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## AGENDA

<b>Committee</b>	CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE
<b>Date and Time of Meeting</b>	TUESDAY, 14 NOVEMBER 2017, 4.30 PM
<b>Venue</b>	COMMITTEE ROOM 4 - COUNTY HALL
<b>Membership</b>	Councillor Bridgeman (Chair) Councillors De'Ath, Philippa Hill-John, Joyce, Morgan, Murphy, Phillips, Taylor and Singh  Patricia Arlotte (Roman Catholic representative), Carol Cobert (Church in Wales representative), Rebecca Crump (Parent Governor representative) and Karen Dell'Armi (Parent Governor Representative)

*Time approx.*

### 1 Apologies for Absence

To receive apologies for absence.

### 2 Declarations of Interest

To be made at the start of the agenda item in question, in accordance with the Members' Code of Conduct.

### 3 Families First 2016/17 - Annual Report (Pages 1 - 86)

4.35 pm

- (a) Tony Young, Director of Social Services, Irfan Alam, Assistant Director Children's Services, and Ceri George Improvement Project Manager - Prevention and Partnerships will present the report and be available answer any questions Members may have;
- (b) Questions from Committee members;
- (c) The way forward for this item will be considered at the end of the meeting

- 4 Female Genital Mutilation Inquiry Report - Cabinet response** 5.15 pm  
*(Pages 87 - 138)*
- (a) Tony Young, Director of Social Services, and Irfan Alam, Assistant Director Children's Services, will present the Cabinet response to Committee and be available to answer any questions Members may have;
  - (b) Questions from Committee members;
  - (c) The way forward for this item will be considered at the end of the meeting.
- 5 School Admissions Arrangements 2019/20. - Draft Cabinet Report** 5.30 pm  
*(Pages 139 - 242)*
- (a) Councillor Sarah Merry (Deputy Leader and Cabinet Member for Education, Employment, Skills) will be in attendance and may wish to make a statement.
  - (b) Nick Batchelar, Director of Education and Lifelong Learning, Professor Chris Taylor, Wales Institute of Social and Economic Research, Data and Methods (WISERD), Cardiff University, School of Social Sciences and Officers will present the report and answer Members' questions;
  - (c) Questions from Committee members;
  - (d) The way forward for this item will be considered at the end of the meeting.
- 6 School Organisation Proposals - The provision of English-Medium Primary School Places in the Adamsdown and Splott. - Draft Cabinet Report.** 6.15 pm  
*(Pages 243 - 254)*
- (a) Councillor Sarah Merry (Deputy Leader and Cabinet Member for Education, Employment, Skills) will be in attendance and may wish to make a statement.
  - (b) Nick Batchelar, Director of Education and Lifelong Learning, and Officers will present the report and answer Members' questions;
  - (c) Questions from Committee members;
  - (d) The way forward for this item will be considered at the end of the meeting.

**7 School Term Time Inquiry - Cabinet Response. (Pages 255 - 280) 7.00 pm**

- (a) Councillor Sarah Merry (Deputy Leader and Cabinet Member for Education, Employment, Skills) will be in attendance and may wish to make a statement.
- (b) Nick Batchelar, Director of Education and Lifelong Learning and Officers will present the report and answer Members' questions;
- (c) Questions from Committee members;
- (d) The way forward for this item will be considered at the end of the meeting.

**8 Way Forward 7.15 pm**

**9 Date of next meeting**

Tuesday 12 December at 4.30pm

**Davina Fiore**

**Director Governance & Legal Services**

Date: Wednesday, 8 November 2017

Contact: Mandy Farnham, 02920 872618, Mandy.Farnham@cardiff.gov.uk

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CYNGOR CAERDYDD  
CARDIFF COUNCIL

CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE

14 November 2017

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FAMILIES FIRST ANNUAL REVIEW 2016 – 2017

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**Purpose of the Report**

1. The purpose of this report is to provide the Committee with an opportunity to review and comment on the Families First Annual Review 2016/17 (copy attached at **Appendix A**). The Annual Report sets out some headline facts about each programme, together with some case studies to highlight how each programme is making a difference.

**Background**

2. Families First is a Welsh Government programme to fund the development and promotion of effective multi-agency systems and support for children, young people and families, particularly those living in poverty. The programme is funded by a £29m grant allocation from the Welsh Government to Cardiff, which supports the delivery up to 2017. It is designed to recognise the specific needs of different families and the common requirement for multiple agencies to provide holistic and integrated packages of support.
3. One of the main aims of Families First is to provide timely help for families when they start to experience difficulty, to prevent problems from escalating. It also aims to work with families who need extra support to increase their confidence to return to work and improve their family income.
4. Families First is about working *with* families who say they need a bit of extra help or services, rather than doing things *to* or *for* them. Involvement in the

programme is entirely voluntary. Families First has also been designed to recognise the specific needs of different families and the requirement for multiple agencies to provide joined-up packages of support by becoming a 'Team Around the Family' where this is needed.

5. The services provided by the Families First programme are therefore designed to be:

- **FAMILY-FOCUSED:** taking a whole family approach to improving outcomes.
- **BESPOKE:** tailoring help to individual family circumstances.
- **INTEGRATED:** with effective coordination of planning and service provision across organisations, ensuring that needs assessment and delivery are jointly managed and that there is seamless progression for families between different interventions and programmes.
- **PRO-ACTIVE:** seeking early identification and appropriate intervention for families.
- **INTENSIVE:** with a vigorous approach and relentless focus, adapting to families' changing circumstances.
- **LOCAL:** identifying the needs of local communities and developing appropriate service delivery to fit those needs, with particular regard for the opportunities to link with the Flying Start, Integrated Family Support Services (IFSS) and Communities First programmes.

### **Families First in Cardiff**

6. Tros Gynnal Plant provides two services that are central to the overall Families First programme in Cardiff. Team around the Family and Freephone

service provides a range of support for families who are experiencing difficulties to help resolve their problems and prevent escalation and the families First Freephone service acts as a central access point to the programme.

7. The Families First programme comprises six 'packages' that provide coordinated services on a particular theme. Each involves a consortium of different providers who work with a Lead Provider:
  - a. **Early Years** – provides a range of support for families with babies or young children (under the age of eight) and for pregnant women. This package is led by Cardiff and Vale University Health Board
  - b. **Child & Youth Engagement (Connect 8-25)** – makes sure that children and young people do well in school, college or work and get the support they need from their families. This package is led by the City of Cardiff Council's Education Service.
  - c. **Sustainable Employment** – provides help for adults in families who want to get back into work or into better paid jobs. This package is led by the local third sector organisation SOVA.
  - d. **Healthy Lifestyles** – helps families to deal with areas like diet, exercise, smoking and sexual health and to live healthy lives. This package is led by Cardiff and Vale University Health Board.
  - e. **Emotional & Mental Health and Wellbeing (Cadarn)** – supports children and young people who are anxious or unhappy. This package is led by Barnardo's.
  - f. **Disability Focus** – provides extra help for families who have a disabled child. This can provide key working as part of the Team Around The Family approach. This package is led by Action for Children.

8. The six packages are monitored through a contact management process using regular “results based” monitoring reports. These are based around three main criteria:
  - a. How much did we do?
  - b. How well did we do it?
  - c. Is anyone better off as a result?

### **Scope of the Scrutiny**

9. The report will provide Members with the opportunity to review the progress made in the management, monitoring and achievement of agreed outcomes of the Welsh Government funded programme. Members may wish to evaluate the following aspects of the whole report:
  - a. What are the key outputs and outcomes?
  - b. How well have the lead providers progressed against the targets?
  - c. What has changed as a result of the packages and how do we know?
  - d. What are the plans for the future?

### **Way Forward**

10. Angela Bourge and Ceri George will present the Annual Review together with some young inspectors to present a compilation of findings from the inspection reports, following which they will all be available to answer questions Members may have.
11. Members may wish to review the Families First Annual Review 2016/17 together with any additional information provided at the meeting and provide any comments, concerns or recommendations to the Council’s Chief Executive and Partnership Board.

## **Legal Implications**

12. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

## **Financial Implications**

13. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. These financial implications will need to be considered before any changes are implemented. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

## **RECOMMENDATIONS**

That Members review the information contained in **Appendix A** together with any additional information provided at the meeting and submit any comments,

concerns or recommendations to the Council's Chief Executive and the Cardiff Partnership Board.

**DAVINA FIORE**

Director of Governance and Legal Services

7 November 2017

# Cardiff

## Families First

# Annual Review

## 2016-17

### DRAFT





For further information on Families First in Cardiff, please contact the central Families First Team in Children's Services:

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# 1. INTRODUCTION

## 1.1 What is Families First?

'Families First' is a Welsh Government-funded programme to promote effective multi-agency support for children, young people and families. One of the main aims of Families First is to provide timely help for families when they start to experience difficulties, to prevent problems from escalating. The first programme also aimed to work with families who need extra support to increase their confidence to return to work and improve their family income.

Families First sits alongside Communities First, Flying Start and Supporting People as key elements in the Welsh Government's strategy for tackling poverty. In Cardiff, these programmes are brought together to make the most effective use of funding to meet local needs. They form an important element in the work of Neighbourhood Partnerships. There is further information about this on page 73.

## 1.2 How does Families First work with families?

Families First is about working *with* families who say they need a bit of extra help or services, rather than doing things *to* or *for* them. Involvement in the programme is entirely voluntary.

Families First has also been designed to recognise the specific needs of different families and the requirement for multiple agencies to provide joined-up packages of support by becoming a 'Team Around the Family' where this is needed.

In line with guidance from Welsh Government, the services provided by the Families First programme are designed to be:

- **FAMILY-FOCUSED:** taking a whole-family approach to improving outcomes
- **BESPOKE:** tailoring help to individual family circumstances
- **INTEGRATED:** with effective coordination of planning and service provision across organisations, ensuring that needs assessment and delivery are jointly managed and that there is seamless progression for families between different interventions and programmes
- **PRO-ACTIVE:** seeking early identification and appropriate intervention for families
- **INTENSIVE:** with a vigorous approach and relentless focus, adapting to families' changing circumstances
- **LOCAL:** identifying the needs of local communities and developing appropriate service delivery to fit those needs, with particular regard for the opportunities to link with the Flying Start, Integrated Family Support Services (IFSS) and Communities First programmes

## 2. FAMILIES FIRST IN CARDIFF 2016-17



Putting Families First  
in Cardiff

*Families First delivered important services for families during 2016-17, despite an 11% reduction in funding from Welsh Government. Providers made every effort to maintain delivery and minimise the impact on families.*

*2016-17 was the first full year of delivery after management of the programme moved to Children's Services. This move confirmed the role of Families First in delivering preventative services and supporting implementation of Cardiff's Early Help Strategy.*

*However, during the year, the Cabinet Secretary also published his intention to maintain Families First but with a new focus. This required a further review of provision and the start of a move towards a new Families First programme.*

*This report provides further information about the programme, and about the progress and changes over the year.*

### 2.1 Overview of the Programme in Cardiff

The Families First programme is managed by Cardiff Council. The first programme was designed to meet Welsh Government's requirements but also to fit with local ways of working and to make sure that the services met Cardiff's needs.

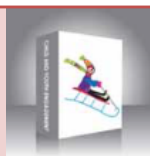
The Families First services started at the beginning of April 2013. The specifications were based on an assessment of needs carried out as part of the development of Cardiff's single integrated plan, [What Matters](#).

The resulting programme comprised six 'packages' that provide coordinated services on a particular theme. Each involves a consortium of different providers who work with a Lead Provider:



#### **Early Years**

Provides a range of support for families with babies or young children (under the age of 8) and for pregnant women. Cardiff and Vale University Health Board lead this package.



#### **Child & Youth Engagement (Connect 8-25)**

Makes sure that children and young people do well in school, college or work and get the support they need from their families. City of Cardiff Council's Education Service leads this package.



### Sustainable Employment

Provides help for adults in families who want to get back into work or into better paid jobs. Sovo leads this package.



### Healthy Lifestyles

Helps families to deal with things like diet, exercise, smoking and sexual health and to live healthy lives. Cardiff and Vale University Health Board leads this package.



### Emotional & Mental Health and Wellbeing (Cadarn)

Supports children and young people who are anxious or unhappy. Barnardo’s leads this package.



### Disability Focus (Disability TAF)

Provides extra help for families who have a disabled child. This can provide key working as part of the Team Around the Family approach. Action for Children leads this package.

In addition to the six strategically commissioned ‘packages’ of support, Cardiff Council also commissioned two city-wide services: the Families First Freephone and Cardiff Team around the Family (CTAF), both delivered by Tros Gynnal Plant:



### Families First Freephone

The Families First Freephone service provides a central access point to the Families First programme in Cardiff for families and professionals. The Freephone number is answered by a skilled and experienced practitioner who is able to provide information on Families First services - where these services are available and how to access them.

**The Families First Freephone number is 0808 800 0038.**

**There is also a Freetext number 80800 – messages should start with FamiliesFF.**



### Cardiff Team around the Family (CTAF)

Provides a team of family workers who help to coordinate a Team Around the Family approach for families with more complex needs (i.e. who need four or more services), but who do not pass threshold for social services interventions. Tros Gynnal Plant deliver this service alongside the Freephone.



## Infrastructure

There are also a number of very important elements of 'infrastructure' support, which underpin work across the programme. This includes:

- Work with Young Commissioners/Young Inspectors, which ensures that young people are involved in planning and monitoring delivery of services
- Provision of TheSprout website for young people which makes sure that information about services is provided in an accessible form
- A Parenting Coordinator, who ensures that parenting services are quality assured and evidence-based
- Use of Time Credits to reward and encourage volunteers within the programme

The sections below carry further information about these Families First services. They also include case studies, which illustrate the difference that they are making to families.

**All the data provided in this report is taken from information reported by Families First projects in their RBA report cards (see 2.2 below) and anonymised data returns. However, to understand this information, there are a couple of things to note:**

- **Individuals and families are counted each time they access a separate project so may be counted more than once in aggregate information. This is a formula agreed with Welsh Government.**
- **Individuals counted in report cards include existing service users *and* new service users. Anonymised data is only collected in relation to new individuals, so appears to reflect lower numbers. (Anonymised data for existing service users would have been gathered and reported in the previous year.)**
- **Within report cards, the 'Better Off' information recorded relates to the numbers reported in the 'How Much' section. However, the information reported in these sections of the infographics may be taken from different report cards. This means that the figures do not directly relate to each other. In particular, 'How Much' information relates to delivery across the Programme (for the overall infographic) or a package (for the individual infographics). However, the 'Better Off' information relates only to individuals taking part in projects that deliver against that particular measure (e.g. only the 'into work' projects collect data about numbers getting into employment).**
- **Additionally 'Better Off' information is collected after a piece of work has ended, so relates only to individuals whose cases closed within the year, not all individuals accessing the project.**

## Overall Performance 2016-17

### How much did we do?

**19,751**

individuals accessing a commissioned project

**822**

Phone calls to Families First Freephone



**270**

JAFFs completed

Worked with

**175**  
Schools



**65**

services

### How well did we do?

**96.9%**

of participants were satisfied with their service

**91.7%**

of participants completed their service intervention

**100%**

of families reported that their TAF worker kept in contact with them to support their plan to work

**153**

People into work

**146**

families with a disabled child increased income following welfare benefits advice with £734,991 additional benefits awarded as a result

**1484**

Parents benefitting from a parenting intervention

**3019**

People improved emotional and mental health and wellbeing

**184**

young people with improved attendance

**2537**

families reported that they feel they can contribute to changes in lifestyle and behaviour

**513**

young people with improved physical activity

**125**

families affected by disability report improved emotional resilience

### How is anybody better off?

2016/17 figures



Families First Free Phone  
0808 800 0038



Website  
[www.cardiffpartnership.co.uk](http://www.cardiffpartnership.co.uk)



Twitter  
#FamiliesFirst



## 2.2 Monitoring Progress and Audit

Results Based Accountability [RBA] is the framework for measuring the difference that Families First services make to families. Performance monitoring of each of the services delivered is based around three key questions:

- How much did we do?
- How well did we do it?
- Is anyone better off as a result?

Each of the services has a detailed report card with performance measures based on these key questions and in line with the service levels set out in their original tenders. The report cards also provide monitoring across the six Neighbourhood Partnership areas of Cardiff.

Each quarter, the central team map the performance measures in these individual report cards against national performance measures which are reported to Welsh Government.

The central Families First team also work with Lead Providers to ensure robust financial reporting. This helps the team to monitor whether funding has been spent effectively and in line with the plan that had been agreed with Welsh Government. However, for a further year, Welsh Government asked for any identified underspend to be returned rather than reallocated to alternative or new work.

Measuring Performance 2014-2015												
Activity/Project: Families Learning Together			Providers: Cardiff Council - CAVC									
D: C1&E 2.1		Outcome(S) met: 2,3,4,8,7		Funding Allocated: £82,500			Actual Spend: £82,500.00			Number of individuals with open cases carried over from 2013/14: 0		
			Number of children with open cases carried over from 2013/14: 0			Number of parents with open cases carried over from 2013/14: 0						
Customer Group: Families accessing full & half day course												
How Much?	Q1	Q2	Q3	Q4	Cumulative	Baseline Target	How Well?	Q1	Q2	Q3	Q4	Baseline Target
# of full day courses	2	2	0	2	6	6	% of children rating courses as good or excellent	0%	100%	100%	100%	90%
# of half day courses	4	4	0	4	12	12	% of children rating courses as good or excellent	0%	100%	100%	100%	90%
# of children accessing courses	41	47	0	44	132	144	% of parents rating courses as good or excellent	0%	94%	96%	100%	90%
# of children completed the course evaluation	0	37	42	36	115							
# of parents accessing courses	37	45	0	42	124	144						
# of parents completed course evaluation	0	34	41	34	109							
Is Anyone Better Off?												
	Number					Baseline Target	Percentage					
	Q1	Q2	Q3	Q4	Cumulative		Q1	Q2	Q3	Q4	Annual to date	Baseline Target
# & % children will have improved language skills	0	37	42	36	115	130	0%	100%	100%	100%	100%	90%
# & % of children will make progress from their previous attainment level	0	37	42	36	115	115	0%	100%	100%	100%	100%	80%
# & % of children will report feeling more positive about their learning	0	37	42	36	115	130	0%	100%	100%	100%	100%	90%
# & % of children achieving individual targets from the workshop card	0	37	42	36	115	130	0%	100%	100%	100%	100%	90%
# & % of parents will report more positive relationships with schools	0	32	39	30	101	122	0%	94%	95%	88%	93%	85%
# & % of parents achieving individual targets from the workshop card	0	34	41	34	109	130	0%	100%	100%	100%	100%	90%
# & % of parents will have improved language skills	0	34	41	34	109	130	0%	100%	100%	100%	100%	90%
# & % of parents to achieve Agreed Gcma accreditation	0	36	41	34	111	115	0%	100%	100%	100%	100%	80%
# of parents by Neighbourhood												
Cardiff North				Cardiff East				Cardiff South East				
Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
3	11	0	10	0	0	0	0	12	6	0	23	
Cardiff West				Cardiff South West				City Centre & South Cardiff				
Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	
0	0	0	0	1	11	0	0	21	17	0	0	
Quarterly Total				Overall Total								
Q1	Q2	Q3	Q4									
37	45	0	42	124								
Out of Area				Out of Area Total								
Q1	Q2	Q3	Q4									
0	0	0	0	0								
Quarterly Comments												
Families Learning Together run full day (one day a week for one term) and half day (half a day a week for one term) courses for parents and children for whom English is an additional language in schools across the city. The main aim of the programme is to break the cycle of underachievement and to increase parental knowledge and understanding of literacy and numeracy in the home curriculum. In addition this parents are encouraged to progress into further studies or into the workplace. Family Programmes aim to foster more positive relationships between home and school and many of the parents who participate go on to help us in voluntary work at school. Parents and children are taught separately for part of the course with an emphasis on language development. All parents are offered the opportunity to complete Agreed Gcma accreditation. In addition parents and children work together in a joint session focusing on language activities to support the school curriculum.												
No courses are run during Q3. However, in terms of the evaluations for How Well and Better Off measures, evaluations are completed in Q2 for Q1 courses, in Q3 for Q2 courses and in Q4 for Q4 courses.												
Q1: No young people carried over as evaluated at the end of last year and results are in last year's reports. Courses started in April/May and will finish in July. Outcomes for 45 children and 36 parents on full and half day courses carried over to Quarter 2. Numbers recruited to courses slightly lower than projected (target = 6 per course). Families Learning Together continues to work with individual schools to recruit to each course and to reach target families. Schools in Quarter 1 are Ninian Park Primary, Llanedeyrn Primary, St Joseph's R.C. Primary, St Alban's R.C. Primary, St Mary's the Virgin R.C. Primary and St Paul's C. in W. Primary.												
Q2: Outcomes are for courses which started in April/May and finished in July. Numbers recruited to courses slightly lower than projected (target = 6 per course) and not all parents who started completed the course. Families Learning Together continues to work with individual schools to recruit to each course and to reach target families. Courses started in Q2 (Sept) evaluated at end of course in Dec (quarter 3). Schools in Quarter 2 are Stacey Primary, Grangeview Primary, St Mary's R.C. Primary, St Philip Evans R.C. Primary, Kitchener Primary and Glyncoed Primary.												
Q3: No courses started due to courses being run during school term time. Courses started in Q2 (Sept) and ended during Q3 (Dec).												
Q4: Schools in Quarter 4 are Severn Primary, Moorland Primary, Budei Powell Primary, Adamsdown Primary, Birchgrove Primary and Rother Park Primary.												

**Report cards enable close monitoring of performance measures**

**“Data collection from the local authority is of a high quality and the report cards used by the LA provide good detail for commissioning decisions ongoing”**

National Evaluation of Families First, Year 3 Local Authority Feedback, Ipsos MORI Ecorys on behalf of Welsh Government

Cardiff Council is part of a Wales Audit Office pilot to look at how funding has been used to deliver outcomes. 2016-17 is the first year to be examined under the pilot. Audit staff are currently looking at arrangements for reporting performance as well as finance.

The quality of data gathered across the life of the programme has also been used to contribute to the review that the central Families First team have been carrying out as the last part of the first commissioning cycle (*‘Analyse, Plan, Do, Review’*). This review is informing plans for the next round of commissioning (see also Section 12.2 below *‘Next Steps’*).

## 2.3 Meeting the needs of a diverse population

Cardiff has the largest and most diverse urban population in Wales. Families First services provide anonymised data about their service users to improve our business intelligence. The central team monitor this information to ensure that we are reaching the right target groups and providing services that are available to all who need them across the city.

The anonymised data enables the team to analyse where service users live across the city, their protected characteristics, language needs and family members etc. However, this detailed information is only gathered for those families and individuals who work with Families First services on an extended basis.

In total, detailed information was collected in relation to 7,452 service users over the 2016-17 reporting period. This represents a decrease of 26% on the previous year's total of 10,184. This reduction could be attributed to a number of factors. There was a reduction of Welsh Government funding for 2016 -17, which led to a reduction in service provision. However, in addition to this, the quality of data received has also improved so that there are fewer duplicates.

*“Cardiff as the largest LA in Wales, by population and budget, has differing challenges in implementation of Families First to the rest of Wales; particularly relating to the diverse communities living in the city.”*

National Evaluation of Families First, Year 3 Local Authority Feedback, Ipsos MORI Ecorys on behalf of Welsh Government

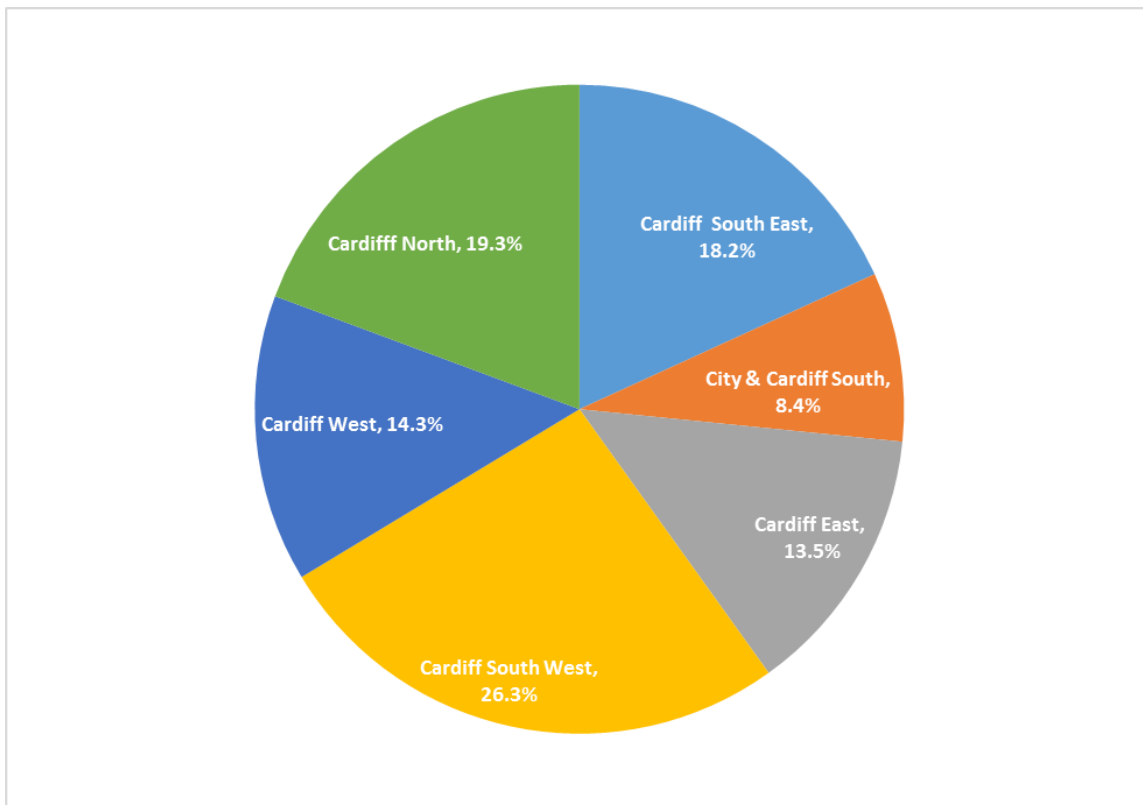
### HEADLINE FACTS ABOUT FAMILIES FIRST SERVICE USERS IN CARDIFF

- Out of the 6,745 service users who gave their ethnicity, 5,091 classified themselves as White British or White Welsh. The next two highest ethnicities were Ethnic Group Other (440) and White Other (246).
- Of the 7,335 (98.4%) service users who reported on disability, 1,185 identified as a disabled child and 236 as a disabled adult.
- In terms of service users by age and gender, similar to last year, the biggest group overall was females in the 25+ age group.
- The largest number of individuals reported by neighbourhood partnership area came from Cardiff South West (7,188 / 26.3%).
- Out of the 7,452 referrals, the largest number were Self-Referrals (2,733) with Schools and Education (1,812) providing the second highest number of referrals.
- Families First delivered services to families with a range of different home languages. Of the 6,588 who reported home language, 5,950 classified their home language as English. The second highest language was Czech with 119.



One of the strengths of the Families First programme is that it is able to respond based on identified need, not a service user's postcode. The data enables the Families First team to monitor delivery of services for families living in different Neighbourhood Partnership areas across Cardiff:

**Figure 1: Service Users by Neighbourhood Partnership Area, 2016-17**

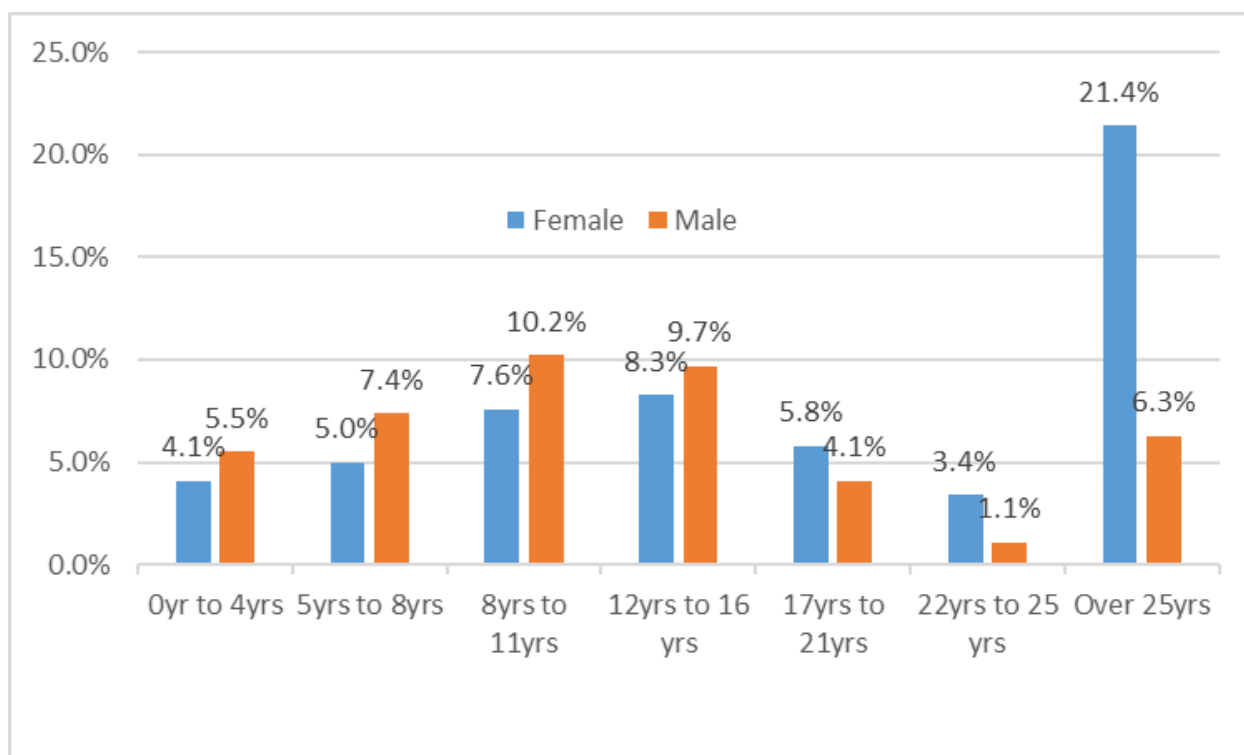


*Baseline of 7,188 represents 96.5% of the total number of service users*

As in previous years, 2016-17 data shows that there are families who need additional help in all parts of the city, not just the 'Southern Arc'. The programme delivered services to families in every ward of the city.

The programme also works with families with children of all ages from pre-birth up to 25 if the young person is vulnerable. Figure 2 below provides more detailed breakdown of the age and gender of Families First service users.

**Figure 2: Service Users accessing Families First in Cardiff, by age and gender, 2016-17**



*Baseline of 7,416 represents 99.5% of the total number of service users*

The Families First programme accepts referrals from families themselves as well as from professionals. Table 1 shows the distribution of referrals for service users by source. The largest number were Self-referrals, which accounted for 2733 referrals (36.7%). This was followed by Schools and other Education Services, which accounted for 1812 referrals (24.32%).

**Table 1 – Distribution of referrals by source**

Source of referral	Total	Source of referral	Total
Self-Referral	2733	Police	105
Schools and Other Education Services	1812	Child and Adolescent Mental Health Services	76
Third Sector	1270	Job Centre Plus	73
Health Visitors	437	GPs	61
Children's Social Services	372	Housing Services	59
Other Primary Care Services	234	Other Employment Support Services	56
Other	156	Adult Social Services	8
<b>Total</b>		<b>7,452</b>	

Baseline of 7,452 represents 100% of the total number of referrals

The 10 schools with the highest level of referrals/ service users are shown in Table 2 below:

**Table 2 – Top ten schools referring**

Rank	School	No of Referrals/ service users
1	Eastern High School	148
2	Ninian Park Primary School	138
3	St Teilo's Church in Wales School	98
4	Michaelston Community College	96
5	Fitzalan High School	81
6	Whitchurch High School	79
7	Willows High School	78
8	Grangetown Primary School	72
9	Cathays High School	71
10	Llanishen Fach School	70

While a significant majority of service users had English as their home language, Table 3 illustrates the diversity of the home languages of Families First service users.

**Table 3 – Distribution of service users by home language**

Language	Total	Language	Total	Language	Total
English	5950	Italian	6	Amharic	1
Czech	119	Spanish	6	Austrian	1
Arabic	103	Tigrinya	6	Dutch	1
Bengali	48	French	5	Gujarati	1
Urdu	42	Krio	4	Hindko	1
Albanian	36	Russian	4	Icelandic	1
Polish	26	Dari	3	Indian	1
Welsh	26	Oromo	3	Kinshasa	1
Farsi	26	Punjabi	3	Malay	1
Slovak	22	Shona	3	Ndebele	1
Kurdish	20	Vietnamese	3	Persian	1
Somali	18	Lithuanian	2	Tagalog	1
Other	16	Pakistani	2	Thai	1
Portuguese	15	Pashto	2	Turkish	1
Cantonese	14	Romanian	2	Yoruba	1
Mandarin	13	Swahili	2		
Bangladeshi	10	Sylheti	2		
Punjabi	9	Tamil	2		
				<b>Total</b>	<b>6,588</b>

**Baseline of 6,588 represents 88.4% of the total number of service users**

The full reports on the data collection for 2016-17, 2015-16, 2014-15 and 2013-14 are available on:



### 3. TEAM AROUND THE FAMILY AND FREEPHONE SERVICES

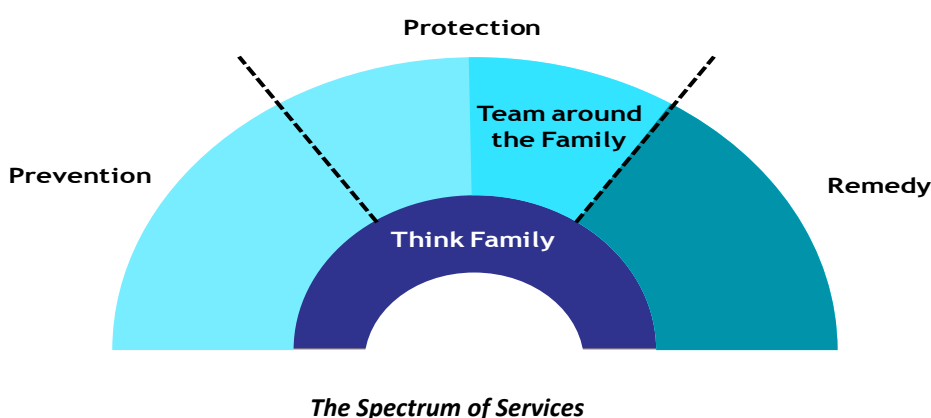
*Tros Gynnal Plant provides two services that are central to the Families First programme in Cardiff: the generic team that supports Team around the Family [TAF] working and the Families First Freephone Service that acts as a central access point to the programme.*

#### 3.1 Cardiff Team Around the Family team

The aim of Cardiff Team Around the Family team (CTAF) is to provide a service to families who are experiencing difficulties to help those families resolve their problems and prevent things from escalating. Team around the family working is a central requirement of Families First.

The target group for CTAF are those families with complex needs but before they reach the stage where they need social services interventions. CTAF coordinate a team around the family response where a family’s needs indicate that they would require support from four or more services. These may be any services, not just Families First services. Also, the family may not necessarily be accessing those services – only in need of them.

**Figure 4: Where CTAF is placed on the Spectrum of Services**



The Spectrum of Services above shows where the Team Around Family team is placed in relation to other tiers of services. The spectrum covers the range of needs from ‘prevention’, where families’ needs can be met through universal services, through ‘protection’, where families may need some targeted additional support, through to remedy where families need statutory interventions.

The Families First programme provides services for those families who are generally coping but just need some additional help at a specific time, or the right information to get them back on track

(prevention at tiers 1 and 2), through to services for families with higher levels of needs (protection at tier 3), but who do not meet the criteria for a social services intervention (remedy at tier 4).

### **The Joint Assessment Family Framework (JAFF)**

The Joint Assessment Family Framework (JAFF) is a tool to help families identify their strengths and needs and develop a family plan. Members of the CTAF team use the JAFF to help structure their work with families. However, the first step is always engagement with the family and starts with what concerns the family. The team draw on their experience of restorative approaches to ensure that they work *with* families to do this.

During 2016-17, the CTAF team supported the Improvement Project Manager in Children’s Services to run a pilot to test out whether the JAFF could be used by other practitioners as part of the Early Help Strategy (see section 11 below).

During the year, the team also undertook training in Signs of Safety to ensure that they carried out assessments using an approach that was consistent with the new approach in Children’s Services.

### **CTAF delivery in 2016-17**

The CTAF team provide a detailed breakdown about the families that they were working with and the referral route. Not only does this provide valuable information for monitoring the effectiveness of the Families First programme but it also provides intelligence about family needs that will help decision-makers in planning services and will be included in the commissioning review.

#### **TAF Families – Main Sources of Referrals**

Type of Organisation	Number of referrals
Schools	62
Self-Referrals	46
Social Services	42
Third Sector	23
Police – Women’s Pathfinder	17

#### **TAF Families – Top ten issues raised**

Key Issues	Total
Emotional Well-Being	146
Education/Attendance	145
Parenting	105
Family Relationships	105
Finance	91
Mental health	81
Behaviour	68
Domestic Abuse/Sexual Abuse	65

Health	65
Housing	56



Tros Gynnal Plant  
Standing up for Children

# Team Around the Family and Freephone Services



## Performance 2016-17

### How much did we do?

**174**  
JAFFs completed

**357**  
Times when other  
services engaged  
in the TAF process

**488** families received  
help from Freephone

We've worked with **547** children and young people and **391** adults

### How well did we do?

**100%** of professionals felt engaged in the TAF process

**100%** of families reported that their TAF worker kept in contact to support their plan to work

**98%** adults and 99% of children felt central to process and their voices heard

**537** callers to Freephone reported a better understanding of Families First

**71** families reported improved access to Families First services

**47** TAF families completing at phase 1 reported improved relationships

**54** TAF families completing at phase 1 were better able to resolve their own problems

**86** TAF families completing at phase 2 found working with TAF beneficial to their family

**95** professionals involved in the TAF felt the family benefitted from working with TAF

**72** of TAF families completing at Phase 2 reported an improvement against one or more domains

### How is anybody better off?

2016/17 figures

Families First Free Phone  
0808 800 0038



Website  
[www.cardiffpartnership.co.uk](http://www.cardiffpartnership.co.uk)

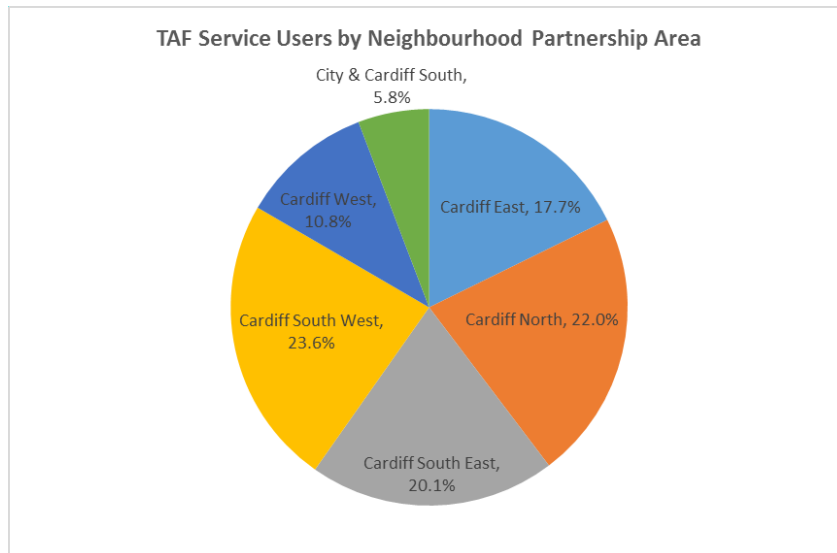


Twitter  
#FamiliesFirst



TAF families come from across the city. In comparison with last year (2015-16), the number of families from North Cardiff and South East Cardiff has increased, but has decreased in Cardiff South West. Even though Cardiff North is an area that is traditionally seen as less deprived, the area provided the second highest number of families in 2015-16 and in 2016-17.

**Figure 5: TAF Service Users by Neighbourhood Area**



Baseline of 897 represents 97.3% of the total number of service users (i.e. individual family members)

**Feedback from TAF service users**

As part of the process, service users provide feedback on the service and any improvements that could be made:

*“Working with team around the family has given me more confidence to ask for help and has given me hope that things are going to get better.”*

*“Having a plan in place has helped so much. A big weight lifted off as can ask for help when we need it.”*

*Adult: “It has been so helpful, and I’ve been amazed at the resources available.”*

*Child: “They have helped me and my Mum get along and also helped me sort out school.”*

*Mum said: “They were very good listeners, non-judgemental, empathetic to my needs and the family as a whole. Very professional in searching out appropriate services specific to my needs and in good timing.”*

*YP said: “You’re easy to talk to.”*

*“I find my practitioner easy to talk to and feel she understands myself and family and never judges.”*





**Got children? Lots going on with your family?  
Finding it difficult to cope? Want to make some  
changes? Cardiff TAF might be able to help...**

Children, young people and their families sometimes need a little extra help for them to have happy and healthy lives.

The Team around the Family aim to work with families to help them identify their strengths and needs and make their own family plans to guide them towards their goals.

**1** TAF are contacted by a family or someone working with a family because they want help to make changes to improve their lives.

**2** The family will be contacted by a TAF worker to talk about what has been happening in their life.

**3** Together the TAF worker and family try to work out what the whole family need.



**4** The family and TAF worker pick services they would like to work with.

**5** Those services, plus friends are invited to take part in a TAF family meeting.

**6** At the meeting the family will agree an action plan which should aim to help the family to move forward.

**7** The TAF worker will help make sure the plan is followed by the family and services they have chosen to support them.



**GET IN TOUCH WITH US:  
02920 487 816 or email us at  
TAF@trosgynnal.org.uk**



## 3.2 The Families First Freephone Service

The Families First Freephone service provides a central access point to the Families First programme in Cardiff for families and professionals. 2016-17 was the third full year of the Freephone service and the service has quickly established itself as a vital resource:

- You can phone this number if you or your family would like to know more about Families First services. Someone will be able to come and see you to talk you through what services there are and to support you to access them.
- You can phone this number if you are a professional and would like more information about Families First in Cardiff or would like someone to visit a family you are working with to discuss the services they could access.

The Freephone number is answered by a skilled and experienced practitioner who is able to provide information about Families First services - where these services are available and how to access them.



**The Families First Freephone number is 0808 800 0038.**

**There is also a Freetext number 80800 – messages should start with FamiliesFF.**

The main role of the Freephone service is to provide information and advice over the phone and to signpost to appropriate services where needed. During the year, the service handled an increasing number of calls, with a substantial number coming from families themselves:

### Distribution of Freephone service users by source of referral 2016/17

Source of Referral	Total	Source of Referral	Total
Self – Referral	290	Child and Adolescent Mental Health Services	5
Schools and Other Education Services	54	Other Primary Care Services	4
Children’s Social Services	29	GPs	3
Police	7	Health Visitors	3
Third Sector	7		

Baseline of 402 represents 100% of the total number of service users

*“The TAF phonenumber appears to have been a major success in ensuring that families in need are being identified. The soft referral process means that families can be assessed fully before being taken into the programme or sign-posted elsewhere. This is shown in the data where 26% of all referrals are self-referrals compared with only 9% in the rest of Wales. If Families First is to be a non-coercive provision, then this may be one of the better ways to identify the right families to work with.”*

Initial feedback from 3<sup>rd</sup> year evaluation of Families First, Ipsos MORI Ecorys on behalf of the Welsh Government

Where needed, the service also goes out to visit families and to complete a JAFF with them to help families identify the services they need. Where they identify a small number of services, they will be signposted to the relevant services. However, if the families identify that they need more than four services, they will continue to have support from the team through a full team around the family process. During the year, 32 families who had contacted the Freephone went on to receive support through the full TAF process.

### Freephone Families – Top ten issues raised

Key Issues	Total
Emotional Well-Being	268
Behaviour	195
Parenting	165
Education/Attendance	135
Family Relationships	126
Health	69
Mental health	58
Access to Services	51
Housing	48
Finance	43

The following case studies illustrate how the Team Around the Family and Freephone processes work and the benefits that they can offer the families involved.

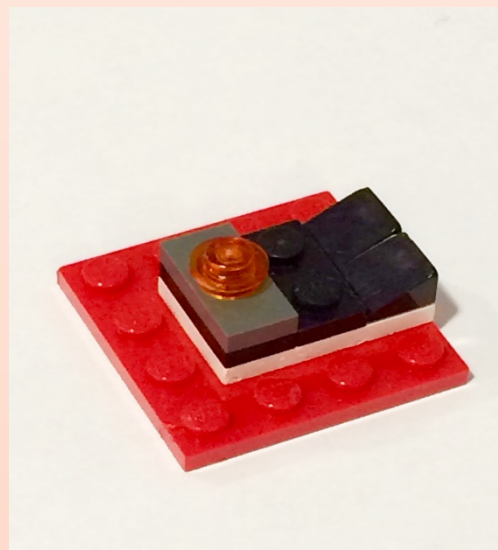
### TAF CASE STUDY 1

This case study details how a practitioner used Lego in order to gain an understanding of family life from the perspective of a 9-year old child with an attachment disorder. The child disliked meeting new people and he found communication difficult, resorting to various different personas in relation to adults in order to get his needs met. He was a very literal thinker and found the concept of emotions in others difficult to grasp and his own emotions difficult to manage.

During the initial meeting, the TAF practitioner attempted to explain that their role was to help the child to explore family life, to look at what was important to him and work with the family to bring in services and make changes to improve things. He was very wary of this and did not want to communicate directly with the practitioner at first. When asked what toys he liked to play with when he was at home, he responded that he liked Lego, the TAF practitioner asked if they could have a look at some of his Lego with him. Initially the child said no, that he didn't like to show people his Lego as it was his Lego and not one else's, but at the same time he opened a cupboard door showing inside 30-40 Lego people lined up. When asked which toy was his favourite and he said he liked the superhero ones best because they had special powers. He then left the room and two minutes later came in with a big box full of Lego.

The practitioner sat on the floor of the living room with him and talked while making little Lego models. He talked about how he would like superpowers too because then he could make things better and he would find playing with his brothers easier. He said he argues with his brothers sometimes and does not like this. The Lego was a useful distraction for the child and enabled the TAF practitioner to ask him about topics he found difficult.

They were able to talk about how he was feeling now he is on medication for his sleep; he said that when he takes his medicine he is able to go to sleep quickly and he doesn't wake up in the night all the time and annoy his brother. He finds he gets on better with his brothers now he is on his medication. At the end of the visit, he came to the front door to say good-bye with a little Lego model in his hand that he had made. He handed it to the TAF practitioner and said it was a panic button he had made for them. He said if the TAF practitioner pressed it then he would swoop in to the rescue like a superhero. The TAF practitioner said that maybe he could make one for himself too and press it if he wants to tell them anything, then his Mum could let them know and the practitioner could drop by and see him. Going forward, the Lego panic button is a good starting point now for continuing conversations, as the practitioner is able to ask him if he has pressed it recently and explore these situations with him.



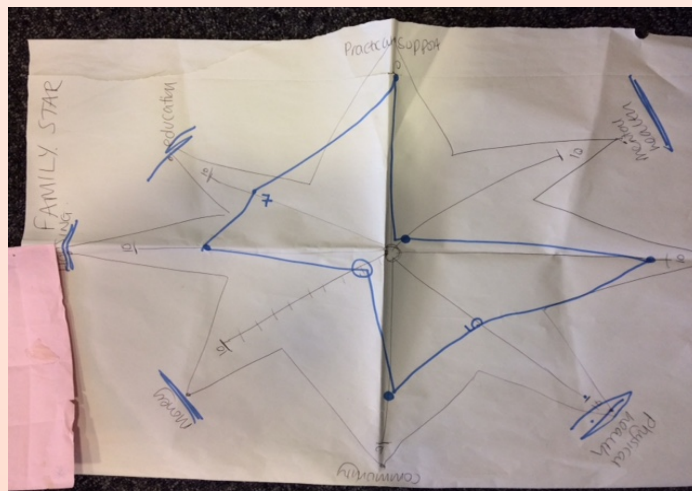
### **What has changed?**

Through this one off use of the Lego, the TAF practitioner was able to gain an insight into the child's world and incorporate this into the JAFF and Family Plan – from this a referral to Restorative Approaches Family Group Meetings was made and the family are now being supported to work on their relationships.

## TAF CASE STUDY 2

Team Around the Family received a referral from a Child and Adolescent Mental Health Service (CAMHS) Family Therapist who was working with child A. The referrer identified a number of issues facing the family of Ukrainian asylum seekers and their lack of access to support services. All the female members of the family had been affected by sexual violence in their country of origin and the daughter had been sexually assaulted in the UK.

After the first few home visits, working restoratively with all four family members the family were able to identify and prioritise their needs. These included parent and children's emotional wellbeing, parental health, finances and education. The family were helped to complete the family star, which showed their needs and the perception of their current situation. The TAF team worked with an interpreter complete the JAFF and put together the family narrative. The JAFF was also translated into Russian for this purpose.



### What has changed?

Since the intervention has started, the family have a much more positive outlook, and report being able to think of a future that is full of possibilities. Mum attends the Oasis centre and helps in the kitchen. The daughter engages in transitional support that will take her from formal education into further education where she hopes to study Hairdressing. Although the son doesn't yet have leave to remain, he has four letters of support that TAF coordinated from agencies that are involved with the family - they could see how important he is in helping keep the family together.

Overall, four family members engaged in the process (Mother, father and the two children). TAF also managed to secure support from four services for the family.

The feedback from the family has been very positive and this coincided with some of the family being granted leave to remain. The Oasis Centre staff commented that 'TAF has helped the family in so many ways'. Mum was very grateful and cooked a Ukrainian family dinner for the TAF practitioner, the EWO and Careers Adviser to say thank you for their joint work.

## **FREEPHONE CASE STUDY**

The referral came through on the Families First Freephone from a primary school head teacher who had been given the Freephone number by the Family Information Service. The family consisted of Mum, Dad and daughter (5years).

The referrer had concerns for the family, in particular surrounding the emotional well-being of the daughter, who has been diagnosed with global delay syndrome.

Mum did not have the knowledge of services to self-refer, but the Freephone call handler felt the family may benefit from a visit to see if there were any other issues that might need support. At an agreed time and date, a practitioner conducted a visit to the family home.

The practitioner engaged with the family using restorative approaches and motivational interviewing techniques. After being given a full explanation of the service, and having confidentiality explained, Mum began to discuss issues that were affecting her.

Mum has had a clinical diagnosis of depression, which prevented her from working. She felt that the primary school were making excellent provision for the needs of her daughter. However, in the past, her daughter has had access to a variety of health professionals from speech and language therapists to physiotherapists, and each time an intervention comes to an end Mum is filled with anxiety.

Mum revealed that she and Dad are both socially isolated in her community. Dad says that they never meet up with other couples socially. Mum wanted help to overcome her anxieties so that she could form friendships with other mums and find the strength to return to work.

After the Freephone visit, Mum was very open to support from other agencies. She agreed to the information sharing required to make referrals on her behalf.

A JAFF was completed and a copy sent to the family outlining the services that were going to be contacted. This was backed up with a telephone conversation with Mum.

As a Freephone case, this was a one off visit to the family. However based on the needs of the family referrals were made to:

- Action for Children: Early years. Assisting with 1:1 parenting support
- Home Start: Providing a befriending service
- Journeys: Providing mental health support.
- Mind: providing specialist help with depression.
- Cardiff Concern: Providing a counselling service.





The Early Years package provides a range of support for families with babies or young children (under the age of 8) and for pregnant women. This package is led by Cardiff and Vale University Health Board and works closely with health and early years professionals. It also makes very good use of volunteer and peer support through services like Home Start.

The Early Years package provided support for families across the whole of Cardiff and is complementary to the Flying Start provision, which is available only in certain areas. Services on offer include:

- Parenting support for parents of children under 8
- Support for mothers experiencing post-natal depression
- Stay and play and targeted childcare
- Support for speech and language development
- Dietetics support for good nutrition in the early years
- Support for families affected by domestic violence
- Welsh language activities for families with young children

During 2016-17, the package continued to provide very valuable services directly to parents who were struggling to cope with their young families. However, a very important part of the way in which the package operates is to provide training and support to improve the skills of the early years workforce in certain areas. This included training in nutrition and healthy eating, speech and language support and motivational interviewing.



Safety work by SafeAs





**GIG**  
CYMRU  
**NHS**  
WALES

Bwrdd Iechyd Prifysgol  
Caerdydd a'r Fro  
Cardiff and Vale  
University Health Board



# Early Years Package Performance 2016-17

## How much did we do?

**82**

programmes and clubs delivered

**18**

Services

**121**

staff trained

**5393**  
participants

**1,130**  
1 to 1 support sessions delivered

## How well did we do?

**90.3%** 😊

satisfied with their service

**92.2%** of participants completed their service intervention

**110**

parents reported improved family relationships

**439**

parents reported improved parenting skills

**538**

parents more confident in using Welsh with their children

**259**

parents reported and improvement in their child's wellbeing following the service they received

**54**

pregnant women in situations of domestic violence reported an increased feeling of safety

**309**

families reported an improvement in family management after support from Home Start

## How is anybody better off?

2016/17 figures



Families First Free Phone  
0808 800 0038



Website  
[www.cardiffpartnership.co.uk](http://www.cardiffpartnership.co.uk)



Twitter  
#FamiliesFirst



## Inspection against the National Participation Standards



The Young Inspectors team inspected the Early Years package during the year. They wanted to see how well the service involved service users and whether they met the participation standards.

A group of 4 young parents from the Grassroots young mums project were trained up as Young Inspectors. Training included children's rights and participation, confidentiality, stereotyping and prejudice. The group also received time credits as a reward for their involvement.

### Meeting the Young Inspectors

The inspectors met each of the providers in a speed dating style event. Spending up to 15 minutes with each of the providers. They concluded that the package was 'Achieving' the National Participation Standards.

