

**CABINET**  
**9 OCTOBER 2018**

**21st CENTURY SCHOOLS – STRATEGIC/OUTLINE BUSINESS CASE FOR 3-16  
ROMAN CATHOLIC SCHOOL**

*Report Submitted by: Dermot McChrystal, Head of Education Services*  
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**1. Areas Affected**

1.1 County borough wide.

**2. Purpose of Report**

2.1 To seek approval to submit to Welsh Government, on behalf of the Archdiocese of Cardiff, the Strategic/Outline Business Case for a new 3-16 school to replace Our Lady of the Angels, St David's and St Alban's schools.

**3. Key Messages**

3.1 The Archdiocese of Cardiff wants to reorganise its provision in Torfaen and is proposing a new 3-16 school to replace its Our Lady of the Angels, St David's and St Alban's schools.

3.2 The new school is expected to cost £28,000,000 and would open in September 2022.

3.3 85% of the investment would be funded by Welsh Government, with the remainder funded by the Archdiocese of Cardiff and a contribution of £1,000,000 from the council.

3.4 A Strategic/Outline Business Case has to be submitted to Welsh Government to secure its 85% contribution as the first step in advancing this proposal. Welsh Government requires that the council submits the business cases, and will ultimately will receive any grant.

3.5 A statutory consultation on the proposed closure of Our Lady of the Angels, St David's and St Alban's schools in 2022 will need to take place in parallel with further development of the proposals for the new school. The council will also advance that process on behalf of the Archdiocese of Cardiff at the appropriate time.

**4. Background**

4.1 The Archdiocese of Cardiff signalled that it wanted to reorganise its schools in Torfaen when the 21<sup>st</sup> Century Schools Programme was first settled in 2010/2011. At that time it was anticipated this would be a joint development with the Church in Wales.

4.2 In 2017 Welsh Government asked the council to update and confirm its projects for Band B of the Programme, and the Archdiocese of Cardiff confirmed its original proposal to create a 3-16 school but without the Church in Wales which is instead pursuing options for a Church in Wales secondary school in the region.

- 4.3 The Archdiocese has asked the council to support the development of the business cases for the new school, the associated consultations, and, subject to the satisfactory conclusion of both of those, managing the construction of the new school.

## **5. Issues and Findings**

- 5.1 The business case is included as an appendix to this report and was developed in accordance with Welsh Government templates and guidance. All the issues are addressed under the following headings.

### **5.2 The Strategic Case**

The Archdiocese of Cardiff's ambition is to:

- create a world class Catholic education system that enables all the children of the Archdiocese to achieve their spiritual, educational and human potential
- work closely with stakeholders on re-structuring its schools to deliver a sustainable system that is fit for the future.

The key investment objectives for the proposal are:

- to restructure Catholic education in the area so that it is a beacon of educational excellence in Wales that meets Welsh Government's improvement agenda as well as the needs of the faith and wider communities in Torfaen
- the urgent need to replace structurally inadequate and potentially failing school buildings at St Alban's Roman Catholic High School in Pontypool
- the need to replace inadequate and ageing school buildings at St. David's and Our Lady of the Angels. Roman Catholic primary schools in Cwmbran

### **5.3 The Economic Case**

The economic case confirms the Preferred Way Forward as:

- Scope: Close Our Lady of the Angels, St David's and St Alban's schools and create a single 3-16 school, adjusting capacity to meet true RC demand.  
Nursery – 42 FTE places  
Primary – 315 places  
Secondary – 600 places

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- Service Solution: New build
- Delivery: Use a new site.  
It is proposed that the new school is built on a new site in Torfaen. It is yet to be acquired, but several options are under review and a preferred site is being advanced.
- Implementation: 3-5 year period of investment.
- Funding: Blended funding package of Archdiocese, Local Authority and Welsh Government.
- Advantages/  
Disadvantages: Whilst being the most ambitious option, it is the one which best meets the investment objectives and critical success factors.

#### 5.4 The Commercial Case

The Commercial Case confirms the preferred procurement route is through the South and Mid Wales Collaborative Construction Framework (SEWSCAP2). We will utilise a collaborative two stage procurement methodology (Design and Build) involving early contractor engagement which aligns with the Welsh Government Construction Procurement Strategy.

