most vulnerable learners. It is recognised that Cardiff has some fantastic facilities providing excellent learning environments for children with ALN in the form of Ty Gwyn. However, other facilities are not well adapted for current use and when were rated for Suitability by Faithful & Gould Consultants they were rated as a "D" Category. This includes The Court Special School, Greenhill, Woodlands and Riverbank Special School. In that they were bad environments and the building seriously inhibited the staff's ability to deliver the curriculum. They were also some of the poorest condition properties in the Education Estate. This analysis on condition and suitability is detailed further in section 3.12. Therefore, a number of properties would be seen to benefit from a full refurbishment or replacement.

It is recognised that where capital is limited there is a need to focus on the highest priorities. The special schools for BESN, The Court (4-11) and Greenhill (11-16), along with two of the special schools for CLD, Riverbank (4-11) and Woodlands (11-19), are in very poor condition and deemed unfit for purpose. Replacing and significantly extending these schools is therefore essential if Cardiff is to fulfil statutory responsibility to provide appropriate education for children with additional learning needs.

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3.5 CONDITION & SUITABILITY ISSUES WITHIN THE SCHOOL ESTATE

Cardiff has a very large education estate with over 127 school properties, many of which comprise multiple blocks, spread geographically across the City. A large number of these, including both primary, secondary and special schools, are in a very poor state of repair. The estate has a significant maintenance backlog of approximately £68M, of which circa £8M is Equality Act 2010 compliance.

During the Band A Investment Programme, some £17m or 14% of the maintenance and condition issues of the estate were addressed. This was achieved in the main by replacing two poor condition high schools in the East and West of the City and undertaking suitability works in the primaries. The key objective of the Band A capital programme was to address the sufficiency issues in the primary sector in both Welsh and English settings however, so no further investment could be made in the building fabric. This has resulted in an educational estate that is still in very poor condition overall. The Authority's current spend on school asset renewal has been circa £3m per annum. This is used on a priority basis and is predominantly limited to keeping properties wind and water tight.

In the winter of 2016, an emergency health and safety situation arose where three high schools were temporarily closed in the City, whilst urgent electrical compliance issues were resolved. These included Cantonian High, Willows High and Michaelston Community College. The pupils were provided with off-site education provision during most of the closure period, so as to not disrupt schooling. However, the costs of the works required to address the compliance issues was very significant, circa £5m. This will have a detrimental effect on the rest of the education estate, as it will result in a much reduced asset management budget for the medium term. This is because monies have been brought forward from future years to address the immediate problems. What is clear from these emergency issues, is that the Council must look to invest heavily in its education estate. This is not only through its Corporate Asset Management funding but through Band B of the 21st Century Programme, to ensure that its ageing educational properties remain safe and fit for purpose into the future.

In order to understand fully the current condition and suitability of the school estate, Faithful & Gould Construction Project Management Consultants were engaged. The last comprehensive condition surveys of the education estate were undertaken by E.C.Harris in 2010. Faithful & Gould used Welsh Government approved methodology to initially provide updated Condition and Suitability surveys for prioritised education properties. That is the top 15% of properties that are understood to be in the poorest condition overall from previous surveys or had experienced significant suitability issues. This now supplements the existing survey data and it is the intention that the entirety of the education estate is resurveyed and that this is completed by the end of the year.

From the existing and new condition surveys the following is known:-

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

Table 2 – “C” and “D” Condition properties across the Education Estate

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Important to note is that there are now three High Schools in Cardiff that are classed as “D” which is end of life and risk of imminent failure in terms of their Condition. These are Cantonian High, Willows High and Fitzalan High. Also significant is the large proportion of schools classed as “C” condition, exhibiting major deterioration, in the primary, secondary & special sector. In fact, this represents 46% of the overall estate. Of these properties there are a number that are in the sub classification of “C-“ and are nearing their end of life and will need urgent attention in the very near future. These the Court Special School and Riverbank Special School.

Faithful & Gould have also undertaken suitability assessments on the school estate. This is because it is known that in many schools teaching is inhibited by the suitability of both internal and external accommodation and factors such as the flexibility of the space, its size and shape, levels of light, accessibility, ventilation and acoustics. From those surveys it was found that the majority of high and primary schools surveyed were classed a “C” for suitability; that is their environments were poor to the extent of inhibiting teaching and having an adverse impact on the school organisation.

Four schools in the special sector were classed as “D” for suitability. That is they were deemed to have bad environments and the buildings seriously inhibited the schools’ ability to deliver the curriculum. These included the following properties that are catering for some of the most vulnerable children in the city:-

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

Table 3 – “D” categorised Suitability properties across the Education Estate

SUMMARY OF SUFFICIENCY, CONDITION & SUITABILITY ISSUES

The City of Cardiff is then facing a number of very difficult issues. Firstly a significant sufficiency issue of 8 forms of entry in the secondary English Medium sector from 2019 combined with an acute shortage of additional learning needs places in a variety of both BESD and CLN settings. This is resulting in a significant number of pupils with additional learning needs being taught in out of county settings. This is set to rise if not addressed with the predicted growing demand.

Secondly, it is clear from the analysis of both condition and suitability that there is a pressing need to address the condition of a significant number of school buildings. Much of the Council’s ageing school estate is in a very poor condition with a £68m backlog of maintenance, 46% of properties in “C” condition and exhibiting major deterioration and 4% or 3 high schools, classed as “D” condition, in that they are end of life and at risk of imminent failure. Additionally, there are suitability issues exhibited across the estate but none as critical as within the Special Sector where 4 school are classed as “D” for suitability and have buildings that seriously inhibit the delivery of the curriculum to some of the most vulnerable learners in the City.

The preferred solution for the City of Cardiff to address this set of interdependent issues, as its Band B 21st Century Schools Capital Programme, is detailed in section 4, the Economic Case.

3.6 PROGRAMME BENEFITS

The strategic goal of Cardiff's 21st Century Programme is to realise 4 key educational aims and deliver outcomes and benefits of strategic relevance to the children and young people of Cardiff.

Our aims for Band B are aligned with the strategic objectives of Welsh Government and Cardiff Council and are as follows:

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

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

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

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

The starting point for analysis of the benefits that will be delivered by the second tranche of 21st Century School investment was to undertake a benefits mapping exercise. This process has identified that there are 13 key Programme Benefits that can be specified and measured as directly contributing to our 4 main educational aims. These are outlined overleaf in table 2 and demonstrate the direct link to the relevant educational aim, aligned with the Welsh Governments overarching objectives for the programme.

It is important to note that Benefit Profiles will be developed for each Programme Benefit, outlining how each will be quantified and measured, including baselines, measure frequency, target values and target dates.

As the Programme Benefits define the aspirations and intentions of the programme and its constituent projects, it is important that all projects are appropriately aligned to achieving these shared goals. In support of this, each project will have a similar benefits management regime, with specific and quantifiable measures and critical success factors identified and monitored.