***"The Young Inspectors were impressed with the services and what they stand for. It was extremely clear that the service respects the opinions of children and young people and taking these opinions into account is central to the running of the package.***

***The staff that we met were great and you could tell from their enthusiasm that they loved their work and the Young Inspectors are sure this will come across to the young people that they are working with.***

***The evidence presented was very clear and easy to understand and allowed us to get an understanding of the work they do with young people and how they listen to their views in their organisation."***

Overall Conclusion from Inspection Report, Cardiff Young Inspection Team, March 2017

## EARLY YEARS CASE STUDY 1

### Homestart Cardiff

P arrived in the UK and was placed in Cardiff, knowing nobody and speaking no English. “I wanted to go back home straight away”, she remembers. “It was like no place I had ever known. I was going crazy at that time. I didn’t even know how to say ‘hello’. It was very difficult for me.”

P was pregnant when she arrived in Cardiff and her first child was born shortly after. It was her health visitor who first helped her to access resources for refugees, but it was when her second child was born that she came into contact with Home-Start BGR.

Her second child was born with sickle cell anaemia, a rare blood disorder. P had two young children, no support at all, and had a child who needed a lot of care. She was incredibly isolated and vulnerable. Her health visitor introduced P to Home-Start.

“I was really dispirited at the time I met Home-Start”, she recalls. “I had so many thoughts in my head. I couldn’t sleep at night.” So Home-Start matched her with a volunteer who visited her each week.

“Home-Start helps me a lot,” P says, “I was free to talk to my volunteer and I can talk about the things I feared. She gives me hope. I am stronger because of Home-Start. I know if I have a problem there is someone I can tell my problems to and who can give me good advice.”

When it became clear P was also facing problems with her claim to stay in the UK, Home-Start BGR began supporting her through their dedicated refugee and asylum support programme.

Homestart helped P to find a solicitor to help her with her case, and helped her to explain how her situation has changed since she first arrived in the UK.

People in P’s situation are not able to work to earn money, and receive support far below normal entitlements. With cases taking years to resolve, it means parents trying to provide a safe and stable home for their children can face extreme levels of stress, which has a big impact on their mental health.

### What has changed?

Now, with Home-Start BGR’s support, P has said that she is starting to have more hope: “I have been taking classes to integrate myself, to fight in my life,” she says. “For me, Home-Start does a lot, and I really do have hope with them.”

## EARLY YEARS CASE STUDY 2

### Place2Be

A referral was put into Place2Be for Parent Counselling from the School Project Manager (SPM), requesting help for a Mum who was having difficulty dealing with the sudden and unexpected death of her father. C is a working Mum who has two children aged 18 and 10 years. She was struggling to even imagine living without her Dad as they had been so close and spent a lot of time together. C relied heavily on her Dad for emotional support and guidance and was missing him terribly. As a result of her grief she was extremely anxious. She fluctuated between constantly being reminded of her Dad and becoming tearful, or worrying that she would forget him if she didn't think of him enough. She wasn't engaging in any social activity and her sleep was broken and disrupted.

The Parent Counsellor and C met five times over eight weeks and began to tackle her emotional distress first, learning to distinguish between helpful and unhelpful (distressing) thinking. They then addressed the need for C to look after and nurture herself. In sessions they examined the activities that C had engaged in before her Dad's death that she no longer did, in order to gradually reintroduce some structure and outward focus in her life. As her emotional state improved week-by-week so did her sleep patterns, her resilience and ability to engage more fully with work, her friendship groups and, crucially, her children.

### What has changed?

After five meetings, C's Core Score fell from 39, which falls into the 'Mild' emotional distress category, to 17, which falls into the 'Healthy' category. Her measure on the Child Parent Relationship Scale also showed improvement over the five weeks, suggesting benefits for her daughters, that C recognised and reiterated verbally herself.

C began her sessions with poor sleep, high anxiety and a lack of engagement outside of the home. By week eight, she described herself as feeling so much better and no longer needed counselling. She had resumed not only her work but additional study related to her work that she had not felt up to continuing. She had begun exercising, spending time walking with her partner, improved the quality of her communications with her partner and other family members and generally engaged more fully with everyday life. She realised herself that she was now living a version of life without her Dad that she had not previously been able to envisage.



## 5. CONNECT 8-25: Child and Youth Engagement

Connect 8-25, the Child and Youth Engagement package provides a range of services to make sure that children and young people do well in school, college or work and get the support they need from their families. This package is led by Cardiff Council's Education Service and involves delivery by seven different organisations working with a wide range of schools across Cardiff.

Services provided included:

- Support for Parenting through the Parenting 8-25 services delivered by Barnardo's and Action for Children across the city with special provision for younger parents
- Youth mentoring and Learning Coach projects to reduce the number of young people not in education, employment or training
- Bespoke education provision for young people run by Cardiff & Vale College
- Advice for homeless young people through Llamau's service in the Basement@33
- Support for families who have English as an additional language

### *Support Service for Young Parents*



Good parenting and a stable home situation are essential for ensuring that children and young people attend school or college and are able to learn effectively. To help with this, Connect 8-25 projects work with both adults and children in families. Parenting services are central to this.

The other important element is support for young people, especially those who are at risk of disengaging from education, employment and training [EET]. Cardiff Youth Service manages the Youth Mentoring (for under-16s) and Post-16 Learning Coaches projects as part of Connect 8-25. These projects developed links with high schools across Cardiff through use of a Vulnerability Assessment Profile. This enables schools to identify and refer students for additional support. This 'VAP' tool will be an important element in the development of new arrangements with schools.



# Child and Youth Engagement Performance 2016-17



## How much did we do?

**272**  
sessions delivered

**14**  
Services

**188** started work with  
Post 16 Learning  
Coaches

**3,789**  
participants

**16**  
parenting groups

## How well did we do?

**97.7%** 😊  
satisfied with their service

**88%** of participants  
completed their  
service intervention

**262** young people progressed  
into education,  
employment or training

**150** 📅 👤  
pupils with maintained or  
improved school attendance

👤 👤 👤 **429** parents improved their  
relationships with their  
child's school

**552** parents felt more  
confident in their  
parenting ability

## How is anybody better off?

2016/17 figures



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## CHILD AND YOUTH ENGAGEMENT CASE STUDY 1

### Youth Mentor Post 16

C left school a year ago and had been job searching but without success. He had visited the Hub for CV support, but found the advice to be very generic. C's mum felt the advice received didn't really sell his personality, qualities and skills.

C had lots of ideas about things he'd like to try and felt overwhelmed with the options, and couldn't focus on a single career path. We spoke about his interests and the fact that he had aspirations to go into the Fire Service one day. On this note, the Youth Mentor suggested that college could be a good option, and even though it was September, they may find a space. C agreed that a visit to Careers Wales would be a positive next step for him and this might help him decide what to do next, a visit was arranged the next day. Whilst there was no further information available about college spaces at this visit, they were able to discuss training, work and apprenticeships as options.

Following the appointment with Careers Wales, enquiries were supported into Public Services courses at the local colleges and 6<sup>th</sup> Forms. The next day the Youth Mentor contacted C to let him know that there were spaces for a Level 2 Public Services course at Cardiff and Vale College at Barry Campus. This also happened to be his preferred venue of choice for studying due to transport links. The Youth Mentor had already spoken to the college about the course availability and the process, and was advised that if C registered his interest for the course through the website, one of the course tutors would get in touch. The Youth Mentor facilitated the completion of online forms to register his interest, and within a few days he received a call to say that he had an interview the following week.

As the Youth Mentor was unable to accompany C to the college for his interview, he arranged for C to go with a family member for support. On the interview day, C texted the Mentor to say that he was starting college. C had been accepted onto the course and enrolled the same day - he would be starting the next day.

C was extremely grateful for the support and could not believe that in less than 2 weeks of meeting his Youth Mentor, he was starting his journey to fulfil his childhood dream of joining the Fire Service.

### What has changed?

C had not been doing anything for over a year, and lacked focus and direction. Support from a Youth Mentor enabled him to access College, and took the stress away of not knowing how to access opportunities to embark on his life goals.

## CHILD AND YOUTH ENGAGEMENT CASE STUDY 2

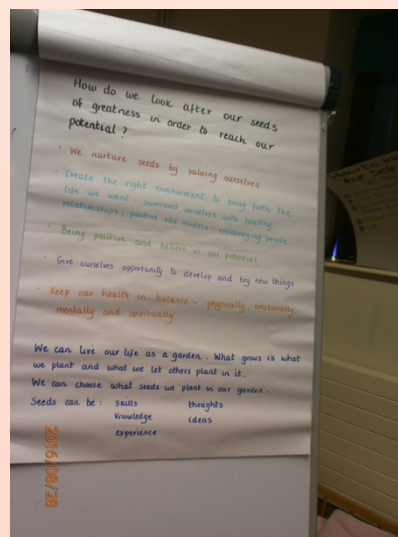
### Support Service Young Families

The service provides support for young parents across the city on an individual and group basis. Working in partnership with a host of agencies and organisations, group support offered provides these families with access to a wide range of specialist interventions, advice and support. This includes therapeutic parenting programmes and issue-based courses, all geared towards supporting their transition into parenthood and achieving outcomes for these vulnerable families. All young people worked with have identified needs using individual support plans.

The purpose of one of the weekly groups was to provide a safe environment for parents to access where they could meet others, build confidence and self-esteem, and enhance life skills.

The group was delivered over a 10-week period for young parents in Cardiff. The venue was based in the South West of Cardiff as this was the most convenient location for parents to access. There were 10 sessions offered, taking place once a week with the provision of a crèche.

The staff facilitating the group developed sessions around relationships, self-esteem, managing money, healthy eating, potential, and hopes and dreams. They brought in other services as appropriate. The project also collaborated across packages, working with the Sexual Health Outreach Team (SHOT) to deliver workshops around relationships. The parents also designed 'hopes and dreams' boards and looked to the future on where to go next.



### What changed?

The benefit of the group was that young parents could meet other parents in a safe environment and undertake activities and workshops that were educational and fun.

The service had around six parents who attended consistently throughout the group sessions. This was a mixed group of parents: some displayed very complex needs and some needed Interpreters.

Parents completed positive evaluation at end of group. All parents reported that their confidence, self-esteem and life skills increased. They also reported that it was a positive experience.





## 6. SUSTAINABLE EMPLOYMENT

The main purpose of the Sustainable Employment package was to provide help for adults in families who want to get back into work or into better-paid jobs. This work made an important contribution to the Families First aim to address family poverty.

This package had gone through substantial changes during 2014-15 to ensure that it was delivering this support effectively. The original package involved a number of partner providers but through the restructure, the service focused on the intensive mentoring element run by the Lead Provider, Sova, with other support and services engaged as and when parents need it.

During 2016-17, the Intensive Mentoring team worked closely with Communities First clusters, with members of the team based in cluster offices for part of the week. This arrangement ensured that there was a range of services on offer for parents but without duplicating.



The service covered the whole of Cardiff, which meant that any parents who needed it could access help and support to get back into employment. For instance, over 10.8% of service users came from Cardiff North where there are no Communities First services.

### ***Sustainable Employment Participation Event***

However, during 2016-17, the Cabinet Secretary announced that he wanted the Families First programme to focus on support for parenting and for young people. Welsh Government had committed funding to specialist employment programmes, and so they no longer wanted Families First to deliver 'into work' services.

The package had had a good success rate in getting parents and carers into work. However, in line with the new directions, it was agreed that this Families First package would be decommissioned. Parents and carers who needed employment support would now be signposted to other employment services, such as LIFT and Communities4Work. This decision had an impact on service delivery during the year. From January 2017, the service no longer took new referrals, but they did ensure a positive progression for the service users they were already working with.

## How much did we do?

**16** training courses delivered



**159** people received mentoring support

## How well did we do?

**98%** satisfied with their mentor

**97%**

participants contacted within 3 working days of referral being received

**151** people reported an improvement in their life due to accessing the service

**141** reported increased confidence and self-esteem

**95** people secured employment

**52** previous participants followed up at 6 months were still in employment

**143** participants reported increased confidence in their ability to gain and maintain employment



**83** accredited qualifications achieved by 63 people

## How is anybody better off?

2016/17 figures



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## SUSTAINABLE EMPLOYMENT CASE STUDY

The Job Centre referred a service user for employment support, confidence building and support to access community courses.

The service user had no qualifications or training history and at the Initial Assessment they disclosed they had struggled with numeracy and literacy and had been unable to sustain a job for longer than one month.

The initial action plan was to:

- Identify suitable volunteering opportunities
- Support to access training as a low level learner
- Confidence building / mentoring
- Identify suitable employment opportunities
- Support to access other services

Initially the service user wanted to attend some training to enable them to meet new people and also gain some qualifications to enhance their CV.

Sova provided employability training lasting for one week, which the service user attended and passed all the modules with some support for the tests at the end.

The service also secured a volunteering opportunity in the Marie Curie shop in Whitchurch. The service user volunteered there for around 2 months, gaining experience and building confidence.

As time went by in the role, some previously undiagnosed learning disabilities became apparent. Sova supported the participant with a disability referral in the Job Centre because of this. The meeting with the job centre triggered a referral to the disability advisor, which then enabled them to make a referral to Remploy for specialist support around work placements.

### **What has changed?**

The service user has been engaged with Sova for almost 2 years and has attended around 50 appointments.

The service user is entitled to Employment and Support Allowance and also Personal Independence Payment as a result of Sova working hard to identify and work with other services to acknowledge the learning disabilities. Once these benefits become active following the assessments, the participant will be £600 per month better off financially as they are entitled to additional benefits and support.

The participant has been really positive about Sova support and they said 'no one has ever helped me like you before'.



## 7. HEALTHY LIFESTYLES

The Healthy Lifestyles package provided a range of services which helped families to deal with things like diet, exercise, smoking and sexual health and to live healthy lives. Cardiff and Vale University Health Board lead this package. Public Health Wales are also an important partner and ensure that interventions are evidence-based.

### 7.1 Delivery in 2016-17

The services on offer over the past year included:

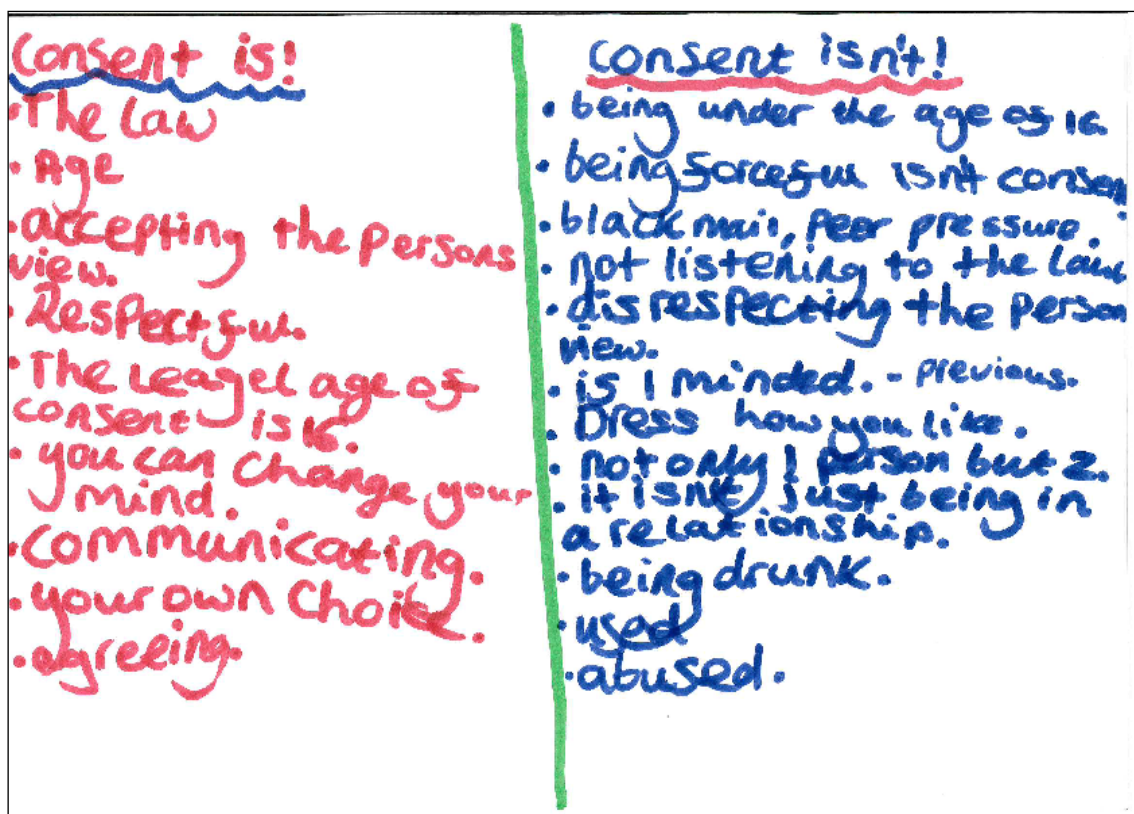
- A new 'Fit Fun' project, which took the place of the old MEND project
- Healthy Lifestyles projects, promoting play/activities and healthy eating for 8-13 year olds and 13-18 year olds
- Sexual Health Education through supporting Sex and Relationships Education [SRE] in schools and the C-Card scheme and Sexual Health Outreach Team for young people
- ASSIST smoking prevention project in schools
- The Strengthening Families Programme – helping parents and children work together to build strong and healthy relationships
- Ty Gwyn Summer Scheme providing play and respite for young people with complex disabilities



*Families taking part in Food and Play*

One of the most important achievements of the Healthy Lifestyles package during 2015-16 was a leading role in the Summer Holiday Enrichment Programme [SHEP] – ‘Food and Fun’. School holidays are a time when families affected by poverty find it hard to manage. This gap in provision has rapidly become known as ‘Holiday Hunger’ but the issues extend beyond nutrition to include inequalities in summer holiday learning loss and the economic impact of childcare to families and the wider economy.

Building on the pilot in 2015, Food and Fun ran in 11 schools in Cardiff during summer 2016, with 416 children attending the programme. The schools involved were in areas of high deprivation across the city and included for the first time Riverbank special school. Following this great success, the Welsh Government have identified additional funding which will help to roll this model out in other parts of Wales – a real achievement for Cardiff!



#### Young Person's work with SHOT to understand consent

The sexual health project delivered by the YMCA continued to provide preventative work in support of Cardiff's strategy to address Child Sexual Exploitation. Tackling Child Sexual Exploitation is an important priority for Cardiff. Although it affects a relatively small proportion of young people, the impact on their lives can be massive.



# Healthy Lifestyles Package Performance 2016-17

## How much did we do?

**8**

Services provided

**22**

programmes and clubs delivered

**23391**

condoms distributed to young people

**67**

trained staff

**4449**  
participants

**528**

families attended Summer Holiday Enrichment Programme

## How well did we do?

**99.8%** 😊

satisfied with their service

**83%**

of participants completed their service intervention

**102**

children report a positive change in eating habits



**64**

children with improved healthy eating

**59%**

of children taking part in MEND showed a reduction in their BMI



**513**

children with improved physical activity

**66**

individuals taking part in the Strengthening Families Programme decreased risky behaviours

**76**

participants reported feeling they are better equipped to deliver SRE sessions

## How is anybody better off?

2016/17 figures



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## HEALTHY LIFESTYLES CASE STUDY 1

### SEXUAL HEALTH OUTREACH TEAM [SHOT]

A young person aged 13 was referred to the Sexual Health Outreach Team (SHOT) via her mother's support worker from Family Support. The young person had previously been a victim of Child Sexual Exploitation (CSE) online and had been involved with the Sexual Assault Referral Centre.

C had been referred to social services and a CSE strategy meeting took place prior to SHOT's involvement. The outcome of the meeting concluded that Mum was doing a good job of monitoring and keeping C safe, and so no social worker was allocated at that time. C was referred to SERAF but did not meet the criteria as the exploitation had taken place online, she was then referred to NSPCC but she did not meet the criteria there as she had already experienced CSE. C was then referred to SHOT. The referrer informed SHOT that Mum was struggling and didn't know what to do for the best as she wasn't confident about dealing with CSE.

An initial meeting took place at home with mum present. Mum explained that she was doing her best but she still had concerns for C. It was agreed that C would benefit from work around healthy relationships, appropriate behaviours and keeping safe online.

The first session took place at home and focused on relationships with a discussion around what a good healthy relationship could look like, and also what a bad unhealthy relationship would be like. C was very articulate and could express emotions clearly. SHOT discussed what took place online, and although C knew that it was wrong, had a sense of loss that she could no longer talk to 'the perpetrator' of the CSE anymore. She felt loved and wanted by this person and felt like something was missing from her life now. She also informed the worker that she self-harms occasionally when she gets upset. They talked about coping strategies and what she could do to replace going online with positive activities instead.

C's mother had discovered recent Facebook messages between C and a boy, and was concerned as the language being used was inappropriate and overtly sexual. SHOT discussed sex and language with C during their next session, looking at different words people use for sex and body parts. The words that C used during this session were very conservative and a world away from the language her mum had informed SHOT about. The message she had sent was discussed, and the difference in the language she used in the session, the reasons why she used this language, C talked about how she found it got her attention from boys and that this is what she felt was expected of her. They discussed about how she had been exploited previously and had been exposed to things that she shouldn't have been at her age.

Sessions considered consent and involved discussion around what consent is and what consent is not, and how perpetrators of CSE can coerce people into believing that they are consenting to sexual acts when in fact they are not.

C was referred to CAHMS for a mental health assessment and attended a 6-week intensive therapy course which C found helpful.

Reason for Referral			
What topics would the young person like to know more about?			
Support to a Clinic/Testing	<input type="checkbox"/>	Peer Pressure	<input checked="" type="checkbox"/>
Contraception	<input type="checkbox"/>	Sexual Risk Taking	<input checked="" type="checkbox"/>
Pregnancy	<input type="checkbox"/>	Inappropriate sexual language/behaviour	<input checked="" type="checkbox"/>
Risk of Sexual Exploitation	<input checked="" type="checkbox"/>	General Sexual Health Awareness	<input checked="" type="checkbox"/>
Identifying Positive Relationships	<input checked="" type="checkbox"/>	Sex and the Law	<input checked="" type="checkbox"/>
		Sexually Transmitted Infection Awareness	<input type="checkbox"/>
		Sexual Orientation	<input checked="" type="checkbox"/>
<p>More Information: Mum is really concerned that Hollie is totally without support + help to move forward after the events that have taken place. Application has been refused by Social Services to provide assistance, Mum is concern for Hollie's emotional wellbeing</p>			
<p>Has a SERAF Service Risk Assessment Form been completed? <input checked="" type="radio"/> YES    NO    N/A</p>			
<p>We can also provide group sessions for young people around any of the above topics. If you are interested in this service, please call us on 02920 465 250.</p>			

SHOT continue to work with C on un-learning some of the behaviours that became ingrained following the online exploitation. A referral is being made by SHOT to the Emotional Wellbeing Service who can work with C on her self-esteem and confidence.

**What has changed?**

C has directly benefited for the work as she has now gained up to date information around sexual health. She has spent time exploring healthy relationships, consent, sex and the law and sexual exploitation. She has been able to discuss her feelings worries and concerns with a professional who has been able to explore and discuss this with her. Her mum has benefited as she feels that SHOT has been a great help for her daughter and has expressed that C looks forward to meeting with SHOT each week.





## 8. CADARN – Emotional & Mental Health and Wellbeing

“Cadarn” is the emotional and mental health package for children, young people and families across Cardiff. The package supports children and young people to look after themselves but also helps others around them to develop positive approaches to children and young people’s mental health.

The package provided a range of services for all age groups of children and young people:

- Ely and Caerau Children’s Centre supported families to emotionally support very little children
- Pyramid project provided clubs for 7 – 14 year olds to have a good time, learn how to worry less and be happier
- Bounce Back supported older young people reaching the end of their time in school



*Children taking part in Teulu Learning Together Project*

Their package also offered services to particularly vulnerable groups:

- Cardiff Against Bullying helped children who are being bullied but also worked with schools to prevent bullying
- Gofal i Chi provided special support for young carers
- There was support for Asylum Seekers and Refugees through the Free2Be project, some of whom have been through traumatic experiences
- The bereavement service helped families which have been devastated by the loss of a family member

The Cadarn package has always led the way with emotional and mental health services. For instance, the Transition project, which supports young people with mental health problems in the transition from CAMHS [the Child and Adolescent Mental Health Service] to adult mental health services, has developed a ‘passport’ approach, which they are now sharing as good practice across Wales – another success for Barnardo’s and Cardiff Families First!

# CADARN Package (Emotional and mental health)

## Performance 2016-17

### How much did we do?

**63** programmes and clubs delivered

**2270** participants

**14** Services

**1754** sessions delivered

**491** hours of counselling provided

### How well did we do?

**97.1%**  satisfied with their service

**97.2%** of participants completed their service intervention

**29** young people better able to deal with risks

**869** participants reported improved emotional health and wellbeing

**117** young people improved relationships

**25** young carers reported improved mental health after support from Gofal I chi

**27** families said that they were better off after support following bereavement

**28** pupils improved attendance

**60** parents/carers reported an improved understanding of school exclusion

### How is anybody better off?

2016/17 figures



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## CADARN CASE STUDY 1

### **Barnardo's Child and Family Bereavement Service**

Mum made a self-referral to the Child and Family Bereavement Service after the death of the children's father in 2016. The family consisted of Mum, and three children aged between 5 and 9 years.

An integrated approach was used, using non-directive and directive Sibling Play Therapy offered every two to three weeks for six sessions.

Sibling Play Therapy helps children explore their feelings and to express themselves, to enable the children to make sense of their experiences, to help process and manage their internal and external difficulties. It looks at how the children can support one another using coping mechanisms.

Each session was themed, for example, the first session was getting to know you with lots of boundary games taken from an intervention called Theraplay. The team used narrative storytelling to promote discussion around bottling up feelings and how it helps to talk through worries, sadness and anxieties with a trusted person, this was shown through making safety hands a visual tool that looks at the children naming who you can talk too when in need. The children made 'Feeling Biscuits' as this activity helps them to look at what feelings they are experiencing and how they manage these feelings. Building up resilience, they used many visual tools. The children would ask, 'What does heaven look like, as dad is in heaven?' The children were asked if they would like to draw what they feel heaven looks like, again promoting conversation on death and what happens after death.

The activities were aimed at discussions around feelings thoughts and behaviours, to build up resilience and openness, to give permission for the children to ask questions and to feel they can talk about feelings and not to bottle them up.

The Bereavement Service's Clinical Psychologist was supporting Mum at the same time the children were receiving Sibling Play Therapy. They would join together after each session. Due to these supported interventions, the family felt able to explore the loss and grief. They were able to talk and discuss the themes that had come out of Sibling Play Therapy that session, and Mum was empowered to reassure the children of any worries they might have had.



### **What has changed?**

The children had a sense of comfort from drawing heaven, knowing that their dad had what he needed and that he was a star in the sky, so the children can see him most nights as a point of remembrance and that he is not forgotten and lives on either in heaven or as a star in the sky.

Resilience was built; this was demonstrated through the children's interaction with each other, with mum and the Bereavement service, using creative mediums the children developed verbal and non-verbal ways to communicate how they felt and who they can talk to and how to manage their feelings, thoughts and behaviours.

Communication with mum was invited during the end of each session, the children would show and chat with mum about what activities they had carried out in the session and communication would be opened for them to explore, strengthening their resilience, support and comfort of each other together as a family through extremely difficult circumstances.



**Participants in the Free2Be project**

## CADARN CASE STUDY 2

### **Bounceback**

N was referred to BounceBack in November 2016. At the time, he was feeling quite down and felt that he was carrying a lot of responsibility within his family: his Mum was pregnant and unwell and struggling to manage her mental health, and N regularly had to look after his siblings. N had dreams of playing football and wanted to pursue this. However, he felt that his responsibilities and low mood were weighing him down. N also felt he had a limited support network and did not have anyone he could talk to about his difficulties at home. He mentioned that friends had betrayed his trust in the past, so N kept things to himself. N also shared that he does not get much sleep due to his inability to stop thinking about things at night, which impacted on his attendance at school.

To support N with his home life, Bounceback discussed a referral to TAF with him. Ultimately this was not necessary. However, this was monitored and the Bounceback team actively involved N in the decision-making process.

The Bounceback worker discussed sleep hygiene and ways to improve sleep with N, such as writing a diary to help manage his thoughts and listening to sleep apps on his telephone. We pointed N in the direction of the Childline website where he could find more information on how to improve sleep. N was also supported in some activities that focused on positive and negative thoughts. This was to help him with the issues of overthinking and worrying that he had previously identified as problems.

Further work was carried out around exploring wider support networks so that when N finished his intervention he could continue to get support. This included exploring N's plans for the future and his confidence in achieving these goals.

### **What has changed?**

At the end of the 10 sessions, N was better able to identify the triggers of his low mood. N reported that his family situation had improved and that his mum and baby sister were doing well, which meant that he felt less responsibility at home, which meant that a referral to TAF was not needed. This has also enabled him to think more about his own future, he made plans to attend college for his A-Levels and then to attend university to study sport. N reported that his mood improved and he felt more able to trust others and had more confidence in his social skills. N had increased awareness of how to improve his sleep.



## 9. DISABILITY FOCUS

All the packages in Cardiff Families First programme have to ensure that their services are accessible for disabled family members – both children and adults. However, the Disability Focus package provides additional specialist help for families who have a disabled child. This can provide key working as part of the Team Around the Family approach for those families who need it (the Disability TAF). Action for Children as the Lead Provider works closely with the team of specialist providers in the package to provide a coordinated response.

### 9.1 Delivery during 2016-17

The package uses a family-led approach, working with them to assess their needs and develop a family plan. Key workers work with families to identify the services that might be able to help them and then to co-ordinate support providing a Disability Team Around the Family. This team uses the same Joint Assessment Family Framework as the generic TAF team to ensure consistency in work with families. Disability services recorded information and support for nearly 1400 families during the year. Of these, the key working team worked with 96 families to complete a JAFF and provided Team Around the Family support.



### ***Member of Cathays Integrated Youth Provision***

The key working team who provide Disability TAF support have also been sharing their expertise with the JAFF pilot, which took place as part of the implementation of the Early Help Strategy.

Key workers draw on any services that the family needs, but the package has also offered:

- Direct 1:1 support or group work for young people in relation to independent living skills, learning about self-care. This is delivered in a safe environment, tailored to each young person's needs.
- An integrated youth provision
- Support for parents through direct 1:1 support or group work to support them with any areas they are struggling with, including parenting skills, letting go, being informed and being involved.
- Specialist support for BME families coping with a disabled child/children
- A welfare and benefits advice service which has provided information, advice, support and advocacy to support families with a child with additional needs to maximise their income and sources of support

#### **Disability TAF Families (key working) – Main Sources of Referrals**

<b>Type of Organisation</b>	<b>Number of referrals</b>
Third Sector	656
Self Referral	374
Other Primary Care Services	134
Health Visitors	81
Schools and Other Education Services	64
Children's Social Services	38
Other	26
Adult Social Services	8
Child and Adolescent Mental Health Services	8
Housing Services	6
GPs	4
<b>Total</b>	<b>1,399</b>



# Disability Focus

## Performance 2016-17

### How much did we do?

**205**  
programmes and  
clubs delivered

**2698**  
sessions delivered

**3543**  
participants

**7**  
Services

### How well did we do?

**99.6%**   
satisfied with their service

**98%** of participants  
completed their  
service intervention

**96**  
families supported  
by a key worker

**227**   
families signposted to  
appropriate services

**146** (90%) of families received  
more income after  
intervention than before

**125**   
families with a disabled child reported  
improved emotional resilience

**35**   
young people increased their income after  
welfare benefit intervention - £199,110.15

**165**  individuals felt  
better informed  
about services

### How is anybody better off?

2016/17 figures

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## 9.2 Improving access to information and support

Information about a condition and the forms of support that are available, are crucial for families who have just received a diagnosis. Information also remains vitally important as children grow older and their needs change. Families First has been working with the Disability Futures programme to improve arrangements for families to receive the information and support they need.



There were two very important pieces of work underway during 2016-17. The first was a collaboration between Families First and the Intermediate Care Fund to enhance the provision of the *'Better than a Booklet'* sessions delivered at St David's Hospital. These sessions ensure immediate access to information for families who have just seen a paediatrician with their child. The collaboration enabled the sessions to increase to a 5-day a week provision to target more families at first point of contact.

The second very important development was the launch of the Disability Index in March 2017. The Index details services available for disabled children and young people in Cardiff. The Cardiff Index is following an existing model run in the Vale of Glamorgan.



**Launch of the Index on 19th March 2017**

The purpose of the Disability Index is to ensure families of children and young people with disabilities or additional needs are kept up to date with the latest information concerning services available to them. The event was also an opportunity for people to find out about the services and support available to children and young people with disabilities or additional needs in Cardiff.

The Disability Index also provides a much clearer pictures of the families with children who are disabled or have additional needs. Only 28% of those registered so far have a social worker so other forms of support will be crucial.

### KEY FINDINGS 2016-17

- There were 156 new registrations to The Index in Cardiff between 1 April 2016 and 31 March 2017.
- 54% of those on The Index have Speech and Language Difficulties
- 24% of children and young people on The Index in Cardiff have ASD and 24% have a Learning Disability.
- 22% of referrals to The Index come from schools
- 28% of those registered on The Index have a Social Worker
- 62% of children on The Index in Cardiff have a Statement of Educational Need.



*Young people from Cathays Integrated Youth Provision*

## **DISABILITY FOCUS CASE STUDY 1**

### **Cathays Integrated Youth Provision**

Consultation with Integrated Youth Provision members indicated that they would like to rehearse, practice and deliver a music event and raise money for a charity called “The Magic Bus Project”.

Magic Bus enables some of the world's poorest families to move out of poverty. Through the use of a mentoring model and a sport-based curriculum, it engages children and ensures that they make the right choices so that they have a constructive journey from childhood all the way through towards better and dignified livelihoods as adults.

The project involved preparation through the Easter holiday provision and Friday night youth club sessions. Activities delivered included art and craft workshops, as well as music and performance rehearsal sessions. The subject of poverty and education was a key feature of informal workshops and discussions

Young people were recruited from open access youth provision who could volunteer their time to perform, organise, support others with additional needs, and publicise the event. Aged accreditation was available for participants who wished to take part in an assessment procedure.

The event was open to the public and there were stalls selling refreshments, Fairtrade goods and raffles.

### **What has changed?**

Throughout a 10-week period, 18 young people used youth club time to rehearse and organise a music event that was open to the public. Members were able to hire rehearsal space and use a recording studio as well as utilising the skills of musicians and technicians.

During the 9-day Easter holiday provision, more than 30 members of the Inclusive Youth Provision were supported by volunteers to make decorations, write a play and develop a music and performance event.

The project has raised the profile of the music facilities and youth provision at Cathays Community Centre which indicates positive outcomes for individuals, groups and the organisation.

In addition participants learned about the Magic Bus Project, raising awareness of the plight of children living on the streets in India. The event was completely organised and run by young volunteers.



The Magic Bus

## DISABILITY FOCUS CASE STUDY 2

### Disability TAF

J was referred to Disability TAF in November 2015. He was allocated a key worker who supported the family through a difficult period where they were served notice on their property and made homeless. This was a very distressing time for Mum as J has Autistic Spectrum Disorder, ADHD and high anxiety, and any transitions have to be planned with J as he needs extensive preparation. In addition to this, J was going through the statementing process, which required a lot of Mum's time for meeting with professionals.

Disability TAF provided key working and co-ordination, alongside communication with housing. Mum required frequent ongoing support through the process, this included regular telephone calls, text messages, emails and home visits. A number of charity applications were required once the family were rehoused to secure household items to ensure the moving process was as smooth as possible.

The team worked closely with Housing options and SNAP supported with the statementing process.

### What has changed?

The family are now rehoused in a house and have received white goods to live comfortably and meet their needs. J now has 1:1 support in school.

# 10. SUPPORTING THE PROGRAMME

## 10.1 Involving Young People

Young people were involved as Young Commissioners when the current programme was commissioned and have remained involved to make sure that providers involve children and young people in the planning and delivery of services.

The second year evaluation of Families First carried out on behalf of Welsh Government by Ipsos MORI noted the Young Commissioners work in Cardiff as an example of good practice.

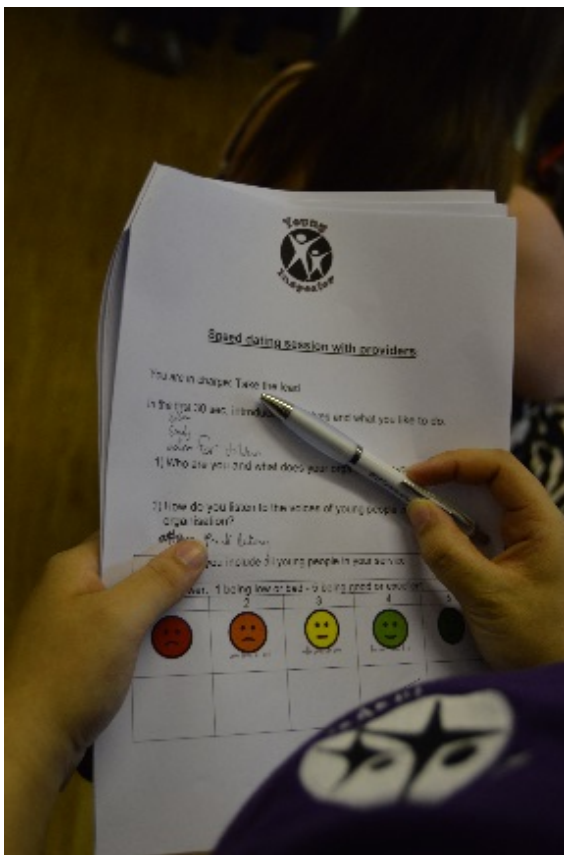


### Young Inspectors Group



One way in which the young people have played a very important role is in making sure that Families First services demonstrate good practice in involving their service users. Throughout the life of the

first programme, the Young Commissioners Officer has worked with young people and supported them to carry out inspections of services against the National Participation Standards. During 2016-17, 27 young people were involved as Young Inspectors, with 17 young people receiving training and getting involved for the first time.



All the young inspectors go through an in-depth training programme lasting over 10 weeks in total for each course. During the training, they learn about the National Participation Standards, Confidentiality, Safeguarding and Children's Rights. During 2016-17, the Early Years package was the final package to be inspected. Four young mums trained to get involved in this. All the Families First packages have now passed, with the young people rating them as achieving against all of the seven participation standards.

## Young Commissioners

The involvement of the young people in the commissioning of the first Families First programme won a national procurement award. The central Families First team are making sure that they follow this good practice as plans are put in place for the new commissioning arrangements. The information and recommendations from the inspection reports have been used as part of the evidence base.

The Young Commissioners also acted as consultants in the engagement that took place as part of the Population Needs Assessment, (which is part of the implementation of the Social Services and Wellbeing Act). They helped to prepare young person friendly questionnaires and supported focus groups with young people.

### CASE STUDY

Chloe is 16 years old and is currently a student at Cardiff and the Vale College.

Chloe has been involved in Families First work for well over three years now, initially responding to a recruitment email sent out. During this time, Chloe has become a key ambassador for young people's involvement in the services they receive.

Chloe has become one of our peer mentors in the Young Inspectors program, passing on her knowledge and skills, her experience of carrying out three inspections and being able offer support and guidance as well as being a sounding board for the other young inspectors that have most recently been trained. Chloe helped to support a new group of young inspectors at a training residential in the Gower with young people who have additional support needs from the Young Adult Project.



Chloe has sat on the National steering group with other young people and various professional from across Wales to further develop and refresh the National Participation Standards including the rebranding and launch. Being able to give the unique experiences as a young Inspector Chloe was able to help in the re drafting of the paper work and the process services will have to go through to gain the National Kite mark. Chloe also took time out of her busy schedule to meet with Assembly member Mark Isherwood to discuss the National Participations and their importance for young people and the services they receive.

Chloe has been involved in well over 60 interviews since joining the program, interviewing staff in a number of exciting and newly created posts from across a number of organisation. Most recently, Chloe helped out with interviews for the newly created Adolescent Resource Centre (ARC) service run by Cardiff Council's Children's Services.



The ARC will provide integrated support for young people aged 11-17 years, who are at risk of becoming looked after by the local authority (LAC). It will provide an outreach service for families in crisis and will work both within the Centre and at the family home if required.

Chloe is currently being trained as a Lead Young Commissioner for the upcoming Commissioning of Families First services in Cardiff. Using her past knowledge of Families First services and her skills as a Young Commissioner, Chloe is taking an active lead in developing a programme for the soon to be newly recruitment members. Chloe has been working alongside 6 other young people and will be looking at developing a training residential as well as young person friendly specification documents.



Chloe is also a member of Cardiff Youth Council and has been working hard on the Curriculum for Life priority with other members of the youth council where they have developed on online resource call tools for life that schools can use in PSE lessons (which can be accessed here <http://www.tools4life.wales/>).

Chloe has also been one of the first groups of young people to receive time credit for all the work that she has been involved in. Chloe said:

*"I think time credits are a brilliant idea for young people, it shows that services recognise the contributions that young people can make and the differences in their communities. I have used my time credits in a number of different ways, from using the local leisure centre and the gym, to being able to see with friends at film at Chapter Arts in Canton. I am really looking forward to earning more with the young commissioners and being able to spend more time with my friends doing stuff we love to do."*



## 10.2 Providing Information

Availability of good information about services is crucial, both for practitioners working with families and for family members themselves. One of the consistent recommendations coming from the Young Inspectors is for providers to improve the availability of information about their Families First services. The same message has also come through very strongly from consultation with parents and carers during the year, as well as from stakeholder engagement sessions with professionals.

### Family Information Service and Dewis Cymru

Provision of information about services and support is a crucial element in the provision of Information, Advice and Assistance under the Social Services and Wellbeing Act 2014.



**Dewis Cymru** has been adopted across Wales as the website to provide the ‘information’ element about health and social care services.

The **Family Information Service** [FIS] also has a statutory responsibility to provide information for families. Since the start of the programme, Cardiff FIS has made sure that they carry information about the Families First services on their website.

The FIS website now provides a ‘skin’, which means that a search on the FIS website accesses the same information that is stored on Dewis. This arrangement means that providers will not have a number of different websites to update or have to provide the same information numerous times. The focus will be on keeping Dewis up to date and this will then provide access to consistent and comprehensive information for other websites.



However, Dewis relies on providers to confirm every six months that their information is up to date. It soon became clear that many organisations were not doing this. Families First provided additional capacity to FIS during 2016-17 to make sure that relevant organisations had updated information about their services for families. At the start of the year, information had been uploaded on over 120 family services, but over 80 of these were not visible because they had not been updated. Families First support meant that information about all of these services was confirmed by the end of the year.

During 2016-17, Families First funding also enabled FIS to start to provide the Disability Index (see Chapter 9). This joint working is continuing, both in continuing support for the Disability Index and in providing additional capacity to improve the availability of information for families.

## TheSprout

It is important that young people also have access to information about the services available for them, and in a format that they like.

For this reason, Families First also supports **TheSprout**, Cardiff's Youth Information Website, to provide information, advice and links to services for young people to make sure that they get the help they need. ProMo Cymru provide this website. They make sure that information is presented in the way that young people want. Young people are involved in the editorial board and regularly contribute articles. TheSprout also supports communication with young people via social media.

During 2016-17, Promo Cymru updated TheSprout website so that it would be more viable in the future. This development also means that it is able to provide a 'skin' to Dewis, like the Family Information Service. A downside is that it did affect visits during the year. However, the new website is now well-established again and back on form!



Sprout logo providing link to website

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### HEADLINE FACTS ABOUT THE SPROUT

- TheSprout had **45,878** visits during the year (not hits, but visits, in other words real people using the site and staying on for a significant time).
- TheSprout continued to gain followers on Twitter, and reached **6,399** followers
- They also have over **1000** 'likes' on FaceBook
- **Just over 400** articles were submitted – **75%** of these by young people.
- **98** young people were involved in the editorial board of TheSprout.

In addition to managing the website, TheSprout team also provide workshops in schools to inform young people about where to go for information about services. These workshops also help to get people interested in writing and encourage them to contribute to the website.

During 2016-17, TheSprout brought a freelance outreach worker on board and developed a popular meme workshop that was delivered in St Teilo's, Eastern High, Cathays and Fitzalan.

In late March 2017, TheSprout also published a physical zine, which was widely distributed to raise awareness about the website.

Comments from young people in TheSprout survey:

*"I truly love TheSprout. It has been an excellent magazine with lots of information and I really like its new design. I really enjoy the articles about mental health and political topics"*

*"The Sprout has been a great way to express my creativity. Being able to express myself has helped me deal with mental health issues such as abuse and depression. I also feel some pride in knowing I am raising awareness to better fight the stigma. I have had the opportunity to attend events in exchange for articles, which I think is very useful for those struggling financially to be able to attend an event to expand the mind and develop critical thinking skills. I have done work experience with TheSprout in the past, which has increased my confidence in my proofreading and research skills. I enjoy TheSprout and always do my best to give my input and hope it will expand in future to give even more young people the opportunity to develop their skills, gain more experiences and boost their confidence."*

*"A great place to read about a variety of topics and a voice for young people that can be hard to find elsewhere."*

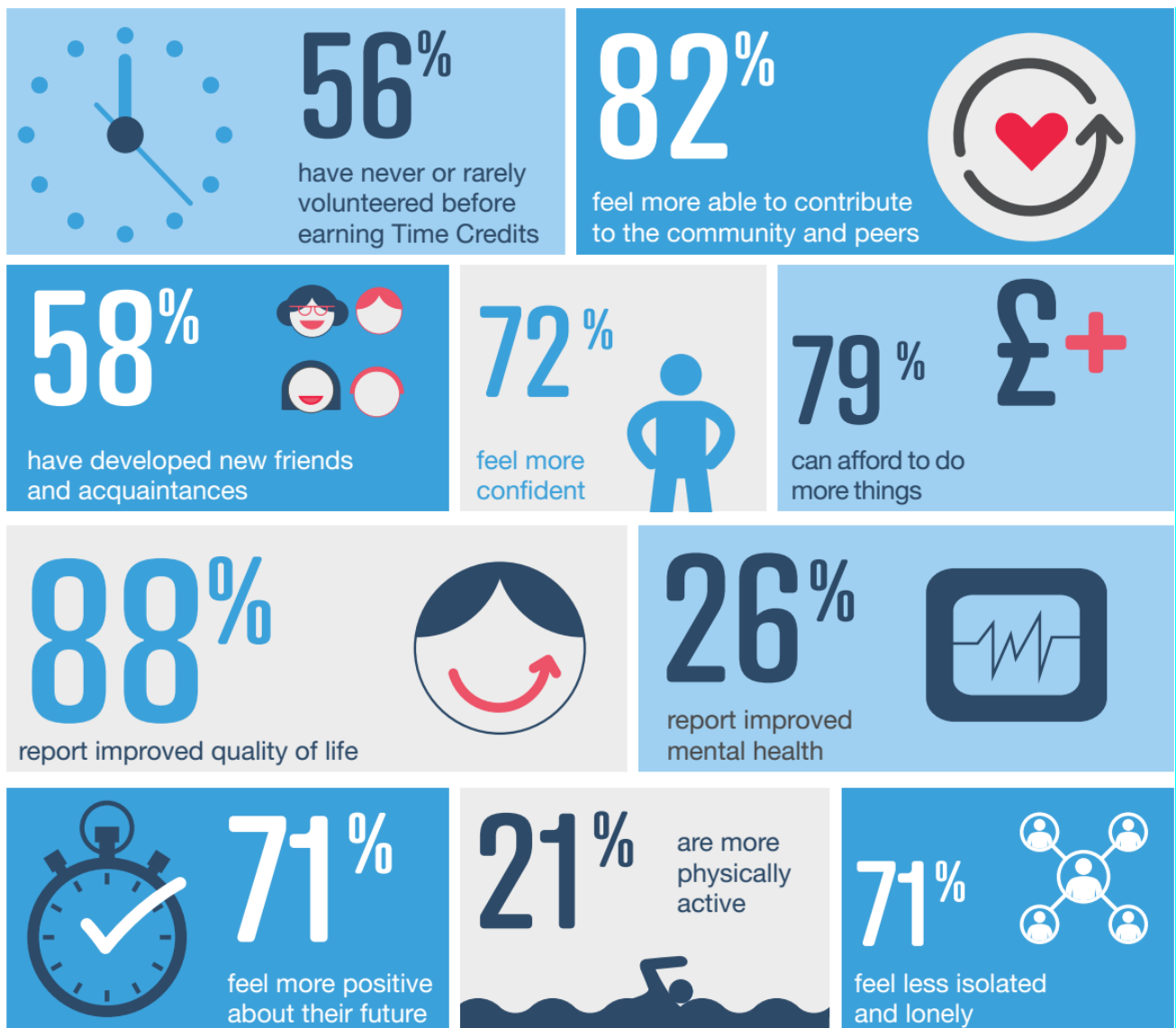
### 10.3 Time Credits

2016-17 was the first full year of Time Credits working with the Families First programme. The involvement of Families First enabled the scheme to be rolled out across the whole of Cardiff. The programme is delivered by SPICE through a joint arrangement with Housing and Communities.

Time Credits are a great tool for building communities. People can earn a Time Credit by donating an hour of their time in doing something positive for a participating group or organisation. In return, they then receive one Time Credit, which they can spend at a range of community, leisure and cultural venues across Cardiff and beyond. The benefits are huge: more people volunteering more often, who then get to spend Time Credits on their families, increasing their own wellbeing.

SPICE have also been supporting the central Families First team to involve parents in shaping the new programme that will be commissioned during 2017-18.

The infographic below demonstrates the impact of Time Credits in Cardiff during 2016-17:



Time credits is a great way to involve young people and parents. This is one young person's story:

**Hello, my name is Paige and I am 10 years old. I live in Splott with my mum and older brother. My favourite colour is blue, and I have two favourite drinks; water and Dr Pepper.**

**I love dancing, and do tap and street dance every week after school and enjoyed doing Zumba at summer camp. I do lots of things after school as well as dance like Girls Brigade and playing at the play centre.**

**I earned my first Time Credit helping out at the Play Centre in Splott. If I do things to help out like clearing up, litter picking, I can earn Time Credits to do other things I really enjoy. While working with Julie from Action for Children I started going to summer camp and when I helped out with other people or helping with activities like pizza making, I got to earn more Time Credits.**

**I really like earning them, they are really fun and have let me do loads of things. I really wanted to go to Puma's at Boulders, and a really kind lady there let me use my Time Credits to go on Wednesdays when I normally can't go. Me and my family went on a trip to Porthcawl and went to the beach. I can't wait to go and use them at the trampoline park.**

**I am proud of myself now. I earn them my self for being helpful and getting more involved. I am learning to do new things and my mum says I am more helpful and independent at home. I think more about littering since doing the litter picks and want to keep splott clean and tidy. I learned to climb now at Boulders, and cant wait to learn to do more and more things. I really like Time Credits, they let me do things to earn treats for myself, I love it.**

**In the New Year I am looking forward to being a Time Credit ambassador and being able to be a part of Spice. I'll get to plan events and help others to get involved in new activities which is really exciting. I really love being involved, trying new things and meeting new people and I am thankful for the chances I am getting. THANK YOU!!!**

## 10.4 Supporting Parenting: Cardiff Parenting Framework

Parenting programmes are an essential element of support for parents and carers within the Families First programme. They can play a particularly important role in providing early help for families that are finding it difficult to cope. There has been a steady demand for parenting services since the programme started in Cardiff.

Parenting providers use validated programmes to ensure that they are effective. They can do this in either a group or one-to-one setting. The Parenting Coordinator oversees and supports parenting services by providing a central point to access up to date information regarding best practice and the delivery of evidence-based parenting programmes. A multiagency group of stakeholders developed and agreed a menu of evidence-based programmes, which now form a central part of the Cardiff Parenting Framework.



- 982 parents completed evidence-based parenting programmes as part of Families First in Cardiff during 2016-17.
- 97% of parents reported increased parenting skills and an improvement as a result of the intervention.

Cardiff Families First adopts the definition of parenting from the Welsh Government Parenting Action Plan:

***'An activity undertaken by those who bring up children, this includes mothers and fathers, foster carers and adoptive parents, step-parents, and grandparents. In some cases, siblings also undertake a parenting role. All of these play a crucial role in giving the children in their care a flying start in life, providing the best basis for children's and young people's growth and development. Local authorities also act as corporate parents for children and young people in their care.'*** (PAP p.7)



Parenting Programmes and Parenting Services serve a distinct function to support the acquisition of parenting techniques in parents/carers to strengthen family relationships and family resilience and to reduce family breakdown. The Cardiff Parenting Framework and action plan outlines a structure for the further development of parenting programmes and forms part of the wider strategy for Early Help in Cardiff. The Framework provides information about good practice and recommends evidence-based parenting programmes that should be used in Cardiff. It has been developed in line with the Welsh Government's Parenting Action Plan.

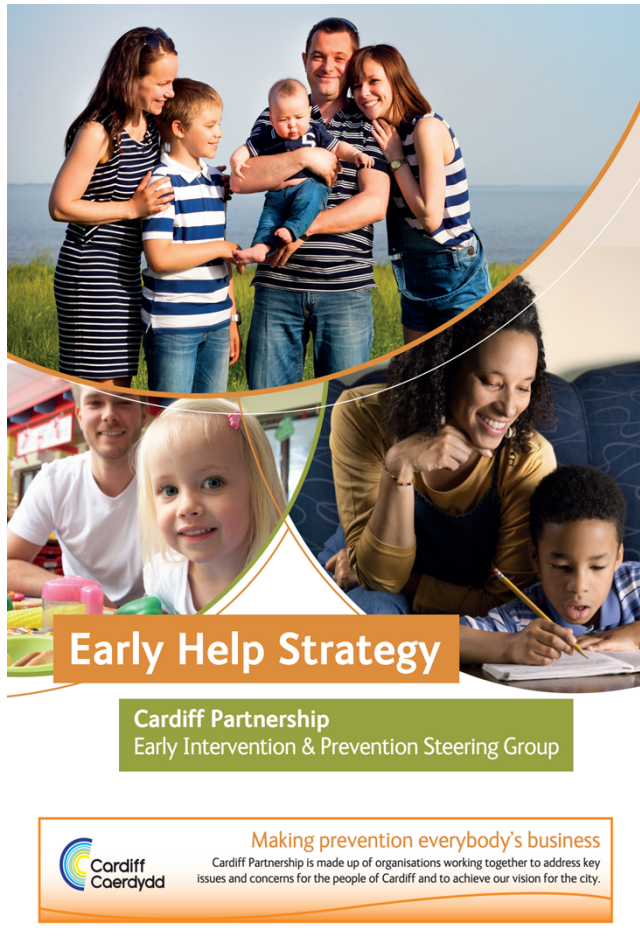
The Parenting Coordinator supported the development of the Framework and the Directory. She continues to work with relevant providers and organises regular meetings of the parenting managers.