The Archdiocese is keen to explore the opportunity to adopt a Passivhaus design approach for the new school early in the procurement process. This is a voluntary standard for energy efficiency in a building, which reduces the building's ecological footprint i.e. ultra-low energy buildings that require little energy for space heating or cooling.

The following community benefits, linked to the value of the contract, will be mandatory for the chosen construction contractor:

- Training and employment opportunities including apprenticeships, National Vocational Qualifications and Health & Safety training.
- Opportunities to recruit and train long term economically inactive persons as part of the workforce.
- Maximising supply chain opportunities for small businesses (SMEs).
- Advertising sub-contracting opportunities on Sell2Wales and using the Welsh Government's Supplier Development Service and hold "Meet the Buyer" events.
- Working with local schools and colleges – work experience/work placements.
- Contributing to community schemes.

## 5.5 The Financial Case

The capital cost for the new 3-16 school is £28,000,000 spread over 5-6 years from professional fees to retention monies. The costs of the project is shared 85%/15% by Welsh Government and the Archdiocese/council. The funding split for this capital project is therefore: Welsh Government - £23,800,000; Archdiocese - £3,200,000, and; council - £1,000,000..

The council's capital funding sources for 21<sup>st</sup> Century School Programme projects continue to be: capital receipts; core capital, and; prudential borrowing.

Work will be undertaken during the Full Business Case stage to confirm the likely revenue and change management implications associated with closing the 3 current schools and opening a new 3-16 school.

## 5.6 The Management Case

The project will be managed on behalf of the Archdiocese of Cardiff under the council's current project management arrangements for 21<sup>st</sup> Century Schools projects. Those arrangements will be extended however to ensure appropriate representation from the Archdiocese.

The following table shows the outline milestone plan for the project going forward. Dates are indicative only to show the relative time periods and are subject to change.

<b>Key Programme Milestones</b>	<b>Completion Date</b>
<b><u>Business Case</u></b>	
Complete Outline Business Case	end Sep 18
Cardiff Archdiocese approval of OBC	Oct 18
TCBC Cabinet approval of OBC	Oct 18
Submit OBC to WG	Oct 18
WG approval of OBC	Nov 18
Complete Full Business Case	Jan 19
Cardiff Archdiocese approval of FBC	end Jan 19
TCBC Cabinet approval of FBC	end Jan 19
Submit FBC to WG	start Feb 19
WG approval of FBC	Mar 19
<b><u>School Admission Numbers</u></b>	
Deadline to determine reduced admission numbers for Sep 2020 (Our Lady of the Angels, St David's and St Albans)	Apr 19

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<b><u>Statutory Consultation on School Re-organisation Proposals</u></b>	
Publish formal consultation document on proposals	Jan/Feb 19
End of consultation period on proposal (7 weeks).	Mar 19
Report on outcome of consultation in respect of proposal and determine the next steps.	Mar 19
Statutory Notices published at the 3 schools (28 day objection period)	Mar 19
Decision to implement the proposals	end Apr 19
<b><u>Land Acquisition</u></b>	
Start discussions with site owner(s) on land purchase and kick off design feasibility	Sep 18
Complete full design feasibility assessment on preferred site.	end Nov 18
Agree terms of purchase	Jan 19
<b><u>TCBC / Archdiocese Partnership</u></b>	
Formalise partnership arrangements – e.g. Heads of Terms	Nov 18
<b><u>Pre-Construction Phase (92 weeks)</u></b>	
Preparation of Invitation to Tender (2 wks.)	end Nov 18
Tender period (6 wks.)	mid Jan 19
Evaluation/Approval/Award (8 wks.)	Mar 19
Surveys and RIBA stages 0-2 (26 wks.)	Sep 19
Planning submission	Sep 19
Planning Approval	Dec 19
RIBA stages 3-4 (to agreement of contract sum) (52 wks.)	Aug 20
<b><u>Construction Phase (104 wks.)</u></b>	
Mobilisation (8 wks.)	Oct 20
Construction (96 wks.)	Aug 22
Handover, Fit out and transfer of existing resources and equipment	Aug 22

## 6. Consultation

- 6.1 Consultation will need to commence in early 2019 regarding the proposed closure of Our Lady of the Angels, St David's and St Alban's schools and creation of a new 3-16 school.
- 6.2 At the same time the Archdiocese/schools will need to consult on revised admission arrangements from 2020, to begin the process of alignment with the capacity of the proposed new school.

