

**CABINET MEETING: 12 JULY 2018**

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**SCHOOL ORGANISATION PLANNING: THE PROVISION OF  
ENGLISH-MEDIUM PRIMARY SCHOOL PLACES IN THE  
LLANRUMNEY AREA**

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

**AGENDA ITEM: 5**

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**Reason for this Report**

1. To enable the Cabinet to consider a recommendation to hold public consultation on proposals to rationalise English-medium primary school places in the Llanrumney area, including a proposal to close Glan-yr-Afon Primary School in August 2019.

**Background**

2. The Llanrumney area is served by Bryn Hafod, Glan-yr-Afon, Pen-y-Bryn, St Cadoc's Catholic and St Mellon's CiW English-medium Primary Schools and Ysgol Gymraeg Bro Eirwg.
3. Current English-medium primary school capacity in the Llanrumney area can accommodate up to 1,342 pupils (age 4-11). In January 2017, the number of primary aged pupil on roll (excluding nursery) was 1073, resulting in an overall surplus capacity of 269 places (20%).

**Issues**

4. Glan-yr-Afon Primary School is an English-medium community school located in Llanrumney and within the catchment area for Eastern High.
5. The catchment area of the school includes a Lower Super Output Area (LSOA) identified as one of the most deprived areas in Wales, within the first 5% in the 2014 Welsh Government Index of Multiple Deprivation for Wales. In 2016/17, 46% of learners were registered as entitled to free school meals, significantly above the national average of 18.9% and the Cardiff average of 22.3%.
6. Demand for admission to Glan-yr-Afon Primary School is low, with the majority of children from the catchment area choosing to attend alternative schools. Of the 478 primary aged children resident in catchment at January 2017, 133 attend the school.

7. The current capacity of Glan-yr-Afon Primary School is 292 places, with 151 pupils on roll as at 11 May 2018 resulting in a surplus capacity of 141 places (48%).
8. The level of surplus places at the school has had a significant impact on the funding available and the school currently has a deficit budget in excess of £130,000. The ability of the school to recover this, particularly with a falling roll, is uncertain.
9. The school building is rated as C for condition and suitability (exhibiting major defects/not operating as intended) having reached the end of life at circa 60+ years. Remediation costs are considerable with basic maintenance requirements unable to be addressed by the school owing to budget pressures.
10. An Estyn inspection in January 2015 judged the school's performance as adequate (strengths outweigh areas for improvement) with the school being determined to require monitoring.
11. An Estyn monitoring visit took place in December 2017 and, whilst the school was judged to have made progress in respect of many of the key issues, the improvements were judged to be at an early stage of development. As a result, the school remained on the list of schools in need of monitoring.
12. A follow up Estyn Monitoring visit was undertaken in June 2018. The school was deemed to have made sufficient progress against the specific recommendations following the core inspection undertaken in January 2015 and was therefore removed from Estyn monitoring.
13. In the most recent Welsh Government School Categorisation at January 2018, the school was categorised as Amber (a school in need of improvement which needs help to identify the steps to improve or to make change happen more quickly).
14. Attendance has improved as a result of strategies put in place by the school as a response to one of the Estyn recommendations.
15. Teaching standards are improving; however, the rate of change has not yet been significant enough to attain 'good' levels across the school.
16. There have been interim leadership arrangements at the school to cover the absence of the substantive Headteacher since March 2016. The current temporary arrangement is due to finish at the end of the 2017/18 academic year. An experienced headteacher has been seconded full time to the school with effect from September 2018.
17. The School receives support from the Local Authority and the Central South Consortium (CSC) including training for all teachers on guided reading, teaching and learning, training for all teachers on the Hwb platform and support for the SLT.

18. The school has a Community Base, which is part of the Flying Start Initiative and currently occupies four classrooms at the school. The service works with children from birth to 3 years, parents and the community in a multi-agency approach providing parenting groups and health drop in clinics for parents.
19. In the event of a proposal to close the school being progressed further consideration would need to be given to how alternative facilities could be made available to accommodate the Flying Start provision and any costs associated with this. Any such provision would need to be located in the local area.
20. There is a Wellbeing Class at the school, which offers time limited placements for pupils with emotional health and wellbeing needs at 'School Action Plus'. Up to 8 pupils are admitted for a six month period beginning in September, or at February half term. The pupils are dual registered and continue to hold their place at the home school. They are supported to reintegrate to their home school by the end of the six month placement period. In a small number of cases, if pupils are unable to reintegrate, they may transfer to a more specialist setting at the end of the six month period. None of the pupils are registered as long term pupils of Glan-yr-Afon (unless they happen to be Glan-yr-Afon pupils prior to placement in the Wellbeing Class).
21. The Council funds five Wellbeing classes across the city, and is seeking to establish additional classes in the near future.
22. If Glan-yr-Afon Primary School were to close, the Council would be able to close the Wellbeing Class at the end of a six month placement period, without detriment to the pupils. Capacity for Wellbeing places could be maintained by opening a new class in another school.