**Family taking part in Fit Fun**

# 11 DEVELOPING AND IMPROVING SERVICES

## 11.1 Early Help and the role of Families First in preventative services



The Early Help Strategy sets out Cardiff's approach for responding to families with appropriate and timely support when needs arise. It proposes a 'Think Family' approach with a shared, strengths-based ethos (underpinned by Restorative Approaches) for all services that work with families in Cardiff.

All the key statutory services, as well as the main third sector organisations working with families in Cardiff, have signed up to the Strategy.

One of the principal aims is to reduce the number of families needing higher tier interventions, particularly Children's Social Services.

Early intervention is also one of the main aims of the Families First programme and there has been growing recognition of the role that the programme plays in providing preventative services. Families First is central to the implementation of Cardiff's Early Help Strategy.

Since the launch of the Strategy in October 2015, the Improvement Project Manager (Prevention and Partnerships) has been working with partners to improve arrangements for early help. When responsibility for Families First moved into Children's Services, it provided a new opportunity to review how the programme could contribute to those early help arrangements. This was a central consideration in the review during the year, and informed the proposals for the new programme arrangements.

Two linked pieces of work were central to the developments during 2016-17: the JAFF pilot and work with education and schools around their role in implementing the Strategy.



## 11.2 The JAFF Pilot

One of the main actions in the Strategy was to use the good practice of the Families First Joint Assessment Family Framework [JAFF] as the first level of assessment for identifying when families need early help.

The Families First TAF teams developed the JAFF as the structure for a practitioner to engage with a family to identify their strengths and their needs, and to support the family to identify the services that will help them to make changes and prevent things from getting worse.

The aim of the pilot was to

- evaluate Cardiff JAFF as an early assessment tool
- identify key issues around use of the JAFF by a range of services and schools (e.g. training and support, capacity)
- consider how the JAFF will interface with referrals to Children’s Services [CS] and the development of a ‘First Point of Contact’
- provide recommendations which can be used to inform further roll out of the JAFF as part of the Early Help Strategy

The Improvement Project Manager established an operational group for the pilot, which comprised stakeholders from a range of service areas and organisations that worked with families. This included current Families First providers, including representatives from the generic and TAF teams, and a range of schools from the primary and secondary phases. Members of the group identified practitioners and the generic TAF team provided training and support to trial use of the JAFF.

The Pilot was effective in identifying a number of issues and barriers for the services involved. The Evaluation Report suggested the following conclusions:

- The JAFF provides an effective framework for engaging with a family when used by the TAF teams, but is unlikely to be used by other services as envisaged in the Early Help Strategy. In particular:
  - Health Visitors will be required to use the Family Resilience Assessment Instrument and Tool [FRAIT] as their form of assessment
  - Schools have found it difficult to identify the right practitioners within their existing workforce to engage with the families in the way that is required
  - Other family services found that their substantive services usually met the needs of families and that the families they identified for a JAFF generally had more complex needs and could be referred through to the TAF team
  - Practitioners need to have a range of skills and experience in engaging with families to be able to work with them in the way needed to complete a JAFF – they would either need to have these as part of their substantive role or they would need to receive additional training and support in addition to the JAFF training
  - Services other than Families First services are unwilling to accept the JAFF as a form or referral

- The form of JAFF also needs further revision and needs to be as simple as possible – progress has been made towards a family-friendly format but it needs further revision to bring it in line with the requirements of the Social Services and Wellbeing Act and the Wellbeing Assessment, and also the Signs of Safety approach

In the light of these conclusions, the Evaluation Report proposed the following recommendations:

- Cardiff should continue to use the JAFF but the TAF team should further revise the form for use within the new ‘early help front door’ service in collaboration with Children’s Services
- A protocol should be developed with Health Visitors to flag families using the FRAIT
- Further consultation should take place with schools to develop a clear system which will help them to identify families who need additional support and provide a ‘graduated response’
- Work should continue through the Schools’ Working Group (set up as part of the Families First review) to develop a model of school-based family workers, with a clear job description, person specification and Continuing Professional Development programme

### **11.3 Work with Schools and Education Services**

The links between Families First and education (schools and other related services) is as important to prevention as the links with Children’s Services. There is a strong correlation between poverty and low educational attainment: supporting families to ensure that young people are able to engage effectively in education and improve their attainment levels is one of the most important steps to tackling the root causes of poverty and not just mitigating its effects.

Schools also provide a vital contact point with families. If a school identifies problems with the attendance, punctuality or behaviour of a student, they may often find that there are things going on in the family that are affecting the young person’s ability to engage. They may have been affected by family breakdown, redundancy, threat of eviction, family illness or disability, or the adults may just need some additional help with parenting. The young person his/herself may be experiencing anxiety or depression. The role of the school is to deliver teaching and learning. But sometimes, working in partnership with services like those delivered via Families First can help families to make changes and for the adults to support their children more effectively. Helping families to access help and support when they need it can in turn help students to engage and learn more effectively. This is a vital contact point for providing early help.

During 2016-17, a great deal of work took place with Education Services and schools to develop arrangements to implement the Early Help Strategy and to identify and respond to families needing some extra support. A number of primary and secondary schools took part in the JAFF pilot (see section above). There has also been a schools’ working group coordinated by Families First staff who manage the Child and Youth Engagement package.

Consultation with schools highlighted that they required additional capacity and support to be able to respond to families' needs effectively. These discussions have informed the new commissioning plans and the model for delivery that is being set out in the new service specifications. This has specifically informed two main areas of development:

- Extension of the **Vulnerability Assessment Profile** as a screening tool for schools: The 'VAP' was developed as part of the Youth Progression Framework in secondary schools but will now be extended to primary schools as well and will be refined as a tool to identify and help to prioritise families.
- Development of a network of **Early Help Family Support Workers in schools**: These practitioners will be linked to school clusters and will have a consistent job role and professional support. Discussions are taking place with schools about a possible contribution to the cost to increase the number of workers funded by Families First.



Involving young people

## 11.4 Stakeholder Consultation

The central Families First team worked with colleagues to deliver a series of engagement events and activities to gather information that would inform the next programme. This work has included:

- Three provider workshops: one for current Families First providers and the other two open to all providers
- November 2016 – a service user consultation event, co-hosted by Barnardo's and Children's Services, entitled '*Our Views, Our Voice, Our Vision*'
- January – February 2017 – a variety of youth engagement events, involving 216 young people across existing Families First packages
- September 2016 – March 2017 Families First commissioned Cardiff University, working with Tros Gynnal Plant and SPICE, to engage with families with the aim of co-producing a new 'step down' service – this development work also gathered more general information about service delivery and included focus groups, one to one engagement with families, a family 'takeover' event and a rapid ethnography

Each event has focussed on three key questions in relation to Families First and wider family support across the City:

- What has worked well?
- What hasn't working so well?
- What do we need to do differently?

Service users were generally very positive about the services they had received and high percentages reported that they were better off as a result. However, they also noted a number of areas where we could do better:

- **Information and Communication.** Service users and professionals alike have said that there needs to be clearer information about services. Often there are good services available, but people either do not know about them or are unclear how to access them.
- **Services.** Current services report good outcomes for the people who use those services. However, parents and young people have told us that they are often confused about how to access the *right* services. They have also said that they want services which are available when they need them (including outside of 'office hours') and for as long as they are needed.

The original programme set out to commission six coherent themed packages of services. However, the original commissioning approach resulted in service packages that actually comprise 60 individual projects, which often operate independently from each other. Different providers deliver similar services in different areas of Cardiff. A number of providers deliver linked services across more than one of the packages. The original process was designed to commission *services*, but these were not supported by a shared and clear system for ensuring that families receive the right services.

- **Programme Management.** Robust arrangements have been put in place for programme management, which meet Welsh Government and audit requirements. However, the current arrangement is delivered via a contract with the Lead Provider for each package, who then has sub contracts with providers sitting underneath. This arrangement requires programme managers in each package in addition to the officers responsible for contract management in the central Families First team. This has led to a complex set of reporting arrangements, and what is sometimes an overly bureaucratic process.

*“Just ... finding where you can go without actually getting social services involved, what they can suggest. ....when you look for things, when you look for services you can’t find [them], the only thing you can do is actually go to social services and then they’re not forthcoming with giving you information on other ... charity based organisations. (Family 7)*

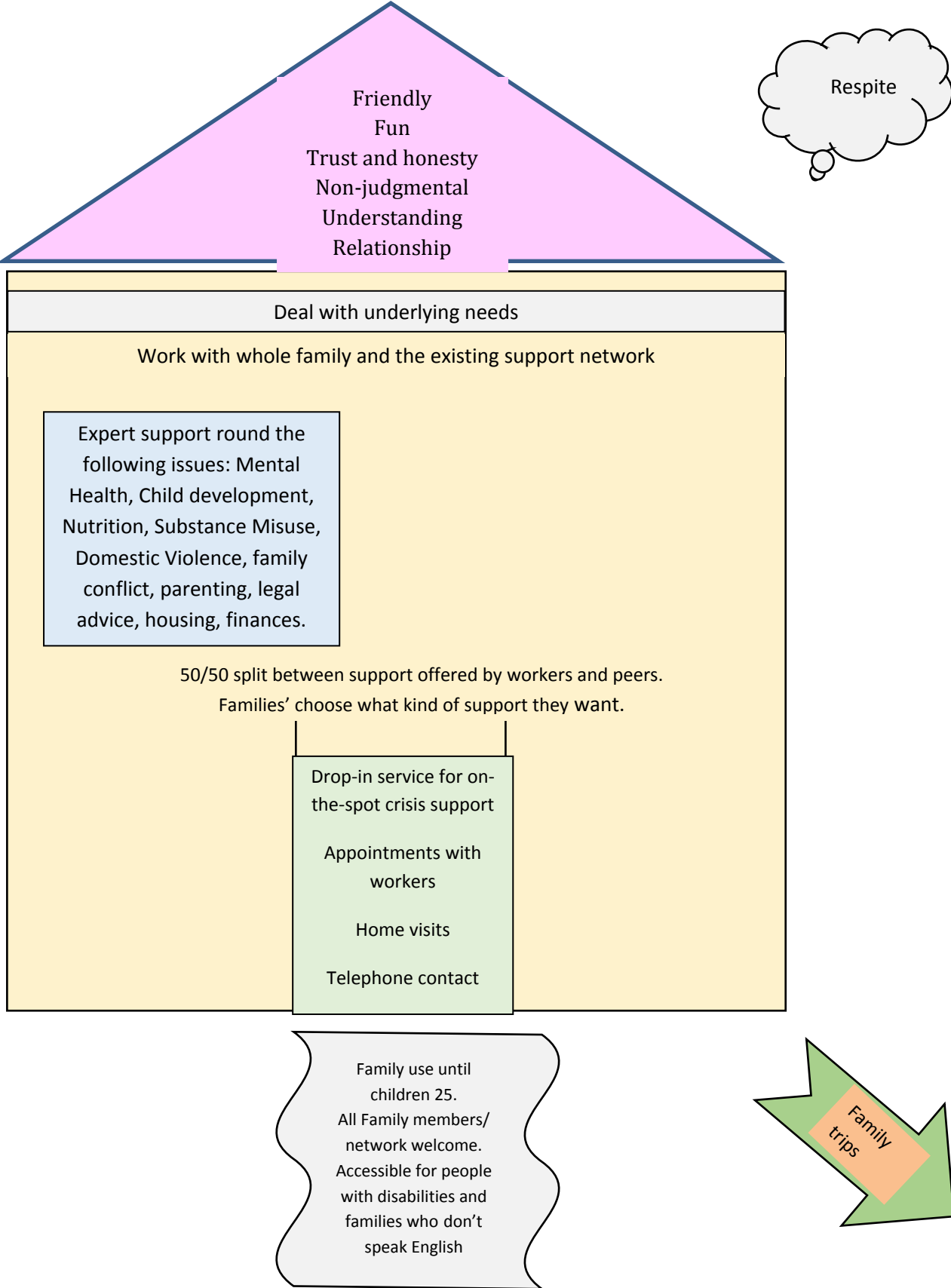
This stakeholder engagement provided crucial information to inform developing plans. The new Guidance now gives us a real opportunity to use the Families First funding so that we improve the arrangements to ensure that families have better access to the right services at the right time. In response, we started to develop plans for commissioning the new Families First programme in a way that would

- improve the ways in which information about services is made available and provide clearer pathways
- secure a more coherent service offer, underpinned by a shared system with a clear entry point and assessment so that families receive the most appropriate type and level of service
- provide a simpler arrangement for reporting and contract management so that a higher proportion of funding can be directed to service delivery.

*“I personally think a support worker, someone you can call a support worker who is able to do pretty much anything. ... Yeah where it could be they’re sorting out support for the children or whether they’re sorting out support for you in whatever it may be: debt, housing, anything really, anything that affects somebody’s day to day life.” (Family 14)*

*“They’ve got this way of giving you hope...not judging you. They walked besides you, baby steps”*

**Developing Family Services** (designed by Damien Young, Emma Young and Des Barrett)



Taken from Cardiff University's Report

## 11.5 Improving Services for Disabled Children

Provision for disabled children and young people is particularly important in Cardiff because of the relatively high numbers. Cardiff is a capital city and is an attractive place to settle. The recent Population Needs Assessment forecasts steady growth in numbers in line with the general population.

The central Families First team is working with the Integrated Operational Change Manager to review provision for disabled children. The Change Manager leads the Disability Futures programme, which underpins the regional commitment to drive forward and develop integrated opportunities to work collaboratively in improving services for disabled children, young people, young adults and their families and carers. Families First is working with the Disability Futures programme to explore opportunities to regionalise services and service delivery for disabled children, young people and their families, with a view to enabling equity and reducing postcode lottery in eligibility for services.

In June 2016, the Integrated Care Fund (then Intermediate Care Fund) supported the delivery of additional pilot projects, building on the success of the Families First services, to enhance the current provision available to pilot regional working. These pilots included:

- Extensions to the **Independent Living Skills Service**, bridging the gap across Cardiff and the Vale of Glamorgan through trialling a regional service specification to reduce postcode lottery.
- Extension to the **ADHD parenting programme** commissioned via Cardiff Families First Programme through the Connect 8 – 25 programme to provide delivery into the Vale of Glamorgan. Early evaluation identified that families benefitted from connectivity and shared learning, with the opportunity to maintain contact and reduce social isolation.
- Extension of the **Front Door delivery** for disabled children, young people and their families in Cardiff and the development of this within the Vale of Glamorgan. This includes the 'Better Than a Booklet' stand and groups. Early evaluation of this pilot has indicated that this service is reducing demand for higher tiered services by meeting the needs of individuals at first contact, following clinic appointments and Freephone services.



Families First is continuing to work with the Change Manager and with colleagues in the Vale to inform commissioning plans for the disability element of the Families First programme.

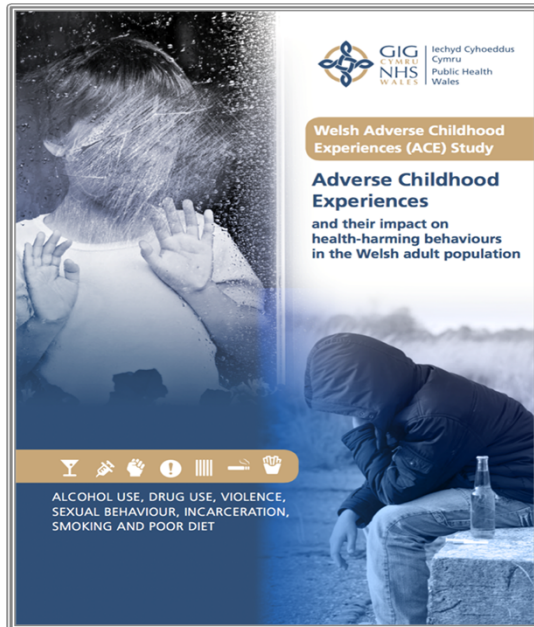
***Members of Cathays Integrated Youth Provision***



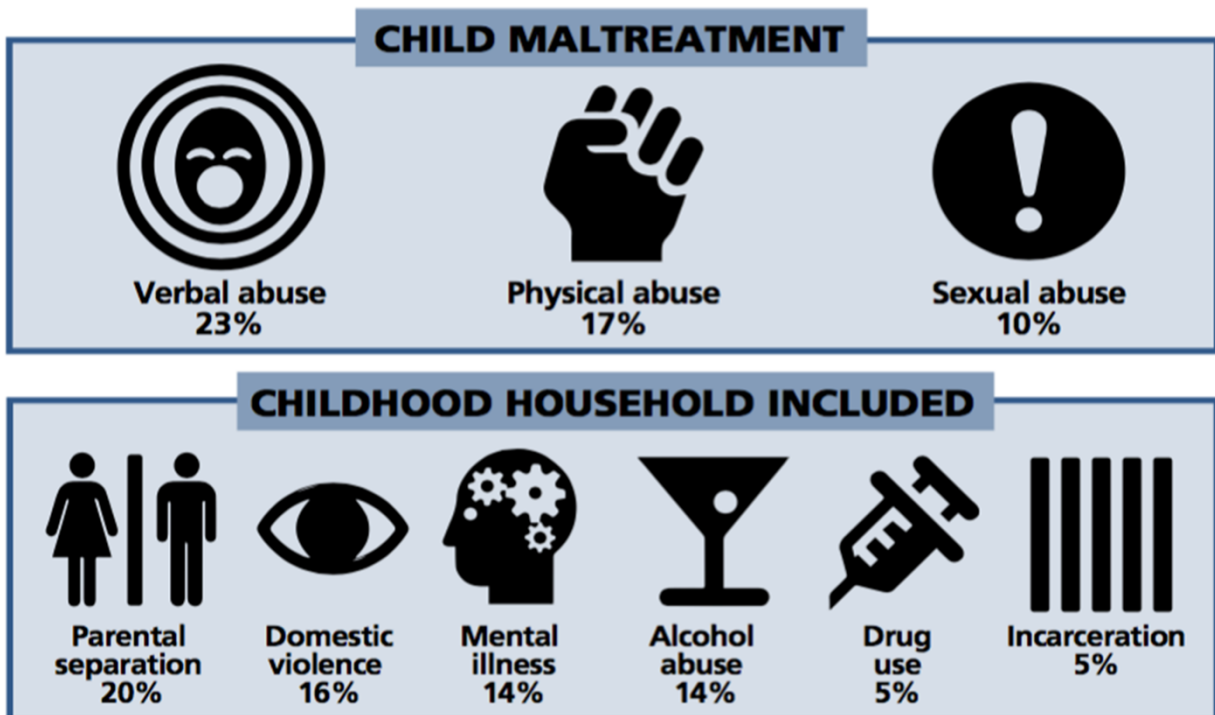
## 11.6 Adverse Childhood Experiences<sup>1</sup>

In 2015, Public Health Wales published the first of its reports considering the impact of Adverse Childhood Experiences [ACEs] on health-harming behaviours amongst the adult population. The new Guidance for Families First, which Welsh Government issued during 2016-17, requires local areas to consider ways in which services can both prevent ACEs and mitigate their impact.

The ACE reports outlined the results of a long-term piece of work across Wales. This found that the existence of four or more Adverse Childhood Experiences resulted in a much higher likelihood of an individual developing health harming behaviours later in life. This study clearly demonstrates the impact that ACEs have on the neurological development of young people and the effects of a high 'allostatic load', including on young people's ability to concentrate and learn. It has also provided evidence to support the potential long-term contribution of early help services in mitigating and preventing Adverse Childhood Experiences.



### How many adults in Wales have been exposed to each ACE?



<sup>1</sup> <http://www.wales.nhs.uk/sitesplus/888/page/88504>

**Compared with people with no ACEs, those with 4+ ACEs are:**

- 4 times more likely** to be a high-risk drinker
- 6 times more likely** to have had or caused unintended teenage pregnancy
- 6 times more likely** to smoke e-cigarettes or tobacco
- 6 times more likely** to have had sex under the age of 16 years
- 11 times more likely** to have smoked cannabis
- 14 times more likely** to have been a victim of violence over the last 12 months
- 15 times more likely** to have committed violence against another person in the last 12 months
- 16 times more likely** to have used crack cocaine or heroin
- 20 times more likely** to have been incarcerated at any point in their lifetime

During 2016-17, the TAF team started a piece of work to track Adverse Childhood Experiences experienced by the children of the families referred to the team as part of their assessment. In one sample quarter, the team assessed 43 cases for evidence of the following adverse childhood experiences (Welsh average reported by the adult population in brackets after):

ACE	TAF	Freephone	ACE	TAF	Freephone
Verbal abuse	1 = 2% (23%)	0 = 0% (23%)	Physical Abuse	0 = 0% (17%)	0 = 0% (17%)
Sexual Abuse	4 = 9% (10%)	3 = 16% (10%)	Parental Separation	26 = 60% (20%)	10 = 56% (20%)
Domestic Violence	16 = 37% (16%)	4 = 22% (16%)	Mental Illness	21 = 49% (14%)	11 = 61% (14%)
Alcohol abuse	0 = 0% (14%)	0 = 0% (14%)	Drug Abuse	5 = 12% (5%)	0 = 0% (5%)
Incarceration	1 = 2% (5%)	0 = 0% (5%)	No recorded experiences	7 = 16% (53%)	3 = 17% (53%)

- Twelve TAF referrals indicated that one Adverse Childhood Experience had been experienced by one or more child in the family = 28% (20%) (Freephone 4 = 22% (20%))
- Nineteen TAF referrals indicated that two or three Adverse Childhood Experiences had been experienced by one or more child in the family = 44% (13%) (Freephone 11 = 61% (20%))
- Four TAF referrals indicated that four or more Adverse Childhood Experiences had been experienced by one or more child in the family = 9% (14%) (Freephone 0 = 0% (14%))

In interpreting this information, it must be remembered that any families where children are experiencing significant abuse will be more likely to fall within the remit of Children’s Services. However, these figures confirm that we are already reaching a disproportionate number of children whose experiences to date place them at risk of poor outcomes as adults. It also helps to confirm parental separation, mental illness and domestic abuse as key issues for Families First families.

The information above is just a snap shot and cannot be interpreted as statistically significant. Further research is needed if a clearer picture is to be achieved, but it does provide an indicator of some of the issues faced by the Families First families. Cardiff Families First team is working with the all-Wales Coordinators' Group to explore ways to measure the impact of Families First services in reducing ACEs.

## 11.7 Aligning programmes

Families First is one of a number of family and anti-poverty programmes that have been put into place by the Welsh Government. As such, it has always sat alongside Flying Start and Communities First. These programmes all have separate guidance and programme management arrangements, but all contribute to similar outcomes.

From the start, Cardiff has made arrangements to make sure that these programmes are aligned and working together effectively to deliver services that meet local needs. This will become even more important as Families First is refocused and the legacy arrangements are put into place for Communities First.

Cardiff Partnership has responded to the changing circumstances by setting up a new Tackling Poverty Group. The Director of Communities, Housing and Customer Services chairs this group. The Operational Manager for Strategy, Performance and Resources in Social Services, represents Families First.

One of the areas of joint working during 2016-17 was around workforce development. It is really crucial that the children and families workforce have the skills needed and understand the shared principles and arrangements that underpin work in Cardiff.

During 2016-17, Families First took part in a pilot to develop an induction event, which explained how the programmes work together and encouraged participants to think about how their own work contributes to this. The event was a success, and will be rolled out as the new arrangements are put into place for Families First.

Discussions also started about jointly commissioning certain services where there are shared priorities (see 12.2 below).



communities first cymunedau yn gyntaf



# 12. SUMMARY AND NEXT STEPS

## 12.1 Summary

Cardiff Families First programme continued to deliver important services during 2016-17 and services worked hard to maintain provision for families, despite a reduction in funding:

- Families First providers delivered support and services for 19,751 children, young people and families.
- 277 families accessing Families First services benefited from support to complete a Joint Assessment Family Framework (Family Plan) and build a Team Around their Family.
- The generic and disability TAF teams supported the JAFF pilot, which has helped to identify the best way to improve arrangements for providing early help as part of the implementation of Cardiff's Early Help Strategy.
- The working relationship with schools was strengthened. Families First services worked with 175 schools across Cardiff. Schools were also involved in the JAFF pilot and the review of services, and this joint working is paving the way for important developments in the systems for identifying when families need additional support.
- The Families First Freephone service continued to be an important central point of information and support to access services, which was used by professionals and families. Around half of calls came from families themselves. This service is central to continuing developments of an early help front door.
- Work took place with the Family Information Service and TheSprout young people's website to improve access to information about services for families.
- The Disability Index was launched - this will provide improved intelligence about families and their needs for planners as well as improve access to information for families.
- Young Inspectors completed their cycle of inspections of Families First with their inspection of the Early Years package – they have now judged that all packages are meeting the National Participation Standards in the way in which they deliver their services.
- In August 2016, Welsh Government confirmed that there would be another programme. National evaluation of Families First had confirmed the importance of Team Around the Family working and support for families with a disabled child. The new programme will retain both of these elements. However, strategically commissioned projects will need to have a much clearer focus on support for parenting and young people.
- In preparation for commissioning the new programme, Families First providers took part in stakeholder consultation sessions, which explored what had worked well and what we need to do differently.
- In the meantime, Cabinet approved plans to provide a 'transition' year in 2017-18 – this enabled the Families First team to extend the majority of the original contracts.

## 12.2 Next Steps

The main challenge for 2017-18 is to manage a smooth transition to new programme arrangements. Recommissioning of Families First presents significant opportunities but this will also require changes in the way we do things.

- In July 2017, Cardiff Council's Cabinet approved the overall approach that Cardiff will take to the recommissioning. This included a number of key elements:
  - Extension of the existing TAF and Freephone arrangements to pilot a clearer access point to early help services for families (along with advice for professionals)
  - Education Services to deliver the two main Families First services (Parenting and Youth Support) in-house:
  - A tendering process for five allied services that will link in with the main services
  - Joint commissioning with Communities and Housing in relation to domestic violence and support for homeless young people (linked to the Supporting People programme)
  - Work with the Change Manager to bring forward plans for services for families with disabled children, informed by the Disability Futures programme across Cardiff and the Vale of Glamorgan
- As part of these plans, Families First will make a crucial contribution to the new early help front door arrangements, which will be a key element in the implementation of the Early Help Strategy. Following consultation with families, the new access point will be called **Support4Families@Cardiff**. Children's Services will also be part of this new front door to ensure that families receive the right level of response and to provide an interface with the MASH [Multi Agency Safeguarding Hub]. As well as providing a clear point of information and advice, the aim is to reduce the numbers of referrals made to the MASH.
- Cardiff Family Information Service will be helping us to identify other ways in which we can improve communication with families.
- We will continue to work with the Education Service and with schools to develop a more consistent way to identify when families need additional help. This will also help us to provide support at an earlier stage to prevent situations from escalating to a safeguarding concern. Consultations so far have identified the need to develop two main elements: extension of the **Vulnerability Assessment Profile** as a screening tool for schools and a model for providing **Early Help Family Support Workers** linked to school clusters.
- Plans for mobilising the new Parenting Service will also enable provision to align more effectively to Flying Start and with the work of the Health Visitors.
- Now that the cycle of inspections is completed, young people will start to prepare for their role as **Young Commissioners** again. We will be providing training to prepare them for this role before they join the evaluation teams in early 2018. In the same way, SPICE will be supporting parents and carers to get involved to have a say about the new programme.
- The Families First team is also committed to young people knowing about and accessing their rights, and is supporting the action plan that Cardiff is developing to be recognised as a **UNICEF Child Friendly City**.





# Putting Families First in Cardiff

Are you a professional who would like more information about Families First services in Cardiff or for someone to visit a family you are working with to discuss Families First?

Would you and your family like to know more about Families First services or for someone to come and see you to talk you through what services there are and to help you access them?



**Families First  
Freephone**  
**0808 800 0038**

Free from landlines and most mobiles  
(Everything Everywhere, O2, Orange, 3, T-Mobile, Virgin and Vodafone)

**Freetext  
80800**

Always start your messages with: FamiliesFF



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**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE**

**14<sup>th</sup> November 2017**

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**CABINET RESPONSE – FEMALE GENITAL MUTILATION**

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**Background**

1. The Children and Young People Scrutiny Committee agreed as part of their work programme to undertake an inquiry into Female Genital Mutilation (FGM). As a result, the Committee agreed to set up Task and Finish Group Inquiry. The terms of reference were agreed as follows:
  - a) To identify the scale of the problem in Cardiff.
  - b) Identify options to improve awareness of FGM across professional and ethnic minority groups.
  - c) Improve the training of professionals who may come into contact with FGM.
  - d) Ascertain what work is being undertaken in the wider community and schools.
  - e) Identify ways to improve the operation of the FGM clinical pathway including proposals for an all Wales FGM clinic.
  - f) Improve the collection and robustness of FGM data across Cardiff.
  
2. The task group Inquiry was informed by evidence and advice from the following:
  - DI Cath Cooke (South Wales Police);
  - DS Tessa Gould (South Wales Police);
  - Leanne Jonathan (Crown Prosecution Service);
  - Emily Brace (FGM Clinical Lead, Maternity, Cardiff & Vale University Health Board);

- Natasha James (Cardiff Council, Safeguarding).
  - Jan Coles (CCC, CSE Lead Manager);
  - Mwenya Chimba (BAWSO);
  - Loyce Eades (BAWSO);
  - KimAnn Williamson (CPS).
  - Research Papers / Reports (via Literature Review).
3. The report was presented to Cabinet on 6 July 2017, copy attached at **Appendix A** and a full response was agreed by Cabinet on 12 October 2017, copy attached at **Appendix B**.

### **Cabinet Response to Recommendations**

4. The scrutiny report included two recommendation for the Cabinet to respond to. The Cabinet response stated that one recommendation was partially accepted and the second was fully accepted. The third recommendation was directed to the Crown Prosecution Services and BAWSO, was supported by the Council, the fourth recommendation was that the Committee wrote to the University Health Board to support for a FGM Clinic.
5. The Scrutiny Service was informed, in August 2017, that a pilot FGM clinic, for Cardiff & Vale patients, has been set up, which will hopefully move to an All Wales approach in the future. In addition Education Secretary Kirsty Williams wrote in July 2017, to all schools in Wales to raise awareness of Female Genital Mutilation (FGM).

### **Way Forward**

6. The Director of Social Services, will introduce the response report and be available to answer any questions Members may have.
7. Members may also wish to consider the response contained in the attached **Appendix B** and the Director of Social Services, and provide any comments,

advice or recommendations to the Cabinet Member and Director to help in supporting further improvements in the work of the Department.

### **Legal Implications**

8. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not making policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to the Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

### **Financial Implications**

9. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not making policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

## **RECOMMENDATIONS**

The Committee is recommended to consider the Cabinet response report, attached at **Appendix B**, together with the information presented at the meeting, and provide the Cabinet Member and the Director of Social Service with any comments, concerns or recommendations.

**Davina Fiore**

**Director of Governance and Legal Services**

**6 November 2017**

# scrutiny



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## A Report of the Children & Young People Scrutiny Committee

### **FEMALE GENITAL MUTILATION (FGM) February 2017**



County Council of The City and County of Cardiff

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## CHAIR'S FOREWORD

I was very pleased to take part in the FGM Task and Finish Group of the Children and Young People Scrutiny Committee as this issue has long been a concern of committee members.

FGM has been illegal in the UK since 1985 with recent legislation in the Female Genital Mutilation Act 2003. Yet while there has been much good work undertaken to tackle FGM, the Task and Finish short scrutiny inquiry set out to ascertain the scale of the problem in Cardiff and to identify how the issue is being addressed. Our findings concluded that there is much work still to be done, not least in data collection and in intelligence sharing. We hope that that our report will highlight the need to provide ongoing support to the agencies involved in tackling this matter.

I should like to thank Alison Jones, Principal Scrutiny Support Officer for her invaluable support in this important inquiry and my fellow committee members for their commitment to this scrutiny.



Councillor Dianne Rees  
Chair, FGM Task & Finish Group

## INTRODUCTION

1. Female Genital Mutilation (FGM) is illegal in the UK. In England, Wales and Northern Ireland, civil and criminal legislation on FGM is contained in the Female Genital Mutilation Act 2003 (the act). In Scotland, FGM legislation is contained in the Prohibition of Female Genital Mutilation (Scotland) Act 2005. The Female Genital Mutilation Act 2003 was amended by sections 70-75 of the Serious Crime Act 2015.
  
2. The World Health Organisation (WHO) defines FGM as *all procedures (not operations) which involve partial or total removal of the external female genitalia or injury to the female genital organs whether for cultural or other non-therapeutic reasons* (WHO, 1996). Details of the practice are set out in the Evidence Section on page 14 below.
  
3. During the development of its 2016/17 work programme, the Children & Young People Scrutiny Committee agreed to undertake a short scrutiny inquiry into Female Genital Mutilation (FGM). The aim of the Inquiry was to:
  - Identify the scale of the problem in Cardiff.
  - Identify options to improve awareness of FGM across professional and ethnic minority groups.
  - Improve the training of professionals who may come into contact with FGM.
  - Ascertain what work is being undertaken in the wider community and schools.
  - Identify ways to improve the operation of the FGM clinical pathway including proposals for an all wales FGM clinic.
  - Improve the collection and robustness of FGM data across Cardiff.

4. It was agreed that a Task & Finish Group be established to undertake this inquiry. Members of the Task & Finish Group were:
  - Councillor Dianne Rees (Chair)
  - Councillor Lynda Thorne
  - Councillor Heather Joyce
  - Karen Dell'Armi (Parent/Governor Co-optee)
  - Patricia Arlotte (Roman Catholic Co-optee).
  
5. The Inquiry took place during January and February 2017. The following report sets out the key findings and conclusions arising from this Inquiry, as well as a number of recommendations arising from the evidence gathered.

## KEY FINDINGS

Overall, the Inquiry concluded that there had been a lot of work undertaken at operation level in relation to tackling FGM in Cardiff. However, there were a number of key issues that Members agreed needed to be addressed. These are as follows:

### **Strategic, Joined-Up Working**

KF1. Members were satisfied that systems, processes and procedures were in place to deal with any FGM disclosures. However, it was not apparent during the Inquiry that partners were working together strategically. There did not appear to be a lead agency responsible for FGM, and whilst Members agreed there were many pockets of proactive, effective working practices, individually and across some partner organisations, there appeared to be a lack of coordinated working across all partners.

For example, whilst there was evidence of training, education and awareness raising within Health, Crown Prosecution Service, BAWSO, Cardiff Council and South Wales Police, there did not appear to be a coordinated package that could be used across all these organisations, delivering a consistent message. In addition, there was no evidence of a partnership group covering the Cardiff area, to synchronise work, pool resources, develop strategies and action plans etc.

### **Data/information in relation to FGM**

KF2. During the Inquiry, one of the main issues of concern was the availability of intelligence. Whilst it was acknowledged that good reporting mechanisms are in place, lack of data was an issue.

Members were unable to ascertain a consistent, coordinated data set on the numbers of FGM cases, including the type of FGM and an age breakdown. Members felt that this data was critical in identifying the scale of the problem within Cardiff, and presented the Task Group with significant difficulties during their deliberations. In addition, Members were unable to identify whether numbers reported were duplications or whether they were old or new cases. This had also been an issue for community members who had voiced their concerns about the reality of the problem within Cardiff.

Health provided the Inquiry with the number of FGM cases that had been referred to the Welsh Government between October and December 2016. Within Cardiff, 20 cases had been identified, and these had come via the safeguarding MASH and the All Wales Clinical Pathway. No further details were available at the time.

The Crown Prosecution Service reported that there was one potential case of FGM (Type 2) being investigated in Cardiff. No prosecutions had taken place.

- KF3. Another issue of concern arising from the Inquiry was that of the transient population in the area, and the lack of data on population profiles. Members and witnesses all agreed that there had been issues with statistics, including census data. It was agreed that local statistics were needed.
- KF4. The Crown Prosecution Service (CPS) informed the Inquiry that an FGM task Group is being set up with the Police and Health to look at data sets and look at how the agencies can work together to improve data collection and avoid duplication. The CPS stated that Bristol already have good systems in place in collecting and reporting FGM cases and they would be looking at this as part of the Task Group work.

## **Challenging Cultural/Belief Conventions**

KF5. The Inquiry heard how FGM was very complex and linked intrinsically with a community's belief system and culture. Members heard case studies and anecdotal evidence from professionals and via community meetings held in Grangetown, which highlighted the difficulties faced by women and girls within their communities.

The Inquiry identified that currently, The Black Association of Women Step Out (BAWSO) is a key organisation in working within communities. BAWSO stated that the focus of their work in this area was under the wider umbrella of positive parenting, challenging the paradigms within the community, but not just focusing on FGM. BAWSO stated that newly arrived community members may not be aware that it is illegal, and those established communities view it as a manifestation of their wider culture.

KF6. In addition, BAWSO reported that they had encountered different levels of desire to engage with them. For example, they reported that the Sudanese community were very open to engaging with them; but they had encountered difficulties with those from Sierra Leone and the Gambia.

KF7. The Inquiry acknowledged the need to avoid stigmatisation or victimisation within communities. BAWSO stated that what was most important was that women did not want to be defined by FGM. It was imperative that a trusting environment is established and a sensitive approach. It agreed that communities need to be involved and updated regularly on legislation relating to FGM, especially those communities that are relatively "new" within Cardiff, and that community work needs to be bottom up, community led. Currently, it was agreed that it was more top down.

BAWSO informed the Inquiry that they had been engaged with 788 families in the past three years. This work ranged from awareness raising to 1-1 support.

## **Training**

KF8. Members were informed of a wide range of training that had been undertaken with a range of professionals in Cardiff and Wales. This included:

- Crown Prosecution Service (CPS) delivering training to Dyfed Powys Police; CPS lawyers all provided with aide memoirs linking behaviour and legislation;
- All South Wales Police Officers trained in recognising signs of FGM;
- FGM training within maternity services were in place;
- A wider ranging training programme in Health planned for DOSH (Integrated Sexual Health); SARC (Sexual Assault Referral Centre); Gynaecology; Maternity; and safeguarding. Once this had been delivered, “train the trainer” sessions would be established.
- Social Services Staff in assessment and safeguarding.

KF9. In addition to other Health training programmes, the Inquiry identified the need for training for GPs. Whilst it was acknowledged that training would be rolled out based on areas of higher levels of Black and Minority Ethnic (BME) communities, it was also imperative to identify and work with GPs in areas where there were emerging new arrivals in communities (for example, Llanrumney), to ensure that the message is with GPs within the earliest timeframe possible.

KF10. Members also highlighted the need for training within schools at both primary and secondary level. Members felt that FGM training across all those connected with the school, including attendance officers, youth workers and at teacher training level should be implemented.



## **Awareness Raising/Education**

KF11. The Inquiry agreed that there had been a proactive, sustained training and awareness-raising programme in place over a number of years and this should be commended. This included:

- Awareness raising within the Somali community, where it was reported that approximately 90% of this community had engaged in some form of education. The awareness-raising programme included details on how to report and who to report to.
- BAWSO and the NSPCC youth projects in Mary Immaculate and Fitzalan Schools.
- Posters within every GPs surgery in Wales (with NSPCC, Welsh Government and BAWSO);
- “Voices” DVD – used in schools etc;
- Work with airports at key times of the year;
- Work with Cardiff University medical students to make FGM part of their studies;
- Work with trainee social workers to make FGM part of their studies.

Upcoming work will include:

- From 1 April 2017, BAWSO increasing awareness raising work within schools;
- CPS recommending that FGM and other forms of honour-based violence be included on the national curriculum, which was currently being reviewed and implemented in 2020.

In addition, BAWSO and the CPS also stated that they would like to have FGM community champions in place, who would be available to undertake peer-to-peer work with communities and bring together harder to reach individuals and groups.

## **Reporting FGM Cases**

KF12. The Inquiry identified the obligations and routes into reporting FGM (via the Section 47 pathway), and Members were satisfied that effective processes and procedures were in place to deal with FGM cases.

The Inquiry concluded that there are systems in place for the reporting / monitoring of “at risk” families and girls, and should a family (for instance) take a long “family holiday”, this would be followed up. However, the Task Group would like to see a further move towards developing a more proactive, preventative approach to those at risk from FGM.

In addition, Health reported that, within maternity services, a mandatory question on FGM is asked across all ethnicities.

## **Protocols/Procedures/Policies**

KF13. Much of the work governing FGM was already in place via legislation and national policy and practice, and Members were satisfied that locally, any cases of FGM would be dealt with effectively and sympathetically. However, Members were concerned about ongoing budget / financial pressures that may affect this. For example, the FGM Pilot Clinic had yet to receive funding, and BAWSO reported a reduction in charitable funding that would have a significant impact in relation to the work they do.

KF14. The Inquiry Team were informed by the CPS that the protocol in relation to FGM was being updated, and the new protocol will have more detailed requirements, particularly regarding notification; decision-making; and reporting.

KF15. The Inquiry concluded that there was a need for a clear pathway to be put in place that could be used to reach out to all professionals, and used widely as part of the education and awareness raising activities, as well as

ensuring that the community know where to go to get help, advice or support.

KF16. The Inquiry Team were also informed that the CPS, as part of its FGM Task Group work would be to develop a Five Year Strategy covering FGM, and that an Action Plan would be part of this.

KF17. The Inquiry was also informed of work currently being undertaken between Swansea Council and BAWSO in addressing FGM. Swansea Council had supported BAWSO both in terms of partnership working and funding.

### **All Wales FGM Clinic**

KF18. The Inquiry were informed that a dedicated FGM clinic had been approved to run within the CHAP (Cardiff Health Access Practice) at Cardiff Royal Infirmary. The Clinic would run once a week on a 12 month trial period, but, as yet, is not funded. £60,000 was needed for the pilot. The service would provide physical and psychological help. Members agreed that they would support the bid and that this will be one of the key recommendations arising from this Inquiry.

### **Funding Issues**

KF19. Funding for the FGM Clinic had been highlighted as a particular concern during the Inquiry.

KF20. In addition, funding was an issue for BAWSO. Some of its charitable funding had come to an end and currently, nobody is funding some of the proactive work they have undertaken. A lot of what they currently do is based on the goodwill of volunteers. Lack of funding has affected the amount of work they are currently able to undertake. Members were

particularly concerned about how this would affect the work required in new and emerging communities within Cardiff.

## RECOMMENDATIONS

It is recommended that the following recommendations are commended to the Cabinet and other key partners for consideration. The recommendations should be reported back to this Scrutiny Committee within 6 months, unless otherwise stated.

### Recommendations to the Cabinet:

R1. It is recommended that the Council take a lead role in establishing a local partnership group to address FGM in Cardiff (**supported by KF1**). This group should be responsible for the strategic and operational overview of FGM. This will include:

- Data collection and intelligence gathering (**KFs 2-4**).
- Linking with partners and communities to play a more proactive role in:
  - Community engagement (**KFs 5-7**).
  - A coordinated training package across all professionals (**KFs 8-9**).
  - Coordinated Awareness Raising and Education Programme. approach to professionals; communities affected by FGM; wider community generally (**KF 11**).
  - Training and awareness raising/ education in all schools, including teacher training, attendance officers etc. (**KFs 10-11**).
  - Development of Protocols and Pathways (**KFs 14-15**).
  - Development of an FGM Strategy and Action Plan (**KF 16**).
  - Support for the FGM Clinic Trial (**KF 18**).
  - Work with partners to explore funding streams for delivering the above (**KFs 19-20**).

- Explore spreading the work amongst partners and other third sector organisations, to relieve the pressure on BAWSO, both in terms of financial and time constraints they currently find themselves with **(KF19)**.

R2. It is recommended that the Council play a key role in the Crown Prosecution Service / BAWSO led FGM Task & Finish Group to address improved data collection/reporting and local intelligence **(KFs 2-4)**; and the FGM Strategy and Action Plan **(KF16)**.

**Recommendation to the Crown Prosecution Service and BAWSO:**

R3. The FGM Task & Finish Group report back to this Scrutiny Committee within 12 months on its findings in relation to the following:

- Identifying, developing and implementing a system for the collection of FGM data that can be used and shared across all partners. This should include breaking down the data into type of FGM procedure, age profiles, ethnic origin, number of re-referrals etc.
- Work across all partners to develop statistics in relation to the local population, to identify the range of communities in Cardiff.
- Evaluate the approach used in Bristol as a potential benchmark for kick starting this process.
- Development of an FGM Strategy and Action Plan.

***Supported by KFs 2-4; 16***

**Recommendation to the Children & Young People Scrutiny Committee:**

- R4. It is recommended that this Scrutiny Committee write a letter of support for the FGM Clinic Pilot, based on the findings from this Inquiry **(KF18)**.



## EVIDENCE

### **Definition Of FGM**

The World Health Organisation (WHO) defines FGM as *all procedures (not operations) which involve partial or total removal of the external female genitalia or injury to the female genital organs whether for cultural or other non-therapeutic reasons* (WHO, 1996).

### **Types of FGM**

FGM (sometimes called Female Circumcision) is a traditional practice, which takes three main forms:

#### **Type 1 – Circumcision (Sunna)**

This is the least severe form of FGM and involves the removal of the hood of the clitoris preserving the clitoris itself. This type of operation is also known as Sunna, which means 'tradition' in Arabic.

#### **Type 2 – Excision (Clitoridectomy)**

It involves the partial or total removal of the clitoris together with parts of the whole of the labia minora (small lips which cover and protect the opening of the vagina and the urinary opening). After the healing process has taken place, a large scar tissue forms to cover the upper part of the vulva region.

#### **Type 3 – Infibulation (also called Pharaonic Circumcision)**

This is the severest form of FGM. The term 'infibulation' is derived from the name given to the Roman practice of fastening a 'fibular' or 'clasp' through the large lips of their wives genitalia in order to prevent them from having illicit sexual intercourse.

In infibulation, the clitoris, the whole of the labia minora and the internal parts of the labia majora (the outer lips of the genitals, which lubricate the inside of the skin folds to prevent soreness) are removed. The two sides of the Vulva are then sown together with silk, catgut sutures, or thorns leaving only a very small opening to allow for the passage of urine and menstrual flow.

#### **Type 4 – Unclassified**

This includes all other operations on the female genitalia including pricking, piercing, and stretching of the vulva region, incision of the clitoris and/ or labia, cauterisation by burning the clitoris and surrounding tissues, incisions to the vaginal wall, scraping (anqurya cuts) or cutting (gishiri cuts) of the vagina and surrounding tissues.

#### **Legislation Governing FGM**

FGM is illegal in the UK. In England, Wales and Northern Ireland, civil and criminal legislation on FGM is contained in the Female Genital Mutilation Act 2003 (the act). In Scotland, FGM legislation is contained in the Prohibition of Female Genital Mutilation (Scotland) Act 2005. The Female Genital Mutilation Act 2003 was amended by sections 70-75 of the Serious Crime Act 2015.

#### **UN Convention of the Rights of Child**

Articles 6, 19, 36 and 39 all are relevant to the protection of Children from FGM.

#### **Children Act 2004**

Section 11 of the Children Act 2004 places a duty on all professionals “to safeguard and promote the welfare of children”. This includes councils, schools, the police and health professionals. All have a role in ensuring that women and girls are protected.

#### **The Social Services and Well-being (Wales) Act**

This helps all services work together to make sure that children and young people enjoy healthy, happy lives and from April 2016 it places a duty on everyone to report when they have concerns that a child might be at risk or experiencing abuse or neglect.

#### **Criminal law in England and Wales**

Under section 1 of the Female Genital Mutilation Act 2003, a person is guilty of an FGM offence if they excise, infibulate or otherwise mutilate the whole or any part of a girl’s or woman’s labia majora, labia minora or clitoris. To excise is to remove part or all of the clitoris and the inner labia (lips that surround the vagina), with or without removal of the

labia majora (larger outer lips). To infibulate is to narrow the vaginal opening by creating a seal, formed by cutting and repositioning the labia.

### **Offences of FGM**

It is an offence for any person (regardless of their nationality or residence status) to:

- Perform FGM in England and Wales (section 1 of the act).
- Assist a girl to carry out FGM on herself in England and Wales (section 2 of the act).
- Assist (from England or Wales) a non-UK person to carry out FGM outside the UK on a UK national or UK resident (section 3 of the act).

If the mutilation takes place in England or Wales, the nationality or residence status of the victim is irrelevant.

### **Failing to protect a girl from risk of FGM**

If an offence under sections 1, 2 or 3 of the act is committed against a girl under the age of 16, each person who is responsible for the girl at the time the FGM occurred could be guilty of an offence under Section 3A of the act.

### **FGM taking place abroad**

It is an offence for a UK national or UK resident (even in countries where FGM is not an offence) to:

- perform FGM abroad (sections 4 and 1 of the act)
- assist a girl to carry out FGM on herself outside the UK (sections 4 and 2 of the act)
- assist (from outside the UK) a non-UK person to carry out FGM outside the UK on a UK national or UK resident (sections 4 and 3 of the act)

An offence of failing to protect a girl from risk of FGM can be committed wholly or partly outside the UK by a person who is a UK national or UK resident. The extra-territorial offences of FGM are intended to cover taking a girl abroad to be subjected to FGM.

Any person found guilty of an offence under sections 1, 2, 3 of the act faces up to 14 years' imprisonment, a fine or both. Any person found guilty of an offence under section 3A of the act, faces up to 7 years' imprisonment, a fine or both.

Under provisions of the law which apply generally to criminal offences, it is also an offence to:

- Aid, abet, counsel or procure a person to commit an FGM offence.
- Encourage or assist a person to commit an FGM offence.
- Attempt to commit an FGM offence.
- Conspire to commit an FGM offence.

Any person found guilty of such an offence faces the same maximum penalty for these offences under the act.

### **Civil law in England and Wales**

Under section 5A and schedule 2 of the act provision is made for FGM protection orders. An FGM protection order is a civil law measure which provides a means of protecting actual or potential victims from FGM.

Applications for an FGM protection order can be made to the High Court or family court in England and Wales with the purpose of protecting a girl or woman against the commission of a genital mutilation offence or protecting a girl or woman where such an offence has been committed.

### **Other legislative aspects**

The act also:

- Guarantees lifelong anonymity for victims of FGM (section 4A of the act).
- Places a mandatory duty on health and social care professionals and teachers to notify the police where they discover FGM has been carried out on a girl under 18 years of age during the course of their work (section 5A of the act).
- Provides for statutory guidance on FGM (section 5C of the act).

## **FGM Protection Orders**

Female Genital Mutilation (FGM) Protection Orders under the Female Genital Mutilation Act 2003 as amended by section 73, Serious Crime Act 2015 commence on 17 July 2015. FGM Protection Orders protect girls under 18 years but also vulnerable female adults over 18 years too.

Examples of the types of orders the court might make are:

- to protect a victim or potential victim from FGM from being taken abroad;
- to order the surrender of passports or any other travel documents, including the passport/travel documentation of the girl to be protected;
- to prohibit specified persons from entering into any arrangements in the UK or abroad for FGM to be performed on the person to be protected;
- to include terms in the order which relate to the conduct of the respondent(s) both inside and outside of England and Wales; and
- to include terms which cover respondents who are, or may become involved in other respects (or instead of the original respondents) and who may commit or attempt to commit FGM against a girl.

Orders may also be made against other people, not named as respondents in the application, recognising the complexity of the issues and the numbers of people who might be involved in the wider community.

Breach of an order is a criminal offence, and the respondent may be arrested if the police believe there is reasonable cause to suspect there is a breach of the order. The offence of breach of an FGM Protection is subject to a maximum penalty of five years' imprisonment. As an alternative to prosecution, a breach of an FGM Protection Order can be dealt with through the civil route as a contempt of court, which is punishable by up to two years' imprisonment.

Under the act, the following three categories of person can make an application for a FGM Protection Order:

- the person to be protected, without leave of the court;

- a relevant third party, who can make an application on behalf of a victim or potential victim, without the leave of the court; and
- any other person on behalf of the person to be protected, as long as they obtain the court's permission to make an application.

A court can also make an FGM Protection Order, without application being made to it, in certain family proceedings. In addition, a criminal court can also make an FGM Protection Order, without application, in criminal proceedings for a genital mutilation offence, where the person who would be a respondent to any proceedings for an FGM protection order is a defendant in the criminal proceedings. An FGM Order can also be made in such criminal proceedings to protect a girl at risk, whether or not they are the victim of the offence in relation to the criminal proceedings. For example, the younger sister of the victim of a genital mutilation offence could also be protected by the court in criminal proceedings.

The Female Genital Mutilation Protection Orders (Relevant Third Party) Regulations 2015 gives effect to this, enabling local authorities to act as relevant third parties from 17 July 2015. This enables Local Authorities to make an application without first needing to apply for the leave of the court to do so. This is similar to Forced Marriage Protection Orders.

### **All Wales Child Protection Procedures - ALL WALES PROTOCOL 2011**

The All Wales Child Protection Procedures are an essential part of safeguarding children and promoting their welfare. The common standards they provide guide and inform child protection practice in each of the Local and Regional Safeguarding Children Boards across Wales. They outline the framework for determining how individual child protection referrals, actions and plans are made and carried out.

They are based on the principle that the protection of children from harm is the responsibility of all individuals and agencies working with children and families, and with adults who may pose a risk to children. Partnership working and communication between agencies is identified as key in order to identify vulnerable children and to help keep them safe from harm and abuse.

The All-Wales Child Protection Procedures are kept up-to-date by the All-Wales Child Protection Review Group (AWCPPRG). The group has a mandate and representation from, all of Wales' Local and Regional Safeguarding Children Boards and partner agencies. The group also produces supplementary protocols and practice guides, on an All-Wales basis, and provides a platform for sharing good practice across Wales.

In addition to the main All Wales Child Protection Procedures a number of additional procedures and protocols have been produced giving advice about procedures to be undertaken in specific circumstances. These include protocols issued at an all-Wales level and regional Child Protection Forum protocols. Protocols that have been produced on an All-Wales basis and include the All Wales protocol Female Genital Mutilation.