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Table 4: Programme Benefits aligned with Investment Objective & Educational Aims

Welsh Government Investment Objectives	Educational Aims	Programme Benefits
Investment Objective 1: Provide efficient and effective educational infrastructure	Aim 1: To provide sufficiency of school places across the city that are in the right place and the right size to enable the delivery of first class education.	SOPBEN01: Improve access to schools SOPBEN02: Balance demand for oversubscribed schools SOPBEN03: Ensure sufficient pupil places to deliver English medium education SOPBEN04: Ensure sufficient pupil places to deliver Welsh medium education SOPBEN05: Ensure sufficient pupil places to deliver special education
	Aim 2: To provide high quality educational facilities that will meet the diverse requirements of 21st Century learning.	SOPBEN06: Reduce the backlog maintenance costs of the school estate SOPBEN07: Improved condition of school buildings SOPBEN08: Increased suitability of the education estate SOPBEN09: Improve access, inclusion and equality to reduce known links between disadvantage and educational attainment
Investment Objective 2: Optimise the use of educational infrastructure and resources for our communities	Aim 3: To optimise the use of education infrastructure for the benefit of the wider community across Cardiff.	SOPBEN10: Strengthen the role of schools at the heart of their community through co-location of community services within school sites and integrated services where appropriate SOPBEN11: Strengthen schools link with the economy
	Aim 4: To ensure that Cardiff achieves best value from its resources to improve the efficiency and cost effectiveness of the education estate.	SOPBEN12: Provide facilities and resources that are sustainable and efficient SOPBEN13: Provide collaborative and innovative opportunities to deliver services

3.7 RISK MANAGEMENT

The risk management strategy for the 21st Century Schools Capital Programme is aligned to the City of Cardiff Council's Corporate Risk Management Policy, Strategy and Methodology which reflects best working practice

The points below summarise the key strategic risks that may affect the successful achievement of the Programme aims and benefits:

- The successful implementation of the programme will depend on sufficient funding being made available from both the Local Authority and Welsh Government and timely decisions in relation to statutory procedures
- The Band B Submission for the 21st Century Schools Programme may not be affordable for the Council and may necessitate a reduced number of projects being progressed. This will result in sufficiency issues and wider condition issues within all sectors not being addressed across the city.
- If sufficiency pressures that already exist across catchment areas in the city are not addressed, this could result in a negative impact on the Council's reputation, stakeholder dissatisfaction and an increase in temporary accommodation being used across the city.
- Due to the historic lack of investment in school assets, other buildings not included in the Band B programme could face imminent failure with compliance issues resulting in significant health and safety risks and increasing the demand on an already limited budget.
- A change in political direction at a local or national level could affect scheme prioritisation.

4. Economic Case

Highlight any differences to the Economic Case since the latest version of your SOP/ Estates strategy was produced.

4.1 STRATEGIC CONTEXT

The 2015 Economic Case that supported the realigned Band A 21st Century School submission was predicated on a very different set of issues compared to those that the City now faces. The City had an ageing education estate with a very large asset backlog, however the economic case was based, in the main, upon addressing the sufficiency issues that were present in the primary sector in both Welsh and English settings. In addition, to addressing educational attainment in the Southern Arc of the City with the replacement of two new high schools in the East and West. Therefore, the options that were considered were based upon the resolution of these particular issues.

In 2017, the context is very different. The Economic Case is now seeking to address an acute sufficiency of 8 forms of entry of places in the English medium high school sector as age promotion is seeing the larger primary cohorts come through, starting in 2019. It is also faced with a significant shortage of places in the special sector, particularly in Behaviour, Emotional and Social Difficulties (BESD) and the Complex Learning Needs (CLN) sectors. This is unfortunately still set against a backdrop of an ageing educational estate that is in very poor condition and has a £68m maintenance backlog. Of significance is that 3 high schools that are categorised as in “D” in condition, which is end of life rating and 4 Special Schools that are considered as “D” category for suitability.

4.2 METHODOLOGY

In order to understand fully the current condition and suitability of the educational estate, the Council has engaged Faithful & Gould, Project Management Consultants. The last comprehensive condition surveys of the education estate were undertaken by E.C.Harris in 2010. Faithful & Gould used Welsh Government approved methodology to provide updated Condition and Suitability surveys for prioritised education properties. That is the top 15% of properties that were understood to be in the poorest condition overall from previous surveys or had experienced significant suitability issues. This now supplements the existing survey data and it is the intention that the entirety of the education estate is resurveyed and that this is completed by the end of the year.

In addition, the Council has been working extensively with Mott MacDonald to analyse sufficiency issues across the City and to develop a prioritisation matrix to enable those schools with the most acute issues to be prioritised. Mott MacDonald have also undertaken extensive work with the Council looking for optimised solution for those prioritised projects. That is undertaking site analyses and design feasibility studies and looking for co-locations that could drive out both educational and economic benefits. This has informed the options that are considered in this Business Case and the total cost envelop for the Council’s preferred option.

These options have all been prepared using Welsh Government’s approved sizes and costs. However, it is clear from the extensive work that has been undertaken on the preferred option that the proposed schemes could be delivered for a lower cost using batched and innovative design and procurement techniques as set out within section 5, the Commercial Case.

4.3 OPTIONS APPRAISAL

The Options Appraisal has been undertaken using categorised information on sufficiency issues across the City and condition and suitability of the educational estate. The options reflect the aspirations of the Programme in that they seek to optimise value for money and have an emphasis on innovative procurement techniques, such as batching. Emphasis has been placed on standardised design, exploring co-location for efficiency and revenue savings and significantly ensuring that assets are flexible for greater use by the local communities and partners.

The three options that will be considered are as follows:-

- **Option 1 – Preferred**
- **Option 2 – More Ambitious**
- **Option 3 – Do Minimum**

In development of the programme options the needs of secondary, special and primary schools differ, and a blend of options differentiated by school type is most appropriate. The matrix to be applied to each school type to form the three options is as follows:

1. **D Condition** - Address all condition D schools and failed elements only. Outcome: Minimum C condition estate with some sufficiency and suitability issues still present.
2. **Sufficiency** - D Condition + Address Sufficiency. Outcome: Minimum C condition with some suitability issues still present.
3. **Sufficiency + >50% Backlog** - D Condition + Sufficiency + reduce backlog maintenance in school >50% where sufficiency has been addressed only. Outcome: Hybrid B&C condition with some suitability issues, and some reduction in overall backlog maintenance.
4. **Sufficiency + Suitability + >50% Backlog** - D Condition + Sufficiency + >50% backlog + address major suitability issues. Outcome: Hybrid B&C condition with minor suitability issues only, and some reduction in overall backlog maintenance.
5. **Sufficiency + Suitability + B condition** - All Schools Condition B + Address sufficiency + suitability.

OPTION 1 – PREFERRED

Scope

The preferred option seeks to address the acute sufficiency issues in the English Medium high school sector, the sufficiency issues in the special sector with regard to BESD and CLN and localised sufficiency issues in a small number of English medium and welsh medium schools. It will also seek to remove all “D” condition category high schools.

This represents a mix of programme options across the school types. For secondary schools, sufficiency (D) and > 50% backlog is addressed, for SEN schools sufficiency (D), suitability (C or D) and > 50% backlog is addressed and for primaries condition D elements and sufficiency (C or D).

Note: Any condition D schools in the Cardiff estate have been included in the preferred option.

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The scope of the preferred options is illustrated in table 5 shaded blue below:

School type	D CONDITION	SUFFICIENCY	SUFFICIENCY+ >50% Backlog	SUFFICIENCY+ SUITABILITY+ >50%	SUFFICIENCY+ SUITABILITY+ B
Secondary	Address all condition D SCHOOLS and failed ELEMENTS ONLY.	Do Minimum + Address Sufficiency	Option 2 + reduce backlog maintenance in school >50% where sufficiency has been addressed only.	Option 3 + address major suitability issues	All Schools Condition B + Address sufficiency + suitability
SEN	Address all condition D SCHOOLS and failed ELEMENTS ONLY.	Do Minimum + Address Sufficiency	Option 2 + reduce backlog maintenance in school >50% where sufficiency has been addressed only.	Option 3 + address major suitability issues	All Schools Condition B + Address sufficiency + suitability
Primary	Address all condition D SCHOOLS and failed ELEMENTS ONLY.	Do Minimum + Address Sufficiency	Option 2 + reduce backlog maintenance in school >50% where sufficiency has been addressed only.	Option 3 + address major suitability issues	All Schools Condition B + Address sufficiency + suitability

Table 5: Scope of Option 1, the preferred Programme.