## **Supply of and demand for places**

### **Establishing local demand for English-medium school places**

23. The catchment area of Glan-yr-Afon Primary School falls entirely within, and serves part of, the Llanrumney ward. The Llanrumney ward is also served by Bryn Hafod, Pen Y Bryn, St Mellon's CiW and St Cadoc's Catholic Primary Schools
24. The catchment areas of each of these schools lie within the catchment area of Eastern High.
25. In order to calculate the likely demand for school places, historic trends specific to well established school catchment areas have been used. The geographical units that are most suitable to analyse the demand for English-medium primary school places are the discrete catchment areas of Bryn Hafod, Glan-yr-Afon, Pen Y Bryn and St Mellons CiW Primary Schools (attached as Appendix 1).

26. The following paragraphs give details of these catchment areas, the data used and the methodology applied. Projected demand takes account of the recent proportionate demand for places and pre-school population data supplied by the NHS. Forecast demand considers these data and factors in other contextual information.

**Capacity available and quality of education at English-medium primary schools in Llanrumney**

27. The Published Admission Number of Bryn Hafod Primary School is 60 places, and the capacity is 420 places (Reception – Year 6). No regulated alteration associated with these proposals (as defined by the School Organisation Code 2013) is proposed to Bryn Hafod Primary School nor any change to the Published Admission Number (PAN).
28. An Estyn inspection in November 2015 judged the school's performance as adequate (strengths outweigh areas for improvement) with prospects for improvement also judged as adequate. A follow up Estyn monitoring visit in March 2017 judged the school to have made good progress in respect of the key issues for action following the Estyn visit in November 2015 and the school was removed from the list of schools requiring Estyn monitoring.
29. In the most recent Welsh Government School Categorisation at January 2018, the school was categorised as Green (a highly effective school which is well run, has a strong leadership and is clear about its priorities for improvement).
30. The Published Admission Number of Glan-yr-Afon Primary School of 41 places at entry, and capacity of 292 places (Reception – Year 6), is based on how accommodation is assigned to teaching and learning purposes within the school buildings. If classrooms within the school were returned to use as teaching class bases, the school's capacity would reach or exceed 420 places (two forms of entry) with nursery. However, in order to make best use of surplus classrooms the Council has located additional services at the school which have allowed the school's capacity to be assessed as 292 places (1.4 forms of entry) resulting in a Published Admission Number of 41.
31. Details of Glan-Yr-Afon Primary School's performance are outlined in paragraphs 10-13.
32. The Published Admission Number of Pen Y Bryn Primary School is 30 places, and the capacity is 210 places (Reception – Year 6). No regulated alteration or change to the PAN is proposed to Pen Y Bryn Primary School.
33. An Estyn inspection in January 2011 judged the school's performance as adequate (strengths outweigh areas for improvement) with prospects for improvement also judged as adequate. A follow up Estyn monitoring visit in May 2012 judged the school to have made good progress in respect of

the key issues for action following the Estyn visit in January 2011 and the school was removed from the list of schools requiring Estyn monitoring.