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## **7. Well-being Assessment**

7.1 A Well-being Assessment is attached as an appendix to this report.

7.2 In terms of the proposals fit with the Act:

1. *How does the decision apply the 5 ways of working – integration, long-term, prevention, collaboration and involvement?*

The project to develop a new 3-16 Roman Catholic school involves, and will bring together, a wide range of partners including individuals and public and private sector organisations around the Archdiocese's ambition to create a world class Catholic education system that enables all the children of the Archdiocese to achieve their spiritual, educational and human potential. It will provide a more sustainable model of delivery and deliver long term benefits to the region as well as for individual learners in a new building which supports modern teaching and learning.

2. *How does the decision maximize contribution to the well-being goals?*

The current model of delivering Roman Catholic education is not sustainable due to the size of the schools and the deteriorating nature of the school buildings especially at St Albans. In this context well-being can be viewed in terms of the new building which will be designed to modern day standards and to be accessible to all learners. But also in terms of the product of the learning that happens in it which will improve the life prospects for young people.

3. How does the decision comply with the Welsh Language Measure (2011)?

The new school will not change the current situation with regard to the Welsh Language Measure.

4. How does the decision comply with the Equality Act 2010 (Statutory Duties) (Wales) Regulations (2011)?

The new building and the offer from within it will be accessible and available to all learners.

5. How does the decision comply with the Environment (Wales) Act (2016)?

The new building will meet the BREEAM (Building Research Establishment Environmental Assessment Method) Excellent rating. The use of a Passivhaus design will also be explored during the design stage, which if achievable within the available budget would deliver ultra-low energy buildings which require little energy for space heating and cooling.

## **8. Risks**

- 8.1 The risk register shown in the attached business case will be monitored and revised during the lifetime of the project.
- 8.2 Capital and revenue figures are still estimates at this stage and will need to be developed further during the production of the Full Business Case.

## **9. Action to be taken following decision**

- 9.1 If approved by the Archdiocese of Cardiff and Cabinet, submission of the Strategic/Outline Business Case to Welsh Government.
- 9.2 If approved, commence consultation on the closure of Our Lady of the Angels, St David's and St Alban's schools. In parallel the individual schools will need to consult on reducing their admission numbers ahead of 2022.
- 9.3 Undertake preliminary consultation, feasibility/option appraisal design, and site investigations/surveys to finalise detail for the Full Business Case.
- 9.4 Tendering via the SEWSCAP2 Framework to engage professional design services. This is the first stage of a two stage procurement process, following Welsh Government recommendations, and will incur no cost to the council until award of contract.
- 9.5 Development of the Full Business Case.

## **10. Measures of success**

- 10.1 The proposed investment would support the Corporate Plan 3 priority 'Raising Educational Attainment' by improving schools buildings and making them fit for the 21st Century.

The success criteria for the overall 21st Century Schools Programme are referred to as benefits criteria, and are included as an appendix to the OBC attached.

## **11. Recommendations**

- 11.1 That Cabinet gives approval to submit to Welsh Government, on behalf of the Archdiocese of Cardiff, the Strategic/Outline Business Case for a new 3-16 school to replace Our Lady of the Angels, St David's and St Alban's schools.

<b>Appendices</b>	<ol style="list-style-type: none"><li>1. Well-being Assessment.</li><li>2. Outline Business Case</li></ol>
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<b>Background Papers</b>	<p><b>Note: Members of the public are entitled, under the Local Government Act 1972, to inspect background papers to reports. The following is a list of the background papers used in the production of this report.</b></p> <p>None</p>
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**For a copy of the background papers or for further information about this report, please contact:** John Tushingham, Education Service at [john.tushingham@torfaen.gov.uk](mailto:john.tushingham@torfaen.gov.uk) or on 01495 766941



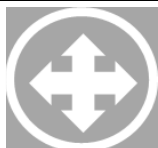
## APPENDIX 1 - WELL-BEING ASSESSMENT

### 21st CENTURY SCHOOLS – STRATEGIC/OUTLINE BUSINESS CASE FOR 3-16 ROMAN CATHOLIC SCHOOL

#### Project Description (key aims):

Construction of a 3-16 Roman Catholic school to replace the Our Lady of the Angels, St David's and St Alban's schools from September 2022.

#### Section 1) Complete the table below to assess how well you have applied the 5 ways of working.



#### Integration

The project will deliver social, economic, environmental and cultural outcomes in an integrated way that contribute to the national well-being goals as set out in Section 2 below.