Opportunities for co-location of schools, public services and community spaces have been investigated and form a significant proportion of the preferred option.

Service solution

Significant emphasis has been placed on the need for new build options to be taken forward, primarily to address poor condition (D and C-) and poor suitability (C or D) as well as the sufficiency issues. There is good opportunity to incorporate standardised design into some of the secondary school investments and this has been considered throughout the feasibility work.

Service delivery

The Council will work in partnership with the Welsh Government to deliver a programme that addresses the bespoke sufficiency, condition and suitability challenges of our estate. We have also identified certain projects of the preferred option that could benefit from partnering with neighbouring Local Authorities and have started a dialogue with the relevant parties.

Implementation

The preferred option allows for batching of both capital funded projects.

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Funding

Funding will be through capital sources. The determination of funding for Cardiff's programme means will be developed through an open dialogue between Welsh Government and Cardiff Council, following submission of the SOP.

It is significant to note at this point that if the preferred option is undertaken then it will have the effect of removing the worst condition properties from the estate and reducing the Asset management backlog significantly. That is by 34% overall from £68m to circa £40m.

The preferred option cost is £285m

OPTION 2: MORE AMBITIOUS

Scope

The more ambitious option is to return all secondary, special and primary schools to a minimum of condition B, sufficiency B and suitability B. The scope of option 2 is illustrated in table 6 shaded blue below:

School type	D CONDITION	SUFFICIENCY	SUFFICIENCY+ >50% Backlog	SUFFICIENCY+ SUITABILITY+ >50%	SUFFICIENCY+ SUITABILITY+ B
Secondary	Address all condition D SCHOOLS and failed ELEMENTS ONLY.	Do Minimum + Address Sufficiency	Option 2 + reduce backlog maintenance in school >50% where sufficiency has been addressed only.	Option 3 + address major suitability issues	All Schools Condition B + Address sufficiency + suitability
SEN	Address all condition D SCHOOLS and failed ELEMENTS ONLY.	Do Minimum + Address Sufficiency	Option 2 + reduce backlog maintenance in school >50% where sufficiency has been addressed only.	Option 3 + address major suitability issues	All Schools Condition B + Address sufficiency + suitability
Primary	Address all condition D SCHOOLS and failed ELEMENTS ONLY.	Do Minimum + Address Sufficiency	Option 2 + reduce backlog maintenance in school >50% where sufficiency has been addressed only.	Option 3 + address major suitability issues	All Schools Condition B + Address sufficiency + suitability

Table 6: Scope of Option 2, the more ambitious Programme.

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Service solution

The most ambitious option consist of a full mix of estate investment, from new build to clearance of backlog maintenance, and is summarised as shown in table 7 below.

There is good opportunity to incorporate standardised design into the secondary school investments and this has been considered throughout the feasibility work. Extensions to address sufficiency may require non-standard solutions depending upon specific technical constraints of sites and existing school infrastructure.

Option description	Number of schools
New build	9
New extension to address sufficiency, clear backlog maintenance to return to condition B	3
New extension to address sufficiency	4
Major refurbishment to address suitability and condition	6
Moderate refurbishment to address suitability	3
Clear backlog maintenance to return to condition B	53
No investment	51

Table 7 – Service Solution under Option 2

Service delivery

The Council will work in partnership with the Welsh Government to deliver a programme that addresses the bespoke sufficiency, condition and suitability challenges of our estate. We have also identified certain projects of the more ambitious option that could benefit from partnering with neighbouring Local Authorities and have started a dialogue with the relevant parties.

Implementation

The more ambitious option allows for batching of capital funded projects. Refurbishment and extension options coupled with consultation and technical challenges may lead to some projects being sought for single procurement.

Funding

Funding will be through capital sources. The determination of funding for Cardiff's programme will be developed through an open dialogue between Welsh Government and Cardiff Council, following submission of the SOP.

The more ambitious option cost is £497m

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OPTION 3: DO MINIMUM

Scope

This will be to address Health & safety concerns only and will not address sufficiency issues formally. It removes the 3 category “D” High Schools and replace with new properties. It will also replace, for all school types, condition D elements and failed elements. The scope of option 3 is illustrated in table 8 shaded blue below:

School type	D CONDITION	SUFFICIENCY	SUFFICIENCY+ >50% Backlog	SUFFICIENCY+S UITABILITY+ >50%	SUFFICIENCY+S UITABILITY+ B
Secondary	Address all condition D SCHOOLS and failed ELEMENTS ONLY.	Do Minimum + Address Sufficiency	Option 2 + reduce backlog maintenance in school >50% where sufficiency has been addressed only.	Option 3 + address major suitability issues	All Schools Condition B + Address sufficiency + suitability
SEN	Address all condition D SCHOOLS and failed ELEMENTS ONLY.	Do Minimum + Address Sufficiency	Option 2 + reduce backlog maintenance in school >50% where sufficiency has been addressed only.	Option 3 + address major suitability issues	All Schools Condition B + Address sufficiency + suitability
Primary	Address all condition D SCHOOLS and failed ELEMENTS ONLY.	Do Minimum + Address Sufficiency	Option 2 + reduce backlog maintenance in school >50% where sufficiency has been addressed only.	Option 3 + address major suitability issues	All Schools Condition B + Address sufficiency + suitability

Table 8: Scope of Option 3, the Do Minimum Programme.

Service solution

The do minimum option is limited to health & safety issues and ensuring the school estate is safe. It will replace the 3 Category D high schools with new buildings. To realise economic benefit though and to partially address sufficiency issues it would propose to build both Willows High and Cantonian High at 8 form of entry. This would provide an additional 4 form of entry in English medium in the City but would not address all of the 8 form of entry sufficiency issues. It would then seek to repair and/or replace condition “D” elements only across the remainder of the estate.

Service delivery

The Council will work in partnership with Welsh Government to deliver a programme that addresses the repair and replacement of condition D school and elements. The bespoke, and complex nature of addressing the D elements in school suggests that traditional capital is the most appropriate route. The new high schools could be batched together for procurement.

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Implementation

The do minimum option allows for grouping of repair and replacement work of similar element type e.g. electrical. The new schools could be batched together for procurement.

Funding

Funding will be through capital sources from Welsh Government and Cardiff Council.

The Do minimum option programme cost is £140m.

4.4 SUMMARY

From the three options considered in this economic case, it is Option 1 that addresses the issue of “D” condition secondary schools and the acute sufficiency issues in the main in the secondary and special sectors. It will also have the effect of significantly reducing the asset management backlog on the estate by 34% from £68m to circa £40m by removing the worst condition properties. Option 1 is the preferred option.

Option 2, which seeks to return all the estate back to a B status is very large and considered as unfordable under Band B alone, as it would require significant capital investment from both the Council and Welsh Government. Option 3 does address the Condition “D” high schools and goes some way to partially addressing sufficiency issue in the English medium high school sector. However, it does not fully address the acute sufficiency in high schools or ALN settings across the City and would ultimately mean that the council could not fulfil its statutory duty of providing a sufficiency of school places.

For these reasons Option 1 is the Preferred Programme.

The costs of the options are shown in summary below:-

- **Option 1 – Preferred** **£285m**
- **Option 2 – More Ambitious** **£497m**
- **Option 3 – Do Minimum** **£140m**

Option 1, also provides the opportunity for co-locations of schools, such as from within the special sector, innovative design and collaboration opportunities, in addition to having the ability to use existing innovative procurement techniques such as batching. These are discussed in further detail in section 5, the commercial case.

It is because of all these reasons that Option 1 is seen to have a strong strategic alignment with the two main investment objectives of Welsh Government’s Band B 21st Century Programme.

It not only will provide an efficient and effective educational infrastructure that will meet current and future demand for places by 2024 but it will also optimise the use of educational infrastructure and build in flexibility so that spaces and facilities for stakeholders and the community are maximised.