34. In the most recent Welsh Government School Categorisation at January 2018, the school was categorised as Yellow (an effective school which is already doing well and knows the areas it needs to improve).
35. The Published Admission Number of St Cadoc's Catholic Primary School of 45 places at entry, and capacity of 315 places (Reception – Year 6), is based on how accommodation is assigned to teaching and learning purposes within the school buildings. If classrooms within the school were returned to use as teaching class bases, the school's capacity would also reach or exceed 420 places (two forms of entry) with nursery. However, in order to make best use of surplus classrooms the school has allocated some classrooms for other curriculum purposes, which has allowed the school's capacity to be assessed as 315 places (1.5 forms of entry) resulting in a Published Admission Number of 45.
36. St Cadoc's Catholic Primary School is a Voluntary Aided school and is its own Admission Authority. The Governing Body of St Cadoc's Catholic Primary School is considering how it plans to use its capacity going forward. Any decision to redesignate this capacity for primary education places would be a matter for consideration by the Governing Body of the school with any permanent increase necessitating consultation in accordance with the requirements of the School Organisation Code.
37. An Estyn inspection in January 2017 judged the school performance as good (many strengths and no important areas requiring significant improvement) with prospects for improvement also judged as good.
38. In the most recent Welsh Government School Categorisation at January 2018, the school was categorised as Green (a highly effective school which is well run, has a strong leadership and is clear about its priorities for improvement).
39. The Published Admission Number of St Mellons CiW Primary School is 15 places, and the capacity is 105 places (Reception – Year 6). No regulated alteration or change to the PAN is proposed to St Mellons CiW Primary School.
40. An Estyn inspection in October 2016 judged the school performance as good (many strengths and no important areas requiring significant improvement) with prospects for improvement also judged as good.
41. In the most recent Welsh Government School Categorisation at January 2018, the school was categorised as Green (a highly effective school which is well run, has a strong leadership and is clear about its priorities for improvement).
42. Table 1 below sets out the numbers of pupils on roll in English-medium primary schools in the Llanrumney area and the level of surplus capacity

at each school at January 2017 (most recent verified school census data).

**Table 1 – Number on Roll and total surplus capacity – Reception to Year 6 (PLASC January 2017)**

School	R	1	2	3	4	5	6	Total	Capacity	Surplus	% Surplus
Bryn Hafod Primary School	41	46	46	40	50	50	44	317	420	103	24.5%
Glan-Yr-Afon Primary School	21	26	18	27	21	31	23	167	292	125	42.8%
Pen-Y-Bryn Primary School	34	29	31	30	35	22	21	202	210	8	3.8%
St Cadoc's Catholic Primary School	41	47	37	38	40	38	30	271	315	44	14.0%
St Mellons CiW Primary School	18	16	18	17	15	15	17	116	105	-11	-10.5%
<b>Grand Total</b>	<b>155</b>	<b>164</b>	<b>150</b>	<b>152</b>	<b>161</b>	<b>156</b>	<b>135</b>	<b>1073</b>	<b>1,342</b>	<b>269</b>	<b>20.0%</b>

### **Current take up of places at primary schools in Llanrumney**

43. Table 2 overleaf sets out the number of pupils resident in January 2017 within the catchment areas serving English-medium primary schools in Llanrumney, enrolled in English-medium primary schools, and the number of pupils enrolled at Glan-yr-Afon Primary School.

**Table 2 – Take up of places at Llanrumney primary schools, Reception to Year 6 (PLASC January 2017)**

	Catchment area					
School attended	Bryn Hafod Primary School	Glan-Yr-Afon Primary School	Pen-Y-Bryn Primary School	St Mellons CiW. Primary School	Other areas	Number on roll
Bryn Hafod Primary School	168	59	18	0	72	317
Glan-Yr-Afon Primary School	10	133	9	0	15	167
Pen-Y-Bryn Primary School	36	58	66	1	41	202
St Cadoc's Catholic Primary School	41	157	37	0	36	271
St Mellons CiW Primary School	14	10	46	10	36	116
Local pupils attending other schools	108	61	66	50		
<b>Total resident in each catchment area attending EM primary schools</b>	<b>377</b>	<b>478</b>	<b>242</b>	<b>61</b>		

44. It is notable when comparing the demand for places at English-medium schools in each catchment area (in Table 2), with the take up of places at each school (in Table 1) that:
- 133 (28%) pupils resident within the Glan-yr-Afon Primary School catchment area attend the school
  - 157 (33%) pupils resident within the Glan-yr-Afon Primary School catchment area attend St Cadoc's Catholic Primary School
  - 61 (13%) pupils resident within the Glan-yr-Afon Primary School catchment area attend other primary schools outside the Llanrumney area.
45. Whilst the number of pupils on roll at Glan-yr-Afon has increased year on year from 2013 – 2017, the number of pupils taking up places at entry to Reception at Glan-yr-Afon Primary School has been significantly lower than the overall demand from within its existing catchment area as some parents have expressed a preference for other English-medium community or faith schools and have gained admission for their children.

#### **Admission to Reception classes – September 2017 and September 2018**

46. The number of pupils admitted to Reception at Glan-yr-Afon Primary School has not exceeded 25 pupils over the past 5 years. There are presently 18 pupils enrolled in Reception class and 14 pupils are allocated places for entry to Reception year in September 2018\*.  
\*(Source: EMS ONE live database, 13 June 2018).
47. Although Pen Y Bryn Primary School is oversubscribed at entry to Reception Year in September 2018, eight of the 30 places allocated are to pupils resident outside of the school's catchment area. Each of the pupils refused admission to the school could be accommodated at alternative local schools.