The Protocol sets out the procedures and practice guidelines to be used by all professional in dealing with suspected cases of FGM, in particular that:

- All agencies should work with the practicing communities to develop appropriate education and preventive programmes with a view to eradicating the practice of FGM.
- All staff that have responsibility for child protection work must be acquainted with the All Wales Child Protection procedures and with any local preventative programmes, which exist.
- Any information or concern that a child is at risk of, or has undergone FGM must result in a child protection referral to social services and/or the police.
- FGM places a child at risk of significant harm and will therefore be investigated (initially) under Section 47 of the Children Act (1989) by Social Services and the police child protection team.

### **FGM In Wales**

FGM is a traditional practice native to certain regions in Africa – including Somalia, where 98% of women are affected – the Middle East and South-east Asia. Cardiff houses one of the highest numbers of people with Somali heritage in the UK. Dr



Mwenya Chimba, co-chair of the Wales FGM Forum, said more than 600 women are living with fully or partially removed genitals in Wales.

### **What Policy And Guidance Is Available**

#### **WALES**

**FGM Safeguarding Protocol** – Developed the All Wales Protocol on FGM 2011

**Multi-Agency FGM Strategic Leadership Group** - the Strategic FGM Leadership Group which provides oversight and direction to this work in Wales and covers trafficking and FGM. It is chaired by KimAnn Williamson (CPS). The Group comprises individuals from the statutory and third sectors, who lead on specific tasks. The Group has developed a number of publications, leaflets and initiatives to raise awareness of FGM. The Group has developed a future work plan, which includes training and awareness raising.

**All Wales FGM Training Panel** – this panel is chaired by Dr Heather Payne (Senior Medical Officer, Welsh Government) and includes Linda Davies (Designated Nurse Safeguarding Children, Public Health Wales NHS Trust).

**CPS / NSPCC Protocol** - All police forces in England and Wales have signed up to a protocol with the Crown Prosecution Service in relation to the investigation and prosecution of FGM, and joint training on FGM for police officers and CPS investigators, supported by the College of Policing. The protocol states: “Our priority is creating systems for tackling FGM and forced marriage which put the victim at the heart of investigations, empowering them so they feel confident to come forward and supporting them so they can pursue their complaint fully. We are also continuing with our programme of working with communities to raise awareness and educate them about the harm of FGM and forced marriage and will be focusing on early investigations and the building of good-quality evidence with the CPS, so that all those concerned in the practices of FGM and forced marriage will know that they can no longer carry out or aid these shameful practices with impunity”.

**Government statement opposing FGM** - This outlines what FGM is, the legislation and penalties involved, and the help and support available. The statement is often referred to as a 'health passport'.

**College of Policing APP** – National police guidance on FGM has been published by the College of Policing. The Authorised Professional Practice (APP) is designed to raise awareness of and demystify the practice of FGM for officers and those they work with so that it can be more proactively prevented and prosecuted. APP includes guidance on how officers can spot the signs of FGM; the reasons why it is practised; how it is carried out; talking to potential victims; using interpreters and the role of the police in tackling FGM. It gives officers and police staff a scenario to work through which includes FGM taking place in the UK and examples involving acts taking place outside the UK, carried out by a UK person.

**FGM Safeguarding Pathway and All Wales FGM Clinical Pathway** – see attached appendix 1 & 2.

## **NATIONAL**

**Mandatory reporting of female genital mutilation** procedural information - This gives health and social care professionals, teachers and the police information on their responsibilities under the female genital mutilation (FGM) mandatory reporting duty which came into force 31 October 2015. It covers: when and how to make a report; next steps following a report; and failure to comply with the duty.

**Ending violence against women and girls (VAWG) strategy** - The Home Office published a strategy for tackling violence against women and girls in November 2010. Action plans updating the government's work towards this goal are published annually in March. The latest action plan was published in March 2014 and sets out cross-government progress.

**A call to end violence against women and girls: action plan** - (HM Government, 2014).

**Declaration to end FGM** - On 6 February 2014 the government published an anti-FGM declaration setting out practical steps including:

- hospitals to provide information on patients who have been subjected to FGM;
- the launch of a community engagement initiative which will involve the voluntary sector; and
- the appointment of a consortium of leading FGM campaigners to deliver a global awareness campaign.

**Multi-agency practice guidelines:** Female Genital Mutilation - Guidance to help frontline professionals in England and Wales to work together to better identify and protect children and adults at risk of female genital mutilation (FGM). It Outlines the issues and presents good practice when dealing with victims, and sets out the required information and multi-agency actions to be taken in all cases. It gives job-specific guidance for: health, education, police, and children's services, and presents step-by-step actions, advice on what not to do, a list of points to consider and guidance on the legal position. Also outlines initiatives to reduce the prevalence of FGM and lists specialist health services and organisations working on issues around FGM.

**Practical toolkit for frontline practitioners** - providing information on children experiencing domestic violence and aiming to help practitioners understand what legislation and guidance means for them and their work.

**Recognising and preventing FGM** - (Home Office, 2014)

### **Black Association Of Women Step Out (BAWSO)**

One of the main charities which delivers services around FGM is BAWSO. Established in 1995, BAWSO is an all Wales, Welsh Government Accredited Support Provider, delivering specialist services to people from Black and Ethnic Minority (BME) backgrounds who are affected by domestic abuse and other forms of abuse, including Female Genital Mutilation, Forced Marriage, Human Trafficking & Prostitution.

BAWSO is at the forefront in the fight to eradicate FGM. It established the FGM Health and Safeguarding project in 2010 (the Tackling Female Genital Mutilation Initiative [TFGMI]) which aims to develop and strengthen community-based preventive work to

safeguard those at risk. Since the start of the project they have worked with over 2500 families to raise awareness about the issues in order to protect women and girls at risk and provide support to survivors. The community-based approach has been a success because the community are the key drivers of change to make Wales an FGM-free nation. They are involved in the design and delivery of activities.

As part of ongoing work to prevent FGM, they engage with young people and empower them to raise their voices to spark conversation about FGM related issues. The young people have developed scripts and performed in plays which condemn the practice, with support from National Theatre Wales. More recently they produced a leaflet and film for use to raise awareness in schools through a partnership of NSPCC, BAWSO, Welsh Government and Burning Red.

The eradication of FGM remains a priority despite funding challenges. More work needs to be done to safeguard girls at risk, as well as supporting survivors of FGM. Training was provided to professionals through a funded project, but the funding has now ended and any further training has to be paid for.

There is an increasing realisation that ending FGM has to be community-led working, together with a statutory-led response. Community-based organisations working with local authorities, safeguarding leads and statutory professional should be part of a comprehensive local response to implement strategies to end FGM. This includes:

- Awareness raising and prevention work
- Supporting engagement and relationships
- Providing advice and consultation
- Meeting the mental health needs of women and girls
- Support in accessing specialist support services
- Training professionals
- Developing resources.

## **Present Process**

The maternity services and Sexual Health clinics provided by the health service in Wales use the All Wales FGM Clinical Pathway form to capture all the relevant details regarding FGM, and provide three separate pathways depending on the patient's circumstances:

- Pregnancy Pathway
- Paediatric Pathway
- Adult Pathway.

There are approximately 60 cases a year identified through the Clinical Pathway.

Referrals through the Multi-Agency Safeguarding Hub (MASH) for children who are at risk of FGM are captured by the system. The data collected shows that during the past year 33 children have been referred where there was a suspicion of FGM, with the following outcome:

- One was already a live case
- Four had a strategy discussion / meeting held
- 22 had a wellbeing assessment / initial assessment undertaken
- 6 had no further action taken.

The Department of Health has also developed a FGM Safeguarding pathway (see Appendix 1).

All referrals should be made to the 101 service who have been provided with the necessary processes to capture the information and refer the case to the MASH.

The NSPCC also has a dedicated help line for FGM (**0800 028 3550**).

## **Training**

**National Training Framework on violence against women, domestic abuse and sexual violence** - The aim of the National Training Framework is to create a consistent

and quality assured approach to training on these issues. In order to meet this aim, the framework incorporates central and localised delivery, which offers national standards of delivery alongside a flexible approach to local implementation.

A local training needs analysis should be compiled immediately prior to drafting the training plan. The training needs analysis should consider the training requirements as outlined within each group of this Framework and map these against any existing training on offer locally. The training needs assessment should also outline the numbers of professionals who require training.

Where existing training fulfils only some of the learning outcomes for each group these courses should be developed to meet the requirements fully. Where existing training is identified which fully meets the requirements, the training needs assessment should specify the reach of that training and use this information when developing the training plan.

**The Home Office** provides a free e-learning package for professionals who need to find out more about identifying and responding to FGM.

**The Female Genital Mutilation programme (e-FGM)** is made up of five 20 to 30 minute e-learning sessions, which are designed to improve the knowledge and awareness amongst healthcare professionals of some of the issues which FGM has on women and children. The programme covers the following topics:

- An Introduction to FGM
- Communication Skills for FGM consultations
- Legal and Safeguarding Issues regarding FGM in the UK
- FGM: Issues, presentation and management in children and young women
- FGM: Issues, presentation and management in women and around pregnancy.

The project is supported by a number of key stakeholder organisations. They are: Health Education England (HEE), Department of Health (DH), Community Practitioners and health Visitors Association (CPHVA), School and Public Health Nurses Association (SAPHNA), Royal College of General Practitioners (RCGP), The Royal College of Midwives (RCM), Royal College of Obstetricians and Gynaecologists (RCOG), Royal College of Paediatrics and Child Health (RCPCH).

## **Awareness Raising**

**Passengers travelling through Cardiff Airport** are being given information about FGM, as part of an awareness campaign organised by the multi-agency Wales FGM Strategic Leadership Group. The start of the summer holidays is recognised as being a particularly important time of year for detecting and preventing FGM, as children can be taken out of the country in order for FGM to be carried out abroad. KimAnn Williamson of the Crown Prosecution Service, who chairs the Wales FGM Strategic Leadership Group, said: "FGM can devastate the lives of victims, but too often this is a practice that is carried out in a secretive environment that makes it difficult to monitor and prevent. In Wales, all children identified as being at risk of FGM are reported to social services, so that safeguarding procedures can be put in place".

The NSPCC in Wales partnered with Welsh Government and the FGM Strategic Leadership Group to produce advice posters for schools to display ahead of the summer break.

**Statement opposing female genital mutilation** - This outlines what FGM is, the legislation and penalties involved and the help and support available. The statement is often referred to as a health passport.

### **Communities Tackling Female Genital Mutilation in the UK – Best practice Guide**

The Tackling Female Genital Mutilation Initiative (TFGMI) has supported community based organisations for six years to actively develop models to tackle and prevent FGM. Throughout this time, models of best practice have emerged, new approaches have been developed and key principals for community engagement have been strengthened. The Best Practice Guide distils the learning of the TFGMI and highlights the importance of community engagement and outlines ways that organisations and local authorities can begin to undertake engagement and contribute to changing attitudes and ending the practice of FGM

## **Evidence Gathering Session 1 – 31 January 2017**

Discussions at this meeting were undertaken in an informal, semi-structured format. The notes below highlight some of the key items discussed at the meeting, and have been set out under some key headings.

### **Data/information in relation to FGM**

1. Following introductions, LJ informed the Group that currently, there was one potential case of FGM (Type 2) being investigated by the CPS. Following an initial assessment and a peer review which came back with an inconclusive result, the case was being assessed by the only two experts in the UK on FGM.
2. The Group asked whether LJ was aware of any other cases with the CPS in Wales – to which she responded that there was one other case in Swansea.
3. The Group agreed that the main issue they have in relation to FGM is the availability of intelligence. Whilst it was acknowledged that good reporting mechanisms are in place, lack of data is still an issue.
4. The Group said that, within the area, a very conservative estimate of 600 females have been affected by FGM.
5. 0 - 14 is the average age range for girls to be “cut”.
6. Another issue of concern to Members and the Group more widely was that of the transient population in the area, and the lack of data and population profiles, as current census data will only drill down to “Black African” and no further.
7. MH drew the Group’s attention to a quote in the Paving Report considered by the Children & Young People Scrutiny Committee on the 27 September 2016, where it was reported that:



There are approximately 60 cases a year identified through the Clinical Pathway.

Referrals through the MASH for children who are at risk of FGM are captured by the system, the data collected shows that during the past year 33 children have been referred where there was a suspicion of FGM, with the following outcome:

- One was already a live case
- Four had a strategy discussion / meeting held
- 22 had a wellbeing assessment / initial assessment undertaken
- 6 had no further action taken.

### **Protocols / Procedures / Policies**

8. LJ stated that the protocol in relation to FGM was being updated, and the new protocol will have more detailed requirements, particularly regarding notification; decision-making; and reporting.
9. South Wales Police stated that they were contacted via intelligence; cases reported direct to SWP; or reports via children's services, education etc.

### **Training**

10. LJ also updated the Group that the CPS had delivered training to Dyfed Powys Police; lawyers had been given aide memoirs linking behaviour and legislation; and took the Group through the changes in legislation since 2004.
11. All South Wales Police Officers are trained in recognising signs of FGM.
12. EB reported that, within health, every service would receive training and awareness raising in relation to FGM. Her colleague, Linda Hughes-Jones would be in a better position to report on this. Linda also reported quarterly to Welsh Government, so would have some data for the Group on this issue.

### **Reporting FGM Cases**

13. Children's Services informed the Group that, if a potential case of FGM is brought to their attention, a Section 47 would be initiated. NJ also updated the Group on the training and awareness raising that is ongoing, particularly in the areas of assessment and safeguarding.
14. The Group talked through the obligations and routes into reporting FGM, highlighting the Section 47 pathway and Members were satisfied that effective processes and procedures were in place to deal with FGM cases.
15. The Group agreed that there are systems in place for the reporting/monitoring of "at risk" families and girls, and should a family take (say) a long "family holiday", this would be followed up. GPs also have a duty to report any suspicions.
16. EB reported that, within maternity services, a mandatory question on FGM is asked across all ethnicities.

### **Ongoing Issues in relation to FGM**

17. NJ reported that a particular problem is that women (rather than girls) are having reversal procedures, then finding that they are having it re-done.
18. Cllr Thorne stated that she had chaired a community meeting (with two more planned) where she had met with five women. She informed the group that she was surprised to find out that women were primarily responsible for "pushing" FGM within the community. She was also told, anecdotally, that some GPs are still performing the procedure.
19. The Group talked around the issue of the very strong cultural (and sometimes religious) beliefs around FGM – TG told the group about contact she had had with a woman, who had shown her letters from her mother, highlighting the kinds of pressure she felt under not to "let the family down". The Group also agreed that there were a wide range of cultural reasons why FGM was prevalent in their society.

20. A major problem in relation to FGM is getting women to come forward, and therefore the authorities being made aware of the issue.

### **Awareness Raising/Education**

21. The Group discussed the awareness raising and training that had taken place. They agreed that there had been a proactive, sustained training and awareness-raising programme, particularly within the Somali community, where it was reported that approximately 90% of this community had engaged in some form of education. The awareness-raising programme included details on how to report and who to report to.

22. The aim of the programme is to encourage and promote preventative measures, but at present, there was no measurable outcome to this work.

23. The Group highlighted the role of BAWSO and the NSPCC in undertaking the training, education and awareness raising programmes, and highlighted youth projects in Mary Immaculate and Fitzalan Schools.

24. KDA enquired to whether these education and awareness raising would be available to primary school staff, and was informed that attendance officers for these schools had been trained in FGM.

### **Positive Message**

25. A key message that Members wanted to pass to the Group was that they wanted to praise the work that had been done to date and to support this ongoing work.

### **All Wales FGM Clinic**

26. EB took the Group through the latest position in relation to the bid for an All Wales FGM Clinic. EB stated that, to date, the Health Board had not accepted the bid for 2017/18 and therefore, the bid was still awaiting funding. EB stressed that the need for such a facility was critical in high prevalent areas in Cardiff. The Group and Members of the Task Group all agreed that they would support the bid and that this will be one of the key recommendations arising from this Inquiry.

## **Evidence Gathering Session 2 – 16 February 2017**

Discussions at this meeting were undertaken in an informal, semi-structured format. The notes below highlight some of the key items discussed at the meeting, and have been set out under some key headings.

### **Data/information in relation to FGM**

The Group discussed the data provided by Linda Hughes-Jones (UHB) on the number of FGM cases that had been referred to the Welsh Government between October and December 2016, which was 40 (of which, half were from Swansea). It was explained that these cases would have come via the safeguarding MASH and the All Wales Clinical Pathway.

KAW outlined her role in relation to FGM. As her colleague had stated at the last meeting, there was very little case work, but this is also the picture nationally. KAW stated that an FGM task Group is being set up with the Police and Health to look at data sets and look at how the agencies can work together to improve data collection and avoid duplication. KAW stated that Bristol already have good systems in place in collecting and reporting FGM cases and they would be looking at this as part of the Task Group work.

BAWSO also reported that disclosures are increasing, but this is due to the increased prominence and profile of FGM.

In relation to data and information, all agreed that there had been issues with statistics, including census data. It was agreed that local statistics were needed.

### **Protocols/Procedures/Policies**

The Group discussed the Referral Pathway, and the need for a clear pathway to be put in place, that could be used to reach out to all professionals, and used widely as part of the education and awareness raising activities, as well as ensuring that the community know where to go to get help, advice or support.

KAW stated that another aim for the Violence Against Women T&F group would be to develop a 5 Year Strategy, and that an Action Plan would be part of this.

PA asked whether there was a pathway/flowchart that shows the “journey” from reporting an FGM case, and JC responded by stating that FGM was a child protection/safeguarding issue, and therefore is treated as such.

MC and LE highlighted the work BAWSO are doing in Swansea and that the Council is actively engaged with BAWSO in terms of partnership working and funding.

### **Training**

EB stated that FGM training within maternity services were in place, and they are currently planning “train the trainer” sessions.

It was agreed that, currently, there is a gap in health in relation to this issue and awareness raising and training, but the pathway will greatly assist in this issue. EB stated that training in the following were being planned – DOSH; SARC; Gynaecology; Maternity; and Safeguarding. Once this had been delivered, the train the trainer sessions would be established.

HJ raised the issue of training for GPs. The Group talked around concentrating efforts in areas of high numbers of BME residents, but it was generally agreed that it was important to identify and work with more new arrivals in communities, to ensure that the message is with GPs at the earliest timeframe.

### **Reporting FGM Cases**

In addition, JC reminded the Group that in relation to FGM, everyone is duty bound to report.

### **Ongoing Issues in relation to FGM**

LT updated the Group on the latest round of Community meetings that she had arranged. She told the group that she had met with a group of older Somali women, who stated that many of them had been subject to the procedure, but it was not done anymore. LT said that the women were concerned about potential duplicate reporting of numbers of FGM cases and wanted to know whether the cases reported to Welsh Government were current or past cases.

MC stated that there were still some parts of the community that still practice FGM and that BAWSO's role was to offer support. There was no one approach to this, and the picture is varied across each community. She said that the Sudanese community were very open to engaging with them; but they had encountered difficulties with those from Sierra Leone and the Gambia.

The Group enquired whether there was much interaction between the communities, and MC responded that, at ground level, they did.

The Group went on to explore the issue raised by HJ about the feeling of stigmatisation or victimisation within communities. MC stated that communities need to be involved and updated regularly on legislation relating to FGM, especially those communities that are relatively "new" within Cardiff. MC stated that community work needs to be bottom up, community led. Currently, it was more top down.

Members asked BAWSO about their work with Swansea, and it was discovered that the work had originally started in Cardiff in 2010 and replicated in Swansea. BAWSO stated that the focus of their work in this area was under the wider umbrella of positive parenting, challenging the paradigms within the community, but not just focusing on FGM. BAWSO stated that newly arrived community members may not be aware that it is illegal, and those established communities view it as a manifestation of their wider culture. What was most important was that women have stated that they do not want to be defined by FGM.

LE explained that FGM was very complex and linked intrinsically with a community's belief system and culture. It was imperative that a trusting environment is established and a sensitive approach.

## **Awareness Raising/Education**

KAW and MC highlighted some work she had been involved in – posters within every GPs surgery in Wales (with NSPCC, Welsh Government and BAWSO); the “Voices” DVD and showing this in school assemblies etc; working with airports at key times of the year; working with Cardiff University medical students to make FGM part of their studies; working with school liaison officers; and working with trainee social workers on this issue.

Both agreed that they would like to have FGM community champions in place, who would be available to undertake peer-to-peer work with communities and bring together harder to reach individuals and groups. BAWSO stated that they think the visibility of the FGM Clinic will also go some way to address this.

MC took the Group through the work they had done in schools. This had included a lot of awareness raising activities, using a range of approaches. It is the intention of BAWSO to undertake this work again from 1 April 2017.

KAW stated that the CPS had recommended that FGM and other forms of honour based violence be included on the national curriculum, which was currently being reviewed and implemented in 2020.

BAWSO informed the Group that they had been engaged with 788 families in the past three years. This work ranged from awareness raising to 1-1 support. It was agreed that a breakdown of this work would be shared with Members of the T&F Group.

## **All Wales FGM Clinic**

The Group discussed the FGM Clinic, and EB updated the Group that the clinic was proposed to run once a week on a 12 months trial period, but, as yet, not funded. £60,000 was needed for the pilot, and the service would provide physical and psychological help.

## **Funding Issues**

Funding was an issue for BAWSO. Funding had come to an end and currently, nobody is funding some of the proactive work they have undertaken. A lot of what they currently do is based on the goodwill of volunteers. Lack of funding has affected the amount of work they are currently able to undertake.



## INQUIRY METHODOLOGY

M1. The Children & Young People Scrutiny Committee applies a project management approach to its inquiries; including mechanisms to consistently prioritise topics suggested for scrutiny, scoping reports and project plans. The aim of these is to ensure there is a dialogue with the services involved in the scrutiny process with the ultimate aim of improving overall service delivery and enabling effective scrutiny.

M2. The process for the Inquiry was agreed via a Scoping Report agreed by Members. The key milestones were as follows:

<b>Meeting 1</b>	<p><b>Context briefing</b></p> <ul style="list-style-type: none"> <li>• Agree the scope of Inquiry, research and witnesses.</li> <li>• Review Paving Report considered by C&amp;YP Scrutiny Committee which provides background context to the main issues.</li> </ul>
<b>Meeting 2</b>	<p>Evidence Gathering Session – meeting with witnesses:</p> <ul style="list-style-type: none"> <li>• DI Cath Cooke (SWP);</li> <li>• DS Tessa Gould (SWP);</li> <li>• Leanne Jonathan (CPS); Emily Brace</li> <li>• (FGM Clinical Lead, Maternity);</li> <li>• Natasha James (CCC, Safeguarding).</li> </ul>
<b>Meeting 3</b>	<p>Evidence Gathering Session – meeting with witnesses:</p> <ul style="list-style-type: none"> <li>• Emily Brace (FGM Clinical Lead, Maternity);</li> <li>• Jan Coles (CCC, CSE Lead Manager);</li> <li>• Mwenya Chimba (BAWSO);</li> <li>• Loyce Eades (BAWSO);</li> <li>• KimAnn Williamson (CPS).</li> </ul>
<b>Meeting 4 Review Meeting</b>	<ul style="list-style-type: none"> <li>• To review evidence received to date and any written evidence.</li> <li>• Consider content, findings, conclusions &amp; recommendations for the draft report.</li> </ul>
<b>Meeting 5 Draft report</b>	<p><b>Key findings and Recommendations</b></p> <p>Members to consider draft report, including agreeing key findings and recommendations.</p> <p>Sign Off.</p>

## **LEGAL IMPLICATIONS**

1. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without modification. Any report with recommendations for decision that goes to Cabinet / Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal power of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. standing orders and financial regulations; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

## **FINANCIAL IMPLICATIONS**

2. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications.

**CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE**  
**TERMS OF REFERENCE**

The role of the Committee is to scrutinise, measure and actively promote improvement in the Council's performance in the provision of services and compliance with Council policies, aims and objectives in the area of children and young people, including:

- School Improvement
- Schools Organisation
- School Support Services
- Education Welfare & Inclusion
- Early Years Development
- Special Educational Needs
- Governor Services
- Children's Social Services
- Children & Young Peoples Partnership
- Youth Services and Justice
- Play Services.

To assess the impact of partnerships with, and resources and services provided by, external organisations including the Welsh Government, Welsh Government Sponsored Public Bodies, joint local government services and quasi-departmental non-government bodies on the effectiveness of Council service delivery.

To report to an appropriate Cabinet or Council meeting on its findings and to make recommendations on measures, which may enhance Council performance and service delivery in this area.

**CARDIFF COUNCIL  
CYNGOR CAERDYDD****CABINET MEETING: 12 OCTOBER 2017**

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**CABINET RESPONSE TO THE REPORT BY THE CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE ENTITLED FEMALE GENITAL MUTILATION****CHILDREN & FAMILIES (COUNCILLOR GRAHAM HINCHEY)****AGENDA ITEM: 3**

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**DIRECTOR OF SOCIAL SERVICES****Reason for this Report**

1. To respond to a report published by the Children and Young People Scrutiny Committee in July 2017 entitled "Female Genital Mutilation (FGM)".

**Background**

2. As part of the Children and Young People Scrutiny Committee work programme for 2016/17, the Committee agreed to undertake a short scrutiny inquiry into Female Genital Mutilation (FGM). The scope of the scrutiny was to ascertain the scale of the problem in Cardiff and to identify how the issue is being addressed.
3. The aim of the Inquiry was to:
  - Identify the scale of the problem in Cardiff.
  - Identify options to improve awareness of FGM across professional and ethnic minority groups.
  - Improve the training of professionals who may come into contact with FGM.
  - Ascertain what work is being undertaken in the wider community and schools.
  - Identify ways to improve the operation of the FGM clinical pathway including proposals for an all Wales FGM clinic.
  - Improve the collection and robustness of FGM data across Cardiff.

**Issues**

4. The report recognised that there had been a lot of work undertaken at operation level in relation to tackling FGM in Cardiff.

5. The report made 20 key findings under the following nine headings: Strategic, Joined-Up Working, Data/Information in relation to FGM, Challenging Cultural/Belief Conventions, Training, Awareness Raising/Education, Reporting FGM Cases, Protocols/Procedures/Policies, All Wales FGM Clinic and Funding Issues.
6. The report makes four recommendations which have been fully or partially accepted. Full details of the recommendation and response are contained in Appendix A.

### **Reasons for Recommendations**

7. To enable the Cabinet to respond to the report published by the Children and Young People Scrutiny Committee.

### **Financial Implications**

8. There are no direct financial implications arising from this report

### **Legal Implications**

9. There are no legal implications arising from this report,

### **RECOMMENDATION**

Cabinet is recommended to agree to the response to the recommendations as set out in Appendix A.

**TONY YOUNG**

**Director of Social Services**

6 October 2017

*The following appendix is attached:*

Appendix A: Cabinet Response to the Report by the Children and Young People Scrutiny Committee into "Female Genital Mutilation (FGM)"

*The following background papers have been taken into account*

July 2017 report published by the Children and Young People Scrutiny Committee entitled "Female Genital Mutilation (FGM)"

### **Cabinet Response to the Report by the Children and Young People Scrutiny Committee into “Female Genital Mutilation (FGM)”**

The Scrutiny Committee report is welcomed, in particular that Members concluded they were satisfied that effective processes and procedures are in place to deal with FGM cases as well as systems in place for the reporting and monitoring of “at risk” families and girls and that Members were satisfied that, locally, any cases of FGM would be dealt with effectively and sympathetically.

R1. It is recommended that the Council take a lead role in establishing a local partnership group to address FGM in Cardiff (supported by KF1). This group should be responsible for the strategic and operational overview of FGM. This will include:

- Data collection and intelligence gathering (KFs 2-4).
- Linking with partners and communities to play a more proactive role in:
  - Community engagement (KFs 5-7).
  - A coordinated training package across all professionals (KFs 8-9).
  - Coordinated Awareness Raising and Education Programme, approach to professionals; communities affected by FGM; wider community generally (KF 11).
  - Training and awareness raising/ education in all schools, including teacher training, attendance officers etc. (KFs 10-11).
  - Development of Protocols and Pathways (KFs 14-15).
  - Development of an FGM Strategy and Action Plan (KF 16).
  - Support for the FGM Clinic Trial (KF 18).
  - Work with partners to explore funding streams for delivering the above (KFs 19-20).
- Explore spreading the work amongst partners and other third sector organisations, to relieve the pressure on BAWSO, both in terms of financial and time constraints they currently find themselves with (KF19).

### **RESPONSE: THIS RECOMMENDATION IS PARTLY ACCEPTED.**

Children’s services will be reviewing the current CSE strategy in October of this year with a view to broadening the scope to take in wider exploitation such as modern slavery, child trafficking and the criminal exploitation of children. It is likely that FGM can be included within that broad strategy so that rather than duplication, the mechanisms for community engagement, training and awareness raising, multi-

agency working and information sharing can be utilised to address the issues relating to FGM.

Children's services records the number of referrals made, by which agency and the outcome of the referral. These are broken down by age and, by definition, gender. The figures do not currently differentiate between concerns that a child is at risk of FGM and where a child has already been mutilated. The recording process within children's services will be amended to ensure all new cases of FGM being perpetrated on a child can be separately recorded.

There are clear and effective protocols and procedures in place. Children's services work closely with health. Maternity services procedures include a mandatory question on FGM (for women of all ethnicities). There is confidence that the child of any mother who has been mutilated will be referred to children's services by maternity services and be subject of a Wellbeing Assessment. The family will be offered advice and information in relation to the law.

Children who have been identified as having been mutilated are referred by health professionals to the Sexual Assault Referral Centre (SARC) for a paediatric medical examination so that the health needs of the child can be fully assessed. There is a child protection response from police and children's services in these circumstances.

R2. It is recommended that the Council play a key role in the Crown Prosecution Service / BAWSO led FGM Task & Finish Group to address improved data collection/reporting and local intelligence (KFs 2-4); and the FGM Strategy and Action Plan (KF16).

**RESPONSE: THIS RECOMMENDATION IS ACCEPTED.**

**Recommendation to the Crown Prosecution Service and BAWSO:**

R.3 The FGM Task & Finish Group report back to this Scrutiny Committee within 12 months on its findings in relation to the following:

- Identifying, developing and implementing a system for the collection of FGM data that can be used and shared across all partners. This should include breaking down the data into type of FGM procedure, age profiles, ethnic origin, number of re-referrals etc.
- Work across all partners to develop statistics in relation to the local population, to identify the range of communities in Cardiff.
- Evaluate the approach used in Bristol as a potential benchmark for kick starting this process.

- Development of an FGM Strategy and Action Plan.

*Supported by KFs 2-4; 16*

**Response:** This recommendation is for external agencies. Children's Services would welcome the implementation of a system to collect data from multi-agencies centrally and would contribute to it. In order to support progress in this area, this recommendation should be considered by the Public Service board and the Chair of the PSB should be invited to write to the Crown Prosecution Service and BAWSO to offer assistance in taking this forward.

#### **Recommendation to the Children & Young People Scrutiny Committee:**

**R4. It is recommended that this Scrutiny Committee write a letter of support for the FGM Clinic Pilot, based on the findings from this Inquiry (KF18).**

**Response:** This recommendation is for the Children & Young People Scrutiny Committee and is welcomed by the Cabinet



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**CYNGOR CAERDYDD  
CARDIFF COUNCIL****CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE**

14 November 2017

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**SCHOOL ADMISSIONS ARRANGEMENTS 2019 / 20 – DRAFT CABINET  
REPORT**

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**Purpose of Report**

1. To provide Members with the opportunity to consider and review the Draft Cabinet Report (copy attached at **Appendix A**). The report informs Cabinet of the recent research undertaken regarding school admissions criteria and proposed changes to Cardiff Council's school admissions arrangements, in advance of consultation on the school admissions policy 2019 / 20 due to be undertaken in Spring 2018.

**Background**

2. In accordance with Section 89 of the School Standards and Framework Act 1998 and the Education (Determination of Admission Arrangements) (Wales) Regulations 2006, Admission Authorities are required to review their School Admission Arrangements annually.
3. In order to comply, School Admission Arrangements for implementation in the 19/20 academic year (i.e. From September 2019) must be determined on or before 15 April 2018.
4. The Cabinet at its meeting on 16 March, 2017, considered a report on 'School Admission Arrangements 2018/2019 and Coordinated Secondary School Admissions 2018-2020'. This report informed the Cabinet of responses received regarding the Council's consultations on the following:
  - the Council's School Admission Arrangements 2018/19
  - the proposed implementation of Co-ordinated Secondary School Admission Arrangements for the period 2018-2020

5. As a result of the analysis of a number of responses to the 2018/19 consultation, the Cabinet resolved to: “authorise officers to consider further the Council’s school admission arrangements including wider research into alternative options and the impact of each, in advance of consultation on the Council’s School Admissions Policy 2019/20”.
6. The Council subsequently engaged Professor Chris Taylor. Cardiff University, School of Social Sciences, Co-Director of the Wales Institute of Social & Economic Research, Data & Methods (WISERD), to undertake the research.

### **Draft Cabinet Report**

7. The Draft Cabinet report highlights a number of issues:
  - Catchment area changes and the 21<sup>st</sup> Century Schools programme;
  - Cardiff Council Admissions Criteria – WISERD research report, copy attached at **Appendix 1**, together with an appraisal of the research reports recommendations at **Appendix 3**.
8. The report also includes, copy attached at **Appendix 2** the Admissions Arrangements for 2018/19, together with an Equalities Impact Assessment, copy attached at **Appendix 5**.
9. The Cabinet is recommended to:
  - authorise officers to consult on the revised admissions oversubscription criteria for admission to nursery, primary and secondary education as included in **Appendix 4** of the Cabinet report;
  - note that Cabinet will receive a report in Spring 2018 on the outcome of the consultation to support determination of the Admission Arrangements for 2019/20;
  - authorise officers to give further consideration to the potential for admission arrangements to reduce segregation in the intake of schools in Cardiff, and
  - note that revisions to school catchment areas will follow the confirmation, following consultation, on proposed changes to the

existing pattern of school provision arising from the 21st Century School Band B programme.

### **Scope of Scrutiny**

10. The scope of this scrutiny is for Members to:

- Consider and provide comments on the cabinet report.

### **Way Forward**

11. Councillor Sarah Merry (Deputy Leader and Cabinet Member for Education Employment, Skills), Nick Batchelar (Director of Education and Lifelong Learning) and Professor Chris Taylor, Wales Institute of Social and Economic Research, Data and Methods (WISERD), Cardiff University, School of Social Sciences, will present the report to the Committee, and be available to answer any questions Members may have.

12. This report will also enable Members to provide any comments, concerns or recommendations to the Cabinet Member prior to its consideration by Cabinet.

### **Legal Implications**

13. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be

taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

### **Financial Implications**

14. There are no direct financial implications arising from this report. However, financial implications may arise if and when the matters under review are implemented with or without any modifications.

### **RECOMMENDATIONS**

The Committee is recommended to:

Review and assess the information contained in the draft Cabinet Report, attached at **Appendix A**, together with any information provided at the meeting

Provide any recommendations, comments or advice to the Cabinet Member and / or Director of Education and Lifelong Learning prior to the report's consideration by Cabinet.

**Davina Fiore**

**Director of Governance and Legal Services**

**6 November 2017**

***THIS REPORT MUST BE ACCOMPANIED BY THE  
REPORT AUTHORISATION FORM 4.C.214***

**CITY OF CARDIFF COUNCIL  
CYNGOR DINAS CAERDYDD**

**CABINET MEETING: 16 November 2017**

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**SCHOOL ADMISSION ARRANGEMENTS 2019/2020**

**REPORT OF DIRECTOR OF EDUCATION**

**AGENDA ITEM:**

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**PORTFOLIO:** EDUCATION (COUNCILLOR SARAH MERRY)

**Reason for this Report**

1. To inform Cabinet of recent research undertaken regarding school admission criteria and proposed changes to Cardiff Council's school admission arrangements in advance of consultation on the Council's School Admissions Policy 2019/20.

**Background**

2. In accordance with Section 89 of the School Standards and Framework Act 1998 and the Education (Determination of Admission Arrangements) (Wales) Regulations 2006, Admission Authorities are required to review their School Admission Arrangements annually.
3. In order to comply, School Admission Arrangements for implementation in the 19/20 academic year (i.e. From September 2019) must be determined on or before 15 April 2018.

**Issues**

4. At its meeting on 16 March, 2017, the Cabinet considered a report on 'School Admission Arrangements 2018/2019 and Coordinated Secondary School Admissions 2018-2020'.
5. This report informed the Cabinet of responses received regarding the Council's consultations on the following:
  - the Council's School Admission Arrangements 2018/19
  - the proposed implementation of Co-ordinated Secondary School Admission Arrangements for the period 2018-2020

6. Of the 47 responses received to the Council's School Admission Arrangements 2018/19, views expressed largely related to school catchment areas and the demand for places/oversubscription of some schools in Cardiff.
7. In total 149 responses were received to the consultation on the proposed implementation of Co-ordinated Secondary School Admission Arrangements for the period 2018-2020. The majority view was one of support for the proposed implementation of a co-ordinated secondary school admissions process for the Year 7 age group intakes.
8. The Cabinet considered the responses received and resolved to:
  - determine the Council's draft School Admission Arrangements 2018/19 and to agree the Admission Policy 2018/19.
  - authorise officers to consider further the Council's school admission arrangements including wider research into alternative options and the impact of each, in advance of consultation on the Council's School Admissions Policy 2019/20.
  - agree the implementation of Co-ordinated Secondary School Admission Arrangements for the Year 7 age group intakes in September 2018, September 2019 and September 2020.
9. The Council subsequently engaged Professor Chris Taylor, Wales Institute of Social & Economic Research, Data & Methods (WISERD), Cardiff University, School of Social Sciences to undertake the research as set out in the second recommendation. His full report is attached at Appendix 1.

### **Catchment area changes and the 21<sup>st</sup> Century Schools programme**

10. Catchment areas are an issue of concern that was raised during the consultation on admissions arrangements as set out in paragraph 5. It has also been a subject of interest from individuals residing in a few areas of the city since the Council refused a small number of in catchment preferences as part of the annual admissions to Year 7 in 2014.
11. The configuration of community school catchment areas is an issue that is perceived as being more important by stakeholders in a situation where demand for places either overall or specific to certain schools is high and may exceed supply. Achieving a better match between supply and demand can be achieved through careful consideration of populations relative to the size and location of the schools across the authority.
12. Any proposed changes to catchment areas require consultation in line with the School Admissions Code 2013. No changes were included as part of the admission arrangements for the 2018/19 academic year.

13. The Council is committed to making catchment area changes at a point where the future pattern of schools has been determined. The capital bid for Welsh Government Band B 21st Century Schools Programme containing proposals for school organisation in line with the stated priorities for Cardiff has been submitted to the Welsh Government with the outcome of this process expected in late 2017. Once decisions are communicated officers will be able to bring forward proposals for consultation as agreed by Cabinet.
14. To determine new catchment area arrangements based on current populations and school provisions ahead of any confirmation of projects deemed suitable for funding would be imprudent. Any changes to the sizes of schools as a result of any agreed reorganisation project implementation would likely result in the need to further amend catchments within a short period of time. Furthermore, to do so prior to undertaking any necessary consultation processes that may be associated with certain types of proposals would be injudicious as it could be seen as pre-empting the outcome of the process as set out in the School Organisation Code 2013.

### **WISERD Report: 'Cardiff Council Admission Criteria'**

#### **Overview**

15. The research report specific to admissions to schools in Cardiff undertaken by WISERD considered the following:
  - Context for admissions in Cardiff
  - Cardiff's existing admission arrangements
  - Other Local Authorities' arrangements, including 15 other LAs in England, plus Swansea and Newport
  - Published research on admissions arrangements
16. The research report also put forward a number of recommendations regarding potential changes to the arrangements for consideration by the Council.
17. The WISERD research is primarily concerned with admission arrangements specific to Cardiff community schools for which Cardiff Council is the admissions authority. Faith schools and the foundation school (Whitchurch High School) are their own admission authorities and set their own arrangements separate to the Council's process.
18. The report is predominantly focussed on secondary school admissions although any significant deviation from primary was taken into consideration.
19. Since the catchment area for Whitchurch High School is congruent with those of the local authority this school it has been included in some of the analysis undertaken and presented for consideration.



## Context for admissions in Cardiff

20. The WISERD report noted the levels of segregation in the authority and the overall impact of the current criteria in terms of balanced cohorts of pupil intake in each school, and it identified the following:
- there are high levels of residential segregation in Cardiff by social class and ethnicity
  - these segregation levels are ‘higher than the Wales average but largely typical of urban areas which are more residentially segregated to begin with’
  - segregation by age is amongst the highest in England and Wales and is exacerbated by the high number of university students in the city
  - current oversubscription criteria have done little to create more balanced intakes than might be expected based on where pupils live but they have not contributed toward worsening the underlying levels of residential segregation that exists across Cardiff
  - there are wide differences in the socio-economic composition of Community school intakes in Cardiff e.g. the percentage of eFSM pupils in Years 7-11 (2016/17) varies from 5.5% to 46.3%
  - in the main Welsh-medium secondary school intakes are ‘heavily polarised’, particularly in relation to the low number of BAME students on roll and are considerably less likely than most English-medium schools to admit pupils eligible for free school meals
  - some schools admit much higher levels of low attaining pupils and are ‘losing’ potentially higher attaining pupils to alternative schools that are perceived as being more popular/providing a more desirable offer by parents
  - there are few schools that appear to take an equivalently lower proportion of low attaining pupils
  - controlling admissions based on geography (catchment area or proximity) would have very little difference on the overall levels of segregation in Cardiff.

### Cardiff’s School Admission arrangements 2018/19

21. The admission criteria currently operating for admission to nursery, primary and secondary schools in Cardiff can be summarised as follows (full criteria can be found at Appendix 2):

Nursery	Primary	Secondary
SEN Statement	SEN Statement	SEN Statement
Looked After Children / <u>pLAC</u>	Looked After Children / <u>pLAC</u>	Looked After Children/ <u>pLAC</u>
EYAP or CAP funded children	EYAP or CAP funded children	Sibling 'directed'
Sibling*	Sibling 'directed'	Catchment*
Compelling M/S*	Catchment*	Compelling Medical/Social*
Closest proximity	Compelling Medical/Social*	Sibling*
Furthest from alternative	Sibling*	Closest proximity*
	Closest proximity*	Furthest from alternative
	Furthest from alternative	Premature admission
	Premature admission	
9 criteria and sub criteria	19 criteria and sub criteria	18 criteria and sub criteria

\*Each of the lower criteria are applied as sub criteria or tie breaker

22. Each of the criteria set out in the table above are considered in further detail together with associated recommendations in Appendix 3.

#### Other Local Authority Admission Arrangements

23. In addition to considering the arrangements operated by Cardiff Council, the WISERD report also looked at the admission arrangements being implemented by fifteen other local authorities – thirteen from England and two from Wales. It found that 'the extent to which admission arrangements are controlled by the local authority versus school autonomy in setting their own admission arrangements varies considerably...much of this variation is due to the proliferation of Academies and Free Schools in England'.
24. Whilst Cardiff can be considered to have authority-led admission arrangements, there is as much autonomy for faith/foundation schools to set their own admission arrangements as there is in many of the English authorities selected.
25. Of the Local Authorities reviewed:
- All conform with the statutory requirement for first priority to be given to Looked After Children or previously Looked After Children.
  - All use catchment areas as a key criterion for allocating oversubscribed places. The report notes that 'even where authorities 'dropped' catchment areas as a criterion in the last twenty years many of them have re-introduced them'.
  - Nine, including Swansea, do not use other exceptional grounds (e.g. medical need) as a criterion, with the main justification for this being that if an SEN statement names a school then that pupil must be admitted to the school.
  - All use siblings as a key criterion with most giving priority to applicants with siblings living in the catchment area.

- Only one provides any clear guidance that catchment areas can change over time.
  - Six give additional priority to pupils attending named feeder schools (sometime referred to as designated primary schools). In all examples, there is greater priority for applicants with siblings and/or who live in the catchment area. This is in contrast to the historic 'feeder school system' that used to operate in many local authorities including Cardiff that gave higher priority to pupils attending designated feeder primary schools.
  - All include a tie-break either based on distance (fourteen authorities) or lottery (one authority). Two authorities also use random allocation as a second tie-break where distance alone cannot be used as a tie-break.
26. Some of the other key oversubscription criteria used in these local authorities were the use of banding, pupils eligible for the Pupil Premium (as an indicator of disadvantage eFSM and/or LAC/pLAC) and children of salaried staff. The School Admission Code precludes the use of Banding and salaried staff as a criterion in Wales.
27. The report sets out six other observations from the review of local authority arrangements:
- The easiest set of admission arrangements to understand are those that include a relatively small number of criteria
  - The most difficult admission arrangements to understand are those where the oversubscription criteria are presented for each school separately.
  - Oversubscription criteria are more difficult to understand when they are presented as groups of priority rather than criteria for prioritisation.
  - Oversubscription criteria having equal priority could be considered confusing for applicants when trying to understand how criteria are ranked.
  - Several authorities make explicit reference to the admission of children of Service Personnel (e.g. Newport).
  - One authority publishes a list of the open evenings/days for all schools in its annual admissions guide which provides a much higher level of openness and transparency that could encourage fair access.
28. The WISERD research report set out 19 recommendations for consideration by Cardiff Council with regard to its admission arrangements and oversubscription criteria. These are set out below with officers' appraisal and response to each in turn in Appendix 3.

## Summary

29. Cardiff Council's admission arrangements have remained largely unchanged since the removal of the feeder criterion in 2001.

30. It is apparent from the WISERD report that Cardiff Council's Admission Arrangements have served to provide an effective mechanism for supporting the administration of admissions to Cardiff's community schools despite the challenge of rising demand for places as the populations have grown.
31. Furthermore, the report has demonstrated that the majority of Cardiff Council's admission oversubscription criteria are in line with other Local Authorities arrangements. The Admissions Code 2013 (Wales) prohibits the use of a number of the criteria used in England and therefore they cannot be considered for application in the Cardiff context.
32. Whilst Cardiff Council's admission arrangements have not accelerated the social segregation apparent in the authority it is noted that they have also done little to mitigate disadvantage.
33. The existing criteria used in Cardiff are relatively complex and would benefit from simplification to make them more readily accessible and easily understood.
34. In addition to enabling Cardiff Council to consider the impact of its current criteria and to benchmark them against others based on the evidence and published research, the report also sets out detailed recommendations for consideration as set out in Appendix 3. These are split into three broad types:
  - organisational – these are largely designed to improve the transparency of the criteria so they are better understood by parents applying and focus on the inclusion of additional clarification/information to support decision making
  - substantive change necessitating formal consultation – removal/addition/amendment of criteria
  - legislative - those that are beyond the control of the Local Authority and would necessitate discussion and consideration by other partners including the Welsh Government

## Options

35. Appendix 4 sets out the proposed oversubscription criteria options in respect of entry to nursery, primary and secondary education for consideration ahead of stakeholder consultation.
36. The proposed changes are specific to the following criteria:
37. Removal of:
  - Directed sibling
  - Premature admission
  - Nearest to alternative
38. Potential new criteria at secondary:
  - Attendance at in catchment primary school

- Children with Individual Funded Health Plans (IFHP)
39. Amendment of:
- EYAP/CAP funding to become IFHP

### **Reason for Recommendations**

40. The Council is required to review its school admission arrangements annually and the report enables the Cabinet to consider the outcome of the wider research undertaken ahead of consultation.

### **Financial Implications**

41. There are no financial implications directly arising from this report. The funding provided to individual schools, including external grant funding, is largely predicated on the basis of pupil numbers. Therefore, any proposal that results in changes to the number of pupils admitted to an individual school presents the possibility that the budget for a school will increase or decrease. Any changes to the Admissions Policy that results in a change to the school transport provision required will need to be identified and considered as part of the Council's budget planning process and reflected in the Medium Term Financial Plan.

### **Legal Implications (including Equality Impact Assessment where appropriate)**

42. The Council has a statutory obligation under the Education Act 1996 to promote high standards of education for primary and secondary schools in its local authority area. Section 89 of the School Standards and Framework Act 1998 as amended by the Education Act 2002 determines that the Admission Authorities must carry out consultation before determining the admission arrangements which are to apply.
43. The Education (Determination of Admission Arrangements) (Wales) Regulations 200 set out the procedure which the Admission Authorities should follow when determining their admission arrangements, including the consultation and notification process as well as timescales. In particular, the Admission Authority must determine arrangements in the school year beginning two years before the school year which the arrangements will be for, take all steps necessary to ensure that they will have completed the consultation required by section 89(2) before 1 March and determine the admission arrangements by 15 April. The arrangements must then be published within 14 days of the determination and appropriate bodies must be notified.
44. The Welsh Government has issued the School Admissions Code, which sets out the process for Local Authorities to follow when determining their admission arrangements. The School Admissions Code requires that no prohibited criteria (as set out on page 12 of the Code) are included in the admission arrangements and gives guidance on using various types of oversubscription criteria. This report reflects these requirements.

45. The Council also has to satisfy its public sector duties and obligations under the Equality Act 2010 (including the specific Welsh public sector duties). Pursuant to these legal duties, Councils must in making decisions have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. The Council must also not directly or indirectly discriminate against any pupil in its admission arrangements, this means that no pupil or group of pupils may be treated less favourably based on a protected characteristic. Protected characteristics are:
- Age
  - Gender reassignment
  - Sex
  - Race – including ethnic or national origin, colour or nationality
  - Disability
  - Pregnancy and maternity
  - Marriage and civil partnership
  - Sexual orientation
  - Religion or belief – including lack of belief
46. The Equality Impact Assessment specifically considers how the proposals may affect pupils with protected characteristics. The purpose of the Equality Impact Assessment is to ensure that the Council has understood the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty. The outcome of the consultation will also further inform the Council before a final decision is taken to determine the admission arrangements.
47. In accordance with the Welsh Language (Wales) Measure 2011 and the Welsh Language standards, the Council also has to consider the impact upon the Welsh language any decision that it makes and in accordance with the Well-being of Future Generations (Wales) Act 2015, the Council must consider the impact upon future generations of its decisions. This report reflects those requirements.
48. The Council must also consider its legal obligations under the Well-being of Future Generations (Wales) Act 2015 to think more about the long term, work better with people and communities and each other, look to prevent problems and take a more joined-up approach.
49. There are also legal obligations under the Education Act 1996 which require pupils with statements of special educational needs to be admitted to the school named in the statement and the Education (Admission of Looked After Children) (Wales) Regulation 2009 which requires the Council to admit children who are currently looked after (in accordance with the definition in section 74 of the Social Services and Wellbeing Act (Wales) 2014.

### **HR Implications**

50. There are no HR implications arising from this report or its recommendations.

### **Equality Impact Assessment**

51. The Equality Assessment for this report and the proposals contained within it is set out in full at Appendix 5.
52. As set out in the EQIA differential impact could occur as the implementation of the School Admissions Policy would allow for priority to be given to applicants where the legislation and protection prescribe the inclusion of specific criteria in relation to Special Educational needs which support pupils with disabilities that are also learning difficulties.
53. Similarly differential impact could occur as the implementation of the School Admissions Policy would allow for priority to be given to applicants for whom compelling medical and/or compelling social grounds could be evidenced indicating particular needs. This would be a positive impact if the degree of need was such that preferential placement were to apply.
54. As can be seen from the tables included in 3.6 of the EQIA, differential impact could occur if a feeder criterion is introduced. On average 14.3% of pupils living in their local catchment at the point of transfer to secondary school could be disadvantaged by the introduction of a feeder criterion owing to the fact they moved into catchment later in the primary phase.
55. Whilst there is not a significant difference between the average and particular groups, the analysis shows Black / African / Caribbean / Black British pupils, Traveller families (although the sample size for this group is small) and other ethnic groups are, on average, less likely to be on roll in a primary school throughout the primary phase (and therefore would potentially be disadvantaged from the feeder criterion should they opt to apply for their catchment school).
56. The reasons for moving into catchment during the primary phase are varied, these include immigration from outside the city, internal relocation within Cardiff associated with affordability and availability of appropriate properties etc. The employment of a feeder school criterion whilst applying a practice to all pupils equally has the effect of discriminating against populations that experience a higher degree of mobility. If a particular group demonstrating a higher degree of mobility is disproportionately represented as having one of the prescribed characteristics, this group could be judged to be disadvantaged (indirect discrimination).
57. In order to prevent a differential impact on the basis of length of time pupils have lived in the catchment area and/or whether they were able to secure admission to an in-catchment primary feeder school as a result of residing in the area at the point of application, the Council could

implement admissions criteria as set out in Option A, which relies upon proximity, that is how close a pupil lives to the school.

58. The Council will therefore consider the outcomes of the consultation before the final admission criteria is determined.

### **Transport Matters**

59. The City Operations service area is committed to facilitating sustainable transport within Cardiff. One of the most important areas of attention in this regard is with respect to how parents and children travel to and from their school. Encouraging parents and children to adopt sustainable forms of transport has the following benefits (the first two being directly related to the pressure on the highway network).
- Impact on network - Journeys to and from schools using unsustainable forms of transport (e.g. petrol or diesel powered, private motor vehicles) has a major impact local environment and on the highway network and adds significant pressure to the distributor roads. This causes additional delays to general traffic and, more importantly, to more sustainable forms of transport. It is therefore important that parents and children use sustainable forms of transport in order to minimise this negative affect on the network.
  - Habits – Encouraging children to understand the benefits of, and to adopt, sustainable forms of transport creates a mind-set which will continue into the future. It is therefore important that we educate children about the benefits of sustainable transport and encourage them to travel to and from their school with this in mind.
  - Health – All forms of sustainable transport tend to involve significantly more physical activity during the journey to and from school. This is particularly relevant for walking and cycling but also applies to the use of public transport (e.g. walking to and from the bus stop). Encouraging children to use sustainable forms of transport will therefore have a direct positive effect on their health as well as the indirect affects that come with the changed general mind-set with respect to modes of travel.
60. The traffic implications of this proposal is not known. However, it is strongly recommended that serious consideration is given to the ensuring that children are able to travel to and from their school using a sustainable mode of transport. One of the biggest factors that facilitates this, is the proximity of the children to the school. The school should be within walking or cycling distance of as many children as possible. If walking and cycling is not an option then there should be high quality and reliable bus services available. It is recommended that an assessment is made of the comparable benefits of each option in relation to the above aims. Factors such as average pupil distance to the school and reliability and convenience of public transport should be determined. This could be done using the same methods that are used for a Transport Assessments in relation to new developments.