This project involves working with schools and other internal partners, the Archdiocese of Cardiff and other external partners to devise and construct a 3-16 school which will achieve the ambition to create a world class Catholic education system that enables all the children of the Archdiocese to achieve their spiritual, educational and human potential. Once open it will support learning outcomes for learners, and all the social and economic benefits that a good education can provide throughout life.



#### Long-term

The new school will provide a long term, good quality solution to the Archdiocese's current estates issues. It will also contribute to the council's long term strategic plan for modernising schools in the county borough, the 21<sup>st</sup> Century Schools Programme. This programme considered catchment areas and demographic change, school facilities, running costs, building condition (current and likely future costs), the views of the community and, of specific relevance in this instance, the ongoing provision of faith based education.



#### Prevention

There is a real risk of critical failure of the buildings at St Alban's Roman Catholic School, some of which are considered to be in the worst condition category (Category D). A permanent solution is required to ensure the continuity of Roman Catholic education in the county borough, and moving to a 3-16 provision which incorporates Our Lady of the Angels, St David's and St Albans will deliver a more sustainable model of faith based education for the future.



**Collaboration**

A private sector contractor will be appointed by tender to provide design and build services for the project and they will be expected to work collaboratively with all other stakeholders.

Services across the council will work with the the Archdiocese, Education Service and Neighbourhood Service to deliver new school and ensure a smooth transition from the existing schools.



**Involvement**

The council will work with the Archdiocese to ensure that stakeholders are involved in the proposal. This will be through a combination of statutory processes and more informal arrangements the Archdiocese has in place, or will be developing, to maintain links with the church and wider community.

**Section 2)** Assess how well your project / activity will result in multiple benefits for our communities and contribute to the national well-being goals (use **Appendix 1** to help you).

<b>Description of the Well-being goals</b>	<b>How will your project / activity deliver benefits to our communities under the national well-being goals?</b>	<b>Is there anyway to maximise the benefits or minimise any negative impacts to our communities (and the contribution to the national well-being goals)?</b>
<p><b>A prosperous Wales</b></p> <p>An innovative, productive and low carbon society which recognises the limits of the global environment and therefore uses resources efficiently and proportionately (including acting on climate change); and which develops a skilled and well-educated population in an economy which generates wealth and provides employment opportunities, allowing people to take advantage of the wealth generated through securing decent work.</p>	<p>Delivering sustainable education that is fit for purpose will help develop a skilled and well-educated population.</p> <p>Provision of a new building will improve the teaching and learning environment, supporting better educational outcomes and longer term prospects.</p> <p>The new building will meet the BREEAM (Building Research Establishment Environmental Assessment Method) Excellent rating. The opportunity to adopt a Passivhaus design approach</p>	<p>The benefits will be maximised within the available budget. There are no material negative impacts.</p> <p>Work with procurement to ensure all requirements are built into contract and can be evidenced.</p>

	<p>will also be considered.</p> <p>The tender process will require interested parties to detail the community benefits that will be delivered as part of the project, including employment and training (including work placement and work experience for school/college aged learners) opportunities.</p> <p>The contractor appointed through tender will have to advertise sub-contracting opportunities on Sell2Wales and using the Welsh Government’s Supplier Development Service and hold “Meet the Buyer” events.</p> <p>The build process will benefit the local supply chain which will provide expertise, services and equipment.</p>	
<p><b>A resilient Wales</b></p> <p>A nation which maintains and enhances a biodiverse natural environment with healthy functioning ecosystems that support social, economic and ecological resilience and the capacity to adapt to change (for example climate change).</p>	<p>Noise and dust pollution during construction works will be minimal and correctly managed and construction traffic will be managed during the works to minimise the impact on the surrounding area.</p> <p>Steps will be taken to minimise any impact on biodiversity and ecosystems when undertaking construction. This is in line with section 6 of Part 1 of the Environment (Wales) Act 2016 i.e. maintaining and enhancing biodiversity in exercising our functions.</p> <p>The design and build will be sympathetic to the existing local ecology.</p>	<p>The ecology survey will identify areas which could be enhanced as a consequence of investment on the site.</p>