#### **Projected demand for English-medium community primary school places within the English-medium catchment areas serving Llanrumney**

48. Projected demand for English-medium community school places in each of the primary school catchment areas within varies.
49. Table 3 below sets out the recent and projected demand for places at entry to Reception year in the English-medium community primary school catchment areas in Llanrumney.

**Table 3 – Recent and projected demand for places at entry to Reception within each catchment area**

<b>Catchment area</b>	<b>Published Admission Number</b>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>	<b>2018-19</b>	<b>2019-20</b>	<b>2020-21</b>
Bryn Hafod Primary School	60	51	42	36	44	34	35
Glan-Yr-Afon Primary School	41	37	41	39	35	40	38
Pen-Y-Bryn Primary School	30	15	27	23	25	27	28
<b>Total</b>	<b>131</b>	<b>103</b>	<b>110</b>	<b>98</b>	<b>104</b>	<b>101</b>	<b>101</b>

50. The projected demand for English-medium community primary school places across the combined catchment areas of Bryn Hafod, Glan-yr-Afon, Pen Y Bryn and St Mellons CiW Primary Schools at entry to Reception is less than the combined Published Admission Numbers in future years until 2020-21, the last year for which projection data are available.
51. The most recent data update from the NHS also indicates that the cohort of pupils in the Llanrumney area that would enter Reception Year in 2021-22 will be fewer in number than recent cohorts.

### **St Cadoc's Catholic Primary School**

52. Admissions to St Cadoc's Catholic Primary School are administered by the Governing Body of the School. The oversubscription criteria for the school give priority to Baptised Catholic Children. In 2017, approximately 47% of pupils enrolled met these criteria.
53. The vast majority of pupils enrolled at St Cadoc's Catholic Primary School are resident in Llanrumney (87% of pupils, in January 2017).
54. Pupil projections for the local area do not indicate that there will be a significant increase in the pupil population in the area. It is therefore reasonable to forecast that, if no changes were made to the organisation of schools in the area, a similar proportion of pupils resident in Llanrumney would be admitted to the school in future years. The below table indicates the number of pupils enrolled in Reception Year in the past five years.



		PLASC (January)				NOR (September)
School	Published Admission Number	2013-14	2014-15	2015-16	2016-17	2017-18
St Cadoc's Catholic Primary School	45	35	34	47	41	30

### Supply of and demand for Welsh-medium places

55. Ysgol Bro Eirwg and Ysgol Pen Y Pil each serve parts of the Llanrumney, Rumney, Trowbridge and Old St Mellons wards. The Published Admission Numbers for these schools are 60 and 30 respectively.
56. In 2017 the Council received approval in principle by Welsh Government of its Strategic Outline Case for Band B of the 21st Century Schools Programme, which included a proposal that Ysgol Pen y Pil is enlarged and its capacity increased by 30 places per year to a two form of entry school (2FE). This proposal seeks to address a projected shortfall in Welsh-medium primary school places in the east of Cardiff.
57. The demand for places at Welsh-medium primary schools remains at a high level. However, in the first round of admissions for entry in September 2017 and 2018 all pupils resident in these catchment areas were able to be allocated a place at their catchment area school, if this was stated as their preference.
58. It would therefore be prudent to continue to monitor the demand for Welsh-medium primary school places in the local area, and to bring forward separate proposals to balance the supply of and demand for places at the appropriate time.
59. The catchment areas of Ysgol Bro Eirwg and Ysgol Pen Y Pil lie within the catchment area of Ysgol Gyfun Gymraeg Bro Edern. There are sufficient places at the school to accommodate all pupils resident within its catchment area who are enrolled in Welsh-medium primary schools and expected to promote to Welsh-medium secondary education

### Additional housing in Llanrumney

60. A number of new housing developments have been proposed in Llanrumney through the Cardiff Housing Partnership in recent years. The net yield of pupils from these developments is not expected to have a significant impact on the number of pupils requiring places at primary schools in Llanrumney.

