

**CABINET: THURSDAY, 24 JANUARY 2019 at 2.00 PM**

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A Cabinet Meeting will be held in Committee Room 3 at County Hall on Thursday 24 January 2019 at 2.00 pm

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**A G E N D A**

- 1 Minutes of the Cabinet meeting held on 13 December 2018 *(Pages 3 - 8)*

**Leader**

- 2 Reform of Fire and Rescue Authorities in Wales *(Pages 9 - 16)*

**Education, Employment & Skills**

- 3 21st Century Schools, Band B: Replacement Fitzalan High School *(Pages 17 - 138)*
- 4 The Performance of Cardiff Schools 2017-18 *(Pages 139 - 206)*

**Finance, Modernisation & Performance**

- 5 Corporate Safeguarding Board Progress Report *(Pages 207 - 240)*
- 6 Corporate Safeguarding Board Policy *(Pages 241 - 306)*
- 7 National Non-Domestic Rates - Write Offs *(Pages 307 - 312)*

**Investment & Development**

- 8 Draft Economic Strategy 'White Paper' *(Pages 313 - 370)*

**Social Care, Health & Wellbeing**

- 9 The Supported Living Service for Adults with a Learning Disability *(Pages 371 - 394)*

**Strategic Planning & Transport**

- 10 Supplementary Planning Guidance Flats & Student Accommodation *(Pages 395 - 434)*



## **Scrutiny Items**

- 11 To receive the Report of Children and Young People Scrutiny Committee & Community and Adult Services Scrutiny Committee entitled 'Preventing Young People's Involvement in Drug Dealing' (*Pages 435 - 516*)
- 12 Report of Economy & Culture Scrutiny Committee entitled 'Council Workshops & Innovation Premises' (*Pages 517 - 554*)

## **PAUL ORDERS**

Chief Executive

**This document is available in Welsh / Mae'r ddogfen hon ar gael yn Gymraeg**



**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**MINUTES**

CABINET MEETING: 13 DECEMBER 2018

Cabinet Members Present: Councillor Huw Thomas (Leader)  
Councillor Peter Bradbury  
Councillor Russell Goodway  
Councillor Graham Hinchey  
Councillor Sarah Merry  
Councillor Lynda Thorne  
Councillor Chris Weaver  
Councillor Caro Wild

Observers: Councillor Joe Boyle  
Councillor Keith Parry  
Councillor Adrian Robson

Officers: Paul Orders, Chief Executive  
Christine Salter, Section 151 Officer  
Davina Fiore, Monitoring Officer  
Joanne Watkins, Cabinet Office

Apologies: Councillor Susan Elsmore  
Councillor Michael Michael

**63 COMMUNITY COUNCILS CHARTER**

Cabinet considered a report containing a revised Community Councils Charter which set out the commitments of the Council and each of the 6 Community Councils to work together for the benefit of local communities. It was intended to support structured engagement between the councils across the range of their functions.

**RESOLVED:** that

1. the updated draft Charter appended as **Appendix B** be approved, subject to any agreed amendments;
2. the Leader be authorised to sign the updated Charter on behalf of Cardiff Council; and
3. authority be delegated to the Monitoring Officer, in consultation with the relevant Cabinet Member and the six Community Councils, to make any



further minor amendments to the Charter as may be required from time to time.

#### **64 CENTENARY FIELDS**

A report outlining details of the centenary fields initiative to secure recreational spaces in perpetuity to honour the memory of the millions of people who lost their lives in World War I 1914 – 1918 was considered. It was proposed that Alexandra Gardens and Grange Gardens be nominated as candidate sites.

**RESOLVED:** that

- 1) the dedication of the sites referred to in the report be approved in principle and subject to consultation.
- 2) Authority be delegated to the Director of Economic Development to progress the consultation process with stakeholders and local ward members in order to finalise the proposed disposal details, prior to any advertisement.
- 3) the proposed disposal of the sites indicated in the report be advertised in accordance with the relevant section of the Local Government Act 1972 and that the outcomes be reported back to a future meeting.

#### **65 THE PROVISION OF ENGLISH-MEDIUM PRIMARY SCHOOL PLACES IN THE LLANRUMNEY AREA**

Cabinet received a report containing details of the responses received following consultation of proposals to rationalise English-medium primary school places in the Llanrumney area, including a proposal to close Glan-yr-Afon Primary School. Given the response to the consultation it was proposed that the proposal to close Glan-Yr-Afon primary school should not be progressed at this time and as a temporary measure the capacity be reduced to one form of entry from September 2020 and that further work be undertaken to develop modified proposals for consideration.