5. Commercial Case

Highlight any differences to the Commercial Case since the latest version of your SOP/ Estates strategy was produced.

Please include details of what delivery models you are considering e.g. batching or single delivery.

5.1 STRATEGIC CONTEXT

The 2015 realigned Band A submission for 21st Century School Programme set out the Council's aspirations to deliver an efficient, effective and compliant programme of capital works. This included using the Regional Framework Agreement, SEWSCAP, to procure new education properties. However, more importantly it was about prioritising the drive for value for money. This has been effectively achieved in Band A with the use of innovative procurement techniques.

This included firstly, using two stage open book tendering as the preferred method of procuring the two new high schools for the City, the Eastern High Project in collaboration with CAVC and more recently the new Cardiff West Community High School. Both of these projects achieved a standardised design solution and were procured for a capped total project cost below the levels adopted by Welsh Government for new high schools in Wales. Secondly, the Council batched up the procurement of three new two-form entry primary schools and whilst this did create a more complex assessment process using the two stage open book tendering, it did undoubtedly deliver a quality product with a lower cost solution than single tendering alone. The third example of innovation is with the design of a back to back school, which provides two, one form of entry primary schools. One Welsh Medium School, Ysgol Glan Ceubal and one English Medium School Gabalfa Primary, with shared facilities such as the school canteen and an ability to achieve revenue savings from the operational costs and staffing structure of the site.

These innovative practices and the drive for achieving value for money will be key to the Commercial Case for Band B moving forward, plus the monitoring and delivery of Community Benefits will be discussed in the sections below.

5.2 NEW GENERATION SEWSCAP

In April 2017, Rhondda Cynon Taff Borough Council (RCT) sought agreement to move the host arrangements for the SEWSCAP2 schools and public buildings framework to Cardiff Council's Commissioning and Procurement Team. After consultation with the current framework member authorities and National Procurement Service (NPS), the recommendation was for a suitably resourced Local Authority to continue administering the collaborative framework taking on the re-procurement of SEWSCAP2 on its expiry (April 2019.)

This provides Cardiff Council as the largest Local Authority user and its South East Wales public sector partners continued access to procure prime contracts in respect of the 21st Century Schools programme. Spend through SEWSCAP2 to date has been in the region of £434m, with the majority of spend falling within the Lot 5 (£10-£25m value) as can be seen in the table overleaf:-

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The SEWSCAP 2 framework supports collaboration and a joint approach to best practice for school builds, public building works and renovations between clients, stakeholders, contractors and across Local Authority Boundaries. It has proven track record of delivery, developing efficiencies through building works contracts such as standardisation of designs and use of products between authorities, promoting modern methods of construction, use of whole life costing, low to zero carbon building, early contractor involvement and reducing construction waste in line with Welsh Governments commitment.

Additionally SEWSCAP2 incorporated Fair Payment Practices for subcontractors and suppliers as well as options for utilising 'Project Bank Accounts' whereby suppliers can obtain swifter payment as soon as clients approve payment to main contractors. This has contributed to recent awards at a national level for SEWSCAP2 in respect of CEW (Construction Excellence Wales) Client of the year award 2016.

The continuity of the SEWSCAP2 board and governance structure promotes sharing of best practise driving innovation saving time to procure, design and deliver schemes, improving quality at a market competitive total cost.

Use of the SEWSCAP2 framework has key evaluation criteria that support the delivery and implementation of community benefits initiatives such as use of Y Prentis apprenticeships schemes, schools visits, provision of free materials and labour, sub-contractor development, early payments. Examples of community benefits delivered through the first SEWSCAP1 framework included achievement of Welsh Government targets such as 52 weeks per £1million spend on targeted recruitment.

As part of the transition to Cardiff Council a re-launch event was held during July 2017, whereby agreement was given to review areas for improvement via task and finish groups made up of contractors and members to look at the following areas :-

- Use of BIM, better understanding client side
- Community Benefits – unlocking opportunities client side
- Performance Management– streamlining consistent reports across framework clients
- Standardised Approach – Use of templates across the mini comp process

Additionally any levy surplus will be re-invested in order to grow and develop use of the framework by offering member training in areas such as NEC Contract Management and BIM (Building Information Modelling.) In addition, targeted Community Benefit support can be provided by third party schemes such as Y-Prentis regarding shared apprenticeship's to promote sustainable employment across construction in South East and Mid Wales.

5.3 INNOVATIVE PROCUREMENT

It is the intention to build on the innovative procurement methods that have been used within Band A of the 21st Century Programme in particular with the use of the two-stage open book tendering. This approach has been successful in Band A and has the advantage that the appointed team work alongside the Council as Client to build up the proposal. This has enabled more efficient, effective decision making on all elements of the project, total project costs to be maintained within the cap and also lead time to site to be minimised, so construction can mobilised promptly.

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It is also the intention to continue with batching the procurement of school properties where financial economies can be expected to be delivered. In Band A only Primary Schools were batched together and tendered via SEWSCAP. That is for the development of the 3 new two form of entry standardised Primary Schools for Howardian Primary, Ysgol Hamadryad and Ysgol Glan Morfa. In this example the schemes were batched and procured via stage one together for a lump sum agreement, however the stage two contracts were let separately for the individual schools once the designs were finalised. It is now proposed that this approach is used universally across Band B and particularly in the case of high schools, where it is proposed that a number of new standardised 8 form of entry and a 10 form of entry property could be brought together in one procurement.

It is proposed in this Strategic Case that most of the poor condition properties are replaced with new builds. Where this is the case the Council will advocate strongly for a Modern Methods of Construction (MMC) or Standardised approach as it has done previously. It is widely recognised that this has the advantages of more efficient use of materials, standardised components for more effective maintenance regimes across the estate, speed of on-site construction and maintaining high standards of quality. The Council has currently developed a preferred design for a standardised two form of entry primary school with Morgan Sindall and it is anticipated that the same could be achieved within Band B for an 8 and 10 form of entry high school.

5.4 INNOVATIVE DESIGN & COLLABORATION

As previously stated during Band A of the Investment Programme the Council has embraced innovative design and collaboration principles with the design of the new Eastern High Learning Campus. This is a joint initiative with Cardiff and Vale College (CAVC), which will deliver an integrated 21st century learning facility with the provision of a new 11 to 16 school for Eastern High and a post 16 CAVC facility, delivering a range of vocational courses, to replace the former Trowbridge Campus. It is the intention that within the Band B programme this collaborative and innovative design approach continue.

This includes the location of special schools for areas of additional learning needs (ALN), such as complex learning needs, with mainstream provision. This will not only allow for extended learning opportunities and the sharing of facilities but will provide economic benefit in terms of reduced capital requirements for construction and potential revenue savings from operating a joint facility. Other areas currently being developed include the active collaboration with partners such as the Health Board regard to the provision of new special schools. These again will provide opportunities for enhanced education provision but with the benefit of economies of scale for construction and operational revenue savings.

5.5 FLEXIBLE USE OF ASSETS

A critical part of any 21st century learning environment is flexibility. This applies not only for educational purposes but also for ensuring the wider community, partners and public sector bodies can maximize use of any new facility. To date the Council has ensured that all its new facilities, and to some extent it existing where possible, are Community Focussed. That is they are designed in such a way to allow extended use of all the facilities whether internal such as main hall, dance or recording studios or external facilities such as MUGA's and 3G pitches. This is because these assets and particularly those that are new are a vital investment into the heart of the community and should actively contribute to local area far more than just education benefit. It is the intention in Band B to look at how any new facility provided can be optimised to provide more services to the community should that localised demand exist.