<p><b>A healthier Wales</b></p> <p>A society in which people's physical and mental well-being is maximised and in which choices and behaviours that benefit future health are understood.</p>	<p>The new building will provide a purpose built, more attractive teaching and learning environment with the wellbeing of the staff and young people at the centre of the design process. Its green credentials will contribute to wider health benefits.</p>	<p>Walking and cycling should be actively encouraged.</p>
<p><b>A more equal Wales</b></p> <p>A society that enables people to fulfil their potential no matter what their background or circumstances (including their socio economic background and circumstances).</p>	<p>The new facilities will be suitable for all abilities.</p> <p>The investment will benefit current and future users of the school.</p> <p>Procurement procedures are in compliance with the Equalities Act 2010 (Statutory Duties) (Wales) Regulations 2011</p>	<p>The design team, which will include representatives of the Archdiocese of Cardiff Gwent, will need to develop the best possible layout to support teaching and learning in the school.</p>
<p><b>A Wales of cohesive communities</b></p> <p>Attractive, viable, safe and well-connected communities.</p>	<p>The council, Archdiocese and school and wider community will all contribute to decisions about the design of the new building.</p> <p>Education needs (current and future) have been identified and planned for.</p>	<p>The council will need to work with the Archdiocese and schools to ensure that young people benefit from learning opportunities during the build process.</p>
<p><b>A Wales of vibrant culture and thriving Welsh language</b></p> <p>A society that promotes and protects culture, heritage and the Welsh language, and which encourages people to participate in the arts, and sports and recreation.</p>	<p>Work will be undertaken in compliance with the Welsh Language (Wales) Measure 2011.</p>	<p>n/a</p>

<p><b>A globally responsible Wales</b></p> <p>A nation which, when doing anything to improve the economic, social, environmental and cultural well-being of Wales, takes account of whether doing such a thing may make a positive contribution to global well-being.</p>	<p>Using resources efficiently (building materials, water &amp; energy) will reduce global negative impact by reducing carbon emissions and the use of non-renewable resources.</p>	<p>n/a</p>
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**Section 3) Will your project / activity affect people or groups of people with protected characteristics? Explain what will be done to maximise any positive impacts or minimise any negative impacts.**

<b>Protected characteristics</b>	<b>Will your project / activity have any positive impacts on those with a protected characteristic?</b>	<b>Will your project / activity have any negative impacts on those with a protected characteristic?</b>	<b>Is there any way to maximise any positive impacts or minimise any negative impacts?</b>
Age	<p>The new school will have a broad range of specialist teaching staff and facilities across a wider age range.</p> <p>Transition from primary to secondary school will be seamless for those going to the 3-16 school from age 3.</p>	<p>Some children/parents may be anxious about the broad age range occupying the same building.</p> <p>Transition for those joining from age 11 will need to be carefully planned to ensure learners settle into their new surroundings and with their new peer groups.</p>	<p>The project will draw on case studies where 3-16 schools have been successfully deployed in Wales and beyond to assist in the design and planning for the operation of the new school.</p> <p>The design and operation of the building will need to consider and be sympathetic to the wide age range, with appropriate use of any shared facilities.</p> <p>Schools are very experienced in transition, and will be fully involved in the planning for this change.</p>
Disability	The new school will have to comply with the latest building standards including those relating to access	n/a	The design and project teams will include individuals with expertise in the needs of people with disabilities

	arrangements.		and additional learning needs. The project will also be able to benefit from current practice in schools.
Gender	n/a	n/a	n/a
Gender reassignment	n/a	n/a	n/a
Marriage and civil partnership	n/a	n/a	n/a
Pregnancy and maternity	n/a	n/a	n/a
Race	n/a	n/a	n/a
Religion or Belief	The project will provide a sustainable basis on which to deliver Roman Catholic education in the county borough. It will also include a place of worship replacing two of the Archdiocese's ageing churches.	Whilst being more than sufficient to meet the demand from the Catholic community, the reduced overall capacity from the status quo will provide fewer places for non-Catholics.	The Archdiocese of Cardiff will lead on ensuring the new school, and the transition from the current arrangements fully meet its ambitions for Catholic education.  The Church in Wales will continue to pursue its aspirations for its own secondary school in the region.
Sexual orientation	n/a	n/a	n/a

**Section 4)** Identify decision meetings for project/ activity e.g. Cabinet, Council or delegated decisions taken by Executive Members and / or Chief Officers.

Cabinet

**Officer Name and Job Title:** John Tushingam, Head of Access & Engagement

**Date:** September 2018