**RESOLVED:** that

1. It be noted that consultation on the 2020/2021 admission arrangements will include a proposed reduction of the Published Admission Number of Glan-yr-Afon Primary School from 41 places to 30 places;
2. Officers be authorised to explore the viability of modified proposals to the closure of Glan-yr-Afon Primary School;
3. Officers be authorised to bring a further report to Cabinet for consideration setting out details of how the provision of community English medium primary school places in the Llanrumney area can be addressed.

#### **66 21ST CENTURY SCHOOLS (BAND B: REDEVELOPMENT OF CANTONIAN, WOODLANDS AND RIVERBANK SCHOOLS.**

***Councillor Peter Bradbury declared a personal interest and left the meeting during consideration of this item.***



Cabinet considered proposals to hold a public consultation for developing the Doyle Avenue education site with an expanded form of entry replacement Cantonian High School and the transfer of an expanded Woodlands Special School and Riverbank school to the site.

**RESOLVED:** that

1. officers be authorised to consult on proposals to:
  - Replace the Cantonian High School buildings with new build accommodation on the same site expanding the school from six forms of entry (6FE) to eight forms of entry (8FE) with sixth form provision for up to 250 pupils;
  - Expand the Specialist Resource Base (SRB) for learners with an Autism Spectrum Condition (ASC), hosted at Cantonian High School from 20 to 30 places in purpose built accommodation in the new school buildings;
  - Transfer Woodlands Special School to the Doyle Avenue site and increase the capacity from 140 places to 240 places in new build accommodation;
  - Transfer Riverbank Special School to the Doyle Avenue site and increase the capacity from 70 to 140 places in new build accommodation.
2. it be noted 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.

**67 SCHOOL ORGANISATION PLANNING: PROPOSAL TO MAKE A REGULATED ALTERATION TO GREENHILL SPECIAL SCHOOL**

Cabinet was advised that Welsh Government had modified the implementation date of proposal to make a regulated alteration to Greenhill Special School by extending the age range from 11-16 – 11-19.

**RESOLVED:** that

1. Welsh Government approval of the proposal subject to agreement of the modified date for implementation be noted
2. the modified date for implementation of the proposal to extend the age range of Greenhill Special School from 11-16 – 11-19 be agreed and the capacity be increased with effect from 01 September 2019

**68 MILLENNIUM STADIUM PLC - CHANGES TO ARTICLES OF ASSOCIATION AND ASSOCIATED FINANCIAL ARRANGEMENTS**

***Appendix A to this report is exempt from publication pursuant to the Local Government Act 1972, Schedule 12a Part 4 Paragraph 14***



***Councillor Huw Thomas and Paul Orders (Chief Executive) declared personal and prejudicial interests in this item as Directors of the Millennium Stadium Plc and left the meeting during consideration of this item.***

Cabinet considered granting consent as the Special Shareholder in Millennium Stadium plc to proposed changes to the company's Articles of Association and associated financial arrangements.

**RESOLVED:** that the granting of consent on behalf of the Council, as the Special Shareholder of Millennium Stadium plc (as required under the company's Articles 4.3 (a), (l), (m) and (q)), to the proposed changes to the company's Articles of Association and associated financial arrangements be approved. This includes consent for Millennium Stadium plc to have the ability to increase its indebtedness up to a revised threshold and for the company to enter into a guarantee and/or debenture in the future, subject to approval by the company's board.

#### **69 CORPORATE RISK REGISTER - QUARTER 2 2018/19**

The Corporate risk register position for quarter 2 of 2018/19 was considered by the Cabinet. The report contained assessments of risk together with mitigating actions.

**RESOLVED:** that the content of the Corporate Risk Register be noted

#### **70 CALCULATION OF COUNCIL TAX BASE 2019/20**

Cabinet considered the Council Tax base for the year 2019/20.

**RESOLVED:** that

- (1) the calculation of the Council's tax base for the year 2019/20 be approved;
- (2) pursuant to this report and in accordance with the Local Authorities (Calculation of Tax Base) (Wales) Regulations 1995, as amended, the amount calculated by Cardiff Council as its Council Tax Base for the year 2019/20 shall be 145,499;
- (3) pursuant to this report and in accordance with the Local Authorities (Calculation of Tax Base) (Wales) Regulations 1995, as amended, the amounts calculated by the Council as the Council Tax Base for the year 2019/20 in the community areas subject to a precept shall be as follows:-

Lisvane	2,409
Pentyrch	3,280
Radyr	3,783
St. Fagans	1,423
Old St. Mellons	1,828
Tongwynlais	817



- (4) the arrangements for the payment of precepts in 2019/20 to the Police and Crime Commissioner for South Wales to be by equal instalments on the last working day of each month from April 2019 to March 2020 and the Community Councils be by one payment on 1 April 2019, be on the same basis as that used in 2018/19 and the precepting authorities be advised accordingly.