5.6 COMMUNITY BENEFITS

The Council aspires to maximise Community Benefits wherever possible, including benefits for children and young people, through its procurement practices, and has explicitly identified this as one aspects of its programme to promote children’s rights as a participating member of the UNICEF Child Rights Partner Programme. and this will be reflected in any and all tender documentation, on a project by project basis. The Council recognises its part in maximising added value through Community Benefits and will work with contractors to promote opportunities and support the establishment of effective Community Benefit delivery partnerships.

The Council intends to work proactively with contractors and the local community to progress Community Benefit procurement initiatives and exchange best practice wherever possible. The Council will work with contractors to ensure that their supply chains are aware of the Council’s aspirations for Community Benefits and ensure the credentials of suppliers in this respect. This will safeguard, wherever possible, the Council’s aspiration to secure Community Benefits is integrated into the specification.

In line with Welsh Government guidelines on Community Benefits, the Council will strive to meet the benchmark targets. These four targets are:-

1. Jobs
2. Apprenticeships
3. STEM Engagement
4. Training

These will build stronger communities and in turn develop the local economy to reduce social exclusion and poverty in deprived areas.

The delivery of Community Benefits is overseen by a Community Benefits Board which was established in January 2017. The role of the Board is to co-ordinate the social value agenda across Cardiff Council and maximise the community benefits delivered. The board includes senior managers from across the Council and meets on a quarterly basis. The Cabinet Member who acts as the Council’s Community Benefits and Ethical Employment Champion chairs the Board. The Community Benefits Champion for the Council in Band A was Cllr Hinchey and the community benefits champion within the new administration is Cllr Weaver, Cabinet Member for Finance.

The Commissioning and Procurement Team will review all monitoring information in consultation with relevant contract managers and once validated outcomes will be recorded in a Community Benefits Register. The Community Benefits Board will also oversee the development of an annual Community Benefits Report, including case studies, so that progress is widely reported, including to Welsh Government. All individual schemes within Cardiff’s Band B Programme will include community benefits targets, will provide completed benefits measurement tools and will feed into the overall corporate community benefits register. These benefits are a critical part of Cardiff’s Band B schemes to ensure wider social, environmental and economic issues are taken into account during the project life cycle.

6. Financial case

Highlight any differences to the Financial Case since the latest version of your SOP/ Estates strategy was produced.

Please give details of the match funding arrangements for your Programme and confirm whether or not it is affordable.

6.1 INDICATIVE COST OF PROGRAMME

The Economic Case outlines the Council's preferred option. This option will address a significant element of the school estate maintenance backlog and remove all buildings rated Category D for condition. It is also anticipated that the preferred option will address future sufficiency issues, particularly in the secondary and special sector.

The estimated capital investment cost envelope of the overall programme is £285 million. This cost has been estimated using standardised unit costs provided by Welsh Government and represents the full "rolled up" cost of each scheme. The Council has sought external cost consultancy and advice which has confirmed that it should be possible to deliver a programme of this size and nature within the envelope identified. It is also anticipated that there may be scope to realise further cost efficiencies, particularly from the utilisation of batched procurement.

6.2 PREFERRED FUNDING MODEL

In determining its outline programme, the Council has considered the two funding models proposed by Welsh Government. The Council has worked with Welsh Government representatives to undertake a financial modelling exercise in order to evaluate the financial benefits and risks to each model. In addition, consideration has been given as to the suitability of each scheme for the revenue model proposed (Mutual Investment Model). The comparison exercise undertaken has focussed on an example scheme and utilised the example cost information provided by Welsh Government.

The Council's preference is to pursue the traditional capital model and the consideration of match funding required and affordability has been predicated on this.

6.3 MATCH FUNDING OF PROGRAMME (INCL PROGRAMME MAN & TRANSITION)

On the basis that the Council's preference is to pursue the traditional capital funding model, the funding required will take the form of a 50% grant contribution from Welsh Government and 50% will be provided by the Council.

In developing its proposed programme, the Council has given consideration to the availability and release of capital receipts within the range of schemes proposed. In contrast to the Band A programme undertaken, the nature of the Band B proposal (which is predicated on condition and increasing pupil number requirements) means that it is not felt there is significant scope for the release of capital receipts. As such, the financial modelling that has been undertaken is predicated on an estimated £5m of capital receipts to contribute towards the Council's 50% share of funding required.

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The balance of match funding required will, therefore, be provided through external borrowing. On this basis, the requirement will be for the Council to identify revenue funding to meet the costs of capital financing.

Funding Source	Amount (£m)
Total Cost Envelope	285.0
Welsh Government Funding:	
50% Grant Funding	142.5
Local Authority Funding:	
Capital Receipts	5.0
External Borrowing	137.5
Total	142.5

Any revenue implementation costs arising in relation to programme management and transitional school costs whilst work is being undertaken will be separated funded, following the same approach taken in respect of Band A.

6.4 AFFORDABILITY

The requirement upon the Council will be to confirm the value of capital receipts available to support the financing of the programme and undertake the necessary borrowing to fund the balance of the 50% contribution. Once borrowing has been undertaken, it will be necessary to fund the capital financing costs arising from that borrowing. Therefore, the Council will need to create a revenue fund against which capital financing costs can be met.

The overall strategy for funding Band B capital financing costs will contrast to the strategy for funding Band A, in that Band A was predicated on falling pupil numbers. As such, it was possible to identify efficiencies within the overall delegated school budget and extract a budget that could be used to fund Band A revenue costs. The differing context for Band B means that the opportunity to undertake a similar exercise is not available. As such, the Council faces a different challenge in identifying the necessary revenue funding.

The Council is currently in the process of developing its revenue budget for the 2018/19 financial year. As this predates the commencement of Band B, Band B will not form a significant part of the 2018/19 budget, however a strategy for funding Band B is currently under consideration, in consultation with relevant officers and Cabinet Members. As part of the medium term financial planning process, the capital financing costs arising from Band B will be factored in as a financial pressure and will be addressed as part of strategies to address the overall Council budget gap, ensuring the Council sets a balanced budget. The Cabinet will meet in September 2017 to consider proposals and confirm the funding strategy.

With regards to the funding required for programme management and transitional costs, the intention would be to utilise the existing budget for Band A programme management and transition. As Band A will cease at the point that Band B commences, the necessary funding will become available. The planning work that has been undertaken by officers in connection with Band B has already been funded from that particular budget. As with the Band A programme, the intention would be to manage the revenue expenditure through an earmarked reserve, providing flexibility in the timing of the use of funds

7. Management Case

Highlight any differences to the Management Case since the latest version of your SOP/ Estates strategy was produced.

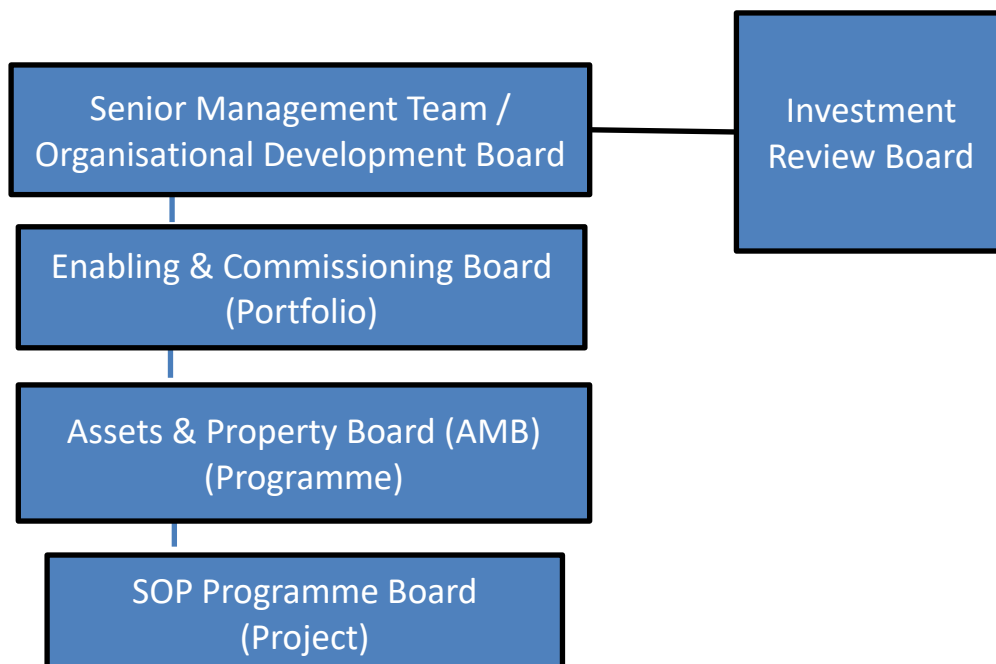
7.1 PROGRAMME MANAGEMENT ARRANGEMENTS

The Schools Organisation Programme is governed at a strategic level by the Schools Programme Board, chaired by the Director of Education and Lifelong Learning. The purpose of Programme Board is to ensure continued and focused effort on driving the Programme forward to deliver the required changes and outcomes.