**Community Impact**

61. There is a need for a fairer, more equitable system of allocating school places in Cardiff without impacting adversely on the community.
62. It is the Council's view that this proposal could have some limited potential negative impact on some communities in Cardiff. Reference is made to the potential impact on certain ethnic groups in the EQIA as attached at Appendix 5 which warrant careful consideration prior to proceeding to consultation.
63. The inclusion of a 'feeder school' secondary school oversubscription criterion would, in areas of popular / fully subscribed primary schools, benefit those families most able to secure a primary school place at their catchment area primary school at an early stage.
64. Furthermore as set out in the table below, when comparing pupils in receipt of free school meals to those who are not, pupils in receipt of FSM are almost three times (29.1%) as likely to transfer from their catchment area school within their primary education as those not in receipt (10.8%), and would therefore be less likely to meet the requirements of a 'feeder school' criterion.

<b>Free School Meals</b>	<b>Rec from Sept 2010</b>	<b>Yr6 from Sept 2016</b>	<b>% Remaining</b>
In receipt of FSM	330	234	70.9%
Not in receipt of FSM	1389	1239	89.2%
<b>Total</b>	1719	1473	85.7%

65. Officers would work with any community group to ensure that the proposal avoids negative impacts wherever possible.
66. The schools subject to the proposal are existing schools which offer a range of after school activities and may have community organisations offering services from the school facilities. It is not anticipated that there would be a negative impact on any of these activities.

**RECOMMENDATIONS**

The Cabinet is recommended to:

1. authorise officers to consult on the revised admissions oversubscription criteria for admission to nursery, primary and secondary education as included in Appendix 4
2. note that Cabinet will receive a report in Spring 2018 on the outcome of the consultation to support determination of the Admission Arrangements for 2019/20

3. authorise officers to give further consideration to how alternative admissions criteria may impact positively on diversity and/or socio-economically disadvantaged pupils
4. note that revisions to school catchment areas will follow the consultations on proposed changes to the existing pattern of school provision arising from the 21<sup>st</sup> Century School Band B programme.

**Nick Batchelar**  
**Director**  
**November 2017**

*The following appendices are attached:*

Appendix 1: WISERD Report  
Appendix 2: Admission Arrangements 2018/19  
Appendix 3: Appraisal of WISERD recommendations  
Appendix 4: Admissions criteria for consultation  
Appendix 5: Equality Impact Assessment

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## 1. Introduction

This research was commissioned following Cardiff Council’s Cabinet meeting on 16 March 2017 at which Cabinet authorised officers to consider further the Council’s school admission arrangements including wider research into alternative options and the impact of each, in advance of consultation on the Council’s School Admissions Policy 2019/20.

Cardiff Council is the admissions authority for all Community schools in Cardiff. For secondary schools, which is the main focus of this research, there are currently nine English-medium Community schools and three Welsh-medium Community schools. In addition to these there are a further six secondary schools – five faith schools and one Foundation school. These latter six schools are responsible for their own admission

arrangements. However, Cardiff Council are responsible for ensuring every pupil (except those excluded twice) must have an allocated school place and to publish the arrangements for admission to all schools. Furthermore, for the next admissions cycle (for Year 7 entry in 2018/19) the local authority is piloting coordinated admission arrangements with three of these schools (Corpus Christi RC High School, St Teilo's CW High School and Whitchurch High (Foundation) School).

This research focusses on the schools and admission arrangements for which Cardiff Council is the admissions authority. However, since the admission arrangements and catchment area for Whitchurch High School are congruent with those of the local authority this school is included in some of the subsequent analysis.

The report is structured in the following way. Section 2 outlines the context for admissions in Cardiff, including the various policies and strategies that underpin Cardiff school admissions. Section 3 then presents the current Cardiff school admission arrangements and oversubscription criteria before Section 4 goes on to analyse the distribution and segregation of pupils to school based on these criteria. Section 5 reviews the admissions criteria of a selected number of local authorities (from England and Wales). This leads to a summary of the key findings from recent studies relating to school admissions in Section 6. The final Section presents conclusions and associated recommendations. These include suggested amendments to existing admission arrangements and oversubscription criteria, consideration of new additional criteria, and recommendations that might require consideration by the Welsh Government.

## 2. Context for admissions in Cardiff

Admission arrangements in Cardiff must adhere to the Welsh Government School Admissions Code (2013). They are guided by several principles, including:

- Are clear in the sense of being free from doubt and easily understood. Arrangements that are vague lead to uncertainty and this may reduce the ability of parents to make an informed choice for their children.
- Are objective and based on demonstrable fact. Admission authorities and governing bodies must not make subjective decisions, or use criteria which are subjective or arbitrary in nature.
- Are procedurally fair and are also equitable for all groups of children (including those with special educational needs (SEN), disabilities, those in public care, or who may be a young carer).
- Provide parents or carers with easy access to helpful admissions information (Regulations require the LA to produce a composite prospectus that covers admission arrangements for all schools in their area. See paragraph 2.12).
- Comply with all relevant legislation and have been determined in accordance with the statutory requirements and the provisions of this Code. Failure to comply with a statutory requirement or any proposal to use unlawful arrangements can be referred to the Welsh Ministers who may use their intervention powers to make a direction to enforce the statutory requirement or prevent an unlawful act.

The Code includes statutory guidance on the content of admission arrangements (e.g. oversubscription criteria) and how to apply admission arrangements. The key guidance on this is provided in Paragraph 2.25 [their emphasis]:

All maintained schools in Wales (including schools with a designated religious character), that have enough places available (up to and including the admission number) **must** offer a place to every child who has applied (except where they are twice excluded, see paragraphs 3.58 to 3.60). However, some schools will have more applicants than places. Admission authorities **must** therefore have in place, as part of their admissions

arrangements, criteria to determine the allocation of places in the event of oversubscription. Authorities **must** ensure these criteria are reasonable, clear, objective, procedurally fair, and comply with current legislation. Admission authorities **must** ensure that their arrangements will not disadvantage unfairly, either directly or indirectly a child from a particular social or racial group, or a child with special educational needs. It **must** be clear in which order oversubscription criteria will be applied. Admission arrangements **must** include an effective, clear and fair tie-breaker for occasions when it is necessary to distinguish between applicants when the criteria are used. The criteria **must not** require any ‘interpretation’ and **must** be clear and unambiguous.

Welsh Government (2013: 11)

The statutory guidance also includes 18 examples of oversubscription criteria that *must not* be used by admissions authorities, some of which *are* permitted in the equivalent School Admissions Code in England (DfE 2014). These include: selection on the basis of ability or aptitude, giving priority to children whose parents are current or previous staff at the school, or the use of random allocation. In addition, this guidance states that “reference to straight line [...] should not be used as measures of distance” (p.15).

The Education Act 1996 (and the subsequent School Admissions Codes) state that admission authorities must consider parents’ preferences and that these preferences must be met unless it would not be deemed an efficient use of resources – primarily where the number of applications exceeds the Planned Admission Number for a school (i.e. the number of places available in a school). In addition, the School Standards and Organisation (Wales) Act 2013 places a statutory duty on local authorities to assess the demand for Welsh-medium education in their area through their Welsh in Education Strategic Plans (WESPs). In line with the Education Act 1996 and the Welsh Language (Wales) Measure 2011 parents therefore have the right to express a preference for Welsh medium education and that this preference must be met unless not deemed an efficient use of resources.

There are currently a total of eighteen Maintained secondary schools in Cardiff (i.e. funded by the Welsh Government). For the purpose of admissions these could be considered to fall into one of three types: faith schools (including Roman Catholic and Church in Wales schools), Welsh-medium Community Schools and English-medium Community Schools. The location of these schools are not evenly distributed across Cardiff and reflect decades of residential growth. In addition to these Maintained secondary schools there are a small number of independent schools (some co-educational and some single-sex schools). These independent schools typically cost between £9,000 and £12,000 per annum per pupil (depending on the school and age of the child). Whilst most independent schools have scholarships available these are predominantly only available to parents who can afford the fees.

Cardiff is the largest city in Wales and is currently the eleventh largest in the UK. As with most urban areas in the UK, Cardiff has a relatively high proportion of ethnic minority families (15.3% in 2011) and pupils eligible for free school meals (22.2% compared to 18.8% for all of Wales in 2014/15). Its population grew by over 18% between 2001 and 2011 and is forecast to grow by a further 26% in the next twenty-five years. Residential segregation in Cardiff by social class and ethnicity is relatively high, and segregation by age and family life-stage is amongst the highest in England and Wales, exacerbated by the numbers of university students in the city (Kingman 2016). This has important consequences on school rolls, the mix of school intakes, and, accordingly, levels of pupil attainment across the city. The city of Cardiff is also heavily constrained by its geography. It is a coastal city, has three major rivers running through it, and seven arterial train routes to the city centre. This has significant implications for journeys to school, and ultimately how much ‘choice’ of school places for parents there is.

Cardiff Council recently published its ‘vision’ for education in the authority – *Cardiff 2020: a renewed vision for education and learning in Cardiff*. This sets out a number of aims, outcomes and goals for the coming

years. Most notably it is guided by the stated values of: equality of opportunity; working openly and collaboratively; raising aspirations of, and expectations for learners; and embracing diversity.

Throughout the Cardiff 2020 vision there is a strong emphasis on ‘local schools for local children’;

Ensure a balance of Special Educational Needs (SEN) provision across the city so that where possible we have local schools for local children [...] continue to provide more Welsh medium school places in line with the Welsh in Education Strategic Plan for Cardiff [...] and] create a Community Focused Schools approach so that the curriculum can be enriched by local involvement and the use of school buildings can benefit the wider community in Cardiff.

*(Cardiff 2020 p.14)*

In relation to school admissions specifically, the local authority also aims to:

- Offer a co-ordinated Admissions process with the voluntary aided sector, which provides parents/carers with a clear picture of the school place choices available to them and the likelihood of securing first preferences.
- Increase the number of pupils securing a school place that meets individual needs, where appropriate in accordance with their first preference.

*(Cardiff 2020 p.15)*

This has implications for the way in which school admissions in Cardiff are organised and how admission arrangements can be changed. Clearly any changes must adhere to statutory guidelines, but they must also consider the geography of Cardiff and the institutional priorities set out by the local authority.

### **3. Cardiff school admissions**

Cardiff Council publishes a School Admissions booklet for parents every year. This sets out admission arrangements for entry to all Maintained primary and secondary schools in Cardiff. The closing date for applications to secondary schools is typically at the beginning of December and the closing date for applications to primary schools is typically at the beginning of January in the academic year before pupils start Year 7 or Reception class respectively.

For admissions to Year 7 in 2018/19 parents can list up to five preferences. These are ranked preferences (i.e. first preference, second preference, etc) but the determination of places against preferences are treated equally (the Equal Preference Scheme). In other words, the rank order of the school is not used as a criterion if the preferred school is oversubscribed. Where there are places available the highest ranked preference must be met. Where there are more applications than places available the use of oversubscription criteria are used to rank order applications.

The published oversubscription criteria for Cardiff Community secondary schools are currently, in rank order:

1. Children who are looked after by the Local Authority (as defined by Section 22 of the Children Act 1989) or previously looked after children (as defined by the Welsh Government School Admissions Code document no. 005/2-13)
2. (a) Where an older sibling was directed by the Council to an alternative school because the alternative school was previously the catchment area school, if the parent desires, the Council will admit younger siblings to the alternative school. This applies only where the older sibling is in attendance at the alternative school during the academic year to which the application relates. In addition the younger sibling must be residing in the same address (or an address within the catchment area that was the subject of the change before it was implemented) that the older sibling was living at the time of the original application.

2. (b) Where an older sibling was directed by the Council to an alternative school because no places were available at the catchment area school, if the parent desires, the Council will admit younger siblings to the alternative school. This applies only where the older sibling is in attendance at the alternative school during the academic year to which the application relates.
3. Pupils who are permanently resident within the defined catchment area\* of the school on the published closing date of 04 December 2017 for receipt of preference forms. Evidence of permanent residence of the pupil must be supplied if required. Where preferences exceed places available, priority will be given to multiple birth siblings resident within the defined catchment area. Criteria 4, 5, 6, 7 and 8 will then be applied to decide which other pupils are admitted.
4. Pupils in respect of whom the Council judges that there are compelling medical grounds or compelling social grounds for their admission to a specified school. Written recommendations from a medical consultant or a social worker or similar professional will be required giving detailed reasons for the pupil's admission to a particular school. Where preferences exceed places available, Criteria 5, 6, 7 and 8 will then be applied to decide which other pupils are admitted.
5. Pupils who have a brother and/or sister who will be on register at the school, in Years 8 to 11, when they are admitted. In considering siblings first priority will be given to applications from multiple birth siblings. Any sibling connection must be clearly stated in the application. Where preferences exceed places available, Criteria 6, 7 and 8 will then be applied to decide which other pupils are admitted. For admission purposes a sibling is a child permanently resident at the same address as the pupil applying for a place who is the brother/sister, half brother/sister (children who share one common parent), step brother/step sister where two children are related by virtue of their parents being married, co-habiting or in a civil partnership. This definition also includes adopted or fostered children living at the same address.
6. In determining applications for admission in respect of other pupils the Council gives priority to children living nearest the school as measured by the shortest practicable walking route. The Council uses a Geographical Information System (GIS) to calculate home to school distances in miles to the nearest 2 decimal places. The shortest walking route is calculated using Ordnance Survey (OS) customised route data from an applicant's home address to the nearest open school gate. The co-ordinates of an applicant's home address are determined using the Local Land and Property Gazetteer (LLPG) AND OS Address Point Data. The starting point for a route assessment is determined as the nearest point on the walking route network to the main front entrance of a property. Private driveways and paths are not included in the distance measurement. All routes within the walking network must be publicly accessible and available 24 hours. Where preferences exceed places available, Criteria 7 will then be applied to decide which other pupils are admitted. Cardiff Council has developed a computerised walking route network based on the Welsh Learner Travel Measure Statutory Provision and Operational Guidance June 2014 and this is used to ensure that every pupil is assessed as consistently as possible. Where there is no safe walking route available, the Council will calculate the shortest driving distance from the home address to the nearest open school gate by use of the same Geographical Information System (GIS) used to measure the shortest practicable walking route.
7. In determining applications for admission in respect of other pupils the Council gives priority to children living furthest away from the alternative school offered by the Council as measured by the shortest practicable walking route as a tie break. The Council uses a Geographical Information System (GIS) to calculate home to school distances in miles to the nearest 2 decimal places. The shortest walking route is calculated using Ordnance Survey (OS) customised route data from an applicant's home address to the nearest open school gate. The co-ordinates of an applicant's home address are determined using the Local Land and Property Gazetteer (LLPG) AND OS Address Point Data. The starting point for a route assessment is determined as the nearest point on the walking route network to the main front entrance of a property. Private driveways and paths are not included in the distance measurement. All routes within the walking network must be publicly accessible and available 24 hours. Cardiff Council has developed a computerised walking route network based on the



Welsh Learner Travel Measure Statutory Provision and Operational Guidance June 2014 and this is used to ensure that every pupil is assessed as consistently as possible. Where there is no safe walking route available, the Council will calculate the shortest driving distance from the home address to the nearest open school gate by use of the same Geographical Information System (GIS) used to measure the shortest practicable walking route.

8. Pupils whose premature admission to the school has been approved by the Council.

The most important criteria for admissions in Cardiff are catchment areas. It is useful to note that all the English-medium Community schools (and Whitchurch High School) have congruent catchment areas that cover the entire local authority. Similarly, all three Welsh-medium Community schools have congruent catchment areas that also cover the entire local authority. Therefore, every family lives in two catchment areas – one English-medium school catchment and one Welsh-medium school catchment.

The remaining five faith schools have their own published admission arrangements and oversubscription criteria. These are published in the School Admissions booklet for parents. In the past applications to these schools are made directly to each school. For 2018/19 two of the faith schools are participating in a pilot scheme to coordinate admissions, which means applications to these schools will be incorporated into the main application process used for Community Schools. Although applications to these schools will be incorporated into the Cardiff Council application process these schools are still allowed to choose their own oversubscription criteria.

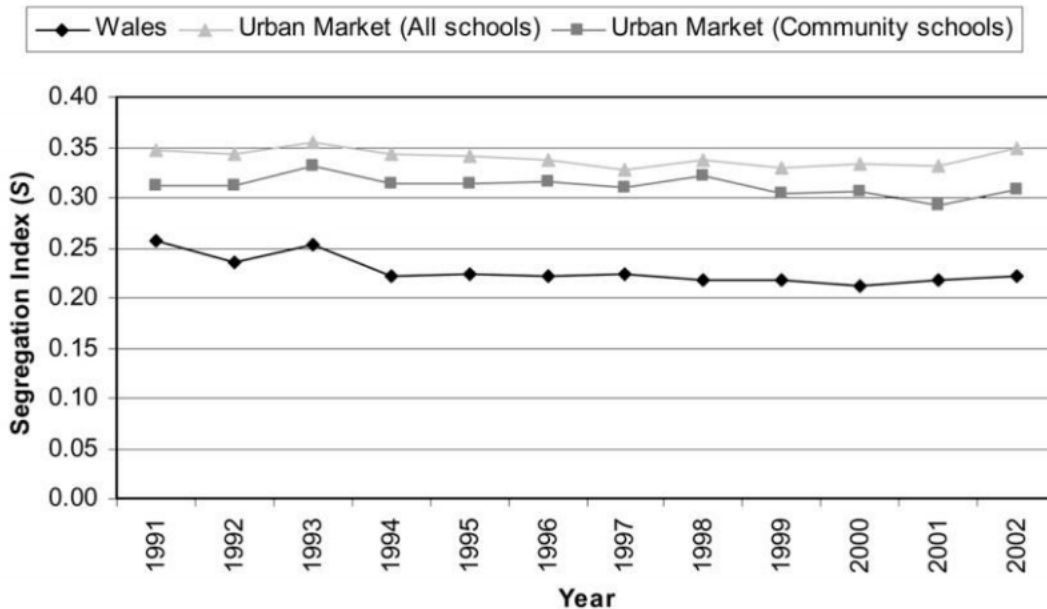
#### **4. Analysis of Cardiff school admissions**

Previous analysis of Cardiff school admissions suggested that open enrolment appeared to have had a detrimental impact on intakes (i.e. greater levels of segregation) in the most unpopular secondary schools (Taylor 2009). However, it did not appear to have had much impact on the more popular schools in the city. This reflects a degree of mobility ‘out of catchment’ for the least popular schools. It also reflects the inelastic supply of places in the more popular schools, preventing much change in the intake composition of these schools than if pupils just attended their nearest secondary school.

The overall levels of between-school segregation of pupils eligible for free schools between 1991 and 2002 are illustrated in Figure 1. This showed that segregation in Cardiff was higher than the average for Wales, typical for urban areas which are more residentially segregated to begin with. This also showed that segregation was lower between Community schools than it was between all schools (i.e. when including faith schools).

Levels of segregation were then compared against three other methods for allocating school places – by catchment area only, by proximity (i.e. nearest school), and by randomly allocating pupils to schools (Table 3). It is very clear from this how random allocation is the most effective way of ensuring balanced intakes. But the results in Table 1 also showed that there was very little difference in levels of segregation using catchments or proximity; admission to the nearest school would generate the lowest level of segregation, but it is important to note that this analysis does not take into account the Planned Admission Number of each school (i.e. it assumed that every pupil could attend their nearest school irrespective of intake size).

**Figure 1. Segregation (S) of pupils eligible for free school meals, 1991–2002 (from Taylor 2009: 557)**



**Table 1. Comparative measures of segregation (S) between community schools using individual student data (from Taylor 2009:559)**

Intake	S
Actual Intake	.27
Catchment Intake	.26
Proximity Intake	.25
Random Intake	.02

This analysis was repeated using individual Year 7 pupil data between 2011 and 2017 (i.e. admissions to secondary schools for the 2010/11 and 2016/17 academic years respectively). Again, this compares levels of segregation based on actual enrolments with predicted levels of segregation based on alternative methods for allocating school places. In this analysis we are able to examine four sets of segregation:

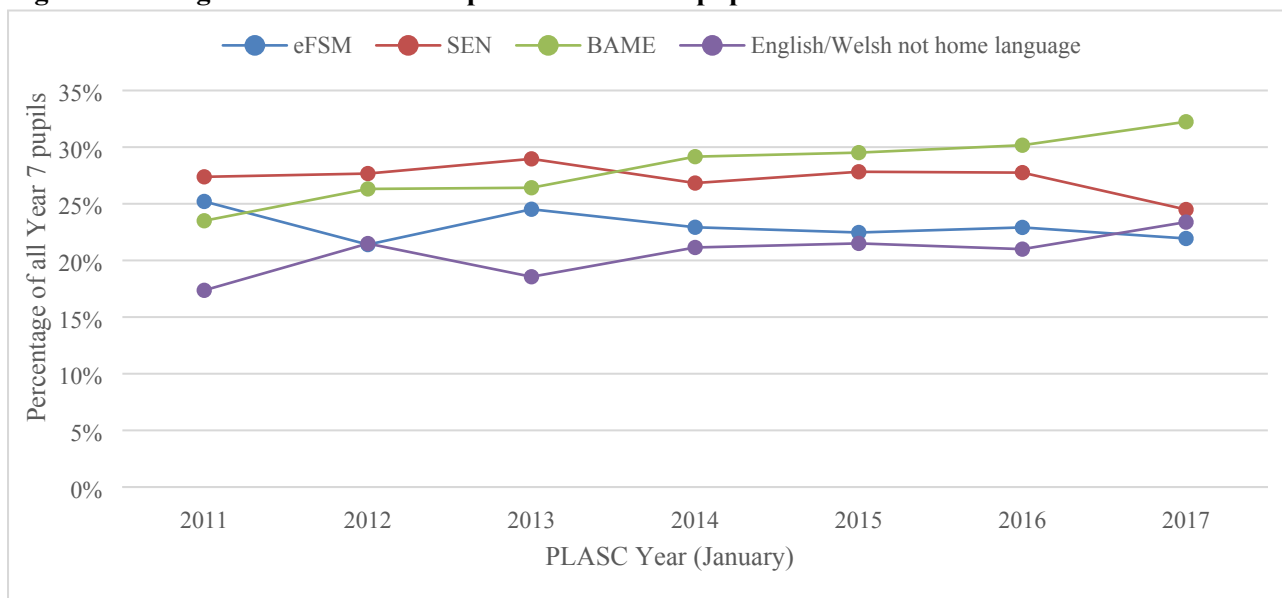
- i. Pupils eligible for free school meals (eFSM)
- ii. Pupils with SEN (including those with and without Statements)
- iii. Pupils from ethnic minority backgrounds (BAME) (i.e. non-White British pupils)
- iv. Pupils whose main home language is not English or Welsh (EWAL)

As in Taylor (2009), segregation based on actual enrolment is compared against segregation based on pupils attending their designated catchment area and pupils attending their nearest school. Cardiff has three sets of choices in the maintained sector: English medium Community schools, Welsh medium Community schools and faith schools. Since this report is primarily concerned with admission arrangements to Community schools the hypothetical scenarios are only based on Community schools. Since the catchment areas for English-medium Community schools overlap the catchment areas of Welsh-medium Community schools the analysis treats pupils as two groups – those that would be allocated an English-medium Community school (by catchment or proximity) and those that would be allocated a Welsh-medium Community school (by catchment or proximity). Which group a pupil is in is based on their current enrolment preferences for English-medium or Welsh-medium schools. Pupils that attended a faith school are removed from these hypothetical models since it is not possible to predict whether they would have chosen a Community school

under different admission arrangements. This is a more sophisticated analysis than that conducted in Taylor (2009), and hence should be taken into account when comparing results.

First, we consider the overall composition of Year 7 intakes over time (Figure 2). This shows, for example, that the proportion of non-White pupils has risen steadily in recent years from 23.5% in 2011 to 32.2% in 2017. Correspondingly the proportion of pupils whose home language is not English or Welsh has also risen steadily. The overall proportion of Year 7 pupils with SEN has gradually fallen and the proportion of eFSM pupils has remained relatively constant, particularly over the last five years.

**Figure 2. Changes in the overall composition of Year 7 pupils between 2011 and 2017**



The composition of intakes by school for the most recent year (2016/17) is presented in Table 2. This clearly demonstrates the wide differences in the socio-economic composition of Community school intakes in Cardiff. For example, the percentage of eFSM pupils in Year 7-11 varies from 5.5% to 46.3%. The aggregated demographic data for English-medium Community schools and English-medium faith schools are comparable. Demographic data for Welsh-medium secondary schools differ significantly from the city-wide average on all four measures. Children with a BAME background, for whom English or Welsh is not their home language, and who are eligible for free school meals are far less likely to enrol in Welsh-medium secondary schools than other maintained schools in Cardiff. In the main, Welsh-medium secondary school intakes are heavily polarised, particularly in relation to the low number of BAME students on roll. They are also considerably less likely to admit pupils eligible for free school meals. However, it should be noted here that there is some variation between Welsh-medium secondary schools, and a small number of English-medium Community secondary schools have similar low levels of eFSM pupils. As we will see later, detailed comparison of English-medium and Welsh-medium secondary schools is difficult because they have overlapping catchment areas.

**Table 2. Intake composition by school, 2016/17**

Secondary Community School	Total Pupils		Percentage of total pupils (Yrs 7-11)			
	Yr 7	Yrs 7-11	eFSM	BAME	SEN	EWAL
Cantonian High School	142	472	41.5%	18.4%	38.8%	11.2%
Cardiff High School	242	1,193	7.9%	40.6%	14.1%	26.2%
Cathays High School	120	607	31.0%	76.4%	35.1%	70.5%
Corpus Christi RC High School	228	1,050	13.1%	34.6%	17.7%	25.7%
Eastern High School	139	700	44.7%	18.4%	31.9%	9.3%
Fitzalan High School	285	1,370	28.4%	83.5%	30.3%	77.2%
Llanishen High School	248	1,261	18.2%	21.3%	26.2%	14.1%
Mary Immaculate High School	163	739	29.0%	31.4%	26.1%	21.7%
Cardiff West Community High School	107	681	46.3%	15.3%	47.4%	9.1%
Radyr Comprehensive School	201	1,025	8.1%	14.0%	13.6%	5.9%
St Illtyd's Catholic High School	206	872	28.7%	27.1%	34.4%	17.7%
St Teilo's C.W. High School	245	1,181	24.6%	27.5%	18.8%	16.4%
Bishop of Llandaff C.W. High School	194	963	9.1%	22.5%	17.2%	10.5%
Whitchurch High School	390	1,815	11.6%	22.3%	17.1%	15.7%
Willows High School	149	554	42.4%	39.4%	41.2%	32.9%
Ysgol Gyfun Gymraeg Bro Edern	131	509	10.2%	10.0%	21.6%	0.2%
Ysgol Gyfun Gymraeg Glantaf	194	849	10.4%	8.2%	20.1%	1.3%
Ysgol Gyfun Gymraeg Plasmawr	176	880	5.5%	10.2%	15.2%	0.5%
English-medium community schools	2,023	9,678	23.3%	35.6%	26.2%	27.7%
Welsh-medium community schools	501	2,238	8.4%	9.4%	18.5%	0.7%
Faith secondary schools	1,036	4,805	20.4%	28.6%	22.2%	18.3%
All mainstream secondary schools	3,560	16,271	20.5%	30.1%	24.0%	21.4%

It is then possible to compare the intake size of each school with the predicted intake size based on pupils attending their catchment school or attending their nearest school (Table 3). The last column in Table 3 gives an indication of the number of net gains or losses of having open enrolment against catchment area size. Six schools have a larger intake than if they only admitted catchment area pupils and six schools have a smaller intake than their catchment area size. The other school, Cardiff High, has approximately the same intake size as it would based on its catchment area. This could be an indication that nearly every pupil in the Cardiff High catchment area attends the school and do not attend an alternative school (in keeping with findings from Taylor (2003) fifteen years ago).

**Table 3. Predicted intake sizes based on catchment area and proximity, 2016/17**

Schools	Total pupils			Enrolled v catchment net gains/losses
	Enrolled	Catchment	Nearest	
Cantonian High School	142	80	140	62
Cardiff High School	242	244	226	-2
Cathays High School	120	82	187	38
Eastern High School	139	158	196	-19
Fitzalan High School	285	344	291	-59
Llanishen High School	248	291	152	-43
Cardiff West Community High School	107	184	148	-77
Radyr Comprehensive School	201	172	185	29
Whitchurch High School	390	275	234	115
Willows High School	149	177	251	-28
Ysgol Gyfun Gymraeg Bro Edern	131	119	187	12
Ysgol Gyfun Gymraeg Glantaf	194	226	215	-32
Ysgol Gyfun Gymraeg Plasmawr	176	146	85	30

If admissions were based on proximity then some schools could see a significant change in their intake size. For example, Whitchurch and Llanishen could admit 30-40% fewer pupils. Of course, in practice this is unlikely to happen since other schools would not be able to admit all their nearest pupils because of their Planned Admission Number. Nevertheless, this does indicate which schools would have to admit pupils for whom it would not be their nearest school.

Table 3 does provide a good indication as to how ‘local’ the current catchment areas are. By comparing the intake size based on catchment area and proximity it is easy to note which schools appear to have a ‘constrained’ catchment area (e.g. Cantonian: 80 pupils in catchment compared to 140 pupils based on proximity; Cathays: 82 compared to 187; and Willows: 177 compared to 251) and those with a ‘generous’ catchment area (e.g. Llanishen: 291 pupils in catchment compared to just 152 based on proximity; and Plasmawr: 146 compared to just 85).

However, we are also interested in how these different admission arrangements affect the composition of school intakes. Table 4 outlines the differences in the proportion of eFSM pupils and ethnic minority pupils to illustrate the extent to which intake compositions can vary due to different admission arrangements. For example, eight Community schools have a higher proportion of eFSM pupils on roll than they would have if they only admitted pupils from their catchment areas. Similarly, there are eight Community schools (although not the same schools) that have a higher proportion of ethnic minority pupils on roll than they would if they only admitted pupils from their catchment areas.

But, in fact, the size of these differences is relatively small. Only Cantonian admits a significantly higher proportion of eFSM pupils than their catchment area would suggest. And only Cathays admits a significantly higher proportion of ethnic minority pupils than their catchment area would suggest. For all other schools there would appear to be only a small difference in the proportion of eFSM and ethnic minority pupils (although for schools with a relatively low proportion of eFSM and ethnic minority pupils the relative difference could be quite large – see, for example, the ethnic minority composition of Ysgol Plasmawr based on its catchment area compared to its actual enrolment).

Based on these figures it would suggest that controlling admissions based on geography (catchment area or proximity) would have very little difference on the overall levels of segregation in Cardiff. Indeed, this can be clearly seen in Figures 3 to 6. As each Figure illustrates, there would be very little difference in the levels of segregation between schools of the current intakes with intakes based on either catchment areas or proximity. This would suggest that open enrolment and the current oversubscription criteria are not worsening the underlying levels of residential segregation that exists across Cardiff. Equally, however, the current arrangements appear to have done very little to create more balanced intakes than we might expect based on where pupils live.

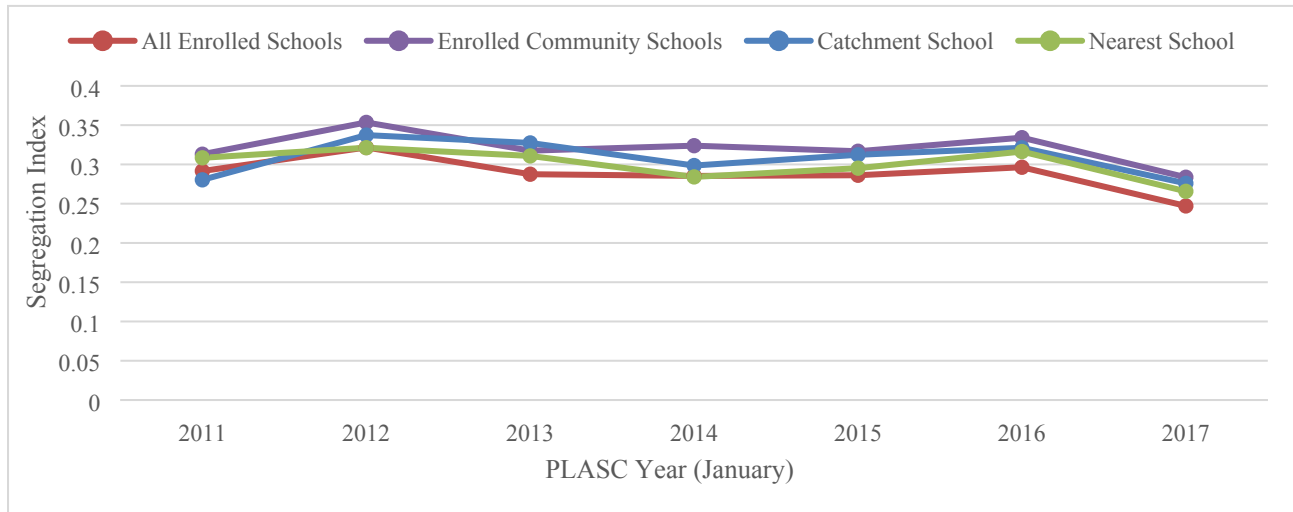
The results in Figures 3 to 6 also suggest that levels of segregation, certainly by eFSM, SEN and ethnic minority, have fallen over this period (and have fallen compared to levels of segregation in 2002 – see Figure 1). In terms of home language, overall levels of segregation remain at approximately the same level as they did at the beginning of the period (although they have gone up and down over time). Given that levels of segregation by catchment and proximity have also generally fallen over time this would suggest the decline probably relates to an associated fall in levels of residential segregation, rather than anything to do with admission arrangements.

The fall in segregation would suggest that the intake composition of Community schools across Cardiff is getting more ‘balanced’. However, Figure 7 illustrates how complex this has been. This shows the Segregation Ratio for each Community school between 2010/11 and 2016/17. The Segregation Ratio gives an indication as to the extent to which the intake of a school is like other schools in Cardiff – a Ratio below 1.0 indicates an under-representation of a particular group, and a ratio of above 1.0 indicates an over-representation of that group. Figure 7 presents the results of this for pupils eligible for free school meals. This clearly shows there are two groups of schools – one with a significant under-representation of eFSM pupils, and the other with an over-representation of eFSM pupils – and that schools are still heavily polarised in terms of their intake composition. It also shows that, on balance, there is an observable closing of the gap between these two sets of schools over time. But it also shows that much of this change has been driven by changes to the intake composition of one or two schools. For example, there has been a sizeable change in the intake composition of Fitzalan and Cathays (fewer eFSM pupils) and Llanishen (more eFSM pupils). It also shows how much variation there can be in each year.

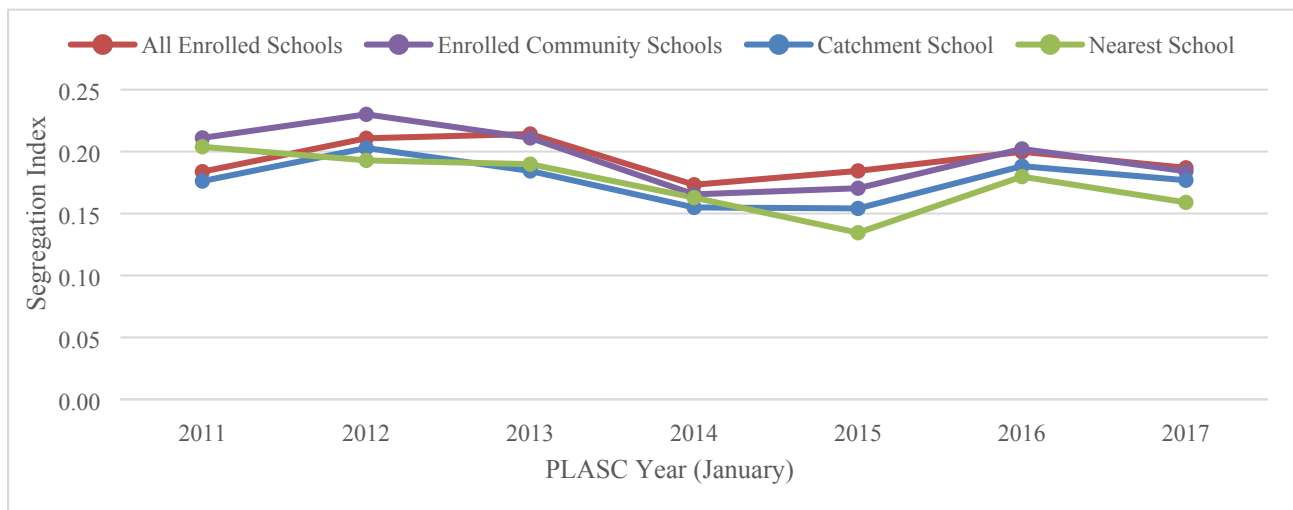
**Table 4. Predicted intake composition (pupils eligible for free school meals and non-White British) based on catchment area and proximity criteria**

Schools	eFSM				BAME			
	Enrolled	Catchment	Nearest	Enrolled v catchment	Enrolled	Catchment	Nearest	Enrolled v catchment
Cantonian High School	43.7%	21.3%	30.7%	22.4%	17.6%	16.3%	17.6%	1.4%
Cardiff High School	7.0%	7.8%	12.8%	-0.8%	43.0%	44.3%	43.0%	-1.3%
Cathays High School	28.3%	23.2%	16.6%	5.2%	80.8%	69.5%	80.8%	11.3%
Eastern High School	41.7%	39.9%	43.9%	1.9%	23.7%	29.1%	23.7%	-5.4%
Fitzalan High School	23.9%	25.9%	24.4%	-2.0%	82.8%	79.4%	82.8%	3.4%
Llanishen High School	25.8%	24.7%	17.1%	1.1%	27.4%	26.5%	27.4%	1.0%
Cardiff West Community High School	49.5%	50.5%	50.0%	-1.0%	15.9%	17.4%	15.9%	-1.5%
Radyr Comprehensive School	10.0%	9.3%	10.3%	0.6%	12.9%	11.6%	12.9%	1.3%
Whitchurch High School	12.1%	8.7%	9.0%	3.3%	24.4%	17.8%	24.4%	6.5%
Willows High School	43.6%	41.8%	35.1%	1.8%	44.3%	51.4%	44.3%	-7.1%
Ysgol Gyfun Gymraeg Bro Edern	14.5%	11.8%	13.4%	2.7%	7.6%	7.6%	7.6%	0.1%
Ysgol Gyfun Gymraeg Glantaf	11.9%	11.9%	8.4%	-0.1%	8.8%	11.1%	8.8%	-2.3%
Ysgol Gyfun Gymraeg Plasmawr	2.8%	3.4%	4.7%	-0.6%	10.2%	6.8%	10.2%	3.4%

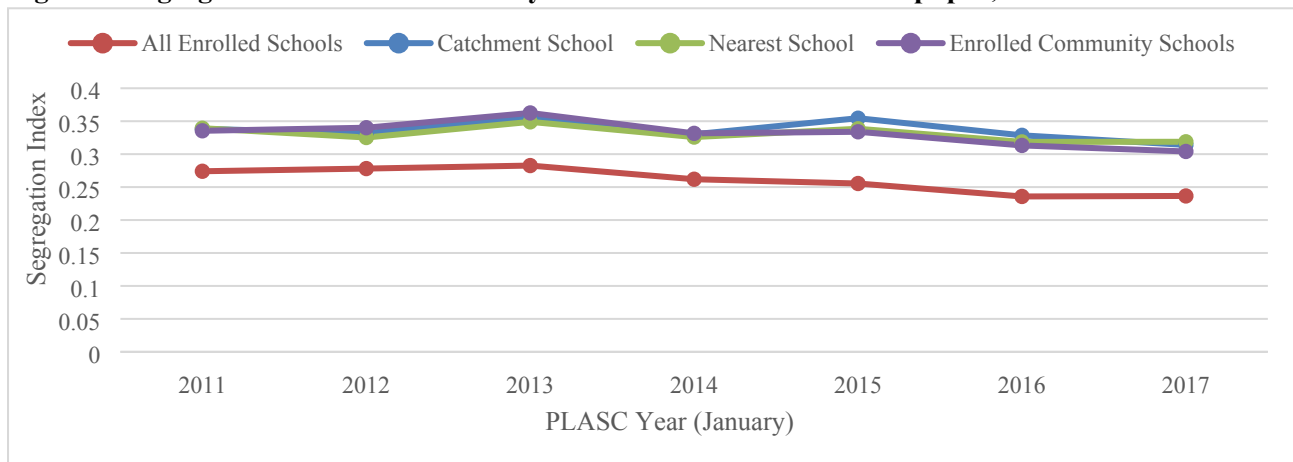
**Figure 3. Segregation between Community schools of pupils eligible for free school meals, 2010/11 to 2016/17**



**Figure 4. Segregation between Community schools of pupils with special educational needs, 2010/11 to 2016/17**

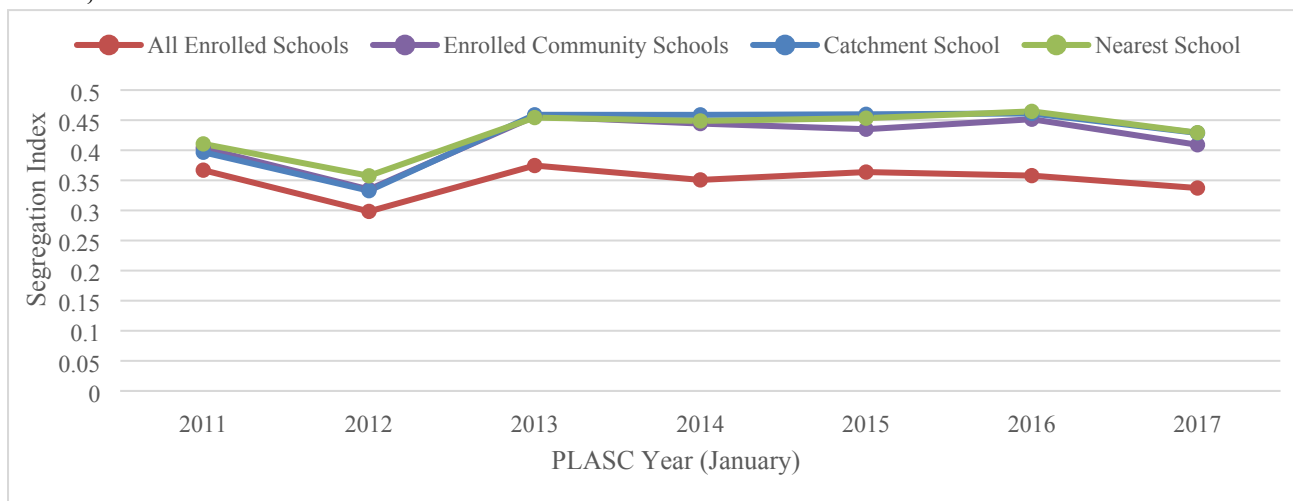


**Figure 5. Segregation between Community schools of non-White British pupils, 2010/11 to 2016/17**

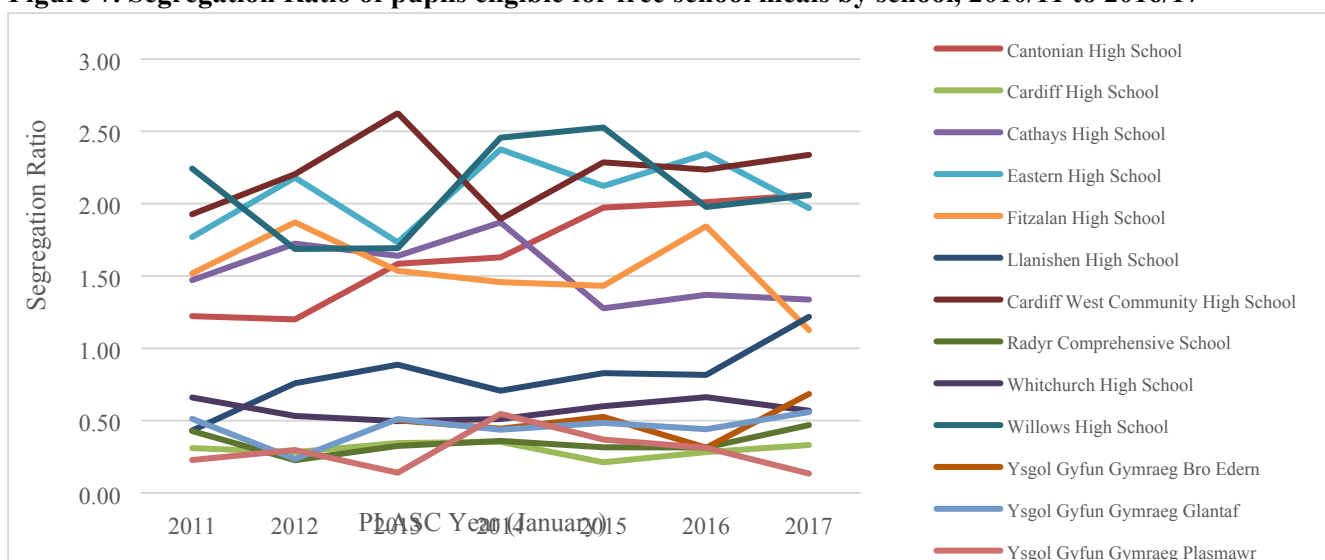




**Figure 6. Segregation between Community schools of pupils whose home language is not English or Welsh, 2010/11 to 2016/17**



**Figure 7. Segregation Ratio of pupils eligible for free school meals by school, 2010/11 to 2016/17**



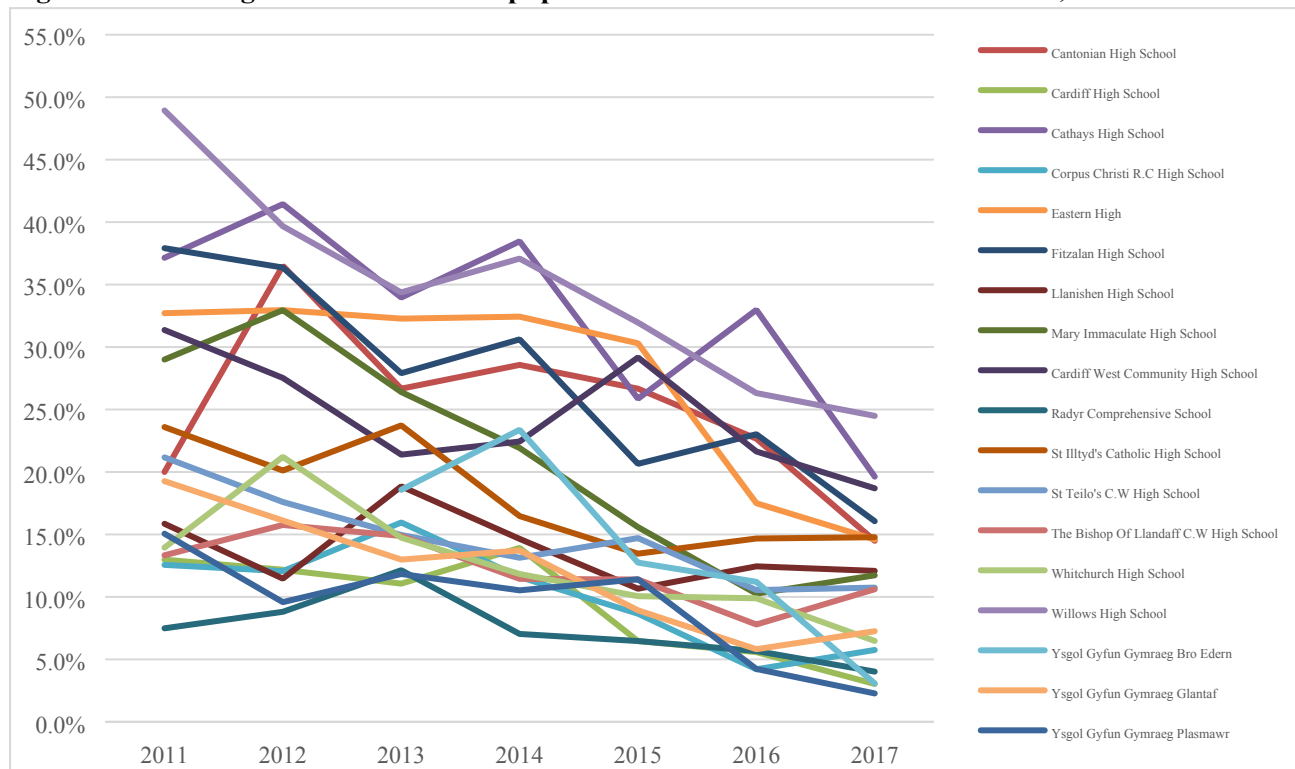
Finally, we consider what the impact of changes to the admission arrangements could be on the distribution of pupils by levels of attainment. Here we examine the proportion of pupils who did not achieve the Core Subject Indicator (CSI) in Key Stage 2 (i.e. at the end of Primary school).

The first thing to note is that levels of low attainment at KS2 have fallen considerably in Cardiff over the last seven years, and this decline appears to have been observed in the intakes of all Community schools (Figure 8).

Table 5 then compares the distribution of low attaining pupils if they had attended their catchment or nearest secondary school. Unlike the distribution of eFSM pupils, ethnic minority pupils, pupils with SEN and pupils whose home language is neither English or Welsh, this shows that levels of low attaining pupils could be considerably different. For example, Table 5 shows that Cantonian, Cathays, Llanishen, Willows and, to some extent, Ysgol Glantaf, all admit a significantly higher proportion of low attaining pupils than we might expect based on either their catchment area or proximity. What is perhaps most striking about this is that whilst there are some schools that admit much higher levels of low attaining pupils there are few schools that appear to take an equivalently lower proportion of low attaining pupils. This would suggest that some schools in Cardiff

are ‘losing’ potentially higher attaining pupils. If the admissions criteria were allowing schools to ‘select’ higher attaining pupils (either directly or indirectly) then we might expect to see significantly lower levels of low attaining pupils on roll compared to their catchment or nearest intakes in some schools. In other words, a small number of schools appear to be either ‘attracting’ low attaining pupils or, more likely, ‘losing’ more able pupils to a wide range of alternative schools (as opposed to just the most popular schools).

**Figure 8. Percentage of enrolled Year 7 pupils who had not achieved the CSI at KS2, 2010/11 to 2016/17**



**Table 5. Distribution of 2016/17 Year 7 pupils not achieving CSI at KS2**

Schools	Percentage not achieving CSI at KS2		
	Enrolled	Catchment	Nearest
Cantonian High School	14.5%	7.6%	9.5%
Cardiff High School	3.0%	2.1%	6.9%
Cathays High School	19.6%	15.4%	9.0%
Eastern High School	14.6%	16.1%	14.7%
Fitzalan High School	16.1%	18.2%	17.5%
Llanishen High School	12.1%	9.2%	6.7%
Cardiff West Community High School	18.7%	18.6%	19.6%
Radyr Comprehensive School	4.0%	6.4%	6.5%
Whitchurch High School	6.5%	5.5%	5.6%
Willows High School	24.5%	20.8%	18.4%
Ysgol Gyfun Gymraeg Bro Edern	3.1%	3.4%	6.4%
Ysgol Gyfun Gymraeg Glantaf	7.3%	5.8%	3.7%
Ysgol Gyfun Gymraeg Plasmawr	2.3%	3.4%	2.4%

## 5. Review of other local authority admission arrangements

Fifteen local authorities were purposely selected to review their admission arrangements – thirteen from England and two from Wales. These are listed in Tables 6. Table 7 provides some further information on educational performance in the English local authorities. Generally the review has largely focussed on secondary school admissions, although any important deviation from primary school admissions was considered.

The extent to which there is overall control of admission arrangements by the local authority versus school autonomy in defining their own admission arrangements varies considerably. An attempt to summarise this is presented in the second column of Table 6, helping to differentiate between admission arrangements that are largely determined and presented at the school-level or at the authority-level. Much of this variation is due to the proliferation of Academies and Free Schools in England. In comparison, Cardiff would be considered to have authority-led admission arrangements, but primarily just for its Community (English-medium or Welsh-medium) schools. Even in Cardiff there is just as much autonomy for faith schools to choose their own admission arrangements as there is in many of the English local authorities selected. All of the local authorities in Table 6 operate a coordinated admissions system, whereby the deadlines and allocation of places is heavily coordinated across the authority, to ensure admissions are organised efficiently and fairly (e.g. that an applicant will not be allocated a place in more than one school).

The English local authorities in Table 6 are listed in order of their overall academic attainment (based on the proportion of end of KS4 pupils achieving grade C or above in English and Maths). The overall academic attainment of secondary schools is presented in Table 7. This shows, for example, that Buckinghamshire and Cheshire East have the highest levels of achievement based on this measure, and Nottingham City and Southampton with the lowest. It is also worth noting the overall Progress 8 measure for each authority – this is a combined measure of progress in eight subjects between Key Stage 2 (KS2) and Key Stage 4 (KS4). This is useful since the GCSE measure is not contextualised (i.e. based on the proportion of SEN or eFSM pupils in each authority). Here it is useful to note that, on average, pupils in Cheshire West and Chester make the greatest progress in attainment followed by pupils in Buckinghamshire. Pupils in Nottingham City continue to have the lowest levels of achievement based on this progress measure, followed by South Gloucestershire. The relative size of each authority is also indicated by the number of pupils there were at the end of KS4.

Table 6 then summarises the main oversubscription criteria in each of the 15 local authorities (for secondary school admissions).

All local authorities adhere to the statutory requirement that first priority must be given to looked after children or children previously looked after. Six of the 13 authorities use other exceptional grounds (e.g. medical need), reflecting a decision amongst many to remove this as a criterion. The main justification for this is that if a SEN statement names a school then that pupil must be admitted to that school, thereby by-passing the admissions procedures. For example, in Cheshire West and Chester, the ‘exceptional medical or social need’ has just been removed from its criteria (following consultation) on the grounds that (a) it affects very few pupils/applications, (b) it is not required by the School Admissions Code (the Code states that authorities *may* include exception medical or social needs as a criterion), and (c) schools are expected to make provisions for SEN irrespective of how the pupil is admitted.