**71 CARDIFF HOMELESSNESS STRATEGY 2018-2022**

***Paul Orders (Chief Executive) declared a personal interest in this item and left the meeting during consideration of this item.***

Cabinet received the finding of the Homelessness Review and considered the strategy developed to respond to the key findings of the review. The strategy aimed to prevent homelessness in Cardiff by providing the right support at the right time to meet the housing needs of the citizens of Cardiff. It was reported that key actions would be developed with partners. Cabinet also considered amendments to the Housing allocation scheme as a response to the development of the homelessness strategy.

**RESOLVED:** that

1. the Cardiff Homelessness Strategy 2018-2022 as set out at Appendix 1 to the report be agreed
2. the proposed changes to the Cardiff Housing Allocation Scheme as set out at paragraph 21 to the report be agreed.

**72 ACQUISITION OF IORWERTH JONES CENTRE, TRENCHARD DRIVE, LLANISHEN, CF14 5LJ**

***Appendices 1 and 2 of this report are not for publication as they contain exempt information of the description contained in paragraphs 14 of part 4 and paragraph 21 of part 5 of Schedule 12A of the Local Government Act 1972.***

A report seeking approval to acquire the Iorwerth Jones Centre was considered. It was proposed that the site would be used for the development of new council housing and would be held within the Council's Housing Revenue Account.

**RESOLVED:** that the acquisition of the Iorwerth Jones Centre be approved, for the development of affordable housing at market value under the Land Transfer Protocol subject to satisfactory site investigations.

**73 PURCHASE OF BIFFA WASTE RECYCLING CENTRE, BESSEMER CLOSE AND DISPOSAL OF 3-4 WHARTON STREET, CARDIFF.**

***Appendices 2, 3 and 5 of this report are not for publication as they contain exempt information of the description contained in paragraphs 14 of part 4 and paragraph 21 of part 5 of Schedule 12A of the Local Government Act 1972.***



Cabinet considered approving the acquisition of the Biffa Waste Recycling Centre, Bessemer Close, Cardiff for the Council's Investment Estate portfolio and the disposal of 3-4 Wharton Street, Cardiff.

**RESOLVED:** that the purchase of Biffa Waste Recycling centre for investment purposes and the disposal of long leasehold of 3-4 Wharton Street be agreed

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**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 24 JANUARY 2019**

**REFORM OF FIRE AND RESCUE AUTHORITIES IN WALES**

**LEADER (COUNCILLOR HUW THOMAS)**

**AGENDA ITEM: 2**

**Reason for this Report**

1. To consider the Welsh Government's White Paper and consultation on the reform of Fire and Rescue Authorities in Wales.

**Background**

2. The Welsh Government published a White Paper on 13 November 2018, entitled 'Reform of Fire and Rescue Authorities in Wales'. The White Paper sets out a number of proposed changes to the governance, finance and performance management arrangements of the three Fire and Rescue Authorities (FRAs) in Wales – South Wales FRA, Mid & West Wales FRA and North Wales FRA – in order to improve the capability, accountability and scrutiny of fire and rescue services in Wales.
3. The South Wales Fire and Rescue Authority (FRA) covers the 10 local authority areas within the Cardiff Capital Region – i.e. Blaenau Gwent, Bridgend, Caerphilly, Cardiff, Merthyr Tydfil, Monmouthshire, Newport, Rhondda Cynon Taf, Torfaen and Vale of Glamorgan.
4. Each local authority nominates councillors as members of the FRA, the number of which is determined broadly according to a local authority's population as a proportion of the population of the entire FRA area. The South Wales FRA currently consists of 24 councillors who represent the 10 constituent member local authorities. Cardiff Council currently appoints five councillors to the South Wales FRA.
5. FRA members are each entitled to be paid a FRA Basic Salary of £1,745 per annum in 2018/19 if they do not already receive a Band 1 or Band 2 Senior Salary (i.e. for Leaders and Cabinet Members) from their respective local authorities.
6. In Wales, local authorities provide FRAs with almost all of their funding. This takes the form of contributions, which each FRA calculates at an overall level, and then levies on constituent councils on the basis of population. FRAs tend to limit increases in levies, although there is nothing requiring them to do so.



7. From a Cardiff perspective, in 2018/19, local authority contributions to the South Wales FRA total £71.2 million, of which Cardiff's share is £17.2 million. The Revenue Support Grant (RSG) contains an Indicator Based Assessment (IBA) to reflect local authority contributions to FRAs. For 2018/19, Cardiff's Fire IBA is £15.4 million. This means that the sum provided within the funding formula for Cardiff's contribution to the South Wales FRA is £1.8 million less than is actually payable by the Council.