61. The new housing development totalling 106 dwellings at Braunton Crescent and Clevedon Road, following the demolition of 121 apartments, would result in a net decrease in the number of dwellings. However, the total yield of pupils from the new housing development, which includes 24 two bedroom houses and 55 three bedroom houses, is estimated at 17 primary age pupils and 14 secondary age pupils. On average, the pupil yield from this housing development is fewer than 3 per year group.
62. The new housing development at the former Llanrumney Housing Depot site, resulting in a net increase of 32 dwellings, is expected to yield fewer than one pupil per year group.
63. In the event that additional housing is proposed on the former Llanrumney High School site, Ball Lane, it is understood that site constraints would limit any development to the north eastern corner of the site. Consideration of the impact of any new housing development proposed would be necessary at the time of planning application.
64. In the event that the quantum of dwellings on any proposed housing development in Cardiff was such that the level of surplus places in any type of local school provision (English-medium, Welsh-medium, primary or secondary) would fall below 5%, the Council would seek developer (s106) contributions, in accordance with the adopted Supplementary Planning Guidance, towards the additional school places required.
65. In summary, the combined yield of fewer than four pupils per year group from the known housing developments is not expected to have a significant impact on the number of pupils requiring places at primary schools in Llanrumney.

### **Summary of forecast supply of and demand for school places**

66. Whilst the majority of pupils enrolled at Glan-yr-Afon Primary School are resident within the catchment area of the school, the number enrolled represents a low proportion of the pupils eligible to attend the school.
67. In the event that there was an increase in the number of pupils enrolled at Glan-yr-Afon Primary School, the level of surplus places across the Llanrumney area would remain at a similarly high level as the number of pupils enrolled at other schools would likely reduce.
68. Appendix 2 details the current capacity and Published Admission Number at entry to each primary school in the wards of Llanrumney, Old St Mellons, Rumney and Trowbridge, and the number of pupils enrolled in each year group.
69. As there is no significant growth in pupil numbers projected within the local area it is not anticipated that the number of pupils admitted to the school in future years would significantly increase the overall number of pupils enrolled. Data supplied by the NHS annually in respect of children resident in Cardiff has consistently indicated that number of pupils in the

cohorts born after the 2011-12 school year, who would enter primary education in 2016-17, has reduced.

70. If no changes were made to schools in Llanrumney, Old St Mellons, Rumney and Trowbridge the overall surplus, of 11.5% in 2017-18, would therefore be expected to increase further.
71. It should be noted that any forecast / projection data for the catchment areas of the schools named in the preceding paragraphs is likely to be different to that which may be forecast when changes to the organisation of the schools and/ or catchment areas are implemented.

## **Summary**

72. The low intakes to Glan-yr-Afon Primary School and high level of surplus places has a detrimental impact on the budget of the school and its ability to deliver a high standard of education. Whilst there are surplus places in other schools serving the Llanrumney area, and there is no significant projected growth in pupil numbers in the area, it is not likely that the number of pupils enrolled at the school would increase significantly.
73. Financial pressures are likely to continue with revenue implications due to the low number of pupils impacting on the ability of the school to manage the existing accommodation
74. The quality of accommodation and education available at other schools in the area is of a higher standard with the potential for demand for places to be met at these schools.
75. In the event that the closure of Glan-yr-Afon Primary School was progressed, demand for English-medium primary school places in the area could be met through a combination of existing places available at local community primary schools together with the re-designation of existing capacity at St Cadoc's Catholic Primary School. This re-designation, combined with the closure of Glan-yr-Afon Primary School would facilitate a net reduction of 187 surplus primary school places (0.9FE).
76. In the event that the Governing Body of St Cadoc's Catholic Primary School determined a Published Admission Number of 60 places per year group, the expansion of St Cadoc's Catholic Primary School from 315 places (1.5FE) to 420 places (2FE) could be achieved by utilising existing accommodation to provide additional classrooms. The expansion of other schools in the Llanrumney area would require significant capital investment.
77. The St Cadoc's Catholic Primary School site is within close proximity of the Glan-yr-Afon Primary School site. Whilst some children transferring from Glan-yr-Afon to St Cadoc's Catholic Primary School would be required to travel a greater distance to St Cadoc's, the maximum increase in distance travelled would be 0.3 miles. The next nearest

alternative English-medium schools to Glan-yr-Afon Primary School are Pen y Bryn Primary School (0.9 miles), St Mellons CiW Primary School (0.9 miles) and Bryn Hafod Primary School (1.0 miles).

### **Nursery Provision**

78. Children in Cardiff are entitled to a part-time nursery place from the start of the term following their third birthday and must attend for a minimum of five half days. Nursery places are not allocated on a catchment area basis. Wherever possible places are offered in a local community school or nursery class within two miles of a child's place of residence. If places are unavailable in local community nursery schools or nursery classes, parents may apply for nursery education place funding with an approved provider that has to demonstrate it is able to meet the relevant quality.
79. There is scope to increase nursery provision at St Cadoc's Catholic Primary School and subject to minor alternations there is potential for some further places to be made available at Bryn Hafod Primary School.