**Table 6. Summary representation of oversubscription criteria in selected local authorities (and priority order)**

Local authority (3 prefs unless stated otherwise)	Local Authority (LA) or schools (S)	LAC	Other exceptional grounds	Catchment area & sibling	Catchment area	Sibling	Feeder school	Tie-break*	Other <sup>†</sup> (ranking in brackets)
Buckinghamshire	LA > S	1	2 (medical, social)		3	4		Distance (1), then random	PP (some schools, e.g. Beaconsfield High)
Cheshire East	LA > S	1			3	2	4	Distance (1)	
Gloucestershire (5 preferences)	S > LA	1		2	3	4		Distance (1)	ST, S6
Nottinghamshire	S > LA	1		2	3	5	4 (with sibling), 6 (w/out sibling)	Distance (1)	
Cheshire West and Chester	LA > S	1		2	4	3	5	Distance (1)	
Brighton and Hove	LA > S	1	2 (medical or other exceptional)	3	4 (dual catchment areas)			Random	
Tower Hamlets	LA > S	1	2 (medical, social)			3-4		Distance (2)	B (authority-level)
Coventry	S > LA	1		2	3	4		Distance (1)	
South Gloucestershire	LA > S	1		2	3			Distance (1), then random	
Staffordshire	LA > S	1	2 (medical)		4	3	5	Distance (1)	
Bristol	LA > S	1		2	3	4		Distance (1)	B (school-level e.g. Colston's Girls')
Southampton	S > LA	*			*	*	*	Distance (1) and (2)	
Nottingham City (4 preferences)	S > LA	1	2-7 (medical, mobility or social)	3	4	5		Distance (1)	ST(2), PP(6)
Newport	LA > S	1	2-5 (medical)	3	4	6		Distance (2)	
Swansea	LA > S	1			2	3	4	Distance (2)	

LAC – looked after children or previously looked after

\* (1) – straight line; (2) – shortest walking route

† ST – children of salaried staff; S6 – sibling in sixth forms; B – Banding; PP – pupils eligible for the Pupil Premium

Almost all the local authorities reviewed use catchment areas as a key criterion for allocating oversubscribed places. In some authorities other terms are used, e.g. Areas of Prime Responsibility in South Gloucestershire, but in effect are exactly the same thing. In nine of these, priority was given to applicants living in catchment areas with siblings currently at the school, followed by any other applicants living in the catchment area. Catchment areas have always dominated admissions criteria but it is worth noting that even where authorities ‘dropped’ catchment areas as a criterion in the last twenty years many of them have now re-introduced them. In this selection of local authorities only Tower Hamlets does not have catchment areas – instead using a combination of banding and distance to determine most of their oversubscribed places.

The main ‘deviation’ from the standard use of catchment areas has been in a couple of local authorities that have merged several school catchment areas together to create ‘dual catchment areas’. In some parts of Brighton and Hove up to three secondary schools can share the same catchment area (for the determination of oversubscribed places). As will be discussed later, this has had the advantage of giving a wider ‘pool’ of applicants a greater opportunity of getting into a school of their choice, albeit still within a defined geographical area. Perhaps paradoxically, this has had the effect of reducing the chances of a pupils outside these ‘dual catchment areas’ from being admitted to some of Brighton and Hove’s most popular schools. Furthermore, it is worth noting that many secondary schools in Brighton and Hove still have a standard one-school catchment area. In other local authorities, individual schools might share catchment areas or have overlapping catchment areas. For example, in Bristol, a small number of schools have first, secondary and joint priority areas.

In only one authority, Southampton, did there appear to be any clear guidance that catchment areas can change over time,

Parents are reminded that living within a catchment area does not guarantee a place in any given school.

Catchment areas can also be changed over time. Any decision by parents about the purchase or rental of a home based on school catchment areas is taken entirely at their own risk.

The lack of any advice about catchment area boundaries in other local authorities could give the impression that these are unlikely to change, and that if they were changed the admission authority would be responsible for having to mitigate the impact of this on families.

Every local authority includes siblings as a criterion. As noted above, most give priority to applicants with siblings living in a catchment area. However, Cheshire East and Staffordshire appears to give priority to all siblings irrespective of whether the applicant lives in the catchment area or not. Conversely, South Gloucestershire appears to only give sibling priority to applicants from within the catchment areas (i.e. applicants living outside the catchment areas with siblings in the school do not appear to be given any priority).

Five of the thirteen local authorities give *additional* priority to pupils attending named feeder schools (or sometimes referred to as designated primary schools). *Additional* because in all examples there is greater priority for applicants with siblings and/or who live in the catchment area. This is not the same as the now historic ‘feeder school system’ that used to operate in many local authorities, that gave higher priority to pupils attending designated feeder primary schools. In almost all examples, siblings must be in years 7 to 11. However, Gloucestershire allow applicants with siblings in the school sixth form to be given priority. Four of these five local authorities give priority to pupils attending a feeder school from within the catchment area. Swansea is the exception to this. Its published admission arrangements state that the feeder school priority is given to those living outside the catchment area, implying that pupils in a catchment area are not given greater preference if they attend a feeder school. This is an important distinction if there are more applications from within the catchment area as there are places available.

**Table 7. Overall performance at the end of key stage 4 in 2016 - all pupils**

Local authority	No. of pupils at end of KS4	Progress 8 Score	Grade C or better in English and Maths GCSEs	Staying in education or entering employment (2014 leavers)
Buckinghamshire	5622	0.01	73.7%	97%
Cheshire East	3740	-0.15	67.5%	96%
Gloucestershire	6385	-0.05	66.4%	94%
Nottinghamshire	7883	-0.04	65.9%	93%
Cheshire West and Chester	3443	0.04	65.5%	94%
Brighton	2139	0.02	65.4%	93%
Tower Hamlets	2570	0.15	63.3%	93%
Coventry	3461	-0.05	60.8%	92%
South Gloucestershire	2770	-0.23	60.1%	95%
Staffordshire	8757	-0.10	59.7%	96%
Bristol	3138	-0.19	59.5%	91%
Southampton	1952	-0.12	57.1%	90%
Nottingham City	2534	-0.35	50.4%	87%

Progress 8: This score shows how much progress pupils made between the end of key stage 2 and the end of key stage 4, compared to pupils across England who got similar results at the end of key stage 2. This is based on results in up to 8 qualifications, which include English, maths, 3 English Baccalaureate qualifications including sciences, computer science, history, geography and languages, and 3 other additional approved qualifications.

The only other key oversubscription criteria used in these local authorities were: the use of banding – authority-wide in Tower Hamlets and individual school-level in Bristol; pupils eligible for the Pupil Premium – across Nottingham City and some schools in Buckinghamshire; and children of salaried staff (in Nottingham City and Gloucestershire).

Banding is used as a way of attempting to get a balanced intake. For example, in Tower Hamlets applicants are assigned to one of four bands depending on their admissions tests scores. If there are more applications than places then other oversubscription criteria are applied in each band – in the case of Tower Hamlets this is largely based on siblings and then distance between the home and school. It is not clear how the bands are selected or how many places are allocated to each band.

The prioritisation of pupils eligible for the Pupil Premium – essentially pupils eligible for free school meals (see next Section) – is relatively new and appears to have been given encouragement in the (England) School Admissions Code following the introduction of the Pupil Premium in England. Whilst this would immediately give greater choice to pupils from some of the poorest households it is important to note that where this is used as a criterion, it is given quite low priority. This means, for example, that siblings and catchment area pupils still have greater priority than other Pupil Premium pupils.

One issue with this criterion is whether families are aware that their children are eligible for the Pupil Premium, since this is an internal administrative classification. In Buckinghamshire pupils' eligibility for free school meals is clearly defined as the criterion for admission to some schools, but in these cases this only applies to pupils from *within* a designated catchment area (i.e. it gives no priority to eFSM pupils outside the

catchment area). This ensures that low income pupils from within a catchment area are given high priority, but it does very little to open access to low income pupils from elsewhere in the authority.

The priority given to children of salaried staff is also more present than in the past. Some faith schools have historically been using this, but the growth in Academies and Free Schools appears to have led to more widespread use, presumably because this can be used to attract better quality staff to these ‘new’ schools. However, the Welsh Government School Admissions Code precludes the use of this as a criterion in Wales

All these oversubscription criteria are discussed in more depth in the next Section of the report.

All local authorities include a tie-break, either based on distance (for fourteen authorities) or lottery (for Brighton and Hove). In two local authorities, Buckinghamshire and South Gloucestershire, they also use random allocation as a second tie-break, i.e. where distance alone cannot be used as a tie-break – largely of importance where many applicants may be living in high-rise accommodation who would all be designated as living the same distance from the school.

What might be quite surprising is that the vast majority of local authorities (and their respective admission authorities) use straight-line distance as the tie-break. Only in Tower Hamlets and in some schools in Southampton is the shortest walking distance used as the tie-break. Despite the availability of accurate data and complex Geographical Information Systems to calculate shortest walking distances, many authorities seem content with just using a straight line distance. This may reflect the proliferation of schools as admission authorities – perhaps because schools are not capable of running their own admission allocations using the more sophisticated measuring of shortest walking distance. But it is also possible that the straight-line distance is easier to account for in an appeal. Despite the prevalence of this in England the Welsh Government School Admissions Code states that reference to the use of straight line distance is not permitted as a tie-break.

The admission arrangements for Glasgow were also reviewed. In Glasgow pupils are automatically registered at a local catchment area school. Only if families wish to be considered for an alternative school do they have to make an application. But what is quite unique about Glasgow’s oversubscription criteria is that they can give priority to children from single adult households, inviting applicants to make a case for being granted a place because the location of the preferred school “would be advantageous for the care and well-being of the child or young person.”

There are six other observations to make from this review of local authority admission arrangements:

- i. The easiest set of admission arrangements to understand are those that include a relatively small number of criteria.
- ii. The most difficult admission arrangements to understand are those where the oversubscription criteria are presented for each school separately. Whilst this may be a necessity in areas with a high number of Academies and Free Schools, each operating their own admission arrangements, the challenge of reading through multiple sets of oversubscription criteria could be (a) challenging, and (b) cause greater misunderstanding, particularly where most schools seem to have the same criteria (the argument being that potential applicants are less likely to identify deviations from the general rule unless these deviations are flagged or highlighted).
- iii. Some oversubscription criteria are more difficult to understand when they are presented as groups of priority rather than criteria for prioritisation. For example, both Nottinghamshire and Nottingham City rank order different groups of pupils who have greater priority than others. Whilst this may appear to be clearer to applicants (i.e. they can recognise which group and therefore order they fall in to) it is less clear what happens when there are more applicants in each group than there are places available. The tie-break in these authorities is based on distance, but it is not clear whether distance would apply

before some of the other characteristics that define high priority groups of pupils have been applied (e.g. attending a linked primary school).

- iv. A few admission authorities present some oversubscription criteria as having equal priority. In practice this may be entirely appropriate, but it could be considered confusing for applicants when trying to understand how criteria are ranked.
- v. Several authorities make explicit reference to the admission of children of Service Personnel (e.g. Newport). The (England) 2014 School Admissions Code requires admission authorities to allocate places in advance of the admissions process (i.e. before any oversubscription criteria have been applied) to substantiated applications from Service Personnel and other Crown Servants who are due to arrive in the area; in effect giving these pupils equal status to pupils with named schools in their SEN statements.
- vi. Coventry publish a list of the open evenings/days for all schools in its annual admissions guide. All schools have at least one open evening/day during September and October (before the 31<sup>st</sup> October deadline for applications). Whilst the vast majority of schools will organise open evenings, and many local authorities will encourage families to attend these, the publication of dates for all schools provides a much higher level of openness and transparency that could encourage fair access.

## 6. School admissions research

This section discusses findings from research on school admissions in the UK. In particular, it discusses the known advantages and disadvantages of key features of the admission arrangements outlined in the previous section, including the use of different oversubscription criteria.

### 6.1 Admission authorities

There is strong evidence that regulation of open enrolment, and admission arrangements generally, (e.g. through local authority control or through national School Admissions Codes) has made admissions more efficient and procedurally fair (Gorard *et al.* 2003, Coldron 2015). In addition, ‘the requirement to provide school places efficiently and to avoid unreasonable public expenditure’ is paramount in any legal challenge of admissions (Clement 2013).

In addition, the School Admissions Codes make it clear that admission authorities must not have admission arrangements that directly or indirectly disadvantage children from particular social or racial groups or children with disabilities or special educational needs (Roberts 2017).

Where schools have autonomy over their own admission arrangements there is widespread international evidence that this can be detrimental (in terms of admissions) to pupils from the most disadvantaged backgrounds. For example, Lubienski *et al.* (2013) demonstrated that autonomous schools in New Zealand created ‘priority zones’ that precluded admission of the most disadvantaged families.

But as Coldron (2013) concludes, most policy attention has been given to ensuring equality of opportunity in relation to admission procedures. Very little has been achieved in ensuring more balanced school intakes or in redressing the indirect effect of residential segregation or the practical and social difficulties of accessing popular schools.

### 6.2 School preferences

In terms of preferences, there is strong evidence that parents and pupils tend to prioritise different criteria. Pupils prefer to attend the same school as their close friends (Robinson *et al.* 2016). Parents, however, will often say they prioritise academic achievement (Robinson *et al.* 2016, Coldron 2015) but detailed analysis by



Burgess *et al.* (2015) reveals that socio-economic composition of schools and proximity are also valued by parents.

There is very limited evidence that schools now actively discourage vulnerable groups from applying to particular schools. However, there is evidence that the extent to which schools encourage and promote an inclusive ethos can influence preferences and, ultimately, applications amongst the most vulnerable groups of families (e.g. SEN, ALN, ethnic minorities and low income) (Martin *et al.* 2014). Staff in primary schools generally argue that it is particularly important that vulnerable children remain within their friendship groups (Robinson *et al.* 2016). However, this highlights a tension in school admissions: low achieving vulnerable children have probably the most to gain in terms of attainment from utilising parental preference but the risks of (a) possibly disrupting friendship groups as a result and (b) ghettoising the low performing schools they leave behind, are considerable.

Similarly, the opportunity and ability to ‘choose’ a school is dependent to some extent on various socio-economic and cultural characteristics that privileges two key groups: high household income families and church-goers (Allen 2013). Higher household income gives greater freedom within the housing market – and since most oversubscription criteria are based on geographical proximity (whether it be through catchment areas, distance to school or even feeder primary schools) this means that affluent families have far greater choice of schools than less affluent families. Similarly, church-goers have access to many alternative schools that are not available to non-church-goers. This can also privilege those families with greater social and cultural capital who are more capable of navigating and meeting the complex ways in which religious attendance/participation is measured in faith schools.

### ***6.3 School choice and attainment***

There is only very limited evidence that there is a link between school choice and its intended outcome of increased school competition and school improvement (Coldron 2015). Furthermore, and as Tables 1 and 2 illustrate above, it is difficult to identify any discernible relationship between levels of attainment and different oversubscription criteria.

What appears to be of more importance is ensuring that all children have fair access to the best ‘performing’ schools. Detailed analysis of pupil attainment and admission arrangements have shown that it is the lowest achieving pupils who have the most to gain from having school choice (Allen 2013). There appears to be no benefit in terms of attainment to high achieving pupils in terms of whether they attend their nearest school, catchment school or if they use parental preference to obtain a place in an alternative school. This fits the large body of research that has shown that on average the choice of school makes very little difference on a pupil’s levels of attainment. However, what Allen (2013) is able to demonstrate is that it can actually make a difference for the lowest achieving pupils.

### ***6.4 Catchment areas***

Catchment areas have always been the most used oversubscription criteria by admission authorities. They have the advantage of allowing local authorities (and schools) to better plan provision. For example, it is more efficient to make decisions as to how to use capital grants for new school developments based on local, neighbourhood-level, forecasts rather than local authority-wide forecasts. It also helps schools identify their ‘local’ community when working with families and other stakeholders outside the school. Another advantage of catchment areas is that they are relatively stable and often remain unchanged, giving families and schools a high degree of predictability when it comes to admissions (although the relationship with the housing market can make this problematic). Cardiff also benefits from having ‘nested’ catchments, where catchment areas for primary schools are congruent to secondary school catchment areas. Whilst feeder schools are not an

oversubscription criteria these nested catchment areas in effect help maintain close relationships between local primary schools and their partner secondary schools.

The disadvantage of catchment areas is that they tend to represent residential segregation within an area. And since houses in the catchment areas of popular schools can attract on average a 13% premium to house prices then can also create or exacerbate residential segregation.

The ability to purchase a house in the catchment area of a desired school is not the only way catchment areas can advantage higher income families. As Robinson *et al.* (2016) reported in their qualitative study of families in Brighton and Hove, a number of families reported other ways they attempted to secure a place in their preferred schools by temporarily renting accommodation, moving in with their parents or giving their parents' address as their own. Whilst giving a false address is fraudulent it does not prevent this from occurring. For example, ITV News reported in 2016 that 582 applications were rejected over a five year period for giving false addresses, data obtained through Freedom of Information requests from just 30 local authorities.

### **6.5 Feeder schools**

Very few local authorities use feeder schools (also referred to as designated primary schools, major contributory primary schools, and partner school designations) as a high priority oversubscription criteria anymore. However, its use amongst school admission authorities is still prevalent. The decision by schools to use this as a criterion has led to an increase in the number of objections to the Office of the Schools Adjudicator (2016). Furthermore, these objections have tended to be upheld – primarily where the distance between the secondary school and the designated primary schools is so far that more 'local' children not attending these designated primary schools have faced a longer or more difficult journey to alternative secondary schools. This appears to have been an issue for Free Schools who have chosen their own designated primary schools for reasons other than being local. The problem is that there is no clear definition of a feeder school in the School Admissions Code. This just states that previous schools attended cannot be used as a criterion unless it is a named feeder school. It does not currently go as far as defining what a feeder school should be. However, the report by the Office of the Schools Adjudicator does give some steer to the notion that feeder schools are primarily to encourage admission to 'local' pupils, or certainly in ensuring that a feeder school criterion does not significantly disadvantage other 'local' pupils. They also go on to recommend that the Department for Education in England,

“may want to consider the case for guidance to admission authorities on how to maximise the benefits of feeder schools in terms of continuity of education and shared work across schools while ensuring that the selection of feeder schools does not cause unfairness to other local children.” (p.7)

### **6.6 Banding**

In a review of school admissions in London between 2001 and 2015 West and Hind (2016) found that an increasing number of admission authorities have introduced banding as a mechanism to create greater academic and socially mixed intakes. Banding is where pupils are tested prior to admission, and schools allocate a proportion of their places to pupils by their test result. The exact proportion of pupils by band can vary considerably. Some schools use an equal proportion per band whilst others will use different proportions for each band. Some schools say they allocate places to be representative of the pupils who applied whilst others say they allocate places to be representative of the national distribution of ability (Morris 2014). Although the 2003 School Admissions Code stated that schools should take an equal proportion of pupils from each band there continues to be diverse practice of this. Furthermore, it should be noted there is no formal guidance as to how pupils should be tested (e.g. some schools use NFER reading and mathematics tests, others, such as in Bristol, use the GL Assessment Non-Verbal Reasoning assessment – all very different measures of 'ability'), or how the bands are to be determined.

Despite a lot of interest in the use of banding and an expectation that it would become widespread to encourage fair access to schools (see Coldron *et al.* 2008), Morris (2014) reports that only four authorities now organise banding on an authority-wide basis (all in London). Indeed, in Greenwich only three schools will continue with banding from 2018 onwards – all Academies – and each will administer their own tests after applications have been made. Interestingly, Morris also reports that one Free School opted out of banding (instead using catchment areas as a key admission priority) in order to benefit from the relatively high number of high ability pupils that were no longer able to get into schools that continued to use banding.

Given the low uptake in the use of banding as an admissions criterion there is very limited evidence of its impact. In three of the early ‘adopters’ of banding (all in London) Coldron *et al.* (2008) found that they went on to have fewer appeals and lower segregation than other authorities. However, there has been no robust analysis of their impact since then or over a larger scale.

In the last report by the Chief Schools Adjudicator (for England) a number of concerns about the use of banding in oversubscription criteria were highlighted. The first set of concerns related to unnecessary testing of particular groups of pupils. For example, if a school is not over-subscribed then there is no need for the applicants to have sat a test. Similarly, pupils with an SEN statement that named the school, or looked after children and previously looked after children, must be admitted whether they took the test or not. Their other concerns related to procedure – how the test is administered, who administers it and when it is administered.

These concerns are supported by the work of West and Hind (2016) who conclude,

“One practice that has become especially problematic is that of banding. The arrangements regarding the number of groups/bands and the type of banding implemented vary. Banding also requires pupils to be tested. In some local authorities testing is organised in school time and the results used across schools that use banding. However, a more common pattern is for children to have to take different tests for individual schools on several different days including weekends, making it difficult for parents who have atypical working patterns – e.g., shift work – and increasing stress levels for children and parents.” (p.4)

A good example of the complexity in using banding can be found in Colston Girls’ School in Bristol. For this school, there are five ability bands (as opposed to four in other schools/authorities). The cut-off for each band is based on ensuring an equal number of applicants in each band – thereby not necessarily being representative of ability range for the wider authority’s pupils. So, if only high ability pupils apply, only high ability pupils will be admitted, and so on.

### **6.7 Random allocation**

In England the 2014 School Admissions Code permits the use of a lottery or random allocation in determining admissions but not as the main oversubscription criterion. In Wales the Welsh Government School Admissions Code 2013 does not allow random allocation to be used as an oversubscription criteria. Nevertheless, many analysts see random allocation to provide one of the most effective ways of ensuring balanced intakes. In practice, where random allocation is used by admission authorities in England it serves as a tie-break for where other criteria cannot be used to allocate over-subscribed places, just as distance is often used as a tie-break. This is now quite prevalent in England, but it is in Brighton and Hove where random allocation was first attempted and can play an important role in school admissions. However, the impact of this in Brighton and Hove is not entirely clear. Allen *et al.* (2013), previously proponents of random allocation as a criterion, found that random allocation was associated with greater segregation between schools (albeit a marginal increase). They did find, however, that it led to a reduction in the dependence of location on pupils’ attainment. As the authors conclude,

“it seems unlikely that the reforms are likely to substantially lower social segregation across schools even in the long-run in this city, where differences in the quality of housing stock across areas are deeply entrenched and

the boundaries of the new catchment areas mean that families living in the most deprived neighbourhoods have little chance of accessing the most popular schools in the centre of the city.” (p.164)

And as Allen *et al.* (2013) themselves note, much of the advantages of random allocation arose from the redrawing of catchment areas in the authority. Importantly, the creation of ‘dual-school catchments’ – where up to three schools may share the same catchment area – is where most of the random allocation will occur, since there are many times more pupils living in each catchment area than there are places in each of the secondary schools in that catchment area. But as Robinson *et al.* (2016) observed, this has not caused too much concern amongst parents in these dual-school catchments since they tend to contain the most sought after schools. The more ‘unpopular’ schools are located elsewhere and have their own catchment areas. Robinson *et al.* actually argue that the creation of dual-school catchments has reduced choice for families who live outside these areas, irrespective of the introduction of random allocation as a tie-break. Robinson *et al.* also highlighted other challenges resulting from the creation of dual-school catchments in Brighton and Hove, such as the transition from primary to secondary schools,

“Where children from one primary school transferred to several different secondary schools, this created difficulty in building close working relations with relevant staff in secondary schools.” (p.7)

### ***6.8 Priority for pupils eligible for free school meals***

The 2014 School Admissions Code (England) says that admission authorities may give priority to pupils eligible for the Pupil Premium. This allows priority to be given to pupils eligible for free school meals (and looked after children, but this group must be the first priority anyway). There are an increasing number of examples in England where priority is given to pupils eligible for free school meals. Not only are schools encouraged to prioritise such pupils in their admission arrangements, schools are expected to want to recruit Pupil Premium pupils because of the additional funding they would receive. However, Freeman (2015) has suggested that the uptake has not been as great as anticipated. Freeman also argues that with a greater focus on the Progress 8 measure for schools in England (educational progress from KS2 to KS4 in eight subjects) schools will focus on ‘attracting’ underperforming children from more advantaged backgrounds.

The Chief Schools Adjudicator for England also highlighted their concern about the mismatch between eligibility for free school meals and low income households. Indeed, Taylor (2017) has shown that 8% of pupils in Wales not eligible for free school meals live in poverty. Given that the proportion eligible for free school meals is approximately 15-17% in Wales this ‘missing’ group of low income pupils is very sizeable.

The equivalent for the Pupil Premium in Wales is the Pupil Development Grant and the Early Years Pupil Development Grant (previously known as the Pupil Deprivation Grant or PDG).

## **7. Conclusions and recommendations**

In this final section, the report considers possible changes to the Council’s admission arrangements, including discussing the advantages and disadvantages of alternative oversubscription criteria. The discussion and subsequent recommendations are organised in the following way. First it discusses the admission arrangements and oversubscription criteria currently being used by Cardiff Council and proposes possible amendments to this. It then considers the advantages and disadvantages of alternative criteria that the Council may wish to consider including. Then it goes on to discuss other possible changes to admission arrangements that may require further direction or guidance from the Welsh Government.

### ***7.1 Changes to current admission arrangements***

The main oversubscription criteria used for admission to Cardiff’s Community schools is **catchment areas**. The review above has clearly demonstrated that this is also a favoured criterion amongst other local

authorities, including those that did not previously have catchment areas. The advantages and disadvantages of this as a criterion was discussed above. On that basis there does not appear to be a need to remove catchment areas as a criterion.

However, a key challenge the local authority has is that the number of pupils living in a catchment area is, in some areas of Cardiff, greater than the number of places available in the designated catchment area school. This causes significant unhappiness to families who do not get allocated a place in their preferred catchment area school. The temptation in such circumstances is to alter catchment area boundaries, not least to 'reallocate' an appropriate number of pupils living in each catchment area. However, there are a number of significant issues that arise from this. First, changes to catchment areas, even modest ones, can cause significant disruption to local communities, particularly as the location of catchment areas are often used in deciding where to live many years in advance of applying for a school place. Secondly, by changing catchment areas in order to redistribute pupil numbers the local authority would implicitly be suggesting that all catchment area pupils should be able to attend the designated catchment area – precisely the issue that the local authority is attempting to avoid. And third, the number of school-aged pupils in each cohort can change from one year to the next, and it is relatively difficult to predict housing growth and mobility on a small geographical scale. Therefore, in order to distribute pupil numbers appropriately catchment area boundaries are likely to need to be changed on a regular and ongoing basis, causing constant and prolonged discontent amongst local residents.

Another commonly cited reason for changing catchment areas is to increase more balanced intakes (ethnically, socio-economically, etc). Whilst this is a commendable aim, the redrawing of catchment area boundaries is likely to only have a limited short-term impact as the housing market adjusts to these new catchment areas. In order to encourage more balanced intakes there are other, more effective, criteria that could be considered (see later).

However, there will always be circumstances where the redrawing of catchment areas may be strongly justified, such as the construction of new schools and hence the establishment of new catchment areas. Therefore, it is in the interests of the local authority to encourage the perception that (a) living in a catchment area does not guarantee a place in the catchment area school and (b) that catchment areas can change and at any time.

**Recommendation (short-term): consider including a statement that says catchment areas may change and that any decision by parents about the purchase or rental of a home based on school catchment areas is taken entirely at their own risk.**

Increasingly fewer admissions authorities are using exceptional or **compelling grounds** as an oversubscription criterion. What constitutes 'compelling' is difficult to measure objectively. The current admissions system 'protects' SEN pupils with named schools on their statements and looked after children (including previously looked after children). The inclusion of this as an oversubscription criteria has the potential to give parents 'false hope' in what they may think are reasonable grounds for why their son/daughter should be given priority. The number of places allocated on the basis of this criterion in Cardiff is very small. Often this is dependent upon an applicant being able to provide 'expert' support, such as from a medical consultant. Whilst the application of this criterion by the local authority could be considered to be objective – that is priority is given to applications where such 'expert' support is provided, the objective basis of this 'expert' support is questionable. Furthermore, the most vulnerable children and families are probably the least likely to either request or obtain such support. It is also a valid argument that whatever the exceptional grounds, any school should be able to meet the needs of these pupils. There is no requirement in the School Admissions Code to include this as a criterion.



**Recommendation (short-term): consider removing compelling medical or social grounds as a criterion. Removing this as a criterion would also help reduce the number of oversubscription criteria.**

Currently between a quarter and a third of admissions to Cardiff schools are based on the **sibling** criterion. This is, therefore, an important criterion in allocating places. Indeed, it could be argued that the high priority given to siblings could be at the expense of giving priority to other pupils, such as based on proximity. However, the inclusion of a **sibling criterion** is common to oversubscription criteria in all the local authorities reviewed. There are also very compelling reasons for why siblings should attend the same school – for logistic reasons (e.g. travel to/from school, particularly for younger children), for financial reasons (e.g. recycling of school uniforms) and for educational reasons (e.g. familiarity with the organisation, curriculum and pedagogy of a school). And of course, applicants do not have to make their application on the basis of the sibling criterion if they so wish, e.g. where they want their children to attend different schools based on their individual needs.

However, there are some subtle differences in how the sibling rule could be used alongside other oversubscription criteria. For example, criteria could be adopted that gives priority to applicants with siblings who are resident within the designated catchment area but does not give priority to other applicants with siblings (e.g. South Gloucestershire). Alternatively, criteria could give priority to all siblings, irrespective of whether the applicant lives in a designated catchment area or not (e.g. Cheshire East and Staffordshire). The alternative to these two scenarios are where there are two sets of sibling priorities – one for applicants of siblings living in a designated catchment area and one for applicants of siblings living outside the designated catchment area. For example, both Buckinghamshire and Gloucestershire use the sibling rule in this way, yet their criteria are presented differently.

Whilst the decision to only give priority to applicants of siblings who are living in a designated catchment area can be made, there would seem to be a stronger justification (for educational and social purposes) to give priority to applicants with siblings inside and outside the designated catchment area. The decision as to whether to give greater priority to pupils living in a designated catchment area without siblings versus pupils living outside a designated catchment area with siblings is much less clear. It is useful to note that only three local authorities in Table 1 give greater priority to applicants of all siblings over applicants living in the designated catchment area. The majority of local authorities give greater priority to applicants living in designated catchment areas and then applicants living outside the designated catchment areas without siblings. Although complicated by criteria 2a and 2b this is in effect how the current Cardiff oversubscription criteria operate. However, the prioritisation of applicants living in the designated catchment areas with siblings could be made more explicit, as used in Gloucestershire, Coventry and Bristol.

**Recommendation (short-term): consider adding the criterion explicitly giving high priority to applicants with siblings who are living in the designated catchment area.**

The definition and presentation of each criterion appears to be excessive in length compared to the definitions of criteria in other local authorities. Also, the list includes ‘equal’ priority criteria (e.g. 2a and 2b). This can be confusing given criteria are meant to be listed in order of priority.

**Recommendation (short-term): consider editing criteria to simple statements, keeping technical detail to a minimum in the main list of criteria; adding clear definitions elsewhere in the handbook (and avoiding duplicating definitions throughout the handbook); and avoid the use of ‘equal priority’ criteria.**

Cardiff Council use eight criteria (nine if 2a and 2b are included separately). Most other local authorities use just five criteria (see Table 1). The number of criteria seems excessive and the fewer the criteria the easier it is

for parents to understand. The following recommendations, therefore, suggest which criterion could be removed.

Cardiff contains a number of relatively ‘unique’ admissions criteria. Most notably criteria 2a, 2b, 7 and 8. The first two of these appear to relate to historic decisions to change catchment areas and the Council’s attempt to try to ‘mitigate’ the impact of these changes. It is not clear how necessary this really is or what it achieves.

Criterion 7 uses the ‘furthest from the next appropriate alternative school’ measure. This is encouraged in the Welsh Government 2013 School Admissions Code. However, it would seem that this is particularly useful in more rural areas, where there could be considerable differences in journey times if priority is not given to more isolated families. The merit of this criterion within the urban area of Cardiff is not clear and perhaps more difficult to justify. It is also a very complex criterion, that is based on various distance measures that any prospective applicant would not be able to calculate for themselves. This would suggest that this criterion does not fulfil the aims of providing greater transparency and encourage fair access through the publication of oversubscription criteria.

The final criterion (number 8 above) is even less clear – this is presented as the least important criteria, coming *after* the *de facto* tie-break criterion (distance to school – criterion 6), so it is very difficult to envision a scenario where it can be used to differentiate between applicants presumably living the same distance from their preferred school.

**Recommendation (short-term): consider removing criteria 2a, 2b, 7 and 8 from the current list of oversubscription criteria**

With these proposals the Cardiff oversubscription criteria could be much more easily summarised as:

1. Looked after children and previously looked after children
  2. Children permanently resident in the designated catchment area
  3. Children with siblings currently registered in Years 7 to 10
- Tie-break: shortest walking distance between school and home

It has been somewhat surprising to see that so many admission authorities in England use a straight-line measure for the distance between pupils’ homes and schools. Cardiff is one of a seemingly small number of admission authorities to use the shortest walking distance between school and home. The Welsh Government School Admissions Code does not permit the reference to using straight line distance as a criterion, but does not give a justification for this. Given the geography of Cardiff – with its coastal location, rivers and rail lines – it may be more meaningful to use the shortest walking distance as the tie-break than a straight-line distance anyway. However, the prevalence of the latter in England may reflect that the use of the shortest walking distance is prone to more appeals, often because of what constitutes a ‘safe walking route’.

**Recommendation (medium-term): consider encouraging the Welsh Government to update its School Admissions Code to provide a justification and rationale for its preferred use of shortest walking distance. This may be helpful for admissions authorities in clarifying their use of this as a tie-break and may limit the opportunity for appeals.**

Other proposed amendments to the Cardiff school admissions handbook include the following:

**Recommendation (short-term): consider publishing dates of open days/evenings for all schools in the admissions handbook.**

**Recommendation (short-term):** consider including a more detailed statement about the admission of children of Service Personnel and other Crown Servants in the admissions handbook.

**Recommendation (medium-term):** consider having an earlier deadline for applications (e.g. 31<sup>st</sup> October of each year) instead of circa 28<sup>th</sup> November for secondary school applications and circa 9<sup>th</sup> January for primary school applications. This would give officers longer to process applications, assess the validity of applications and deal with appeals. The earlier application deadline might also have the additional benefit of discouraging short-term renting of properties nearer popular schools.

## ***7.2 Additional oversubscription criteria***

Based on the analysis presented in this report there are not strongly compelling reasons to include new additional oversubscription criteria. However, three potential additional oversubscription criteria are considered here that Cardiff Council may wish to consider introducing to address its current admission challenges: residential longevity, feeder schools and dual-school catchment areas.

Length of residence, or **longevity**, has been suggested within Cardiff as a solution to the particular problem of catchment area pupils not getting a place in their catchment area school. The only use of longevity as an admissions criterion, in any of its forms, is amongst a relatively small number of faith schools (e.g. Westminster voluntary-aided schools). This typically involves “the prioritisation of attendance at a named church over a long period of time” (Allen and Parameshwaran 2016:4). However, it is useful to note that this was found to be one of the three most common criteria in what appeared to be the most selective local authorities in Allen and Parameshwaran’s recent analysis of between school segregation in England. As the authors discuss, “this favours families who plan primary school choice many years in advance and do not move house” (p.4). As a criterion, it therefore disadvantages mobile families, including migrant families or asylum seekers, which would potentially be in breach of the School Admissions Code to ensure criteria do not disadvantage particular social or racial groups. The use of historical connections to a school was deemed inappropriate in the 2010 School Admissions Code.

**Recommendation (short-term):** consider alternative ways to longevity or length of residence for addressing the short-fall in the number of school places available to pupils living in catchment areas

The issue of longevity as a criterion is similar to that of the use of **feeder schools** as a criterion. Interestingly the Welsh Government School Admissions Code states: “the use of named feeder primary schools as an oversubscription criterion can allow better continuity for pupils but needs to be used with caution” (Welsh Government 2013:17). The main concern is that a feeder school criterion, just like residential longevity, could be detrimental to mobile pupils. Indeed, feeder schools are rarely used anywhere as a primary oversubscription criteria, except amongst faith schools and a few Academies or Free Schools. So, it is useful to consider the observations made above about feeder schools – particularly in relation to (a) ensuring it does not disadvantage other ‘local’ children or (b) making an educational case for its use. Whilst it is plausible to make an educational case for the use of feeder schools as a criterion (e.g. to minimise issues of transition, to encourage close cooperation between the primary and secondary school sectors) it is much less clear what educational case could be made for longevity as a criterion.

Instead, a possible compromise is to use catchment areas and feeder schools as oversubscription criteria – just as in Cheshire East and Staffordshire. The order of these two criteria is important, and in both local authority examples the catchment area criterion is ranked higher than the feeder school criterion. This has the effect of giving greater priority to catchment area pupils attending a designated feeder school than catchment area pupils attending a primary school that is associated with a different secondary school (e.g. where the medium of instruction is different or where they are a faith school). An educational case for this could be made. However, some attention would still need to be given to migrant families and the possible impact that this



would have on competition for places in primary schools. But this would be far less significant than adopting a longevity criterion since there would be multiple feeder schools once could attend within a given secondary school catchment area.

**Recommendation (short-term): consider adding designated feeder schools as an oversubscription criteria (after sibling and catchment criteria).**

Although random allocation is not permitted in Wales, the use of **dual-stream catchment areas**, often used alongside the random allocation tie-break, is worth considering. Despite identifying several limitations of dual-stream catchments in Brighton and Hove, Robinson *et al.* suggest that more choice would be given to families if all catchment areas were shared with at least two secondary schools. This would immediately increase the number of higher priority pupils for each school. However, consideration would need to be given to (a) travel arrangements – since it is more likely that catchment area pupils could be travelling further distances, and (b) what the tie-break would be in the incidence of places being oversubscribed based on the catchment criterion – distance is really the only viable tie-break mechanism in the absence of random allocation and so proximity to each school would still give some pupils greater priority over others. However, there could be three advantages of this approach. First, it could lessen the assumption amongst families that they should automatically get a place in their designated catchment school. Second, it provides an indirect way of encouraging more parents to consider their choice of school, particularly for those families who are the least likely to engage with the admissions process and parental preference. And third, it may also lead to greater collaboration and coordination between secondary schools and in encouraging schools to find ways of distinguishing themselves from one another (e.g. through curriculum, ethos, pedagogy, subject specialisms, etc) to offer a wider ‘choice’ that better meets the individual needs of learners.

**Recommendation (medium-term): consider undertaking further analysis on the implications of creating dual-school catchment areas in Cardiff (i.e. by merging school catchment areas) to give higher priority to a wider ‘pool’ of prospective applicants.**

### **7.3 Other recommendations**

There are two potential benefits of allowing parents to state a preference over which school they wish their children to attend. The first is that it could help better meet the individual needs of pupils. And second, it can increase the opportunity for children to attend better performing schools, particularly those living in disadvantaged areas which can often also have the poorest performing schools. There has also been an indirect benefit of open enrolment, that is the ability of admission authorities to ‘manage’ the admissions system to achieve other desirable outcomes, such as more socially and ethnically balanced intakes.

The establishment of School Admissions Codes has generally encouraged more equitable access to schools (e.g. through the removal of interviews as a method to determine admissions). However, there is still evidence that stricter regulation of admissions is required, particularly where individual schools have the autonomy to choose their own oversubscription criteria (Allen 2013). A notable example of this in England has been the recent choice of academies and free schools to give priority to children of employed staff in the school. The Welsh Government School Admissions Code already precludes this from being used as a criterion, although current concerns about teacher recruitment in Wales may put pressure on this.

Of more concern in Wales is the continued higher levels of ethnic and socio-economic segregation in areas with faith schools. There are numerous examples of covert and overt selection in the criteria employed by some faith schools in England, and the School Admissions Codes have attempted to incrementally lessen that opportunity. However, there is still evidence that segregation is higher where there are faith schools. Allen (2013) makes the very useful observation that faith-based criteria should be based on a binary criterion of religious adherence (i.e. yes or no) rather than the current form of a ‘continuum’ approach to religious

adherence (e.g. baptised, regular attendance, attended a faith primary school) that so many faith schools tend to use.

**Recommendation (short-term): encourage the Welsh Government to consider updating its guidance on how religious adherence could be objectively measured in a simple and binary form.**

Whilst greater enforcement of the current admissions guidance may prevent the use of unfair admission arrangements it is nevertheless also the case that this guidance, and the most commonly used oversubscription criteria that this guidance encourages, have done very little to realise the potential benefits of open enrolment.

A major constraint in Wales is the limited opportunity for schools to be sufficiently distinctive from one another in order to meet the needs of a wider range of pupils. In England, there has been the introduction of city technology colleges, specialist schools, academies and free schools in the last twenty years. Although these schemes have had varying degrees of success, including some notable disadvantages, they nonetheless constitute an explicit attempt to try to widen the range of educational opportunities from which parents can choose from. The growth of Welsh medium and bilingual education in Wales is also an example of this. However, the Welsh Government has been reluctant to consider and encourage other forms of specialism or diversity in provision.

It could be the case that the development and introduction of the new curriculum in Wales could provide the opportunity for greater diversity in curriculum and pedagogy within and between schools. In urban areas such as Cardiff this might mean there is greater distinctiveness between schools.

**Recommendation (long-term): consider encouraging the Welsh Government to consider how it might increase the diversity of schools (particularly in urban areas), but without it increasing segregation.**

**Recommendation (long-term): consider how the new curriculum in Wales might encourage greater diversification in provision between schools and how this could be embodied in future admission arrangements.**

Another major constraint is the inelastic supply of school places. However, if open enrolment is to have any benefit in terms of educational experience then there must be the capacity to allow greater movement of pupils between neighbourhoods and schools. Allen (2013) suggests that the main way of offering more choice to parents, and thereby giving greater opportunities for the most disadvantaged families to access better performing schools, is to allow local authorities to increase their surplus capacity to 20% of the planned admission number. This would have significant cost implications, both in terms of capital expenditure (new schools or school expansion) and in recurrent expenditure (since it would explicitly require an inefficient use of resources). The current cost of an additional secondary school place in Cardiff is just under £18,000. Based on current pupil numbers a 20% increase in capacity is the equivalent of an additional 3,600 school places across Cardiff. For Cardiff secondary schools alone this would cost just under £65million over a five year period.

As long as there is limited surplus capacity in schools then families who can afford to pay higher house prices in order to live in popular catchment areas or as near as possible to popular schools will have greater choice than other families.

The only other realistic way of trying to increase equality of opportunity in admissions is to use or create new innovative oversubscription criteria. The most frequently cited examples of this include fair banding, random allocation (Coldron *et al.* 2008) and explicit priority to other vulnerable groups currently not mentioned in the Welsh Government School Admissions Code.

**Banding** appears to work well where this is applied across a local authority and where a local authority is responsible for administering the admissions test to all pupils (see West and Hind 2016). However, only a few secondary schools in Cardiff have to apply oversubscription criteria. Therefore, if the local authority were to administer an admissions test for the purposes of banding it would be an unnecessary procedure for the clear majority of children. But administering an admissions test for selected schools only would pose administrative issues that could lead to inequity in its application. For example, if only potential applicants to particular schools are required to sit an admissions test then it is not clear who would administer it. Primary schools would not necessarily administer it if they did not think some or all their pupils were likely to apply to those secondary schools using banding. Furthermore, the authority would have to ensure that all pupils, irrespective of where they live or which primary school they attend, have the opportunity to sit the admissions test. The most likely solution to this is to administer tests at selected locations and out of school time (e.g. weekends). Ensuring equal access to these tests would be very difficult to achieve. There would also be the additional problem of when to administer the test. We have seen examples of where the admissions tests are administered in Year 5 (i.e. the academic year before application) (e.g. Tower Hamlets) and after an admissions application has been made (e.g. Greenwich). If the admission test were only necessary for admission to some schools then a post-application test would be the most appropriate approach. The consequence of this would be that banding could only be based on those that applied to the school (i.e. not necessarily based on the distribution of ability across the authority), that there would be a relatively short time-frame in which to sit the test, and may discourage applicants who might be put off by sitting an admissions test.

In England the Chief Schools Adjudicator (2016) has argued that missing a test during the annual admissions process cannot be grounds for appeal – arguing that this would be detrimental to organising the admissions process efficiently. But this is only likely to increase the level of anxiety about attending or missing an admissions test for pupils and their families.

It is quite revealing, however, that the Chief Schools Adjudicator has argued that having not sat an admissions test should not discriminate against pupils attempting to access a school for in-year admissions. This might explain why in Tower Hamlets banding is not applied to its admission waiting lists between September and December (i.e. in the period leading up to the annual admissions cycle).

The Welsh Government School Admissions Code is not particularly clear about the use of banding in Wales. Whilst the Code provides a definition of banding and notes a few conditions if banding were to be introduced it does not explicitly encourage it. For example, the Code is very clear that selection by ability or aptitude is not permitted but only in a footnote does it say that this does not apply to banding. The Code certainly does not give any advice as to how best to administer a fair banding procedure for admissions.

**Recommendation (long-term):** continue to monitor the need to introduce banding into Cardiff school admissions, including how this would be administered and encourage the Welsh Government to develop detailed guidance on how banding could be used in Wales.

The Welsh Government 2013 Schools Admissions Code does not currently permit the use of **random allocation** as an oversubscription criteria. Therefore, distance is really the only available option for admission authorities in Wales to use as a tie-break. However, random allocation is amongst one of the most equitable ways of allocating school places. The most obvious use of random allocation would be as a tie-break alongside other criteria, such as catchment areas (e.g. Brighton and Hove). For example, the ability for admission authorities to randomly allocate places where there are more applications from families in catchment areas than there are places available would significantly reduce the inequalities associated with the

use of other criteria such as siblings and distance. Although there are obvious benefits of using random allocation the evidence to support these claims remains limited.

**Recommendation (long-term): encourage the Welsh Government to consider the opportunity to include random allocation as an acceptable tie-break criteria in the School Admissions Code.**

To provide greater equality of access to schools Allen and Parameshwaran (2016) recommend giving greater priority to children eligible for the Pupil Premium (in England) (i.e. **pupils eligible for free school meals**). It would be possible to give similar priority to pupils eligible for the PDG in Wales. The PDG is not quite seen as ‘belonging’ to the eligible pupils as much as the Pupil Premium is in England. The alternative would be to give priority to pupils eligible for free school meals (and since looked after children must be given first priority it is this group that would benefit the most). Consideration would need to be given to when an applicant is eligible for free schools – during the previous school year (if applicable), on a given date (e.g. the deadline for admissions applications, e.g. Buckinghamshire) or from a sustained period of time; pupils eligible for free school meals over two years are significantly more likely to have always lived in poverty than pupils who are eligible for free school meals for just one year (Taylor 2017). It should also be noted that this criterion has not been legally tested yet. For example, we know that for every two pupils eligible for free school meals there is one ineligible pupil who also lives in poverty. If this criterion is intended to give greater priority to pupils from low income families then the choice of using eligibility for free school meals will need to be strongly justified.

The use of this as an admissions criterion would not be straightforward for one other reason. If it was given a low priority (i.e. after other criteria have been employed) then it is unlikely to have a major impact on increasing opportunities for some of the poorest families in Cardiff and creating more balanced intakes. If, on the other hand, it was given high priority (e.g. with similar priority to looked after children) there is the real danger that this would allow all pupils eligible for free school meals to access the same schools – thereby increasing segregation between schools.

**Recommendation (medium-term): encourage the Welsh Government to consider criteria that gives priority to socio-economically disadvantaged pupils. Such guidance would be useful particularly in relation to how socio-economic disadvantage could be determined (e.g. by stating that the use of eligibility for free school meals would be an acceptable method for this despite its known limitations as a measure of disadvantage).**

Finally, every local authority in England operates a **coordinated admissions system**. That is, the local authority coordinates the applications for places in all schools, even if they are responsible for deciding their own oversubscription criteria. This has a number of important benefits. Not least it simplifies the application process for parents (e.g. with one application form and one deadline for applications). It also limits the opportunity for parents to make multiple applications and hence receive multiple offers for places. This is important when the local authority begins to allocate school places and notifies parents of the outcome. Cardiff Council recently invited schools who are their own admission authority to coordinate their admissions, but only three of the six agreed to take part in a pilot exercise. A similar issue applies to applications made to multiple local authorities.

**Recommendation: encourage the Welsh Government to introduce statutory guidance for admission authorities to operate coordinated admissions systems. This could also consider the coordination of admissions across local authority boundaries.**

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This document is available in Welsh / Mae'r ddogfen hon ar gael yn Gymraeg.



**SCHOOL  
ADMISSIONS  
POLICY  
2018/2019**

**THE CITY OF CARDIFF COUNCIL  
EDUCATION & LIFELONG  
LEARNING**

**THE CITY OF CARDIFF COUNCIL  
EDUCATION & LIFELONG LEARNING**

**SCHOOL ADMISSIONS**

The City of Cardiff Council is committed to equality of opportunity and to eliminating unlawful discrimination. In respect of admissions to schools, all pupils and prospective pupils are treated equitably, regardless of gender, race, ethnicity, culture, nationality, language, ability/disability or religious belief. Steps are taken to ensure that admission procedures do not unfairly advantage or disadvantage any groups through the application of rules or conditions that cannot be complied with equally by all.

**RELEVANT AREA FOR CONSULTATION**

In accordance with the Education (Relevant Areas for Consultation on Admission Arrangements) Regulations 1999, the relevant area for community schools in Cardiff is the administrative area of the County Council for the City and County of Cardiff (the County Council). The relevant area for voluntary aided and voluntary controlled primary schools in Cardiff is the radius of 3 miles from the school, and for voluntary aided secondary schools in Cardiff, the relevant area is the administrative area of the County Council for the City and County of Cardiff (the County Council).

**Admission Number**

All maintained schools must admit pupils up to their published admission number. An admission may not be refused to any school until the admission number has been reached. The published admission number has been calculated in accordance with the Welsh Government's school capacity calculation methodology "Measuring the Capacity of Schools in Wales". As this number is based on the physical capacity of the school to accommodate pupils it should not be exceeded in normal circumstances.

## **SCHOOL ADMISSIONS POLICY: 2018/2019**

### **ADMISSIONS TO NURSERY SCHOOLS AND CLASSES**

The Council is the Admissions Authority for all maintained Community Nursery Schools and for Nursery Classes in Community Schools.

Children are entitled to a part-time nursery place from the start of the term following their third birthday and must attend for five half days. There is a facility on the Cardiff Council website for parents to provide their child's details in order to receive information on how to apply for a nursery place at the appropriate time in accordance with the Council's admissions timetable.

In the case of children looked after by the Local Authority (as defined by Section 22 of the Children Act 1989) or previously looked after children (as defined by the Welsh Government School Admissions Code document no. 005/2-13) following consultation on the appropriateness of the named school in light of the child's background and needs, the Council has a duty to admit the child to the school.

**PUBLISHED DATE:** Reference to the published date means the date set out in this Policy, in the Notes for the Guidance of Parents and in the Information for Parents Booklet 2018/2019.

The Council will consider each individual application received by the published closing date for a child who must be three years old on its merits, applying the criteria in the following order of priority up to the approved capacity:

1. For applications received by the published closing date of 19 February 2018 for children born between 1 September 2014 and 31 August 2015:
  - (a) Children who are looked after by the Local Authority (as defined by Section 22 of the Children Act 1989) or previously looked after children (as defined by the Welsh Government School Admissions Code document no. 005/2-13)
  - (b) children allocated nursery funding by the Early Years Assessment Panel, or the Case Advisory Panel. These multi agency panels allocate funding to an Early Years child with identified significant and/or complex needs, through an Individual Development Plan in order that the child may access their nursery entitlement in a maintained setting.



- (c) children who have a brother and/or sister who will be on register at the school at which the nursery class is based when they are admitted. Any sibling connection must be clearly stated in the application. Where preferences exceed places available, criteria d, e and f will then be applied to decide which other pupils are admitted. For admission purposes a sibling is a child permanently resident at the same address as the pupil applying for a place who is the brother/sister, half brother/sister (children who share one common parent), step brother/step sister where two children are related by virtue of their parents being married, co-habiting or in a civil partnership. This definition also includes adopted or fostered children living at the same address.
- (d) children in respect of whom the Council judges that there are compelling medical grounds or compelling social grounds for their admission to a specified nursery school/class.  
Written recommendations from a medical consultant, a social worker or similar professional will be required giving detailed reasons for the child's admission to a particular nursery school/class. Where preferences exceed places available, priority will be given to multiple birth siblings.
- (e) other children with priority to children living nearest the nursery school/class, as measured by the shortest practicable walking route. The Council uses a Geographical Information System (GIS) to calculate home to school distances in miles to the nearest 2 decimal places. The shortest walking route is calculated using Ordnance Survey (OS) customised route data from an applicant's home address to the nearest open school gate. The co-ordinates of an applicant's home address are determined using the Local Land and Property Gazetteer (LLPG) AND OS Address Point Data. The starting point for a route assessment is determined as the nearest point on the walking route network to the main front entrance of a property. Private driveways and paths are not included in the distance measurement. All routes within the walking network must be publicly accessible and available 24 hours. Cardiff Council has developed a computerised walking route network based on the Welsh Learner Travel Measure Statutory Provision and Operational Guidance June 2014 and this is used to ensure that every pupil is assessed as consistently as possible. Where there is no safe walking route available, the Council will calculate the shortest driving distance from the home address to the nearest open school gate by use of the same Geographical Information System (GIS) used to measure the shortest practicable walking route.

(f) In determining applications for admission in respect of other pupils the Council gives priority to children living furthest away from the alternative school offered by the Council as measured by the shortest practicable walking route as a tie break. The Council uses a Geographical Information System (GIS) to calculate home to school distances in miles to the nearest 2 decimal places. The shortest walking route is calculated using Ordnance Survey (OS) customised route data from an applicant's home address to the nearest open school gate. The co-ordinates of an applicant's home address are determined using the Local Land and Property Gazetteer (LLPG) AND OS Address Point Data. The starting point for a route assessment is determined as the nearest point on the walking route network to the main front entrance of a property. Private driveways and paths are not included in the distance measurement. All routes within the walking network must be publicly accessible and available 24 hours. Cardiff Council has developed a computerised walking route network based on the Welsh Learner Travel Measure Statutory Provision and Operational Guidance June 2014 and this is used to ensure that every pupil is assessed as consistently as possible. Where there is no safe walking route available, the Council will calculate the shortest driving distance from the home address to the nearest open school gate by use of the same Geographical Information System (GIS) used to measure the shortest practicable walking route.

In the case of flats the route assessment is determined from the front entrance to each flat.