The Schools Organisation Programme Board reports to the Assets and Property Programme, which is part of the Council's Strategic Organisational Development Portfolio. Strategic issues can be raised to the Schools Programme Board and then escalated to the Assets and Property Board, the Enabling and Commissioning Board and the Organisational Development Board or the Investment Review Board, as appropriate. This process ensures senior officers are aware of programme milestones and can mitigate risks, and also serves as a vehicle for appropriate engagement and partnership working between different service areas.

As the Schools Organisation Programme is such a significant aspect of Cardiff Council's capital programme, it falls under the Organisational Development (OD) portfolio. The OD portfolio provides strengthened governance and increased corporate exposure of the programme with senior management and at a political level.

The structure chart below shows the Corporate Governance Structure.



Structure Chart 1 – Corporate Governance Structure at the City of Cardiff Council

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7.2 PROJECT MANAGEMENT

The overall programme of projects is managed by the Schools Organisation Programme team who monitor the progress and budgets of projects through regular project meetings with finance officers. Reports are made via the governance process outlined previously.

All Schools Organisation Programme (SOP) project managers are trained in APM Project Management fundamentals and are scheduled to undertake the APM Project Management Qualification (PMQ) within the autumn.

The Council's in-house architectural and construction project management team "Projects, Design & Development" (PD&D) are trained in Prince2 project management principles and there is an ISO 9001 quality management system in place.

The Council's Finance Department provide support for the management of both the capital and revenue streams of the Programme. They provide assistance in completing financial returns and are involved in regular monitoring meetings with Welsh Government. In addition, the procurement of new buildings is managed via the Commission and Procurement Department. They provide the assurance that schemes are procured via the use of the regional Framework Agreement SEWSCAP, and from April 2017 the City of Cardiff Council will host the management of this framework.

7.3 PROJECT ENGAGEMENT

Cardiff's needs analysis for Band B of the 21st Century School investment has been extensively considered with head teachers and governors through a Stakeholder Reference Group to inform understanding of the key issues. The Stakeholder Reference Group included a range of Head Teachers from across the phases and different sectors of education, including Primary Secondary, Special, Welsh, English and Faith. It also include representatives from the Governors Association and local Trade Unions. The needs analysis has also been discussed with Diocesan representatives and the Local Health Board.

7.4 RISK ANALYSIS AND MANAGEMENT

The Schools Organisation Programme is overseen at a strategic level by the Schools Programme Board to ensure risks are regularly monitored and escalated to the Organisational Development Board as appropriate.

The risk register is regularly reviewed and will be updated as the programme develops. Cabinet Members are made aware of these risks and the risk register is appended to all reports presented to the Council's Cabinet on School Organisation projects.

The 21st Century School Programme has also been raised on the corporate risk register so the programme has an increased corporate exposure within senior management and political levels across the authority. In addition, the Scrutiny Committee receives quarterly reports on Risk Management.

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7.5 PROGRAMME ASSURANCE

The programme and projects are reviewed constantly to ensure they are delivering the required outcomes within the agreed tolerances for time, cost and quality. These reviews include internal programme deep dives from the Organisational Development Team, reviews from the Council's Internal Audit function and, in some cases, external OGC Gateway Reviews.

Further external review of all proposals will be undertaken via the Children and Young People's Scrutiny Committee; and peer review of proposals from other service areas.

The programme and project management arrangements previously mentioned include processes for review of project progress and milestones, as well as review of risks, on a regular basis, to ensure the desired outcomes are met. A post project review is carried when projects are completed so that lessons learned can be carried forward to other projects.

7.6 PROGRAMME DEPENDENCIES, CONSTRAINTS AND LESSONS LEARNT

When we consider the dependencies and constraints on the Programme the following are considered to be key factors for consideration:-

DEPENDENCIES:

- The dependency between the Programme and Business as Usual (BAU) will require careful management if the programme's benefits are to be fully realised. For example, a new building may be inspiring, fit for purpose and full of the right equipment and ICT facilities, but if the leadership and teaching strategy / standards are not sufficient then attainment standards will not necessarily improve. Similarly, a building may be designed to be an Energy Rating A standard, but without correct building management and day-to-day operations, the building may actually operate at a significantly lower standard.
- The programme will be dependent on other stakeholders within the LA and external. For example, the programme is reliant on Council stakeholders from Legal, Finance, Project Design & Development, Planning, Procurement and ICT in most projects, whilst on others it may be dependent on Communities or Leisure etc. Similarly, some projects may be dependent on external organisations or stakeholders, such as other local authorities or further education providers.
- Some projects have interdependencies (i.e. are dependent on each other). For example, schemes that may be batch procured based on a standardised design or schemes that may be sharing a site e.g. combining Special Schools on mainstream sites.

CONSTRAINTS:

- A key strategic constraint to the programme includes the lack of available land for new educational provision. This means that innovation must be derived from use of existing sites and management of staff and pupils.

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- The programme is also constrained by the level of resources it can realistically be allocated in each Band (including capital funding and staff resource). The greater the level of resource the greater the delivery potential of the programme. However, the Authority is confident that the selected preferred option will enable the delivery of a high level of benefits within Band B.
- Internal and external frameworks present certain constraints to the programme. For example, all procurements must be made via the SEWSCAP framework.
- The programme must adhere to all statutory requirements, such as Building Regulations, CDM Regulations, planning rules, consultation processes and statutory notices etc.
- Similarly, the programme must comply with non-statutory requirements that are considered mandatory for the programme. This includes aspects such as achievement of BREEAM Excellence, inclusion of fire sprinklers, adherence to WG and City of Cardiff Council processes for business case approval etc.

LESSONS LEARNT:

- Through including the Schools Organisation Programme within the Organisational Development Programme within the Council, this has both strengthened the governance of the programme and the corporate understanding.
- Project Steering Groups (PSG's) have been established for larger projects. These meetings have brought all work streams such as HR, Legal, Finance as well as stakeholders together, including CAVC and Creative Partners. These groups have progressed decisions in a much more collaborative and prompt manner.
- Use of external technical project managers has been beneficial for the Band A programme. Band A has used companies such as "Capita" and "Rhomco". This has provided the benefit that schemes have the ability to call on the expertise and experience of the wider resource within the consultancies. For example, there were Bat issues at Eastern High School and Capita used their environmental experience to resolve the issue more swiftly than would have been possible with internal resources alone.
- That an enhanced regime of condition surveys is undertaken on a more frequent basis in order to inform the asset management works that are required across the estate and to prioritise works as appropriate.
- That a strengthened Health & Safety and Compliance regime sits alongside the Condition Survey work to ensure that the two programmes are complementary and that the school estate is maintained effectively.
- That the innovative design and procurement methods such as batching schemes, utilised in Band A, are continued in order to drive out the best value for the programme.