### **Admission arrangements**

80. The only changes the Council's policy on the admission of children to schools as a result of these proposals relate to the configuration of primary school catchments in the local area.
81. The catchment area map attached as Appendix 1 sets out the current catchment areas for Glan-yr-Afon, Bryn Hafod, Pen y Bryn and St Mellons (CiW) Primary Schools.
82. Should the proposal to close Glan-yr-Afon Primary School be implemented, and the Admission Number at St Cadoc's RC Primary School be increased to 60 places per year group, it would be necessary to consult on revising primary school catchment area arrangements in the Llanrumney area, in accordance with the requirements of the Welsh Government's School Admissions Code, in order to achieve a better match of future catchment populations to the local school capacities.
83. Detailed information regarding admission arrangements is contained in the Council's Admission to Schools booklet, and this information can also be viewed on the Council's website ([www.cardiff.gov.uk](http://www.cardiff.gov.uk)).
84. In the event that Glan-yr-Afon Primary School was to close in August 2019, those pupils on roll at that time would require places at alternative schools. The below table compares the number of pupils enrolled in 2017-18 with the number of surplus places available at other English-medium primary schools in the Llanrumney area in the event that the increase to the Published Admission Number at St Cadoc's Catholic Primary School were implemented.

School	Pupils in year group							Total Year 0-5	Surplus Year 0 -5
	R	1	2	3	4	5	6		
Glan-Yr-Afon Primary School – pupils enrolled	21	26	18	27	21	N/a	N/a	113	
<b>Surplus Places:</b>									
Bryn Hafod Primary School	19	14	14	20	10	N/a	N/a		77
Pen-Y-Bryn Primary School	-4	1	-1	0	-5	N/a	N/a		-9
St Cadoc's Catholic Primary School	19	13	23	22	20	N/a	N/a		97
St Mellons C.W Primary School	-3	-1	-3	-2	0	N/a	N/a		-9
<b>Combined surplus</b>	<b>31</b>	<b>27</b>	<b>33</b>	<b>40</b>	<b>25</b>				<b>156</b>

85. At present there are 113 pupils enrolled in Reception – Year 4. In the event that the closure of Glan-Yr-Afon Primary School and increase to the Published Admission Number at St Cadoc's Catholic Primary School were implemented, there would be 156 net surplus places available in the remaining schools in Llanrumney that could accommodate pupils from Glan-Yr-Afon Primary School.
86. The redesignation of existing accommodation at St Cadoc's Catholic Primary School would therefore ensure that there are sufficient English-medium primary school places in the Llanrumney area to accommodate all pupils that would require a transfer from Glan-yr-Afon Primary School.
87. In the event that a permanent increase to the Published Admission Number at St Cadoc's Catholic Primary School were not implemented, the Council could consult at a later date on alternative changes to catchment areas and redesignation of school capacities across a wider area including Llanrumney, Old St Mellons, Rumney and Trowbridge to achieve an appropriate match in pupil populations to school capacities.

### Implications for secondary school provision

88. The current catchment area of Glan-yr-Afon Primary School is served by Eastern High (English-medium) and Ysgol Gymraeg Bro Edern. If the proposed closure of Glan-yr-Afon Primary School were progressed this would continue to be the case.
89. Pupils transferring from Glan-yr-Afon Primary School to another primary school would be neither advantaged nor disadvantaged when applying for admission to a community secondary school.

### Reason for Recommendations

90. To consider the proposed rationalisation of primary school places in the Llanrumney area.

## **Local Member consultation**

91. Local Members have been consulted on the proposals and have been briefed on the issues around surplus places in the local area, the impact of this on Glan-yr-Afon Primary School and the importance of ensuring resources are used to maximise outcomes for all learners.
92. The Members queried the sufficiency of places in the event of the proposal being progressed given planned developments for the area. Information outlining the projected yield of pupils from known housing developments in the Llanrumney is included at paragraphs 50-55.