2. For applications received by the published closing date of 2 July 2018 for children born between 1 September 2015 and 31 December 2015: (a) to (f) as above

3. For applications received by the published closing date of 3 July 2017 for children born between 1 January 2016 and 31 March 2016: (a) to (f) as above

In all cases evidence of permanent residence of the pupil at time of application must be supplied if required. Any place approved on the basis of residence will be withdrawn if the pupil is no longer permanently resident at the address at the beginning of the school term to which the application relates (term dates as published in the Admission to Schools Booklet). The home address is considered to be the child's along with their parent's main and genuine principal place of residence on the relevant published closing date i.e. where they are normally and regularly living. If a child is resident with friends or relatives (for reasons other than guardianship) the friends or relative's address will not be considered for allocation purposes.

Following the first round of allocations, late applications will be considered in accordance with the Council's published admissions criteria.

Applications from the first round of allocations and any subsequent late applications will be considered together for any subsequent available places that may arise.

The processing of late applications will normally be done on a monthly basis.

The address of UK service personnel will be accepted if their application form is accompanied by an official Ministry of Defence (MOD) letter declaring a definite return date and confirmation of the new address.

Where parents have shared responsibility for a child, and the child lives with both parents for part of the school week then the home address will be determined as the address where the child lives for the majority of the school week (i.e. 3 out of 5 days available). Parents will be required to provide documentary evidence to support the address they wish to be considered for allocation purposes.

No account is taken of the particular infant or primary school the child is likely to attend subsequently or to the length of time the school has been aware of the parental intention to apply for a place at the school.

Only applications received by the relevant published closing date for receipt of preference forms will be considered in the initial round of allocation of places. Other preference forms received will be considered as late applications.

As nursery education is non-statutory provision, parents have no statutory right of appeal under the School Standards and Framework Act if they are unsuccessful in gaining a nursery place.

### Early Years Funding

Where places are unavailable in local community nursery schools or nursery classes within two miles of a child's place of residence, parents may apply for nursery education place funding with a recognised provider designated by the Cardiff Early Childhood Group.

Where places are available in local community nursery schools or nursery classes within two miles of a child's place of residence, the Council will only approve applications for nursery education place funding with a recognised provider designated by the Cardiff Early Childhood Group, where there are compelling medical or compelling social grounds which make it inappropriate for the child to attend the nursery provision offered by the Council. Written recommendations from a medical practitioner or social worker or similar professional will be required.

Applications for Early Years Funding should be made in the Term prior to when the child becomes eligible for funding or in the case where a child starts in a nursery with a recognised provider at a later date, applications should be submitted in the term when the admission takes place. The Council will not accept retrospective claims for funding where a place within a Community Nursery would have been available within 2 miles of the child's home address but is no longer available because the parent has delayed in making a claim.

In addition the Council will not approve applications for Early Years Funding where a place in a Community Nursery School or Class was previously offered by the Council at the time of application but refused by a parent.

**Attendance at a Nursery Class does not automatically entitle a child to a reception class place in the same school. A new application must be made for Reception Class Places.**

## **SCHOOL ADMISSIONS POLICY: 2018/2019**

### **ADMISSIONS TO PRIMARY SCHOOLS**

The Council is the Admissions Authority for all maintained Community Infant, Junior and Primary Schools and the Council is committed to providing local schools for local children where possible.

All admissions are approved by the Director of Education & Lifelong Learning.

Children are admitted to reception classes in the September following their fourth birthday. There is a facility on the Cardiff Council website for parents to provide their child's details in order to receive information on how to apply for a nursery place at the appropriate time in accordance with the Council's admissions timetable. Parents who have registered their child's details with the Council will be advised to apply for a place in their preferred schools during the Autumn Term by using the Council's On- Line Application Service or by completing a preference form. Parents who submitted an application by the published closing date of Monday 8<sup>th</sup> January 2018 will be notified of the result of their application on Monday 16<sup>th</sup> April 2018.

Attendance at a Nursery Class does not automatically entitle a child to a reception class place in the same school. A new application must be made for Reception Class Places.

Parents have the right to express a preference for their preferred schools which will be considered individually and complied with wherever possible. Some schools have more requests for places than there are places available. Where a school is oversubscribed preferences will still be considered but the priorities set by the Council will be applied. In deciding which children to admit to a school, the Council applies the criteria set out below in the order of priority shown (1. being the highest priority) and examines the merits of each case by considering any reasons put forward supporting any expressed preference. The Council will not normally exceed the school's Admission Number or breach the limitations imposed by statutory maximum class size (30) where this applies.

Where a school is named in a statement of special educational needs, where the Council is the admissions authority the Council has a duty to admit the child to the school.

In the case of children looked after by the Local Authority (as defined by Section 22 of the Children Act 1989) or previously looked after children (as defined by the Welsh Government School Admissions Code document no. 005/2-13) following consultation on the appropriateness of the named school in light of the child's background and needs, the Council has a duty to admit the child to the school.

**PUBLISHED DATE:** Reference to the published date means the date set out in this Policy, in the Notes for the Guidance of Parents and in the Information for Parents Booklet 2018/2019.

1. Children who are looked after by the Local Authority (as defined by Section 22 of the Children Act 1989) or previously looked after children (as defined by the Welsh Government School Admissions Code document no. 005/2-13)
2. Children allocated nursery funding by the Early Years Assessment Panel, or the Case Advisory Panel. These multi agency panels allocate funding to an Early Years child with identified significant and/or complex needs, through an Individual Development Plan in order that the child may access their nursery entitlement in a maintained setting.
3. (a) Where an older sibling was directed by the Council to an alternative school because the alternative school was previously the catchment area school, if the parent desires, the Council will admit younger siblings to the alternative school. This applies only where the older sibling is in attendance at the alternative school during the academic year to which the application relates. In addition the younger sibling must be residing in the same address (or an address within the catchment area that was the subject of the change before it was implemented) that the older sibling was living at the time of the original application.  
  
(b) Where an older sibling was directed by the Council to an alternative school because no places were available at the catchment area school, if the parent desires, the Council will admit younger siblings to the alternative school. This applies only where the older sibling is in attendance at the alternative school during the academic year to which the application relates
- 4 Pupils who are permanently resident within the defined catchment area\* of the school on the published closing date of 8<sup>th</sup> January 2018 for receipt of preference forms. Evidence of permanent residence of the pupil must be supplied if required. Where preferences exceed places available, priority will be given to multiple birth siblings resident within the defined catchment area. Criteria 5, 6, 7, 8 and 9 will then be applied to decide which other pupils are admitted.
- 5 Pupils in respect of whom the Council judges that there are compelling medical grounds or compelling social grounds for their admission to a specified school. Written recommendations from a medical consultant or a social worker or similar professional will be required giving detailed reasons for the pupil's admission to a particular school. Where preferences exceed places available, Criteria 6, 7, 8 and 9 will then be applied to decide which other pupils are admitted.
- 6 Pupils who have a brother and/or sister of statutory school age who will be on register at the school when they are admitted. In considering siblings first priority will be given to applications from multiple birth

siblings. Where preferences exceed places available, Criteria 7, 8 and 9 will then be applied to decide which other pupils are admitted. For admission purposes a sibling is a child permanently resident at the same address as the pupil applying for a place who is the brother/sister, half brother/sister (children who share one common parent), step brother/step sister where two children are related by virtue of their parents being married, co-habiting or in a civil partnership. This definition also includes adopted or fostered children living at the same address.

- 7 In determining applications for admission in respect of other pupils the Council gives priority to children living nearest the school as measured by the shortest practicable walking route. The Council uses a Geographical Information System (GIS) to calculate home to school distances in miles to the nearest 2 decimal places. The shortest walking route is calculated using Ordnance Survey (OS) customised route data from an applicant's home address to the nearest open school gate. The co-ordinates of an applicant's home address are determined using the Local Land and Property Gazetteer (LLPG) AND OS Address Point Data. The starting point for a route assessment is determined as the nearest point on the walking route network to the main front entrance of a property. Private driveways and paths are not included in the distance measurement. All routes within the walking network must be publicly accessible and available 24 hours. Where preferences exceed places available, Criteria 8 will then be applied to decide which other pupils are admitted. Cardiff Council has developed a computerised walking route network based on the Welsh Learner Travel Measure Statutory Provision and Operational Guidance June 2014 and this is used to ensure that every pupil is assessed as consistently as possible. Where there is no safe walking route available, the Council will calculate the shortest driving distance from the home address to the nearest open school gate by use of the same Geographical Information System (GIS) used to measure the shortest practicable walking route.
  
- 8 In determining applications for admission in respect of other pupils the Council gives priority to children living furthest away from the alternative school offered by the Council as measured by the shortest practicable walking route as a tie break. The Council uses a Geographical Information System (GIS) to calculate home to school distances in miles to the nearest 2 decimal places. The shortest walking route is calculated using Ordnance Survey (OS) customised route data from an applicant's home address to the nearest open school gate. The co-ordinates of an applicant's home address are determined using the Local Land and Property Gazetteer (LLPG) AND OS Address Point Data. The starting point for a route assessment is determined as the nearest point on the walking route network to the main front entrance of a property. Private driveways and paths are not included in the distance measurement. All routes within the walking network must be publicly accessible and available 24 hours. Cardiff Council has developed a computerised walking route network based on the Welsh Learner Travel Measure Statutory Provision and Operational Guidance June 2014 and this is used to ensure that every pupil is assessed as consistently as possible.

Where there is no safe walking route available, the Council will calculate the shortest driving distance from the home address to the nearest open school gate by use of the same Geographical Information System (GIS) used to measure the shortest practicable walking route.

In the case of flats the route assessment is determined from the front entrance to each flat.

- 9 Pupils whose premature admission to the school has been approved by the Council.

Only applications received by the published closing date of 9 January 2017 for receipt of preference forms will be considered in the initial round of allocation of places. Other preference forms received will be considered as late applications.

Any place approved on the basis of residence will be withdrawn if the pupil is no longer permanently resident at the address at the beginning of the school term to which the application relates (term dates as published in the Admission to Schools Booklet). The home address is considered to be the child's along with their parent's main and genuine principal place of residence on the published date of 8<sup>th</sup> January 2018 i.e. where they are normally and regularly living. If a child is resident with friends or relatives (for reasons other than guardianship) the friends or relative's address will not be considered for allocation purposes.

Where parents have shared responsibility for a child, and the child lives with both parents for part of the school week then the home address will be determined as the address where the child lives for the majority of the school week (i.e. 3 out of 5 days available). Parents will be required to provide documentary evidence to support the address they wish to be considered for allocation purposes.

Children of UK service personnel will be treated as in catchment if their application form is accompanied by an official Ministry of Defence (MOD) letter declaring a definite return date and confirmation of the new address.

A child is not required to start school until the start of the term following the child's fifth birthday. Where a parent is offered a place in a reception class before their child is of compulsory school age, the parents have the option of deferring their child's entry until later in the same school year. The effect is that the place is held for that child and is not available to be offered to another child. The parent would not however be able to defer entry beyond the beginning of the term after the child's fifth birthday, nor beyond the academic year for which the original application was accepted. It is recommended that any deferment of a place is discussed with the relevant Headteacher.

### **Waiting Lists**

Where a place has been refused, the application will be placed on a waiting list. Applications received in the annual allocation of places will remain on the waiting list until the end of the Autumn Term 2018. Applications received outside of the annual allocation of places for in year admissions will remain on the waiting list until the end of the term in the academic year to which the



application relates. After this time parents will be expected to make a further application for admission.

### **Late Applications**

Following the first round of allocations, late applications will be considered in accordance with the Council's published admissions criteria.

Applications from the first round of allocations and any subsequent late applications will be considered together for any subsequent available places that may arise.

The processing of late applications will normally be done on a monthly basis.

### **In Year Applications**

In the event of the Council receiving more applications for an age group than the number of places available, places will be filled by using the Admissions criteria above. (Deadline dates refer to the annual allocation of places to the Reception age group in September 2018).

### **Statutory Appeals**

If parents are dissatisfied with the result of an application for a particular Community primary school, an appeal may be submitted to the independent Statutory Appeal Panel, any decision made by the Panel being binding on the Council. If the appeal is not successful, further applications for a place at the same school will not be considered for the same academic year unless the Director of Education & Lifelong Learning determines there are significant and material changes in the circumstances of pupil/parents or school.

### **Voluntary Controlled Primary School**

In the case of St Mellons Voluntary Controlled Church in Wales Primary School, the Council has agreed to delegate responsibility for admissions to the Governing Body. Application should be made therefore directly to the school.

\* Catchment area information is available on the Council website.

**THE CITY OF CARDIFF COUNCIL  
EDUCATION & LIFELONG LEARNING**

**SCHOOL ADMISSIONS POLICY: 2018/2019**

**ADMISSIONS TO SECONDARY SCHOOLS**

The Council is the Admissions Authority for all maintained Community Secondary Schools. All admissions are approved by the Director of Education & Lifelong Learning.

Children transfer to secondary education in the September following their eleventh birthday.

In the Autumn Term parents of Year 6 pupils in Community Primary Schools are invited to nominate their preferred Secondary Schools either by using the Council's On Line application Service or by completing a preference form. Parents are also informed of their catchment area school. Parents who submitted an application by the published closing date of Monday 4 December 2017 will be notified of the result of their application on Thursday 1 March 2018.

Parents have the right to express a preference for their preferred schools which will be considered individually and complied with wherever possible. Some schools have more requests for places than there are places available. Where a school is oversubscribed preferences will still be considered but the priorities set by the Council will be applied. In deciding which children to admit to a school, the Council applies the criteria set out below in the order of priority shown (1. being the highest priority) and examines the merits of each case by considering any reasons put forward supporting any expressed preference. The Council will not normally exceed the school's Admission Number.

Where a school is named in a statement of special educational needs, where the Council is the admissions authority the Council has a duty to admit the child to the school.

In the case of children looked after by the Local Authority (as defined by Section 22 of the Children Act 1989) or previously looked after children (as defined by the Welsh Government School Admissions Code document no. 005/2-13) following consultation on the appropriateness of the named school in light of the child's background and needs, the Council has a duty to admit the child to the school.

**PUBLISHED DATE:** Reference to the published date means the date set out in this Policy, in the Notes for the Guidance of Parents and in the Information for Parents Booklet 2018/2019

1. Children who are looked after by the Local Authority (as defined by Section 22 of the Children Act 1989) or previously looked after children (as defined by the Welsh Government School Admissions Code document no. 005/2-13)
2. (a) Where an older sibling was directed by the Council to an alternative school because the alternative school was previously the catchment area school, if the parent desires, the Council will admit younger siblings to the alternative school. This applies only where the older sibling is in attendance at the alternative school during the academic year to which the application relates. In addition the younger sibling must be residing in the same address (or an address within the catchment area that was the subject of the change before it was implemented) that the older sibling was living at the time of the original application.  
  
(b) Where an older sibling was directed by the Council to an alternative school because no places were available at the catchment area school, if the parent desires, the Council will admit younger siblings to the alternative school. This applies only where the older sibling is in attendance at the alternative school during the academic year to which the application relates
3. Pupils who are permanently resident within the defined catchment area\* of the school on the published closing date of 4 December 2017 for receipt of preference forms. Evidence of permanent residence of the pupil must be supplied if required. Where preferences exceed places available, priority will be given to multiple birth siblings resident within the defined catchment area. Criteria 4, 5, 6, 7 and 8 will then be applied to decide which other pupils are admitted.
4. Pupils in respect of whom the Council judges that there are compelling medical grounds or compelling social grounds for their admission to a specified school. Written recommendations from a medical consultant or a social worker or similar professional will be required giving detailed reasons for the pupil's admission to a particular school. Where preferences exceed places available, Criteria 5, 6, 7 and 8 will then be applied to decide which other pupils are admitted.
5. Pupils who have a brother and/or sister who will be on register at the school, in Years 8 to 11, when they are admitted. In considering siblings first priority will be given to applications from multiple birth siblings. Any sibling connection must be clearly stated in the application. Where preferences exceed places available, Criteria 6, 7 and 8 will then be applied to decide which other pupils are admitted. For admission purposes a sibling is a child permanently resident at the same address as the pupil applying for a place who is the brother/sister, half brother/sister (children who share one common parent), step brother/step sister where two children are related by virtue of their parents being married, co-habiting or in a civil partnership. This definition also includes adopted or fostered children living at the same address.

6. In determining applications for admission in respect of other pupils the Council gives priority to children living nearest the school as measured by the shortest practicable walking route. The Council uses a Geographical Information System (GIS) to calculate home to school distances in miles to the nearest 2 decimal places. The shortest walking route is calculated using Ordnance Survey (OS) customised route data from an applicant's home address to the nearest open school gate. The co-ordinates of an applicant's home address are determined using the Local Land and Property Gazetteer (LLPG) AND OS Address Point Data. The starting point for a route assessment is determined as the nearest point on the walking route network to the main front entrance of a property. Private driveways and paths are not included in the distance measurement. All routes within the walking network must be publicly accessible and available 24 hours. Where preferences exceed places available, Criteria 7 will then be applied to decide which other pupils are admitted. Cardiff Council has developed a computerised walking route network based on the Welsh Learner Travel Measure Statutory Provision and Operational Guidance June 2014 and this is used to ensure that every pupil is assessed as consistently as possible. Where there is no safe walking route available, the Council will calculate the shortest driving distance from the home address to the nearest open school gate by use of the same Geographical Information System (GIS) used to measure the shortest practicable walking route.

In the case of flats the route assessment is determined from the front entrance to each flat.

7. In determining applications for admission in respect of other pupils the Council gives priority to children living furthest away from the alternative school offered by the Council as measured by the shortest practicable walking route as a tie break. The Council uses a Geographical Information System (GIS) to calculate home to school distances in miles to the nearest 2 decimal places. The shortest walking route is calculated using Ordnance Survey (OS) customised route data from an applicant's home address to the nearest open school gate. The co-ordinates of an applicant's home address are determined using the Local Land and Property Gazetteer (LLPG) AND OS Address Point Data. The starting point for a route assessment is determined as the nearest point on the walking route network to the main front entrance of a property. Private driveways and paths are not included in the distance measurement. All routes within the walking network must be publicly accessible and available 24 hours. Cardiff Council has developed a computerised walking route network based on the Welsh Learner Travel Measure Statutory Provision and Operational Guidance June 2014 and this is used to ensure that every pupil is assessed as consistently as possible. Where there is no safe walking route available, the Council will calculate the shortest driving distance from the home address to the nearest open school gate by use of the same Geographical Information System (GIS) used to measure the shortest practicable walking route.

In the case of flats the route assessment is determined from the front entrance to each flat.

8. Pupils whose premature admission to the school has been approved by the Council

Only applications received by the published closing date of 4 December 2017 for receipt of preference forms will be considered in the initial round of allocation of places. Other preference forms received will be considered as late applications.

Any place approved on the basis of residence will be withdrawn if the pupil is no longer permanently resident at the address at the beginning of the school term to which the application relates (term dates as published in the Admission to Schools Booklet). The home address is considered to be the child's along with their parent's main and genuine principal place of residence on the published date of 4 December 2017 i.e. where they are normally and regularly living. If a child is resident with friends or relatives (for reasons other than guardianship) the friends or relative's address will not be considered for allocation purposes.

Where parents have shared responsibility for a child, and the child lives with both parents for part of the school week then the home address will be determined as the address where the child lives for the majority of the school week (i.e 3 out of 5 days available). Parents will be required to provide documentary evidence to support the address they wish to be considered for allocation purposes.

Children of UK service personnel will be treated as in catchment if their application form is accompanied by an official Ministry of Defence (MOD) letter declaring a definite return date and confirmation of the new address.

### **Waiting Lists**

Where a place has been refused, the application will be placed on a waiting list. Applications received in the annual allocation of places will remain on the waiting list until the end of the Autumn Term 2018 Applications received outside of the annual allocation of places for in year admissions will remain on the waiting list until the end of the term in the academic year to which the application relates. After this time parents will be expected to make a further application for admission.

### **Late Applications**

Following the first round of allocations, late applications will be considered in accordance with the Council's published admissions criteria.

Applications from the first round of allocations and any subsequent late applications will be considered together for any subsequent available places that may arise.

The processing of late applications will normally be done on a monthly basis.

### **In Year Applications**

In the event of the Council receiving more applications for an age group than the number of places available, places will be filled by using the Admissions criteria above. (Deadline dates refer to the annual allocation of places to the Year 7 age group in September 2018).

### **Statutory Appeals**

If parents are dissatisfied with the result of an application for a particular Community secondary school, an appeal may be submitted to the independent Statutory Appeal Panel, any decision made by the Panel being binding on the Council. If the appeal is not successful, further applications for a place at the same school will not be considered for the same academic year unless the Director of Education & Lifelong Learning determines there are significant and material changes in the circumstances of pupil/parents or school.

### ***ADMISSIONS TO SIXTH FORMS***

The Council has agreed to delegate to the Governing Body of Community Schools responsibility for the determination of admission arrangements for sixth forms. Application should therefore be made directly to the school.

- Catchment area information is available on the Council website. The catchment areas for schools providing primary education are grouped together to form the catchment areas of maintained secondary schools in Cardiff.

The Council is also consulting on the co-ordination of secondary school admission arrangements which will apply to Community Schools and Own Admission Authority Schools (Faith/Foundation Schools) in Cardiff whose Governing Bodies adopt the scheme from October 2017 for admission to Secondary education in September 2018.

The regulations require consultation to be completed by 1 March 2017 and arrangements determined by Admission Authorities by 15 April 2017.

The consultation document can be accessed at [www.cardiff.gov.uk/admissionarrangementsconsultation](http://www.cardiff.gov.uk/admissionarrangementsconsultation)

Admission Numbers, **September 2018 (Red font proposed / potential change)**

<b>Community Primary Schools</b>	<b>Admission Number</b>
Adamsdown Primary School	60
Albany Primary School	60
Allensbank Primary School	45
Baden Powell Primary School	60
Birchgrove Primary School	58
Bryn Celyn Primary School	30
Bryn Deri Primary School	30 <sup>(1)</sup>
Bryn Hafod Primary School	60
Coed Glas Primary School	75
Coryton Primary School	30 <sup>(1)</sup>
Creigiau Primary School	29
Danescourt Primary School	60
Fairwater Primary School	40
Gabalfa Primary School	30
Gladstone Primary School	30
Glan Yr Afon Primary School	41
Glyncoed Primary School	60
Grangetown Primary School	60
Greenway Primary School	30
Gwaelod-y-Garth Primary School	7
Hawthorn Primary School	30
Herbert Thompson Primary School	60
Howardian Primary School	60
Hywel Dda Primary School	60
Kitchener Primary School	60
Lakeside Primary School	60
Lansdowne Primary School	60
Llanedeyrn Primary School	55
Llanishen Fach Primary School	60
Llysfaen Primary School	60
Marlborough Primary School	60
Meadowlane Primary School	45
Millbank Primary School	30
Moorland Primary School	90 <sup>(2)</sup>

<b>Community Primary Schools</b>	<b>Admission Number</b>
Mount Stuart Primary School	60
Ninian Park Primary School	90
Oakfield Primary School	60
Pencaerau Primary School	30
Pentrebane Primary School	30
Pentyrch Primary School	20
Pen-y-Bryn Primary School	30
Peter Lea Primary School	45
Pontprennau Primary School	60
Radnor Primary School	45
Radyr Primary School	60 <sup>(3)</sup>
Rhiwbeina Primary School	75
Rhydypenau Primary School	60
Roath Park Primary School	58
Rumney Primary School	60
Severn Primary School	60
Springwood Primary School	60
Stacey Primary School	30 <sup>(1)</sup>
Thornhill Primary School	60
Tongwynlais Primary School	28
Ton-yr-Ywen Primary School	60
Trelai Primary School	60
Trowbridge Primary School	30
Whitchurch Primary School	90
Willowbrook Primary School	60
Windsor Clive Primary School	60
Ysgol Bro Eirwg	60 <sup>(1)</sup>
Ysgol Coed-y-Gof	60
Ysgol Creigiau	29
Ysgol Glan Ceubal	30
Ysgol Glan Morfa	60
Ysgol Gwaelod-y-Garth	26
Ysgol Hamadryad	60
Ysgol Melin Gruffydd	60
Ysgol Mynydd Bychan	30 <sup>(1)</sup>
Ysgol Pencae	30 <sup>(1)</sup>



Ysgol Pen Y Groes	30
Ysgol Pwll Coch	60
Ysgol Treganna	90
Ysgol y Berllan Deg	60 <sup>(1)</sup>
Ysgol Y Wern	75
Ysgol Nant Caerau	30
Ysgol Pen Y Pil.	30
<b>Voluntary Controlled Primary Schools</b>	<b>Admission Number</b>
St Mellons C.W. Primary School	15
<b>Voluntary Aided Primary Schools</b>	<b>Admission Number</b>
All Saints C.W. Primary School	30
Bishop Childs C.W. Primary School	30 <sup>(1)</sup>
Christ The King R.C. Primary School	30
Holy Family R.C. Primary School	35
Llandaff C.W. Primary School	60
St Alban's R.C. Primary School	30
St Bernadette's R.C. Primary School	30
St Cadoc's R.C. Primary School	45
St Cuthbert's R.C. Primary School	22
St David's C.W. Primary School	30
St Fagans C.W. Primary School	30
St Francis R.C. Primary School	55
St John Lloyd R.C. Primary School	45
St Joseph's R.C. Primary School	30
St Mary The Virgin C.W. Primary School	60
St Mary's R.C. Primary School	37
St Monica's C.W. Primary School	20
St Patrick's R.C. Primary School	45
St Paul's C.W. Primary School	30 <sup>(1)</sup>
St Peter's R.C. Primary School	75
St Philip Evans R.C. Primary School	52
Tredegaville C.W. Primary School	30
<b>Community Secondary Schools</b>	<b>Admission Number</b>
Cantonian High School	181
Cardiff High School	240
Cardiff West Community High School	240

Cathays High School	165
Eastern High	240
Fitzalan High School	300
Llanishen High School	300
Radyr Comprehensive School	210
Willows High School	224
Ysgol Gyfun Gymraeg Glantaf	240
Ysgol Gyfun Gymraeg Plasmawr	180
Ysgol Bro Eder	180
<b>Foundation Secondary Schools</b>	<b>Admission Number</b>
Whitchurch High School	390
<b>Voluntary Aided Secondary Schools</b>	<b>Admission Number</b>
Bishop of Llandaff C.W. High School	180
Corpus Christi R.C. High School	186
Mary Immaculate R.C. High School	159
St Illtyd's R.C. High School	176
St Teilo's C.W. High School	240

**It should be noted that in progressing school reorganisation proposals, some admission numbers may need to change.**

(1) It is proposed to maintain the current admission number for **2018** as allowed by WG regulations, pending extensive discussions with Head and Governors to agree an appropriate way forward within the context of demand for places and the capacity of the premises.

(2) Approved proposal to enlarge the school to 630 places deferred from September 2017 to September 2018.

(3) Subject to publishing of statutory notice and approval by the Council's Cabinet of the proposal to enlarge Radyr Primary School from September 2017.

**NB. It should be noted that some of the above proposals are subject to receiving the relevant planning consent.**

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## Appendix 3

### Appraisal of WISERD recommendations

- **Recommendation 1 (short-term): consider including a statement that says catchment areas may change and that any decision by parents about the purchase or rental of a home based on school catchment areas is taken entirely at their own risk.**

**Response: The recommendation is accepted.**

The Admission to Schools (Information for Parents) booklet includes an explanation that

“Admission arrangements including school catchment areas are consulted upon annually. When changes to school catchment areas are necessary, these are normally implemented on 1st September at the year of entry”.

Giving greater prominence to a more explicit explanation within the published 2019/20 policy and supporting documentation of how catchment areas are subject to change would provide greater clarity and contribute toward managing parent expectations.

- **Recommendation 2 (short-term): consider removing compelling medical or social grounds as a criterion. Removing this as a criterion would also help reduce the number of oversubscription criteria.**

**Response: The recommendation is not accepted.**

The WISERD Report noted that:

“Increasingly fewer admissions authorities are using exceptional or compelling grounds as an oversubscription criterion. The inclusion of this as an oversubscription criterion has the potential to give parents ‘false hope’ in what they may think are reasonable grounds for why their son/daughter should be given priority”.

The majority of preferences submitted by parents on the basis of perceived medical or social grounds do not meet the published criterion which requires specific evidence. Implementation of this criterion over years suggests that what constitutes ‘compelling medical or compelling social grounds’ is misunderstood by parents and often difficult to measure objectively. Assessment by a single medical practitioner or social worker recommending attendance at a particular school can be perceived as being subjective without wider context as pupils without a statement of special educational need medical or educational needs may be met at any mainstream school.

This criterion is only met where there are particularly compelling circumstances that have required the level of support provided by a medical consultant or where the child is being supported by Social Services but not classified as a Looked After Child, and the advice provided by these professionals indicates that such needs may only be appropriately met at the preferred school. Such circumstances include, but are not limited to, children with mental health issues, subject to physical or emotional trauma or domestic violence, and those deemed vulnerable in the context of family issues.

The Council recognises that whilst the inclusion of this criterion may be open to interpretation, this criterion enables appropriate weighting to be given to the circumstances of those children who are amongst the most vulnerable in Cardiff. Additional guidance will be considered for inclusion in the Admission to Schools (Information for Parents) booklet to limit the likelihood of misunderstanding.

- **Recommendation 3: consider adding the criterion explicitly giving high priority to applicants with siblings who are living in the designated catchment area.**

**Response: The recommendation is accepted.**

The existing oversubscription criteria give additional weighting to children with an older sibling on roll in the school. Children who are resident in the catchment area of their preferred school and who also have an older sibling on roll in the school are given priority by means of a sub-criterion over children resident in the catchment area without an older sibling on roll,

The WISERD Report notes that there are a number of logistical, financial and educational of siblings attending the same school. At all ages these may include enabling parents to re-cycle school uniforms, travel arrangements and the easing of childcare arrangements around school times and INSET days.

The inclusion of a sibling criterion ahead of a proximity criterion may prioritise applicants who live further from the school, but as a consequence such a criterion would also deprioritise those children who are the oldest sibling in the family, and those who are only children.

The prioritisation of the admission of a child over others on the basis they have an older sibling in the school already is arguably one that has different logistical implications relative to the age of the child and phase of education i.e. primary or secondary whether they are within the catchment area of a school or are not.

Pupils in primary education below 10 years of age (Year 5) are not encouraged to access school independently for safety reasons and are usually escorted to school. Whilst many schools have breakfast clubs and/or after school childcare, where

children from the same family are required to access more than one primary school this creates logistical challenges for the family.

Pupils in secondary education are in the main expected and encouraged to be able to access school independently. In the event the nearest place available is more than 3 miles from a child's home and/or there is no safe practicable walking route the pupil may be eligible for free transport.

The Council has adopted sustainable transport policies which seek to promote sustainable and non-polluting modes of transport and to reduce unnecessary journeys. Prioritising the admission of secondary age children with siblings attending a school over those who live in closer proximity may be perceived to contradict the aims of this policy. However, in practice, where pupils are placed in different secondary schools as a consequence of parental preference, some parents may escort their children to separate schools and in such circumstances the removal of a sibling criterion would increase the length of journeys undertaken.

- **Recommendation 4: consider editing criteria to simple statements, keeping technical detail to a minimum in the main list of criteria; adding clear definitions elsewhere in the handbook (and avoiding duplicating definitions throughout the handbook); and avoid the use of 'equal priority' criteria.**

**Response: The recommendation is accepted.**

A balance should be struck between simplified arrangements and clear criteria.

The Council will consult on options that implement this change within the published 2019/20 policy and will direct parents to explanatory information in separate supporting documentation.

- **Recommendation 5 : consider removing criteria 2a, 2b, 7 and 8 from the current list of oversubscription criteria**

**Response: The recommendation is accepted.**

Criteria 2a and 2b within the oversubscription criteria for admission to secondary education are as follows:

“Where an older sibling was directed by the Council to an alternative school because the alternative school was previously the catchment area school, if the parent desires, the Council will admit younger siblings to the alternative school”

and

“Where an older sibling was directed by the Council to an alternative school because no places were available at the catchment area school, if the parent desires, the Council will admit younger siblings to the alternative school.”

Criteria 2a and 2b are not mentioned in the School Admissions Code, but were implemented by the Council as measures to mitigate the difficulties faced by parents when unable to admit their child to their catchment area school, and to reduce the impact of catchment area changes and/or the outcome of school re organisations.

Few applications were submitted for entry to school in 2017 on the basis of meeting these criteria which may be an indication of the criteria not being sufficiently clear or well understood by parents.

Since these criteria were introduced, there have been a number of developments to the Council’s admissions process as a result of changes to the School Admissions Code, including the ability to submit multiple preferences.

Although some pupils benefit by securing places where they meet either of these criteria, these pupils are prioritised over those children currently resident within the catchment area of a school. This causes resource planning issues for some schools, and there is a cumulative effect for those in-catchment pupils who in turn are unable to attend their catchment area school.

The Council’s Admission to Schools (Information for Parents) booklet includes an explanation that ‘Parents are reminded that living within a catchment area does not guarantee a place in any given school. Catchment areas can also be changed over time. Any decision by parents about the purchase or rental of a home based on school catchment areas is taken entirely at their own risk’. Giving greater prominence to this statement would be of assistance to parents.

Criterion 7, detailed as follows:

“In determining applications for admission in respect of other pupils the Council gives priority to children living furthest away from the alternative school offered by the Council as measured by the shortest practicable walking route as a tie break”

is very rarely required by the Council, only when all criteria met above are matched by two or more pupils. There is no requirement for such a criterion within the School Admissions Code.

The WISERD report states:

“The merit of this criterion within the urban area of Cardiff is not clear and perhaps more difficult to justify. It is also a very complex criterion that is based on various distance measures that any prospective applicant would not be

able to calculate for themselves. This would suggest that this criterion does not fulfil the aims of providing greater transparency and encourage fair access through the publication of oversubscription criteria”.

The improved determination of closest proximity criterion from 2 decimal places to 4 decimal places further decreases the likelihood of this criterion being considered and its inclusion unnecessary.

Criterion 8 refers to the premature admission of children to school. The School Admissions Code states that when considering applications to years other than the normal year of entry, admission authorities will rarely be able to prove ‘prejudice’ as a ground for refusing an additional pupil while the number of pupils in the year group to which entry is sought remains below the admission number for the school, which applied to that year group when it was the normal year for entry into the school.

Premature admission could reasonably be removed from oversubscription criteria as the admission of such pupils would be considered outside of the normal round of admissions.

- **Recommendation 6: consider encouraging the Welsh Government to update its School Admissions Code to provide a justification and rationale for its preferred use of shortest walking distance. This may be helpful for admissions authorities in clarifying their use of this as a tie-break and may limit the opportunity for appeals.**

**Response: The recommendation is accepted**

Assessing proximity to school using shortest safe walking route is long established in Cardiff and is consistent with the means by which proximity is considered in other Local Authorities in Wales. In England, many authorities assess direct distance (as the crow flies).

Assessing Shortest Safe Walking route utilising GIS routing software is a fair and easily understood criteria and one which is consistent with the assessment used for determining a pupil’s eligibility for free home to school transport.

The Council will request that the Welsh Government provides clarification of the justification and rationale for using this method in any future publication of an Admissions Code.

- **Recommendation 7: consider publishing dates of open days/evenings for all schools in the admissions handbook.**

**Response: The recommendation is accepted**



The publishing dates of open days/evenings would enable a greater number of parents to visit schools and consider a broader range of information.

The Council will request dates of open days/evenings for all schools in Cardiff, and will include these dates on the Council's website and/ or within the Admission to Schools (Information for Parents) booklet where possible.

The inclusion of this information would provide greater clarity and contribute toward parents' decision making regarding their child's education place.

- **Recommendation 8: consider including a more detailed statement about the admission of children of Service Personnel and other Crown Servants in the admissions handbook.**

**Response: The recommendation is accepted**

The Admissions Code requires Admissions Authorities to "allocate a school place in advance, if the applicant would meet the criterion when they move to their destination."

Cardiff's Admission to Schools (Information for Parents) booklet includes a statement that "The address of UK Service Personnel will be accepted if their application form is accompanied by an official Ministry of Defence (MoD) letter declaring a definite return date and confirmation of the new address."

The Council will give greater prominence to an explanation of how the admission of children of Service Personnel and other Crown Servants will be administered within the published 2019/20 policy and in supporting documentation.

- **Recommendation 9: consider having an earlier deadline for applications (e.g. 31<sup>st</sup> October of each year) instead of circa 28<sup>th</sup> November for secondary school applications and circa 9<sup>th</sup> January for primary school applications. This would give officers longer to process applications, assess the validity of applications and deal with appeals. The earlier application deadline might also have the additional benefit of discouraging short-term renting of properties nearer popular schools.**

**Response: The recommendation is accepted**

The Admissions Code specifies that:

"in order to ensure consistency between admission authorities and avoid confusion on the part of parents, all admission authorities in any LA area must have common dates of return for primary applications and secondary applications for the normal year of entry".

In practice, this means that admissions administered by the Council and by schools for which the Council is not the admissions authority (such as faith schools) must align.

The Council will investigate the logistical implications and the potential benefits or otherwise of implementing an earlier deadline.

- **Recommendation 10 (short-term): consider alternative ways to longevity or length of residence for addressing the short-fall in the number of school places available to pupils living in catchment areas**

**Response: The recommendation is accepted**

Following a period during which there has been a continued increase in the pupil population within Cardiff primary schools, the impact of a corresponding increase in Cardiff secondary schools will be felt in coming years.

An alternative means to addressing the imbalance between the number of school places and the demand for places within a catchment area would be to revise catchment area boundaries.

Consideration of the revision of catchment areas, and establishment of new catchment areas, will be required to provide a better match in size of catchment areas to the school population within.

Any such proposed changes would be informed by any changes to primary and/ or secondary school provision brought forward via the Welsh Government Band B 21st Century Schools programme.

The Band B programme gives consideration to the sufficiency of school places throughout Cardiff and any proposals to revise existing catchment areas would need to be considered in the context of any changes to school capacities agreed. A decision in principle on the Council's submission is expected in late 2017.

- **Recommendation 11 (short-term): consider adding designated feeder schools as an oversubscription criterion (after sibling and catchment criteria).**

**Response: The recommendation is partially accepted**

Attendance at a linked feeder primary school operated as an oversubscription criterion in Cardiff but was removed from admission arrangements from the 2001/2002 entry year.

Para 2.63 of the School Admissions Code states:

“The use of named feeder primary schools as an oversubscription criterion can allow better continuity for pupils but needs to be used with caution. Admission authorities should ensure that such arrangements do not unduly disadvantage children who move into an area at a late stage and consider carefully the impact that such arrangements have on the ability of a school to serve its immediate local area.”

The attendance of a pupil at a designated feeder school criterion is a clear and easily understood criterion, and there is a benefit of continuity for pupils and for those linked schools in operating this criterion.

The re-introduction of such a criterion in Cardiff may however cause a number of difficulties for parents, particularly those moving into an area after entry to primary education where primary schools are already fully subscribed, or for those pupils resident in catchment area at entry to primary education who have been unsuccessful in their application for admission.

Adding designated feeder primary schools as an oversubscription criteria below residence in the catchment criteria of a school would give priority to a pupil in attendance at such a primary school above a pupil who does not attend such a primary school but lives in closer proximity to the secondary school.

Analysis undertaken on the cohort of pupils who were allocated places in the initial round of admissions for entry to secondary education in 2017 identified how many pupils were allocated by meeting each criterion, and how this may be affected by the inclusion of a criterion to those children who are resident within a school’s catchment area and also attending an in-catchment feeder primary school.

For the purpose of analysis, the schools whose catchment area is nested within the catchment area of the secondary school were considered to be the ‘feeder primary schools’.

The impact of including a criterion which would have given priority to pupils attending a feeder primary school in the 2017/18 intake would vary, but would have the effect of prioritising some pupils who are resident within the catchment area of the school and attending a feeder primary school over those who reside in catchment but live significantly closer to the school.

All pupils resident within the catchment area of Llanishen High School, and who were not attending a feeder primary school, would have been refused admission to the school in 2017.

Those pupils resident within the catchment area of Cardiff High School, and who were not attending a feeder primary school, would have been refused admission to the school if their home address was more than 0.268 miles from the school in the

initial allocation round for admission (a reduction of 1.347 miles compared to the actual allocation).

Those pupils resident within the catchment area of Fitzalan High School, and who were not attending a feeder primary school, would have been refused admission to the school if their home address was more than 1.278 miles from the school in the initial allocation round for admission (a reduction of 0.552 miles compared to the actual allocation).

The impact of including such a criterion would vary by area and from year to year but the extent of this impact is clearly closely related to the relative capacities of secondary schools and primary schools within their catchment, and the pupil populations within catchment areas.

The Council will consult on an option that includes the criterion within the published 2019/20 over-subscription criteria, and an alternate option that does not include the criterion within the published 2019/20 over-subscription criteria.

- **Recommendation 12 (medium-term): consider undertaking further analysis on the implications of creating dual-school catchment areas in Cardiff (i.e. by merging school catchment areas) to give higher priority to a wider 'pool' of prospective applicants.**

**Response: The recommendation is accepted**

The use of dual-school catchment areas are not presently used in Wales and only used by operated by one LA (Brighton) in the selected group of LAs within the WISERD report.

It would be prudent for the Council to consider the benefits or otherwise of dual-school catchment areas when undertaking the wider review of catchment areas.

- **Recommendation 13 (short-term): encourage the Welsh Government to consider updating its guidance on how religious adherence could be objectively measured in a simple and binary form.**

**Response: The recommendation is accepted**

Within Cardiff there are 87 community primary or secondary schools, 28 faith primary or secondary schools and one foundation secondary school. Faith schools and foundations schools determine their own admission arrangements and these vary from school to school.

The Council will encourage the Welsh Government to consider simplified and consistent arrangements with the relevant Diocese stakeholders.

- **Recommendation 14 (long-term):** consider encouraging the Welsh Government to consider how it might increase the diversity of schools (particularly in urban areas), but without it increasing segregation.
- **Recommendation 15 (long-term):** consider how the new curriculum in Wales might encourage greater diversification in provision between schools and how this could be embodied in future admission arrangements.
- **Recommendation 16 (long-term):** continue to monitor the need to introduce banding into Cardiff school admissions, including how this would be administered and encourage the Welsh Government to develop detailed guidance on how banding could be used in Wales.
- **Recommendation 17 (long-term):** encourage the Welsh Government to consider the opportunity to include random allocation as an acceptable tie-break criterion in the School Admissions Code.

**Response: The recommendations are accepted**

Each of the above recommendations would require analysis of future changes to provision and / or engagement with the Welsh Government on the consideration of changes to the School Admissions Code. Changes to the Code are not within the control of the Council.

The Council will investigate potential measures that may increase the diversity of schools, and will consider the logistical implications and the potential benefits or otherwise of such arrangements.

- **Recommendation 18 (medium-term):** encourage the Welsh Government to consider criteria that give priority to socio-economically disadvantaged pupils. Such guidance would be useful particularly in relation to how socio-economic disadvantage could be determined (e.g, by stating that the use of eligibility for free school meals would be an acceptable method for this despite its known limitations as a measure of disadvantage)

**Response: The recommendation is partially accepted**

The WISERD report notes that:

“segregation in Cardiff was higher than the average for Wales, typical for urban areas which are more residentially segregated to begin with... segregation was lower between Community schools than it was between all schools”.

It also concludes that:

“controlling admissions based on geography (catchment area or proximity) would have very little difference on the overall levels of segregation in Cardiff... the current oversubscription criteria are not worsening the underlying levels of residential segregation that exists across Cardiff. Equally, however, the current arrangements appear to have done very little to create more balanced intakes than we might expect based on where pupils live”

There are evidently significant differences in the percentages of pupils in receipt of free school meal between catchment areas, schools, and types of school (English-medium community, Welsh-medium community and faith schools) in Cardiff.

A criterion that gives greater priority to children living in poverty may address some of the segregation issues identified in the WISERD report.

Further consideration to how alternative admissions criteria may impact positively on diversity and/or socio-economically disadvantaged pupils, including discussion with WG regarding the use of the receipt of (or eligibility of) Free School Meals within oversubscription criteria, is required.

- **Recommendation: 19 encourage the Welsh Government to introduce statutory guidance for admission authorities to operate coordinated admissions systems. This could also consider the coordination of admissions across local authority boundaries.**

**Response: The recommendation is accepted**

Cardiff Council is operating as a pilot authority in Wales for coordinated admissions, in the absence of legislation to enforce such arrangements. There is a statutory requirement for Local Authorities in England to operate coordinated arrangements.

Progress with the implementation of the coordinated scheme will be reported to stakeholders including the Welsh Government.

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Appendix 4: Admissions criteria for consultation

Nursery	Primary	Secondary: Option A	Secondary: Option B
Children in receipt of a Statement of Special Education Need (Statutory requirement for admission)			
Looked After Children / Previously Looked After Children	Looked After Children / Previously Looked After Children	Looked After Children / Previously Looked After Children	Looked After Children / Previously Looked After Children
Children in receipt of a Funded Individual Healthcare Plan	Children in receipt of a Funded Individual Healthcare Plan	Children in receipt of a Funded Individual Healthcare Plan	Children in receipt of a Funded Individual Healthcare Plan
Children who have a brother or sister attending the school	Children resident in the school's defined catchment area AND with compelling medical or compelling social grounds	Children resident in the school's defined catchment area AND with compelling medical or compelling social grounds	Children resident in the school's defined catchment area AND with compelling medical or compelling social grounds
Children with compelling medical or compelling social grounds	Children resident in the school's defined catchment area AND who also have a brother or sister attending the school	Children resident in the school's defined catchment area AND who also have a brother or sister attending the school	Children resident in the school's defined catchment area AND who also have a brother or sister attending the school AND in attendance at linked feeder primary school
Other children with priority given to those living nearest the school	Children resident in the school's defined catchment area	Children resident in the school's defined catchment area	Children resident in the school's defined catchment area AND who also have a brother or sister attending the school
	Children with compelling medical or compelling social grounds	Children with compelling medical or compelling social grounds	Children resident in the school's defined catchment area AND in attendance at linked feeder primary school
	Children who have a brother or sister attending the school	Children who have a brother or sister attending the school	Children resident in the school's defined catchment area
	Other children with priority given to those living nearest the school	Other children with priority given to those living nearest the school	Children with compelling medical or compelling social grounds
			Children who have a brother or sister attending the school
			Other children with priority given to those living nearest the school
<b>Tie breaker: priority given to those living nearest the school</b>	<b>Tie breaker: priority given to those living nearest the school</b>	<b>Tie breaker: priority given to those living nearest the school</b>	<b>Tie breaker: priority given to those living nearest the school</b>



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**Policy/Strategy/Project/Procedure/Service/Function Title:**

City of Cardiff Council's Schools Admissions Policy 2019/20

**New/Existing/Updating/Amending**

**Who is responsible for developing and implementing the Policy/Strategy/Project/Procedure/Service/Function?**

Name: Janine Nightingale	Job Title: Head of School Organisation, Access & Planning
Service Team: School Organisation, Access & Planning	Directorate: Education & Lifelong Learning
Assessment Date: 26/10/2017	

## 1. Aims and Objectives

**What are the objectives of the Policy / Strategy / Project / Procedure / Service / Function?**

To equitably administer the admission of eligible children to nursery, primary and secondary classes/schools based on parent/guardian preference in accordance with the admissions criteria detailed in the City of Cardiff Council's School Admissions Policy 2019/20.

## 2. Background Information

**Please provide background information on the Policy / Strategy / Project / Procedure / Service / Function and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]**

The City of Cardiff Council is committed to equality of opportunity and to eliminating unlawful discrimination. In respect of admissions to community schools, all pupils and prospective pupils are treated equitably, regardless of gender, race, ethnicity, culture, nationality, language, ability/disability or religious belief.

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The Council is the Admissions Authority for the following:

- Community Nursery Schools/Nursery Classes in Community Schools
- Community Primary Schools
- Community Secondary Schools

In order to facilitate the admissions process, the Local Authority has to consider:

- Children are entitled to a part-time nursery place from the start of the term following their third birthday and must attend for five half days.
- Children are admitted to reception classes in the September following their fourth birthday.
- Children transfer to secondary education in the September following their eleventh birthday.
- All maintained schools must admit pupils up to their published Admission Number.

Parents have the right to express a preference for their preferred schools; these will be considered individually and complied with wherever possible. Some schools have more requests for places than there are places available. Where a school is oversubscribed preferences will still be considered but the oversubscription criteria set by the Council will be applied. In deciding which children to admit to a school, the Council applies the criteria set out in its Schools Admissions Policy Document and examines the merits to support each case by considering any reasons put forward supporting any expressed preference.

If parents are dissatisfied with the result of an application for a particular School, an appeal may be submitted to the Independent Statutory Appeal Panel, any decision made by the Panel being binding on the Council; school and the appellant. If the appeal is not successful, further requests to appeal for a place at the same school will not be considered for the same academic year unless the Director of Education & Lifelong Learning determines there are significant and material changes in the circumstances of pupil/parents or school. There is no right of appeal for admission to a Community Nursery School/ Nursery Classes in Community Schools.

This proposal has been developed in accordance with the requirements of the Equality Act 2010 throughout and in compliance with the Welsh Government's School Admissions Code E.3 which states:

“An admission authority **must not** discriminate on the grounds of disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; or sexual orientation, against a person in the arrangements and decisions it makes as to who is offered admission as a pupil.”

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### 3 Assess Impact on the Protected Characteristics

#### 3.1 Age

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative/]** on younger/older people?

	Yes	No	N/A
Up to 18 years	✓		
18 - 65 years	✓		
Over 65 years	✓		

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

The nature of the policy is such that it will inherently apply to the 3 - 16 years age group as it targets school and nursery aged children and young adults.

Whilst implementation of this policy would therefore have a differential impact, it would not be regarded as prejudicial to older age groups as they are not part of this educational place provision process.

**What action(s) can you take to address the differential impact?**

N/A

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### 3.2 Disability

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on disabled people?

	Yes	No	N/A
Hearing Impairment	✓		
Physical Impairment	✓		
Visual Impairment	✓		
Learning Disability	✓		
Long-Standing Illness or Health Condition	✓		
Mental Health	✓		
Substance Dependence	✓		
Other	✓		

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

This proposal has been developed in accordance with the requirements of the Equality Act 2010 throughout and in compliance with the Welsh Government's School Admissions Code E.3 which states:  
 "An admission authority **must not** discriminate on the grounds of **disability**; gender reassignment; pregnancy and maternity; race; religion or belief; sex; or sexual orientation, against a person in the arrangements and decisions it makes as to who is offered admission as a pupil."

Differential impact could occur as the implementation of the School Admissions Policy would allow for priority to be given to applicants where the legislation and protection prescribe the inclusion of specific criteria in relation to Special Educational needs which support pupils with disabilities that are also learning difficulties.

Similarly differential impact could occur as the implementation of the School Admissions Policy would allow for priority to be given to applicants for whom compelling medical and/or compelling social grounds could be evidenced indicating particular needs. This would be a positive impact if the degree of need was such that preferential placement were to apply.

**What action(s) can you take to address the differential impact?**

N/A

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### 3.3 Gender Reassignment

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on transgender people?

	Yes	No	N/A
<b>Transgender People</b> (People who are proposing to undergo, are undergoing, or have undergone a process [or part of a process] to reassign their sex by changing physiological or other attributes of sex)		✓	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

This proposal has been developed in accordance with the requirements of the Equality Act 2010 throughout and in compliance with the Welsh Government's School Admissions Code E.3 which states:  
 "An admission authority **must not** discriminate on the grounds of disability; **gender reassignment**; pregnancy and maternity; race; religion or belief; sex; or sexual orientation, against a person in the arrangements and decisions it makes as to who is offered admission as a pupil."

No differential impact would occur as the implementation of the Schools Admissions Policy would not affect this protected characteristic.

**What action(s) can you take to address the differential impact?**  
 N/A

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### 3.4. Marriage and Civil Partnership

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on marriage and civil partnership?

	Yes	No	N/A
Marriage			✓
Civil Partnership			✓

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

No differential impact would occur as the implementation of the Schools Admissions Policy would not affect this protected characteristic.

**What action(s) can you take to address the differential impact?**

N/A

### 3.5 Pregnancy and Maternity

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on pregnancy and maternity?

	Yes	No	N/A
Pregnancy		✓	
Maternity		✓	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

This proposal has been developed in accordance with the requirements of the Equality Act 2010 throughout and in compliance with the Welsh Government's School Admissions Code E.3 which states:

"An admission authority **must not** discriminate on the grounds of disability; gender reassignment; **pregnancy and maternity**; race; religion or belief; sex; or sexual orientation, against a person in the arrangements and decisions it makes as to who is offered admission as a pupil."

No differential impact would occur as the implementation of the Schools Admissions Policy would not affect this protected characteristic.

**What action(s) can you take to address the differential impact?**

N/A

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**3.6 Race**

Will this Policy/Strategy/Project//Procedure/Service/Function have a **differential impact [positive/negative]** on the following groups?

	Yes	No	N/A
White		✓	
Mixed / Multiple Ethnic Groups	✓		
Asian / Asian British		✓	
Black / African / Caribbean / Black British	✓		
Other Ethnic Groups	✓		

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

Two options are set out for admission to secondary education.

The inclusion of a 'feeder school' secondary school oversubscription criterion in Option B would, in areas of popular / fully subscribed primary schools, benefit those families most able to secure a primary school place at their catchment area primary school at an early stage. Pupils that move into a catchment area of a fully subscribed school at a later stage may be unable to gain admission to this local school.

Analysis undertaken to compare PLASC data of pupils enrolled in primary school at Reception Year in January 2011 to PLASC data for the Year 6 cohort in January 2017 confirms the relative percentages of groups of pupils that are on roll throughout that period. The relative percentages of groups of pupils on roll in their catchment area primary school in Reception year (the entry year to primary education) who remain on roll in that school in the final year of primary education is as below:

Ethnicity	Rec from Jan 2011	Yr6 from Jan 2017	% Remaining
Asian / Asian British pupils	26	24	92.3%
Black / African / Caribbean / Black British pupils	49	37	75.5%
Mixed / Multiple ethnic groups	14	12	85.7%
Other ethnic groups	365	296	81.1%
White British pupils	1265	1104	87.3%
<b>Total</b>	<b>1719</b>	<b>1473</b>	<b>85.7%</b>



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Traveller Family	Rec from Sept 2010	Yr6 from Sept 2016	% Remaining
<b>Total</b>	5	4	80.0%

As can be seen from the tables above, on average 14.3% of pupils living in their local catchment at the point of transfer to secondary school would be disadvantaged by the introduction of a feeder criterion owing to the fact they moved into catchment later in the primary phase.