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Please provide details of the structures in place to deliver the projects within your Programme and contact details of the core team.

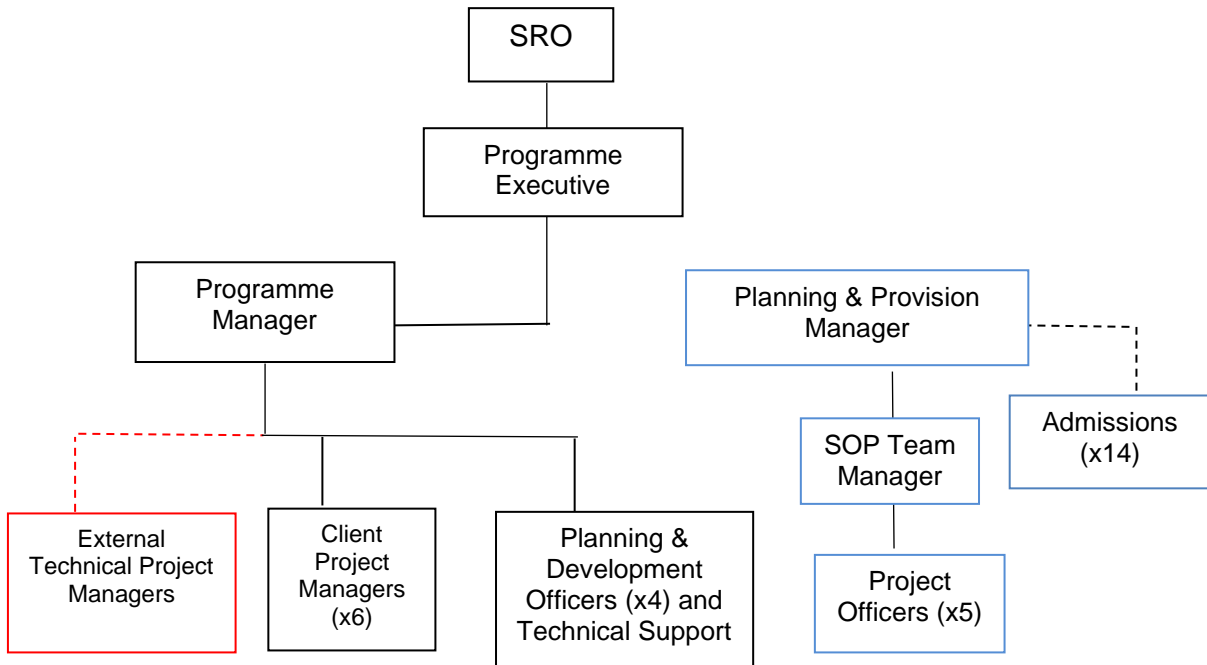
7.7 ROLES AND RESPONSIBILITIES

The roles and responsibilities of the Cardiff Schools Organisation Programme Team are as follows:

- **Senior Responsible Officer** – Director for Education & Lifelong Learning, Nick Batchelar – accountable for the overall delivery of the Schools Organisation Programme and associated benefits (supported by the Assistant Director for Education & Lifelong Learning, Jackie Turner)
- **Programme Executive** – Operational Manager, Schools Organisation, Access & Planning, Redacted - responsible for strategic development and delivery of the overall Schools Organisation Programme and associated benefits
- **Programme Manager** – Programme Development Manager: Schools Organisation Planning Team, Redacted - responsible for day to day management of the Schools Organisation Programme
- **Planning Manager** – Operational Manager, Planning & Provision, Redacted – responsible for strategic pre-project planning, city wide education data analysis and management of consultation processes
- **Schools Organisation Project Managers**, Various – responsible for day to day management of the project and achieving project objectives to the agreed quality, to time and within the agreed budget
- **Planning & Development Officers**, Various – responsible for providing technical support during project delivery and handover. Also responsible for day to day maintenance, condition and health and safety issues
- **Project Officers**, Various – responsible for pre-project planning, data analysis, and consultation processes
- **External Technical Project Managers**, Various – responsible for liaising with contractors to manage all aspects of the build.

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Structure Chart – School Organisation Programme



Structure Chart 2 – School Organisation Programme Staffing Structure

From the structure chart above, it can be seen that the core team of permanent SOP officers is 13 members of staff, including a Programme Executive and Manager, Client Project Managers, Planning & Development Officer and a Technical Support Officer. This Team will be supplemented as necessary by External Project Managers who will be appointed to manage the large construction projects. These are shown as red on the chart above. In addition the Planning & Provision Team within Education, shown blue above, will provide the support and expertise to undertake all the statutory public consultation on the proposed projects, under the Provisions of the School Organisation Code.

Contact Details

Nick Batchelar: 029 2087 2700 – Nicholas.batchelar@cardiff.gov.uk

Redacted

Redacted

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7.8 KEY MILESTONES FOR THE PROGRAMME

The projects within Band B will be batched up for consultation and procurement. These batches shown assume a capital funding route for all schemes at this point and do not take account of the different timescales that would be presented with a MIM funding model.

The projects in each Batch include the following:-

BATCH 1	BATCH 2	BATCH 3	BATCH 4
<i>Fitzalan High</i>	<i>Cantonian High</i>	<i>Cathays High</i>	<i>Ysgol Nant Caerau</i>
<i>St Mary the Virgin</i>	<i>Riverbank Special</i>	<i>Court Special & Fairwater Primary</i>	<i>Ysgol Pen-y-Pil</i>
	<i>Woodlands Special</i>	<i>Cardiff High</i>	
	<i>Willows High</i>		
	<i>Greenhill Special</i>		

Table 9 – Propose Batching of Schemes in Band B

The table below show the indicative milestones for delivering the Band B Programme

Batch	School	Consultation	Design & Procure	Construct	Proposed School Open
1	Fitzalan High	No	Jan 2018 to Jan 2019	Jan 2019 to Sept 2021	Sept 2021
	St Mary the Virgin	No	Jan 2018 to Jan 2019	Jan 2019 to Dec 2019	Jan 2020
2	Cantonian High	Jan 2018 to September 2018	Oct 2018 to Jan 2020	Jan 2020 to Jan 2022	Sept 2022
	Riverbank				
	Woodlands				
	Willows High				
	Greenhill				
3	The Court & Fairwater	Sept 2018 to Dec 2019	Jan 2020 to June 2021	July 2021 to July 2023	Sept 2023
	Cardiff High				
	Cathays				
4	Nant Caerau	April 2019 to Dec 2019	Jan 2020 to Dec 2020	Jan 2021 to Dec 2021	Jan 2022
	Pen-y-Pil				

Table 10 – Propose Delivery Milestones of Schemes in Band B

8. Application for Mutual Investment Model (MIM) funding

Do you intend to deliver any of your Band B projects using the Mutual Investment Model?	No
--	----

If:

- **No** - please move to the next **Section 10**
- **Yes** - please complete the relevant section for local authorities or further education institutions below.

(a) Local Authorities

Schools		Number	Size	Cost – based on WG guidance
Please indicate how many school buildings you would use this funding for:	Primary			
	Secondary			
	Total			

Please provide brief details including title and estimated capital cost of the project/s.

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9. Band B Projects

How many projects do you intend to deliver in Band B?	Under Band B we intend to deliver 12 projects, to address sufficiency and condition.
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What are they? (Please note that details of the projects should also be included in the attached table). The projects should be ranked in both documents in order of priority.

10.1 SUMMARY OF BAND B PROJECTS

The Projects that are proposed to form part of Band B Capital Investment are shown in summary table below. They are set out in priority order, using the prioritisation methodology which categorises by ranking for Sufficiency, Condition and Suitability.