## **Financial Implications**

93. The recommendation to close Glan-yr-Afon primary school, and redistribute the catchment, gives rise to a number of financial implications, both in terms of Glan-yr-Afon and the neighbouring primary schools.
94. The annual revenue funding allocation for each individual school comprises a combination of fixed lump sum elements and per pupil funding amounts based on the number of pupils within the school. At the point of closure, it will be necessary to retain the amounts relating to individual pupils within the overall Council school budget. This will be necessary for ensuring that the schools who receive the additional pupils are funded appropriately for those pupils. The elements within the individual school budget which are based on lump sums or premises, for example, will be released at the point at which the school is closed. Consideration will need to be given as to the use of those funds going forward. It may be that those amounts are recycled within the overall formula or redesignated for an alternative purpose. In addition, should a decision be taken to relocate the specific ALN provision, it will be necessary to transfer funding to the school that hosts the provision going forward.
95. As well as the budget released, any decision to close the school could give rise to exit costs associated with staff who do not successfully transfer to another role within the Council. Therefore, as part of the process to close the school, it will be necessary to identify and quantify any redundancy, or pension strain, costs that arise for those employees who cannot be redeployed into another role. In addition, should there be a net surplus or deficit school balance at the point of closure, it will be necessary for this to be written out as part of the closure of accounts process for the 2019/20 financial year. The final balance will largely be dependent upon the pupil numbers within the school during the period prior to closure.
96. In addition to the revenue funding implications of any decision to close the school, there will be capital considerations to make as part of the process. Should there be a decision to dispose of the site, then it will be necessary to consider options for future use of the site and any costs that would be incurred in undertaking that disposal, such as demolition of the

existing buildings. These costs would potentially impact upon any capital receipt that would be received, should the site be sold or developed upon. Any receipt that would be received would be earmarked for use in funding the wider School Organisational Plan Programme and meeting the capital receipt target identified as part of the programme. Furthermore, it would be important to minimise, as much as possible, the amount of time that the site was inactive, in order to limit the amount of revenue costs incurred in keeping the site secure, prior to any development.

### **Legal Implications**

97. Under the Education Act 1996, the Council has a general statutory obligation to promote high standards of education and to provide sufficient school places for pupils of compulsory school age.
98. A local authority can make proposals to discontinue a community school under section 43 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. The first recommendation seeks authority to carry out that statutory consultation. The recommendation seeks authority to carry out that statutory consultation. Any proposals must be the subject of full and fair consultation and due regard must be had by the Cabinet to the responses before a final decision is taken.
99. A proposal to increase the capacity of a school is a regulated alteration under the School Organisation Code and section 42 of the Schools Standards and Organisation (Wales) Act 2013. For voluntary aided schools, the Governing Body of the school would consult upon any proposal. The Council would have to respond to any consultation proposal and may determine it if there are no objections.
100. Catchment areas and published admission numbers of schools are part of the admission arrangements and therefore the statutory consultation within the School Admission Code and the Education (Determination of Admission Arrangements) Regulations 2006 would also need to be followed for these recommendations.
101. The decision about these recommendations has to be made in the context of the Council's public sector equality duties. The Council also has to satisfy its public sector duties under the Equality Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties, Councils must in making decisions have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. The Protected characteristics are: age, gender reassignment, sex, race – including ethnic or national origin, colour or nationality, disability, pregnancy and maternity, marriage and civil partnership, sexual orientation, religion or belief – including lack of belief. If the recommendations in the report are accepted and statutory notices

published undertaken, the Council will have to consider further the equalities implication and an Equality Impact Assessment may need to be completed.

102. The Council also has to consider its obligation under section 88 and schedule 10 of the Equality Act 2010 to prepare and implement an accessibility strategy. The strategy should increase disabled pupils' access to the curriculum and improve the physical environment and the provision of information. Section 84 and 85 of the School Standards and Organisation (Wales) Act 2013 and the Welsh in Education Strategic Plans and Assessing Demand for Welsh Medium Education (Wales) Regulations 2013, set out the statutory obligations for all local authorities to prepare, submit, publish and revise Welsh in Education Strategic Plans (WESPs).
103. The Council has to be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards when making any policy decisions and consider the impact upon the Welsh language, the report and Equality Impact Assessment deals with all these obligations. The Council has to consider the Well-being of Future Generations (Wales) Act 2015 and how this strategy may improve the social, economic, environmental and cultural well-being of Wales.