Whilst there is not a significant different between the average and particular groups, the analysis shows White British pupils and Asian/ Asian British pupils are, on average, more likely to be on roll in a primary school throughout the primary phase (and therefore could benefit from the feeder criterion should they opt to apply for their catchment school).

Black / African / Caribbean / Black British pupils, Traveller families (although the sample size for this group is small) and other ethnic groups are, on average, less likely to be on roll in a primary school throughout the primary phase (and therefore would potentially be disadvantaged from the feeder criterion should they opt to apply for their catchment school).

The reasons for moving into catchment during the primary phase are varied, these include immigration from outside the city, internal relocation within Cardiff associated with affordability and availability of appropriate properties etc. The employment of a feeder school criterion whilst applying a practice to all pupils equally has the effect of discriminating against populations that experience a higher degree of mobility. If a particular group demonstrating a higher degree of mobility is disproportionately represented as having one of the prescribed characteristics, this group could be judged to be disadvantaged (indirect discrimination).

**What action(s) can you take to address the differential impact?**

In order to prevent a differential impact on the basis of length of time pupils have lived in the catchment area and/or whether they were able to secure admission to an in-catchment primary feeder school as a result of residing in the area at the point of application, the Council could implement admissions criteria as set out in Option A, which relies upon proximity, that is how close a pupil lives to the school.

The Council will therefore consider the outcomes of the consultation before the final admission criteria is determined.

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### 3.7 Religion, Belief or Non-Belief

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on people with different religions, beliefs or non-beliefs?

	Yes	No	N/A
Buddhist		✓	
Christian		✓	
Hindu		✓	
Humanist		✓	
Jewish		✓	
Muslim		✓	
Sikh		✓	
Other		✓	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

This proposal has been developed in accordance with the requirements of the Equality Act 2010 throughout and in compliance with the Welsh Government's School Admissions Code E.3 which states:

"An admission authority **must not** discriminate on the grounds of disability; gender reassignment; pregnancy and maternity; race; **religion or belief**; sex; or sexual orientation, against a person in the arrangements and decisions it makes as to who is offered admission as a pupil."

There are a number of maintained voluntary aided faith schools in Cardiff which are either Roman Catholic or Church in Wales which deal with their own admissions and admit children of those faiths. There are also 3 independent Muslim schools who deal with their own admission arrangements. As a result there may be a lower number of pupils of these faiths within community schools. However, the Council's admission arrangements do not differentiate between applicants of differing belief systems who apply to attend Community Schools.

**What action(s) can you take to address the differential impact?**

The Council will remain sensitive to the needs of religious communities seeking faith place provision.

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**3.8 Sex**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on men and/or women?

	Yes	No	N/A
Men		✓	
Women		✓	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

This proposal has been developed in accordance with the requirements of the Equality Act 2010 throughout and in compliance with the Welsh Government's School Admissions Code E.3 which states:

"An admission authority **must not** discriminate on the grounds of disability; gender reassignment; pregnancy and maternity; race; religion or belief; **sex**; or sexual orientation, against a person in the arrangements and decisions it makes as to who is offered admission as a pupil."

All schools to which the Schools Admission Policy applies are non-gender specific in relation to their admissions criteria.

No differential impact would occur as the implementation of the Schools Admissions Policy would not affect this protected characteristic.

**What action(s) can you take to address the differential impact?**

N/A

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### 3.9 Sexual Orientation

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on the following people?

	Yes	No	N/A
Bisexual		✓	
Gay Men		✓	
Gay Women/Lesbians		✓	
Heterosexual/Straight		✓	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

This proposal has been developed in accordance with the requirements of the Equality Act 2010 throughout and in compliance with the Welsh Government's School Admissions Code E.3 which states:

"An admission authority **must not** discriminate on the grounds of disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; or **sexual orientation**, against a person in the arrangements and decisions it makes as to who is offered admission as a pupil."

No differential impact would occur as the implementation of the Schools Admissions Policy would not affect this protected characteristic.

**What action(s) can you take to address the differential impact?**

N/A

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**3.10 Welsh Language**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on Welsh Language?

	Yes	No	N/A
Welsh Language		✓	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

The Council will continue to implement its Welsh in Education Strategic Plan and will ensure that there are schools to meet the demand for Welsh medium education.

**What action(s) can you take to address the differential impact?**

N/A

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#### **4. Consultation and Engagement**

What arrangements have been made to consult/engage with the various Equalities Groups?

The consultation re: School Admission Policy includes engagement with the following stakeholders:

- All Community; Foundation; Voluntary Controlled and Voluntary Aided School Governing Bodies in Cardiff.
- Cardiff's Diocesan Directors of Education.
- Neighbouring Local Authorities.
- Cardiff Admissions Forum.
- Local Assembly Members.
- Local Members of Parliament.
- Any other interested parties who wish to respond

Consultation on the 2019/20 City of Cardiff Council's School Admission Policy is proposed from 01/12/2017 to 01/02/2018. The Council welcomes all views.

Details of the Schools Admission Policy will be made available on the Council's website:

*<https://www.cardiff.gov.uk/ENG/resident/Schools-and-learning/Schools/Applying-for-a-school-place>*

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## 5. Summary of Actions To Be Taken [from the Actions listed in the Sections above]

These actions should be included in your Directorate's Equality Action Plan for the year, monitored on a regular basis and reported in your Directorate Equality Annual Report.

<b>Groups</b>	<b>Actions</b>
Age	None
Disability	None
Gender Reassignment	None
Marriage & Civil Partnership	None
Pregnancy & Maternity	None
Race	The Council will consider the relative potential benefits/disadvantages to respective ethnic groups prior to taking a decision on this proposal and whether to include a feeder criterion.
Religion/Belief	The Council will remain sensitive to the needs of religious communities seeking faith place provision.
Sex	None
Sexual Orientation	None
Welsh Language	None
Generic Over-Arching [applicable to all the above groups]	None

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## **6. ACTIONS TO BE CONSIDERED IN THE FUTURE**

List here any actions that you could not take in the immediate future, but which have arisen as issues to be considered for future service developments

## **7. Authorisation**

The Template should be completed by the Lead Officer of the identified Policy/Strategy/Project/Function and approved by the appropriate Manager in each Service Area.

Completed By : Ian Warburton	Date: 26/10/2017
Designation: Project Officer	
Approved By: Michele Duddridge Hossain	
Designation: Operational Manager, Planning and Provision	
Service Area: Education and Lifelong Learning Service	

- 7.1 On completion of this Assessment, please send it to [equalityteam@cardiff.gov.uk](mailto:equalityteam@cardiff.gov.uk), who will publish it on the Council's Website.

For further information or assistance, please contact the Equality Team 029 2087 2536 or email [equalityteam@cardiff.gov.uk](mailto:equalityteam@cardiff.gov.uk).



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**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE**

**14 November 2017**

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**SCHOOL ORGANISATION PROPOSALS: THE PROVISION OF ENGLISH-MEDIUM PRIMARY SCHOOL PLACES IN THE ADAMSDOWN AND SPLOTT WARDS SCHOOL – DRAFT CABINET REPORT**

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**Purpose of Report**

1. To provide Members with the opportunity to consider and review the Draft Cabinet Report (copy attached at **Appendix A**). The report recommends to Cabinet not to progress with the implementation of an agreed school organisation proposal, for the provision of English Medium primary school places in the Adamsdown and Splott Wards.

**Background**

2. Under the Education Act 1996, the Council has a responsibility for education and must provide sufficient school places for pupils of compulsory school age. A local authority can make proposals to make regulated alterations to a community school, which include enlargement of the premises to increase its capacity under section 42 and Schedule 2 of the Schools Standards and Organisation (Wales) Act 2013. The Council is required prior to publishing its proposals to undertake a consultation on those proposals in accordance with section 48 of that Act and the School Organisation Code.
3. The Cabinet at its meeting on 21 March 2016, considered a report to increase the capacity of Ysgol Glan Morfa, Moorland Road. The Cabinet approved without modification proposals to:
  - Increase the capacity of Ysgol Glan Morfa, Moorland Road, Cardiff, CF24 2LJ, from 210 places to 420 places with up to 80 part-time nursery places serving the age range 3-11 from September 2017;

- Transfer the enlarged Ysgol Glan Morfa to a new build 420 place primary school on a new site at the Maltings from September 2017;
  - Increase the capacity of Moorland Primary School, Moorland Road, Cardiff CF24 2LJ, from 382 places to 630 places, with up to 96 part-time nursery places serving the age range 3-11, utilising the vacated Ysgol Glan Morfa buildings from September 2017.
4. Cabinet at its meeting on 21 November 2016, considered a report recommending to defer the implementation of the proposal to increase the capacity of Moorland Primary School to 3FE to 2018, as updated pupil projections indicated that demand for English-medium places in the Adamsdown and Splott area would fall. The Cabinet report authorised officers to:
- Seek the agreement of Welsh Ministers of the proposed modification to an agreed school organisation proposal to increase the capacity of Moorland Primary School from 2FE to 3FE from September 2017;
  - Review projections and demand for English-medium primary school places in the area to inform the future progress of the proposed expansion of Moorland Primary School.
5. In addition the Implementation of the proposal to increase the capacity of Moorland Primary School from 2FE to 3FE was deferred to September 2018 and the relevant stakeholders were advised in accordance with the requirements of the School Organisation Code.

### **Draft Cabinet Report**

6. The Draft Cabinet report highlights a number of issues:
- Updated pupil projections based on new pre-school population datasets from the NHS and updated Pupil Level Annual School Census (PLASC) data via schools. These projections indicated that the total demand for Primary School places would fall.
  - The soon to be vacant Ysgol Glan Morfa site will not now be needed for the increased capacity of Moorland Primary.

- The proposed 21<sup>st</sup> Century School Band A funding, for the expansion of Moorland Primary School, would no longer be needed.

7. The Cabinet is recommended to:

- Agree that the deferred school organisation proposal to increase the capacity of Moorland Primary School from 2FE to 3FE is not progressed to implementation.
- Authorise officers to notify all relevant stakeholder in accordance with the requirements of the School Organisation Code.

### **Scope of Scrutiny**

8. The scope of this scrutiny is for Members to:

- To consider and provide comments on the Cabinet report

### **Way Forward**

9. Councillor Sarah Merry (Deputy Leader and Cabinet Member for Education Employment, Skills), and Nick Batchelar (Director of Education and Lifelong Learning), will present the report to the Committee, and be available to answer any questions Members may have.

10. This report will also enable Members to provide any comments, concerns or recommendations to the Cabinet Member prior to its consideration by Cabinet.

### **Legal Implications**

11. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirements imposed by law; (c) be within the

powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

### **Financial Implications**

12. There are no direct financial implications arising from this report. However, financial implications may arise if and when the matters under review are implemented with or without any modifications.

### **RECOMMENDATIONS**

The Committee is recommended to:

- Review and assess the information contained in the draft Cabinet Report, attached at **Appendix A**, together with information presented at the meeting.
- Provide recommendations, comments or advice to the Cabinet Member and / or Director of Education and Lifelong Learning prior to the report's consideration by Cabinet.

**Davina Fiore**

**Director of Governance and Legal Services**

**6 November 2017**

***THIS REPORT MUST BE ACCOMPANIED BY THE  
REPORT AUTHORISATION FORM 4.C.214***

**CITY OF CARDIFF COUNCIL  
CYNGOR DINAS CAERDYDD**

**CABINET MEETING: 16 November 2017**

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**SCHOOL ORGANISATION PROPOSALS: THE PROVISION OF  
ENGLISH-MEDIUM PRIMARY SCHOOL PLACES IN THE  
ADAMSDOWN AND SPLOTT WARDS**

**REPORT OF DIRECTOR OF EDUCATION AND LIFELONG  
LEARNING**

**AGENDA ITEM:**

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**PORTFOLIO: EDUCATION (COUNCILLOR SARAH MERRY)**

**Reason for this Report**

1. To enable the Cabinet to consider a recommendation not to progress to implementation an agreed school organisation proposal, which relates to the provision of English-medium primary school places in the Adamsdown and Splott Wards.

**Background**

2. At its meeting on 21 March 2016, the Cabinet approved without modification proposals to:
  - Increase the capacity of Ysgol Glan Morfa, Moorland Road, Cardiff, CF24 2LJ, from 210 places to 420 places with up to 80 part-time nursery places serving the age range 3-11 from September 2017;
  - Transfer the enlarged Ysgol Glan Morfa to a new build 420 place primary school on a new site at the Maltings from September 2017;
  - Increase the capacity of Moorland Primary School, Moorland Road, Cardiff CF24 2LJ, from 382 places to 630 places, with up to 96 part-time nursery places serving the age range 3-11, utilising the vacated Ysgol Glan Morfa buildings from September 2017.
3. At its meeting on 21 November 2016, the Cabinet considered a recommendation to defer the implementation of the proposal to increase the capacity of Moorland Primary School to 3FE to 2018, as updated

pupil projections indicated that demand for English-medium places in the Adamsdown and Splott area would fall.

4. At this meeting the Cabinet authorised officers to:
  - Seek the agreement of Welsh Ministers of the proposed modification to an agreed school organisation proposal to increase the capacity of Moorland Primary School from 2FE to 3FE from September 2017;
  - Review projections and demand for English-medium primary school places in the area to inform the future progress of the proposed expansion of Moorland Primary School.
5. Implementation of the proposal to increase the capacity of Moorland Primary School from 2FE to 3FE was deferred to September 2018 and the relevant stakeholders were advised in accordance with the requirements of the School Organisation Code.

### Issues

6. Projections, based on NHS GP data and PLASC (school census) data were included in the Cabinet Report of 21st March 2016. This information indicated demand for 400 places overall, including 259 English-medium and 49 Welsh-medium places. These projections reflected the population data and the pupil mobility/in-migration rate in the area. The projections took into account, the forecast increase in demand for places for Welsh-medium schools.
7. In the report of 21st November, the Cabinet were informed that the Council had received updated pre-school population data from the NHS and updated PLASC data via schools. Projections, taking account of this information, indicated that the total demand for primary school places at entry to Reception year in the Adamsdown and Splott area would fall to 370 in September 2017 and the demand for English-medium places would fall to 229 places. Updated projections for the September 2018 intake indicated that demand for English-medium places would fall further to 198 places.
8. The report of 21st November noted that it was unclear whether the reduction in population would continue beyond 2018.
9. Analysis of school allocation data undertaken in August 2017, for entry to Reception year in September 2017, further evidences a fall in demand for English-medium community primary school places and indicates a greater uplift in demand for Welsh-medium places in the Adamsdown and Splott area, compared to the projection data considered in November 2016. Table 1 provides a summary of demand for school places at entry to Reception Year, Adamsdown and Splott: projections as presented in November 2016, compared with places allocated as at 16 August 2017.

**Table 1: Summary of Data**

Intake year:	English-medium	Welsh-medium	Faith	Total
September 2017 – projection	229	37	104	370
September 2017 – school admissions allocation data (August 2017)	218	43	87	348

10. Since the Cabinet meeting of November 2016, the Council has updated projections to take account of a new pre-school population dataset from the NHS and updated PLASC data via schools. Projections taking account of this information also indicate that the total demand for primary school places at entry to Reception year in the Adamsdown and Splott area will fall to 329 in September 2018, and the demand for English-medium places will fall to 208 places. Projections for the September 2019 intake indicate demand for 209 English-medium places at entry.

**Table 2: Projected demand for school places at entry to Reception Year, Adamsdown and Splott**

Intake year:	English-medium	Welsh-medium	Faith	Total
September 2018	208	31	90	329
September 2019	209	32	96	337

11. These figures are based on the existing configuration of schools; the Welsh-medium proportionate demand being artificially low because of projections taking into account the 'capping off' of demand for places at Ysgol Glan Morfa in recent years at its Published Admission Number of 30 places. Based on admission allocation information from August 2017, it is anticipated that the forecast demand for Welsh-medium places at Ysgol Glan Morfa would be c15 – 20% greater than the above, and demand for English-medium community school places would be accordingly reduced.
12. All projection data available at present indicates that the 210 English-medium places available at entry to Reception Year is sufficient to accommodate the projected demand.
13. Taking the above information into account it is proposed that the deferred proposal to increase the capacity of Moorland Primary School from 2FE to 3FE from September 2018 is not progressed to implementation.



### **Future of vacated Ysgol Glan Morfa site**

14. Ysgol Glan Morfa will vacate its existing site in Summer 2018 to transfer to a new build school on Lewis Road. The vacated Ysgol Glan Morfa building and site was proposed to be incorporated within the site of Moorland Primary School to facilitate the enlargement to 3FE.
15. As there is no longer a requirement to increase the capacity of Moorland Primary School to meet local demand, consideration will be given to the future use of the Ysgol Glan Morfa site.
16. Furthermore, as the expansion of Moorland Primary School would no longer be funded through the 21<sup>st</sup> Century Schools Band A scheme, any residual condition and suitability needs identified would therefore be assessed in the context of the prioritisation of city-wide maintenance needs within the education estate.

### **Local Member consultation (where appropriate)**

17. Local Members are currently being consulted.

### **Reason for Recommendations**

18. To seek Cabinet approval not to progress to implementation an agreed school organisation proposal relating to the provision of English-medium primary school places in the Adamsdown and Splott Wards.

### **Financial Implications**

20. The realigned 21<sup>st</sup> Century Schools Band A Programme, totalling £167.6m was approved by Cabinet in March 2015 and submitted to Welsh Government (WG). WG subsequently approved an in-principle, slightly reduced, programme of £164.1 million to be funded equally by the Council and WG. Within that overall funding envelope, there was a commitment to increasing the level of English-medium primary school provision in the Splott area of the city. It was anticipated that Moorland Primary School would be increased by 1 form of entry to accommodate this increased demand.
21. To date, this project has only Strategic Outline Case / Outline Business Case stage approval, as part a wider business case, which includes other primary school SOP projects in the city. Due to the factors outlined in this report, the project has not been progressed and a Full Business Case not submitted. Therefore, a formal request for budget approval has not been made. As a result, there is no formal approved budget specifically allocated to this project within the overall envelope. The intention is that the indicative funding allocations for this project, effectively released from this decision, will be utilised elsewhere within the overall Band A programme on existing projects.
22. The report references the potential need to undertake asset renewal or suitability works at the existing Moorland Primary School site. Should this

be required, these works will be funded from within existing allocations for asset renewal and suitability, as outlined in the Council's capital programme, approved in February 2017, or from future allocations. Any works required would need to be prioritised in line with other demands against the budgets for asset renewal and suitability.

**Legal Implications (including Equality Impact Assessment where appropriate)**

23. Under the Education Act 1996, the Council has a responsibility for education and must provide sufficient school places for pupils of compulsory school age. A local authority can make proposals to make regulated alterations to a community school, which include enlargement of the premises to increase its capacity under section 42 and Schedule 2 of the Schools Standards and Organisation (Wales) Act 2013. The Council is required prior to publishing its proposals to undertake a consultation on those proposals in accordance with section 48 of that Act and the School Organisation Code.
24. As set out above, the Cabinet determined and gave approval for the above proposal on 21<sup>st</sup> March 2016. Section 6 of the School Organisation Code (Page 46) explains the procedure that must be following in relation to implementation of proposals. In accordance with this procedure, the Cabinet agreed to delay implementation of the proposal on 21<sup>st</sup> November 2016. The recommendation in this report is to abandon the proposal. If this recommendation is accepted, the Council must notify all relevant parties including the Welsh Ministers, Estyn, the Relevant Transport Consortia, the governing bodies, parents, pupils and staff of the affected schools within 7 days of a determination to delay.
25. The Council has to satisfy its public sector duties under the Equality Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties Councils must in making decisions have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are: age, gender reassignment, sex, race – including ethnic or national origin, colour or nationality, disability, pregnancy and maternity, marriage and civil partnership, sexual orientation, religion or belief – including lack of belief.
26. The decision on whether to proceed to publish intention to abandon the proposal has to be made in the context of the Council's public sector equality duties. The report identifies that the Council has understood the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty. The decision maker must have due regard to these equality implications in making its decision.
27. In accordance with the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards included within the Council's Compliance Notice issued by the Welsh Language Commissioner, the Council must also consider the consultation must also consider (a) opportunities for

persons to use the Welsh language, and (b) treating the Welsh language no less favourably than the English language. The decision maker must also have regard to certain other matters when making its decision as outlined in this report, including traffic and transport issues and community impact.

### **HR Implications**

28. There are no direct HR implications as a result of this proposal. However, HR People Services will continue to support Governing Bodies of Moorland Primary School and Ysgol Glan Morfa in the management of their staffing establishments.

### **Traffic and Transport**

29. There are no highway implications to be considered at this time.

### **Equality Impact Assessment (EQIA)**

30. An Equality Impact Assessment was completed when this proposal was originally planned. Officers have considered the equality implications of abandoning this proposal and no potential for unlawful discrimination and/or low level or minor negative impact has been identified, therefore a full equality impact assessment has not been carried out. If the recommendation is accepted, there will still be sufficient primary school places for all pupils, including any groups of pupils with protected characteristics. Any other reports or proposals relating to the need for additional places, relate to secondary school places or to other areas of the city which are affected by development proposals.

### **Community Impact**

31. The following are taken into account when considering a proposal: Public Open space, parkland, noise and traffic congestion. There will be no impact on the Community as a result of abandoning this proposal, as there will still be sufficient primary school places for all pupils.

## **RECOMMENDATIONS**

The Cabinet is recommended to:

1. Agree that the deferred school organisation proposal to increase the capacity of Moorland Primary School from 2FE to 3FE is not progressed to implementation.
2. Authorise officers to notify all relevant stakeholder in accordance with the requirements of the School Organisation Code.

**Nick Batchelar**  
**DIRECTOR**  
**September 2017**

*The following appendices are attached:*

*The following background papers have been taken into account*

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**CYNGOR CAERDYDD**

**CARDIFF COUNCIL**

**CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE**

**14<sup>th</sup> November 2017**

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**CABINET RESPONSE – SCHOOL TERM TIME INQUIRY**

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**Background**

1. The Council at its meeting on 28 July 2016 debated a motion on School Holidays. The Motion, as amended, was carried as follows:  
The Council notes:
  - The disproportionately expensive cost of holidays during the traditional school holiday period, and the impact these costs have on families in our city;
  - That families want to observe designated school holiday periods, but that the excessive cost of taking breaks during these periods can prove prohibitive – meaning families often have to choose between taking no holiday at all, or taking pupils out of school during term time;
  - Moves by other councils in the UK to examine existing school term arrangements, with a view to shortening the summer break in order to create an additional week's holiday elsewhere during the school calendar when families can take holidays at a cheaper rate;
  - The Council resolves to ask the Members of the Children & Young People Scrutiny Committee to consider, as part of their future work planning, whether they wish to undertake a detailed analysis of the issue.
2. The Children & Young People Scrutiny Committee agreed at its meeting on 27 September 2016 to undertake an inquiry into amending school term times, in line with the request by Council on 28th July 2016. The first meeting of the task group was held on 14th November 2016. Members of the Task Group agreed that prior to providing any report to the Cabinet, it would be prudent to seek the views of

Head teachers, teachers, and school Governing Bodies, firstly on whether or not to investigate the possibility of amending school term dates and then to provide a robust evidence base on which to consider their decision.

3. The task group Inquiry was informed by a survey from a total of 74 responses received from the 127 Schools contacted. The survey was also discussed at a Primary Head teachers' Association meeting. Most of the responses were from the Head Teacher and Chair of Governors combined, however where a collection of responses were received from some schools, a consensus view was used
4. The report was presented to Cabinet on 6 July 2017, which included two recommendation for the Cabinet to respond to, copy attached at **Appendix A**. A full response was agreed by Cabinet on 12 October 2017, copy attached at **Appendix B**.

### **Cabinet Response to Recommendations**

5. The Cabinet response, presented to Cabinet on 12 October, stated:

#### **Recommendation 1:**

That Cabinet considers the overall results from the responses received from Cardiff's Schools and decides whether it should undertake formal consultation with the view to seeking the Welsh Government's approval to change the School Term Dates for Cardiff's schools.

RESPONSE: THE RECOMMENDATION IS NOT ACCEPTED.

The Cabinet is recommended to refer the issue on changes to term times to Welsh Government for their consideration, as to whether they would wish to undertake a coordinated national consultation on this matter.

In responding to the first part of the recommendation from the Children and Young People Scrutiny Committee, it is clear that the Welsh Government Cabinet Secretary statement from June 2017 is an important point of reference. Welsh Government expect to see a high degree of harmonisation across Wales on term dates. Cardiff acting independently and undertaking its own consultation on significant changes works against this expectation.

Any significant amendment to term dates would need to align closely with nationally agreed schedules for examinations and tests in schools, together with nationally agreed conditions of service for school based staff, including teachers.

**Recommendation 2:**

Inform Schools Governing Bodies that they may wish to amend their Inset days to link with Eid al- Adha and Diwali.

RESPONSE: THE RECOMMENDATION IS ACCEPTED.

A number of factors should be considered by schools in determining their inset days. Where schools in a network or cluster align inset days they can provide important opportunities for collaborative professional development. Consideration of religious festivals is also an important factor in some school communities. However it should be borne in mind that the scheduling of inset days on such religious festivals would also impact on staff who themselves may be wishing to celebrate the festivals.

**Way Forward**

6. The Cabinet Member for Education, Employment and skills and Deputy Leader together with the Director of Education and Lifelong Learning, will present the Cabinet response report and be available to answer any questions Members may have.
7. Members may also wish to consider the response contained in the attached **Appendix B**, and provide any comments, advice or recommendations to the Cabinet Member and Director.

**Legal Implications**

8. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not making policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are



implemented with or without any modifications. Any report with recommendations for decision that goes to the Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

### **Financial Implications**

9. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not making policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

### **RECOMMENDATIONS**

The Committee is recommended to consider the Cabinet response report, attached at **Appendix B**, together with the information presented at the meeting, and provide the Cabinet Member and the Director of Social Service with any comments, concerns or recommendations.

**Davina Fiore**

**Director of Governance and Legal Services**

**6 November 2017**

# scrutiny



## A Report of the: Children & Young People Scrutiny Committee

### School Term Times

March 2017



The City and County of Cardiff

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Background information - Survey responses

## CHAIR'S FOREWORD

I'm pleased to present this Task and Finish report on changes to school holidays to the new Administration. I'd like to thank all members of the group and scrutiny officers who assisted us.

This report into school term times is as a result of a resolution passed at the Full Council meeting in July 2016. The Task and Finish group decided to consult all 127 Cardiff schools, 74 (58%) responses were received. The majority of replies were a joint response from the Head Teacher/Chair of Governors, with others from individual staff members. The survey was also discussed at a Primary Head Teachers Association meeting.

The main question consulted on was:

“Do you wish for the Council's Cabinet to seek Welsh Government approval to change the School Term time dates to shorten the summer break in order to create an additional week's holiday elsewhere during the school calendar.”

It's fair to say that the 73% response in favour of this question was a surprise to the Task and Finish Group.

The report gives examples of what other Council's in Wales and the UK have done regarding changing dates of school holidays.

The new Administration Cabinet are invited to consider this report, but whatever the decision, it does seem that there is a clear majority view among Cardiff schools that a reduction of the school summer holidays by one week, and adding that week to another holiday is something that schools wish to be considered.



**Councillor Richard Cook**  
**Chair, Children & Young People Scrutiny Committee**

## TERMS OF REFERENCE

The Council at its meeting on 28 July 2016 debated a motion, proposed by Cllr Ed Bridges and seconded by Bill Kelloway, on School Holidays. Following the debate Council approved the Motion following an amendment, proposed by Cllr Weaver and seconded by Cllr Mitchell. Motion 1 as amended was carried as follows:

The Council notes:

- The disproportionately expensive cost of holidays during the traditional school holiday period, and the impact these costs have on families in our city.
- That families want to observe designated school holiday periods, but that the excessive cost of taking breaks during these periods can prove prohibitive – meaning families often have to choose between taking no holiday at all, or taking pupils out of school during term time.
- Moves by other councils in the UK to examine existing school term arrangements with a view to shortening the summer break in order to create an additional week's holiday elsewhere during the school calendar when families can take holidays at a cheaper rate.
- The Council resolves to ask the Members of the Children & Young People Scrutiny Committee to consider, as part of their future work planning, whether they wish to undertake a detailed analysis of the issue.

The Children & Young People Scrutiny Committee agreed at its meeting on 27th September to undertake an inquiry into amending school term times in line with the request by Council on 28th July. The first meeting of the task group was held on 14th November 2016.

Members of the Task Group agreed that prior to providing any response to the Cabinet, it would be prudent to seek the views of Head Teachers, Teachers, and School Governing Bodies, firstly on whether or not to investigate the possibility of

amending school term dates and then to provide a robust evidence base on which to consider their decision.

Members of the Task & Finish Group were:

- Councillor Richard Cook
- Councillor Jim Murphy
- Councillor Lynda Thorne (Chair)
- Councillor Joe Boyle
- Councillor Paul Chaundy
- Councillor Iona Gordon
- Ms. Carol Cobert, Church in Wales Co-Optee.

## CONTEXT

1. Section 42 of the Education (Wales) Act 2014 (the 2014 Act) made changes to term date setting for maintained schools in Wales by inserting new sections 32A – 32c into the 2002 Act. As a result, local authorities retain the right to set term dates for community, voluntary controlled, and community special and maintained nursery schools. Also relevant governing bodies retain the right to set term dates for their schools. A local Authority is under a duty to co-operate and co-ordinate with each relevant governing body in its area and every other local authority in Wales when setting term dates so that those dates are the same or as similar as can be. Similarly a relevant governing body is under a duty to co-ordinate and co-operate with every other relevant governing body in its local authority area and the local authority in whose area it is situated when setting term dates so that those dates are the same or similar as can be.
2. If despite efforts, term dates are not agreed the section 32B(1) of the 2002 Act gives Welsh Ministers the power to direct local authorities and relevant governing bodies on what their term dates must be.
3. Local authorities are required to inform the Welsh Minister of the term dates set for all maintained schools within their respective areas by the final working day of August. Notification of their 2017/18 term dates was submitted by all 22 local authorities by 28 August 2015.
4. The term dates notified by local authorities fell into two groups. Group A comprised of dates agreed by 16 Local Authorities and Group B comprised of the other six Local Authorities, which included five Authorities in North Wales and Powys. As a result the Welsh Ministers found it necessary to consider using their powers to direct Local Authorities and relevant governing bodies what term dates must be so that term dates are harmonised across Wales.

## WELSH GOVERNMENT CONSULTATION

5. The Welsh Ministers carried out a 12 week consultation from the 9 November 2015 to 1 February 2016 in respect of the harmonising school term dates for all maintained schools in Wales for the school year 2017/18. Seeking views on the term dates that Welsh Ministers proposed to set for all maintained

schools in Wales for 2017/18 and draft Direction. The dates consulted on were:

First day of the year	Monday 4 September 2017
Autumn half term holiday	Monday 30 October 2017 to Friday 3 November 2017
Christmas Holiday	Monday 25 December 2017 to Friday 5 January 2018
Spring half Term	Monday 19 February 2018 to Friday 23 February 2018
Easter Holiday	Friday 30 March 2018 to Friday 13 April 2018
Summer half term	Monday 28 May 2018 to Friday 1 June 2018
Final day of school	Tuesday 24 July 2018

6. A total of 55 responses were received, only nine of which were from local authorities, although it can be assumed that had all 22 local authorities responded their responses would be in line with the notification they originally submitted. Cardiff Council did not respond to the consultation.
7. However, it should be noted that Anglesey local authority responded that the authority neither agreed nor disagreed with the proposed dates, even though the authority previously notified the Welsh Government that it proposed to set term dates in Group A, suggesting that the local authority had changed its position.
8. In deciding whether to direct what term dates must be for 2017/18, The Minister has taken into account the notifications submitted by all 22 local authorities and information from 127 Voluntary Aided (VA) and Foundation schools. They retain responsibility for setting term dates and the Minister is satisfied they have undertaken significant work to ensure dates are as similar as possible.



9. The Minister was also mindful, that due to their hard work in co-operating they were able to ensure that three sets of school holidays are the same across Wales, and has noted that apart from Anglesey - the two sets of term dates selected by local authorities and VA and foundation schools fall into a clear geographical spread between the South Wales authorities, and the North Wales authorities and Powys, and as such considered that this would reduce any impact on parents in terms of childcare.

10. There were however some differences across the two groupings, which can be seen in the tables below:

- Group A - Blaenau Gwent, Bridgend, Caerphilly, Cardiff, Carmarthenshire, Ceredigion, Monmouthshire, Neath Port Talbot, Merthyr Tydfil, Newport, Pembrokeshire, Rhondda Cynon Taff, Swansea, Torfaen, Vale of Glamorgan and Isle of Anglesey along with 90 voluntary aided and foundation schools which aligned with their respective local authorities within Group A.

First day of school year: Monday 4 September 2017.

Autumn half term: Monday 30 October 2017 - Friday 3 November 2017.

Christmas holiday: Monday 25 December 2017 - Friday 5 January 2018.

Spring half term: Monday 19 February 2018 - Friday 23 February 2018.

Easter holiday: Friday 30 March 2018 - Friday 13 April 2018.

Summer half term: Monday 28 May 2018 - Friday 1 June 2018.

Last day of school: Tuesday 24 July 2018.

- Group B – Conwy, Denbighshire, Flintshire, Gwynedd, Powys, Wrexham and 35 VA and foundation schools which aligned with their respective local authority.

First day of school year: Friday 1 September 2017.

Autumn half term: Monday 30 October 2017 – Friday 3 November 2017.

Christmas holiday: Monday 25 December 2017 - Friday 5 January 2018.

Spring half term: Monday 12 February 2018 - Friday 16 February 2018.

Easter holiday: Monday 26 March 2018 - Friday 6 April 2018.

Summer half term: Monday 28 May 2018 - Friday 1 June 2018.

Last day of school: Friday 20 July 2018.

11. The Minister decided not to use powers to direct local authorities and the governing bodies of Voluntary Aided and Foundation schools what term dates must be.

12. The Minister's expectation was that local authorities and VA and foundation schools set their term dates for 2017/18 in line with those they originally

notified to the Welsh Government. The Minister therefore expected Anglesey to review their dates in view of their consultation response and with a view to aligning with its neighboring authorities in Group B.

13. The Minister's decision not to issue a direction on term dates for 2017/18 will not impact on future term date setting arrangements. Local Authorities and relevant schools remain under a statutory duty to co-ordinate and co-operate with each other to ensure that term dates are the same or as similar as possible for 2018/19. The Minister wrote to Local Authorities and schools reminding them to submit notifications of the term dates they propose to set for 2018/19 to the Welsh Government by the last working day of August 2016.

## ENGLISH LOCAL AUTHORITIES

14. Section 32 of the Education Act 2002, states that, a Council has a duty to set school terms and holiday dates for community, voluntary controlled, community special schools and maintained nurseries, in its area. Governing Bodies set the dates for voluntary aided schools and Academy trusts for academies and free schools.
15. In previous years, the Local Government Association has coordinated the preparation of a standard school year draft for each year. However, the LGA has decided to stop coordinating the development of draft models for standard school year.
16. English Local Authorities now have to co-ordinate their term dates across their schools and with neighbouring local authorities. A number have proposed changing the length of the summer break, including

**Barnsley Metropolitan Borough Council** - Barnsley Metropolitan Borough Council agreed that the Borough's term times and holiday dates for 2017 to 2018, will see a shorter summer break and a two-week break at October half-term. This follows consultation with neighbouring South Yorkshire authorities, and trade union/teacher associations as well as further feedback and comments received from head teachers. Following the Call-in period questions were raised about the consultation exercise. Due to the different views of stakeholders, the Council decided to conduct a wider public consultation during 2017/18 on proposals for any future changes. In the meantime the Council will maintain the standard pattern of school holidays.

**Brighton & Hove Council** - The term dates for schools will include an extended autumn half term in the academic year 2017/ 18. The first extended

autumn half term will run from 16 October to 27 October 2017. The same holiday pattern is planned for the 2018 to 2019 school year. The pilot arrangements and changes will be reviewed.

**Kent County Council** – to undertake further consultation on elongating the half term breaks and shorten the summer breaks for 2018/19 and 2019/20.

**Lincolnshire – Tall Oaks Academy Trust** – Two schools have altered the structure of their year to create additional weeks of holiday in term time. In 2015 they adopted a four-week summer holiday which allowed them to add extra weeks holidays to the school's terms in September and November and also two weeks in May.

## **NEWPORT CITY COUNCIL – INSET DAYS**

17. Eveswell Primary School's Governing Body has agreed to coordinate all 5 inset days into one week in June (adding an extra week to the Whitsun half term break). This allows parents to book cheaper holidays and therefore holidays will not affect attendance at other times in the year.

## **GENERAL NATIONAL UNION of TEACHERS COMMENTS**

18. Some MPs and commentators have suggested that the school summer break (usually of five-six weeks) is too long. Yet children need time to re-charge their batteries, play and spend time with their families. The summer break is also essential for the completion of larger building and maintenance projects, including removal of asbestos, which for health and safety reasons cannot take place during term time.
19. In fact schools in Britain have shorter summer holidays than many other countries. The summer breaks is eight weeks long in Belgium, France and Norway; nine weeks in Canada; ten weeks in Finland, Hong Kong, Ireland, Poland and Sweden; 11 weeks in Iceland and 12 weeks in the USA. The summer break in Finland is four weeks' longer than that in England and Wales, yet the country's education system is considered to be among the best in the world. Behind Mexico the UK has the least number of public holidays of any nation in the world.

20. Private schools in the UK have longer summer holidays yet, there is no suggestion that this is disadvantageous for their pupils.
21. Some have argued that a six-week summer break is inconvenient for parents, but the solution is not longer time spent in school but better holiday provision for children.
22. Compressing the summer break into four weeks, as some have suggested, would cause problems for millions of families scrambling to book holidays. There would be even higher prices at peak periods and a greater likelihood that parents would simply take their children out of school during term time.
23. In Wales, responsibility for the setting of school holidays will, as a result of the Education (Wales) Bill, be devolved to the Welsh Government. The Education Minister in Wales has stated that there are no plans to change the existing structure.

## **EVIDENCE REVIEW**

24. The Committee agreed at its meeting on 27 September to undertake an inquiry into amending School term Times in line with the request by Council on 28 July. The first meeting of the task group was held on 14 November 2016, and in attendance were Richard Cook, Joe Boyle, Lynda Thorne, Heather Joyce, Jim Murphy and Carol Cobert.
25. The Members agreed that Cllr Lynda Thorne would be Chair for this Task & Finish group inquiry. Members considered that the key issue for Members to agree at this meeting was whether the group can clearly work towards whether they wish to undertake a detailed analysis of the issue.
26. A representative from the Education and Lifelong Learning Directorate stated that any change to Cardiff's Schools term time dates will require significant consultation across the whole of Cardiff, and any decision would have to have agreement across all school, other bordering local authorities and Consortium Local Authorities. Finally, should Cardiff Council wish to implement their own term time dates then this would have to be approved by the Welsh Government.
27. Members reflected on the information provided, and felt that they were unable to provide a full and detailed response to Cabinet. Members commented that prior to providing any response to the Cabinet, it would be prudent to seek the

views of Head Teachers, Teachers, and School Governor Bodies on whether or not to investigate the possibility of amending school term dates to provide a robust evidence base for their consideration.

28. The Members agreed to undertake a survey of head teachers, teachers, and school governor bodies to canvas their views on the potential for a change in the school term dates. The output of these views could then be used by the Task Group to, agree a way forward for this investigation and form a basis of the Committee's recommendations to Cabinet.
29. Members identified a number of questions, which they felt would provide them with sufficient evidence to form an opinion on their way forward with the investigation.

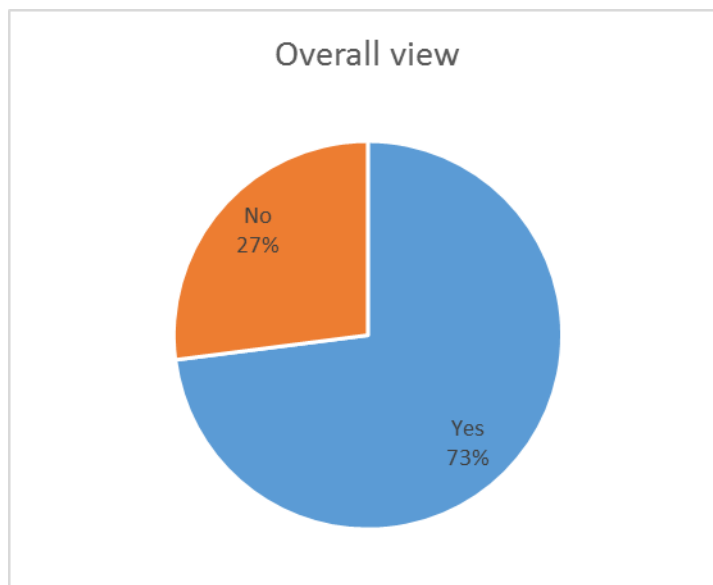
The questions that were agreed were:

- 1) Do you wish for the Council's Cabinet to seek Welsh Government approval to change the School Term time dates to shorten the summer break in order to create an additional week's holiday elsewhere during the school calendar..... YES / NO.
  - 2) Which of these options do you consider would best achieve a change in term dates to reduce the summer term holiday to 5 weeks, choose all that you feel apply.
    - a) Move one weeks summer holiday to the Christmas Holiday.....YES/NO
    - b) Move one weeks summer holiday to Autumn Half term.... .YES/NO
    - c) Move one weeks summer holiday to Spring Half term..... YES/NO
    - d) Move one weeks summer holiday to summer half term.... .YES/NO
  - 3) Do you wish for the Council's Cabinet to agree to consider reorganising Schools Inset Days so that pupils do not have to attend school on Eid al-Adha and Diwali YES / NO
30. The questionnaire was sent to all to head teachers, and the school governor body to respond, Welsh versions of the letter and survey form were also sent to all schools.

## SURVEY OUTCOME

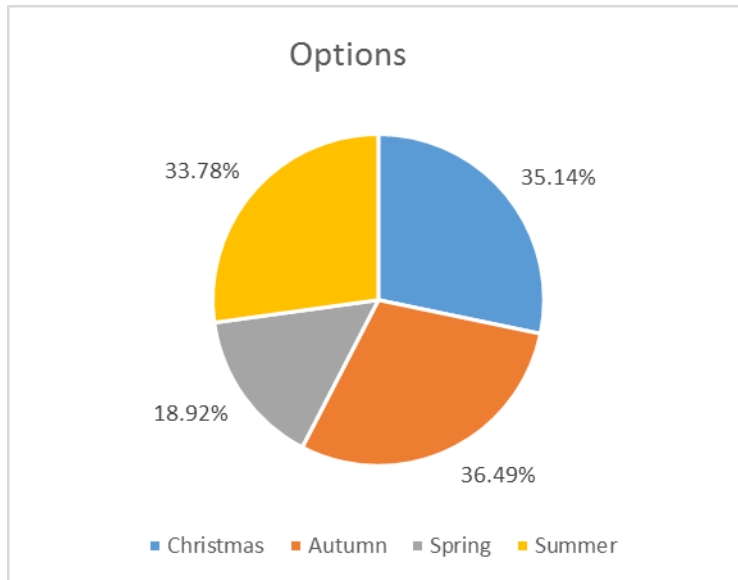
31. The survey was open for responses from the 13 January 2017 to the 20 February 2017. A total of 74 responses were received from the 127 Schools contacted. The survey was also discussed at a Primary Head teachers' Association meeting. Most of the responses were from the Head Teacher and Chair of Governors combined, however where a collection of responses from some schools, so the consensus view was used for these schools. The resultant analysis of all returned survey forms was:

- 1) Do you wish for the Council's Cabinet to seek Welsh Government approval to change the School Term time dates to shorten the summer break in order to create an additional week's holiday elsewhere during the school calendar.  
YES  
NO.

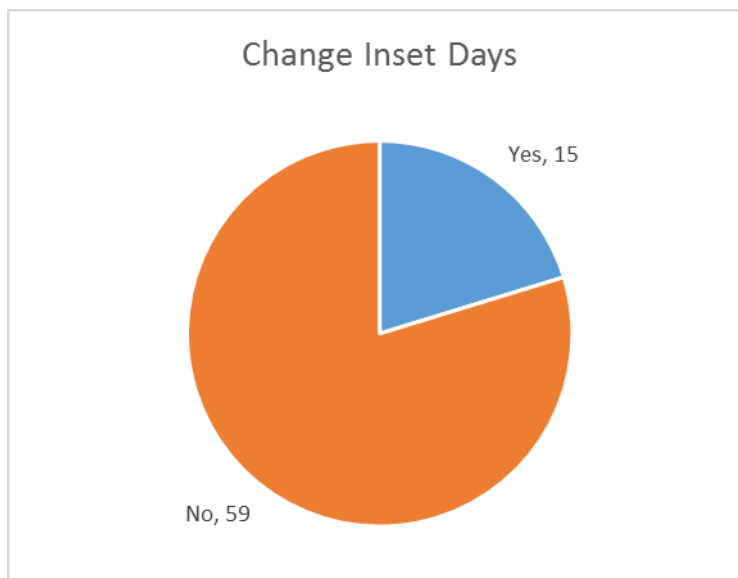


- 2) Which of these options do you consider would best achieve a change in term dates to reduce the summer term holiday to 5 weeks, choose all that you feel apply.
  - a) Move one weeks summer holiday to the Christmas Holiday  
YES  
NO
  - b) Move one weeks summer holiday to Autumn Half term  
YES

- NO
- c) Move one weeks Summer holiday to Spring Half term  
YES
- NO
- d) Move one weeks Summer holiday to summer half term  
YES
- NO



- 2) Do you wish for the Council's Cabinet to agree to consider reorganising Schools Inset Days so that pupils do not have to attend school on Eid al-Adha and Diwali  
YES
- NO



## **FINANCIAL IMPLICATIONS**

The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications.

## **LEGAL IMPLICATIONS**

The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without modification. Any report with recommendations for decision that goes to Cabinet / Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal power of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. standing orders and financial regulations; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.



## RECOMMENDATION TO CABINET

### RECOMMENDATION TO CABINET

The Committee recommends:

That Cabinet considers the overall results from the responses received from Cardiff's Schools and :

- Decides whether it should undertake formal consultation with the view to seeking the Welsh Government's approval to change the School Term Dates for Cardiff's Schools .
- Inform Schools Governing Bodies that they may wish to amend their Inset days to link with Eid al-Adha and Diwali.

**RESPONSE TO THE REPORT OF THE CHILDREN & YOUNG PEOPLE  
SCRUTINY COMMITTEE ON SCHOOL TERM TIMES**

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

**AGENDA ITEM: 5**

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**DIRECTOR OF EDUCATION AND LIFELONG LEARNING**

**Reason for this Report**

1. This report seeks to provide Cabinet with a response to the recommendations made in the report to the March 2017 meeting of the Children & Young People Scrutiny Committee on Schools Term Times.

**Background**

2. The Council at its meeting on 28 July 2016 debated a motion on School Holidays. The Motion, as amended, was carried as follows:

*The Council notes:*

- *The disproportionately expensive cost of holidays during the traditional school holiday period, and the impact these costs have on families in our city;*
  - *That families want to observe designated school holiday periods, but that the excessive cost of taking breaks during these periods can prove prohibitive – meaning families often have to choose between taking no holiday at all, or taking pupils out of school during term time;*
  - *Moves by other councils in the UK to examine existing school term arrangements, with a view to shortening the summer break in order to create an additional week's holiday elsewhere during the school calendar when families can take holidays at a cheaper rate;*
  - *The Council resolves to ask the Members of the Children & Young People Scrutiny Committee to consider, as part of their future work planning, whether they wish to undertake a detailed analysis of the issue.*
3. The Children & Young People Scrutiny Committee agreed at its meeting on 27 September 2016 to undertake an inquiry into amending school term times, in line with the request by Council on 28<sup>th</sup> July 2016. The first meeting of the task

group was held on 14<sup>th</sup> November 2016. Members of the Task Group agreed that prior to providing any report to the Cabinet, it would be prudent to seek the views of Headteachers, teachers, and school Governing Bodies, firstly on whether or not to investigate the possibility of amending school term dates and then to provide a robust evidence base on which to consider their decision.

4. Section 42 of the Education (Wales) Act 2014 (the 2014 Act) made changes to term date setting for maintained schools in Wales by inserting new sections 32A – 32c into the 2002 Act. As a result, Local Authorities retain the right to set term dates for community, voluntary controlled, and community special and maintained nursery schools. Also relevant governing bodies retain the right to set term dates for their schools. A Local Authority is under a duty to co-operate and co-ordinate with each relevant governing body in its area and every other Local Authority in Wales when setting term dates, so that those dates are the same or as similar as can be. Similarly a relevant governing body is under a duty to co-ordinate and co-operate with every other relevant governing body in its local authority area and the local authority in whose area it is situated when setting term dates so that those dates are the same or similar as can be.
5. If, despite best efforts, term dates are not agreed the section 32B(1) of the 2002 Act gives Welsh Ministers the power to direct Local Authorities and relevant governing bodies on what their term dates must be.
6. Local Authorities are required to inform the Welsh Minister of the term dates set for all maintained schools within their respective areas by the final working day of August.
7. All Local Authorities informed the Welsh Minister of their term dates for the 2019/2020 academic year by the 31<sup>st</sup> August 2017. Therefore the earliest any future change could happen would be for the 2020/201 academic year, starting in September 2020.

### **The Children & Young People Scrutiny Committee Report on School Term Times**

8. The final report to the Children and Young People Scrutiny Committee is attached as Appendix A. Following consideration of the report, the Committee made the following recommendation to Cabinet;

*That Cabinet considers the overall results from the responses received from Cardiff's Schools and:*

- *Decides whether it should undertake formal consultation with the view to seeking the Welsh Government's approval to change the School Term Dates for Cardiff's schools.*
  - *Inform Schools Governing Bodies that they may wish to amend their Inset days to link with Eid al- Adha and Diwali.*
10. The report to the Scrutiny Committee contained an evidence review, based upon the results of a survey of Cardiff Headteachers, teachers and school

Governing Body members to canvas their views on the potential for a change in the school term dates. An analysis of the responses to that survey is attached as Appendix B. It shows that responses were received from 58 primary schools, 14 secondary schools and 2 special schools and that a number of responses, particularly from secondary schools, highlighted the potential impact that a significant change to school term dates would have on the examination schedule for pupils.

11. Subsequent to the Scrutiny Task and Finish Group survey, secondary headteachers communicated their views on the matter in a letter dated 5 September 2017 (see Appendix C). In that letter they set out their concerns regarding any proposals to shorten the summer holiday period.

### **Consideration of Issues**

12. As the Scrutiny report notes, there is considerable variation in the pattern of the school year across different countries, and within the UK. With the significant changes to school governance in England in recent years there has been some increase in the variety of term dates within the state sector. There are longstanding differences in term dates between the private and state sector throughout the UK.
13. One factor raised in the Scrutiny report is the affordability of holidays. Prices for holidays taking during term-time are currently markedly cheaper than outside of term time. However, any sustained change in term times for Cardiff schools may well affect future changes in holiday prices, as holiday companies react to increased demand during these periods.
14. Evidence as to the benefits and disadvantages of any particular arrangement is equivocal, and does not point to a clear rationale for change. A key consideration in any review of term dates is therefore the “co-ordination” of dates across Local Authority boundaries. It is important to note that the Scrutiny Report was also written before the statement from the Welsh Government Cabinet Secretary for Education in June 2017 (see Appendix D), which reinforced the message that Local Authorities needed to work together to ensure that term dates were the same, or as similar as possible, across Wales. The statement reminded Local Authorities that if consensus was not achieved that the Welsh Minister had powers under the Education Act 2002 to direct Local Authorities and relevant Governing Bodies on what their term dates must be so that dates are harmonised across Wales.
15. There are in excess of 7,000 staff employed in Cardiff schools. A significant number of these staff live outside the city boundary. Children of these parents will be attending schools in other local authorities. Any change in Cardiff term times, without harmonisation of term times with those local authorities, will have a disproportionate impact on the ability of these employees to facilitate family holidays. It may also have a disproportionate impact on the cost of childcare arrangements.

16. In addition, there is potential for any changes to term-times to have a negative impact on the schedule of GCSE and A Level examinations in Cardiff secondary schools. The dates of examinations are set centrally by the WJEC to take account of harmonised term times and dates in Wales. If Cardiff makes changes to the term times in isolation, the dates of some public examinations may fall during holiday periods. This would cause significant disruption to both schools and families.
17. Whilst the report to the Scrutiny committee contained comments from the National Union of Teachers, it did not give any reference to the impact that a change in term dates would have on the notice periods and start dates for teachers as set out in the Conditions of Service for Teachers in England and Wales (the Burgundy Book).

### **Reason for Recommendations**

18. The reason for the recommendations is to enable the Cabinet to respond to the Report published by the Scrutiny Committee.

### **Financial Implications**

19. There are no financial implications directly arising as a result of this report.

### **HR Implications**

20. The HR implications of any proposals will need to be fully considered as such a change will in fact result in a change to a working pattern set around traditional term dates. Full consultation with the trade unions will be required. The options currently do not impinge on the notice periods and start dates as set out in the Conditions of Service for School Teachers in England and Wales (the Burgundy Book), however it is important that these are taken into account when considering this matter further.

### **Legal Implications**

21. The Council's legal obligations and powers in relation to school term dates are set out fully in the report. The Council also has to satisfy its public sector duties under the Equality Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties Councils must in making decisions have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are: age, gender reassignment, sex, race – including ethnic or national origin, colour or nationality, disability, pregnancy and maternity, marriage and civil partnership, sexual orientation, religion or belief – including lack of belief
22. An Equality Impact Assessment has been undertaken to take into account the responses to the consultation. The purpose of the Equality Impact Assessment is to ensure that the Council has understood the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate

and rational decisions having due regard to its public sector equality duty. The decision maker must have due regard to the Equality Impact Assessment in making its decision.

23. In accordance with the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards included within the Council's Compliance Notice issued by the Welsh Language Commissioner, the Council must also consider the consultation must also consider (a) opportunities for persons to use the Welsh language, and (b) treating the Welsh language no less favourably than the English language.

## **RECOMMENDATIONS**

Cabinet is recommended to agree to the response to the recommendations, as outlined in Appendix E.

**NICK BATCHELAR**

**Director of Education & Lifelong Learning**

6 October 2017

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