Priority Order	School Name	Proposal	Estimated Cost of Delivery
1	Cantonian High	New Build at 8FE plus Riverbank & Woodlands	£67.3M
1	Fitzalan High	New Build at 10FE	£51.8M
3	Willows High	New Build at 8FE	£42.3m
Schools Above are category “D” condition			
4	Riverbank Special	New Build with Cantonian	See 1 above
4	Court Special & Fairwater	New Build & 1FE Fairwater Primary	£18.4m
6	Greenhill Special	2 x 56 place New Build units	£12.3m
6	Woodlands Special	New Build with Cantonian	See 1 above
8	Cardiff High	2FE Extension to 10FE	£36m
8	Cathays High	New Build 8FE	£38.8m
10	St Mary the Virgin Primary	New Build 2 FE	£7.8m
11	Ysgol Pen-y-Pil	1FE Extension	£4.4m
12	Ysgol Nant Caerau	1 FE Extension	£4.4m
Estimated Capital envelope Cost of Schemes			£285m

Table 9 – Summary of Band B Projects in Priority Order

10.2 DETAIL OF BAND B PROJECTS

The detail of the proposed projects in Band B is set out overleaf and includes a narrative as to what the project is comprised of, why it is being delivered and whether there are any co-location or collaborative opportunities to optimise the economies delivered from the project.

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Joint Priority 1. - Cantonian High

This is a replacement and expanded new 11-18 high school at 8FE (+2FE) to address “D” condition categorisation and address “D” rated sufficiency issues within the local catchment. It includes an expansion of post 16 by 55 places to 150 places. It is proposed that the new Cantonian High School is built alongside a new Woodlands and Riverbank Special School. This would be Cardiff’s first scheme to combine mainstream secondary with Complex Learning Needs primary and secondary special schools on the same site. The details of Riverbank & Woodlands are included below.

Joint Priority 1. – Fitzalan High School

This is a replacement new 11-18 high school at 10FE (plus expansion of post 16 by 28 places to 350) to address “D” condition categorisation and “D” categorised sufficiency issues in the local area.

Priority 3. – Willows High School

This is a replacement and expanded new 11-16 high school at 8FE (+2FE), to address the “D” condition categorisation.

Joint Priority 4. – Riverbank Primary Special School

This is a replacement new school with 100% capacity increase (from 70 places to 240) to address “C-“ condition rating, “D” sufficiency rating within the Complex Learning Needs sector, as well as addressing category “D” suitability issues.

Joint Priority 4. – Court Special School & Fairwater Primary

This is a replacement new school with capacity increase (+56 places) to address significant “D” category sufficiency issues within the primary BESD sector. It will address “C-“condition rating, as well as addressing “D” category for suitability. This is combined with building 3 x Early Intervention Units for pupils on mainstream primary sites to facilitate the Court Special School to offer KS2 & KS3 provision. This proposal also includes for a 1FE extension to Fairwater Primary School to address sufficiency issues and take it to 2FE.

Joint Priority 6. - Greenhill Special School

This is two new replacement schools (2 x 56 place units) with 100% capacity increase to address significant “D” category sufficiency issues within the secondary BESD sector. It will address a “C-“condition rating, as well as addressing a “D” category for suitability. This is combined with changing and extending the age range from 11-16 to 11-19.

Joint Priority 6. – Woodlands High Special School

This is a replacement new school with an additional 106 spaces, to address “C” condition rating, and “D” sufficiency within the secondary sector of Complex Learning Needs. It will also address a category “D” rating for suitability. This will be Cardiff’s first scheme to combine mainstream secondary (Cantonian) with Complex Learning Needs primary and secondary special schools on the same site.

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Joint Priority 8. – Cardiff High School

This is a 2FE extension to increase the 11-18 high school from 8FE to 10FE, with a 500 place post 16 provision. It will address a “D” category sufficiency issue and refurbishment works to improve the “C” condition rating.

Joint Priority 8. – Cathays High School

This is a replacement new 11-18 high school at 8FE (+2FE), and a post 16 of 200, to address a “D” sufficiency issue within the local area and to address a “C” condition rating.

Priority 10. – St Mary the Virgin Primary School

This is a replacement 2FE primary school (+1FE) to address projected English-medium sufficiency issues in Grangetown/Butetown area along with addressing additional pupil yield generated from a number of housing developments that have gained approval.

Priority 11. – Ysgol Pen y Pil

This is a 1FE extension (30 places per year) to this Welsh medium primary School to address projected shortfall in Welsh-medium primary school places in the East of Cardiff.

Priority 12. – Ysgol Nant Caerau

This is a 1FE extension (30 places per year) to this Welsh medium primary School to address projected shortfall in Welsh-medium primary school places in South West of Cardiff.

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10. Bands C and D

Please provide an update for Bands C and D of your Programme.
[Band C will run from April 2024- March 2029; Band D will run between April 2029 and March 2034].

Band C

Cardiff's priorities under Band C will be predicated on addressing the following:-

- **Sufficiency of places**
- **Condition of the education estate**
- **Suitability of the education estate.**

With regard to **Sufficiency** it is know that the following will be priorities:-

- Addressing secondary sufficiency in Welsh Medium high school sector (+8FE)
- Addressing secondary sufficiency in the West of the City, within the LDP development sites, known locally as Plas Dwr. (+8FE).
- Addressing primary sufficiency in the welsh medium sector (+4FE)

With regard to **Condition** of the Education Estate, we project that by the end of Band B the maintenance backlog will have reduced by 34%. However the education estate overall will still have a backlog of just under £40m. Also 46% of its properties will still be catergorised as being in C condition. Therefore, Band C will prioritise those schools the worst condition overall. These could include:-

Secondary Schools

- Bishop of Llandaff, Church in Wales High School (C- condition)
- Llanishen High School (C condition)
- Whitchurch High School (C condition)

It is intended that a significantly enhanced asset management programme will address condition issues within the primary sector. This will be combined with remodelling of aspects of the estate to allow for both operational and economic efficiencies. It is the intention to then prioritise those primaries that will need to be included in any Band C submission.

This list is not exhaustive however and will be subject to establishing sufficiency issues in the run up to and through Band C. Also significantly the impact that the two major housing developments in the North and West of the City will have on sufficiency in local adjacent areas.

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Band D

Cardiff's priorities under Band D will be predicated on addressing the following:-

- **Sufficiency of places**
- **Condition of the education estate**
- **Suitability of the education estate.**

Sufficiency of Places

As the timescales for this programme are some 12 years away it is very difficult to accurately predict sufficiency issues. It is clear however that City will continue to grow and that the new high school in the North East LDP development will be delivered during this timeframe. Also a number of the new primary schools as part of the development. These will have a significant impact on sufficiency in the North and West of the City.

In addition, as an aspiration of the Council and Welsh Government is to continue to promote welsh medium education, it is likely that the City will require further welsh medium primary provision.

Condition & Suitability of the Estate


The Council will continue to prioritise the replacement or refurbishment of "C" condition properties and the reduction of the asset management backlog across the education estate. For this reason, properties that are within the "C" condition category will be prioritised at this time.

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**11. Statement of Approval for Strategic Outline Programme (SOP) -
Band B Update – July 2017**

Please complete as appropriate:

I confirm that the updates in this form have been signed off by either the Cabinet of the local authority or the Board of the further education institution:

Local Authority / College	City of Cardiff Council
Name <i>Printed</i>	Nick Batchelar
Name <i>Signed</i>	
Position in the organisation	Director of Education
Date	28 th July 2017

If there has not yet been sign off at Cabinet or Board level, please confirm when this is anticipated. Please also confirm at what level the document has currently been signed off.

Cabinet have been extensively briefed and have indicated their support for these proposals.

A formal decision on Cardiff Council's proposals will be taken at the Cabinet meeting on 12th October 2017.