### **HR Implications**

104. The Council has a Human Resources SOP Framework which has been produced in consultation with key stakeholders including head teachers, governors, representatives of the diocesan authorities and the trade unions. It provides the basis for managing the human resources issues associated with School Organisation Planning and its purpose is to support governing bodies and staff working in schools, through a variety of strategies and with the ultimate aim of minimising compulsory redundancies across schools in Cardiff.
105. In the period leading up to the school closure the Council will work with the school leadership and governing body to ensure that staff continue to be supported and motivated during what may be a potentially difficult situation. Full consultation with staff and trade unions will need to begin immediately following the outcome of this report. A school closure places school staff at a potential risk of redundancy and this will need to be managed in line with the School Redeployment and Redundancy Policy which has been adopted by the Governing Body.
106. A key aspiration for the Council is to achieve staff reductions as far as possible through redeployment rather than voluntary or compulsory means. Therefore the Council is committed to maximising opportunities for school staff to secure employment in other schools in Cardiff, and in particular, given the proposals to increase the size of St. Cadoc's where there are additional staffing requirements the Council will advocate that these vacancies are considered as redeployment opportunities for affected staff at Glan-yr-Afon.



107. Full support will be offered to the school staff and Governing Body by HR People Services throughout the reorganisation, this will involve attendance at consultation meetings, meetings with school staff where appropriate and the circulation of a Frequently Asked Questions document.

## **Transport**

108. Travel to school creates pressure on the transport network. Around 30% of all car-based trips during the morning peak are journeys to educational establishments.
109. There are an estimated 110,000 trips (two-way) to school each day in Cardiff. 40,000 of these trips are made by car.
110. Car travel to school negatively impacts upon levels of congestion, air quality and parking pressures and child safety within the vicinity of school premises.
111. Many journeys to school are very short. 75% of journeys to education are within 3km of people's homes. More of these journeys could be made by active modes if improvements could be made to the safety of roads and routes for walking and cycling within school catchment areas.
112. It is important that the rationalisation of school places does not lead to an increase in car-based journeys to the schools which would facilitate the places lost through the proposed closure of Glan-Yr-Afon Primary School in August 2019. It is noted that whilst St Cadoc's Primary school is located in close proximity to Glan-Yr-Afon Primary School, the other alternative English medium schools are situated some distance away. This means that children who opt to transfer to schools other than St Cadoc's may be required to travel further to school and be taken there by car.
113. St Cadoc's school already experiences a number of problems with congestion and car parking at either end of the school day. Speeding traffic along Ball Road is also a problem.
114. In light of these issues, it is strongly recommended that provision is made for all the schools affected by these changes to develop and implement Active Travel Plans. Such plans will include educational and training activity to promote active travel to school and the development of physical improvements within the neighbourhoods surrounding school premises to make active journeys to school easier and safer. The Transport team is willing to assist this process, although it is essential that the education service can contribute towards the additional resources that will be necessary to facilitate the development of the Active Travel Plans and the implementation of associated physical infrastructure arising out of the proposal.

## **Learner Travel Arrangements**

115. There are no plans to change the Council's policy on the transport of children to and from school. Any pupils affected by this proposal would be offered the same support with transport as is provided throughout Cardiff and in accordance with the same criteria that apply across Cardiff. The Council's transport policy for school children can be viewed on the Council's website ([www.cardiff.gov.uk](http://www.cardiff.gov.uk))

## **Equalities**

116. An initial Equality Impact Assessment has been carried out (Appendix 3) and concluded that these proposals would not adversely affect a particular group in society. This assessment will be reviewed following consultation. If the proposal were to proceed, further equality impact assessments would be undertaken including an assessment of any adaptation of existing accommodation.

## **Community Impact**

117. The following are taken into account when considering a proposal: Public Open Space, parkland, noise and traffic congestion. Officers will work with schools and any community group to ensure that the proposal avoids negative impacts where possible.
118. The schools subject to the proposals are existing schools which offer a range of after school activities and some 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 authorise officers to:

1. Consult on a proposal to discontinue Glan-yr-Afon Primary School from 31 August 2019 including changes to community primary school catchments in the local area.
2. Note that officers will bring a report on the outcome of the consultation to a future meeting to seek authorisation as to whether to proceed to publish proposals in accordance with section 48 of The School Standards and Organisation (Wales) Act 2013.
3. Note that any decision to redesignate capacity at St Cadoc's Catholic Primary School for primary education places would be a matter for consideration by the Governing Body of the school with any permanent increase necessitating consultation in accordance with the requirements of the School Organisation Code

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>NICK BATCHELAR</b> <b>Director of Education &amp; Lifelong Learning</b>
	<b>6 July 2018</b>

*The following appendices are attached:*

Appendix 1 – Catchment area map

Appendix 2 – School Number on Roll data

Appendix 3 - Statutory Screening Tool