## **Issues**

8. The White Paper sets out the Welsh Government's views on a number of matters relating to fire & rescue services in Wales, which confirm that the Welsh Government:
- does not support the transfer of fire & rescue services to the control of Police & Crime Commissioners as is taking place in some areas of England;
  - does not support the creation of a single Fire Service for Wales;
  - does not support the return of fire & rescue services to local authority control; and
  - believes that there is no case for changing the current number or boundaries of existing FRAs in Wales.
9. The consultation document also contains a number of proposals in relation to the following areas (i.e. Governance and Membership; Funding), which raise a number of potential concerns for the Council that should be considered as part of any response by the Council to the Welsh Government:

## Governance and Membership

10. The White Paper makes a series of proposals designed to increase the expertise and capability of FRAs to provide strategic leadership, to sustain effective collaboration and to ensure that senior officers are better held to account.
11. The Welsh Government does not believe that the current level of representation on FRAs can be justified when compared to other public bodies and is advocating a fewer number of FRA members with a more clearly defined remit and the capability to carry it out. To that end, the Welsh Government believes that local authorities should continue to nominate councillors as FRA members, but is proposing that each local authority should nominate only one councillor as a member of a FRA, regardless of population.
12. In the South Wales FRA area, this would mean that the number of appointed councillors as FRA members would fall from 24 to 10. As noted above, Cardiff currently appoints five councillors to the South Wales FRA. This reform would therefore represent a reduction in the Council's proportional membership of the FRA from 21% to 10%, when the Council currently contributes 24% of funding contributions for the FRA.



13. Cardiff Council would not support this proposal and is very concerned that this proposal would represent a shift away from the current proportional representation (on both population and funding) and would therefore represent an erosion of the Council's – and the people of Cardiff's – democratic representation on the South Wales FRA. The Council would instead argue strongly for the maintenance of proportional representation in the governance of the FRA.
14. Furthermore, the Council would argue that, as regional working continues to develop in Wales across a range of services, it is essential that the link between population, funding and decision making should be established as a core principle in the design of any new regional governance arrangements. It is important that this point is emphasised strongly by the Council in any response to the Welsh Government consultation.
15. The Welsh Government consultation welcomes views on the proposed option – at least in the short-term – that all nominated FRA members must be members of their Council's Cabinet in order to help strengthen the strategic leadership of the FRA. This may require the removal of the current restriction on Cabinet Members receiving an extra Senior Salary as FRA members and have other implications for the regulations set by the Independent Remuneration Panel for Wales.
16. The Welsh Government is also proposing that FRAs should have non-executive members equivalent to 25% of the reduced councillor membership (i.e. 3 in the South Wales FRA). It is proposed that these non-executive members should be appointed by Welsh Ministers on the basis of fair and open competition. However, the Welsh Government would be open to FRAs appointing their own non-executive members provided that there is an agreed process and criteria for this.
17. If and when fundamental changes to the legislation governing FRAs are possible, which is unlikely to be in the near future, the Welsh Government's preferred approach in terms of improving accountability is to separate the role of the FRA from that of the Fire & Rescue Service (FRS) itself, with the FRS being headed by a more powerful, statutory Chief Fire Officer who would be responsible for service delivery functions and powers to employ staff and own assets.
18. The FRA would then hold the Chief Fire Officer and FRS to account in a similar way to that of Police & Crime Panels in scrutinising Police & Crime Commissioners; albeit the Chief Fire Officer is an unelected position. The FRA would not make decisions itself, but would endorse most major decisions such as budget setting, publishing a strategic plan or significantly reshaping front-line capacity. This model may require local authorities to nominate senior scrutiny members with appropriate skills to the role of FRA member, instead of executive members.
19. In relation to both the appointment of non-executive members by the Welsh Government to the FRA and the preferred long-term model proposed by Welsh Government, the Council would emphasise the primacy of local democratic leadership and accountability in any regional arrangements.



## Funding

20. The Welsh Government consultation document sets out the following possible future sources of funding of FRAs in Wales:
  - a) Continue with the current system of FRAs levying contributions from local authorities, but with some form of external control or agreement around their level.
  - b) Direct grant funding from the Welsh Government, which would mean a top-slice from the RSG.
  - c) A council tax precept determined by the FRA to pay for fire & rescue services. The money raised would no longer be paid to FRAs by local authorities and it would be a matter for local authorities to consider whether to reduce their element of council tax in proportion.
  - d) A combination of the above, although it is recognised that this could become complex.
21. The Welsh Government is happy to consider alternative proposals on funding as part of the consultation. However, its preferred option in the short term is to modify the current system of FRAs levying contributions from local authorities. FRAs would be required to agree the level of funding each year with their constituent local authorities. If agreement could not be reached, then it is proposed that Welsh Ministers would have a default power to arbitrate. In practice, this would mean Welsh Ministers setting a budget by default if the FRA could not agree a budget which fairly reflected the specific demands of operating an effective emergency service. The potential fall-back option would be to consider removing the significant sums which are paid on to FRAs from the RSG.
22. The biggest potential change under the proposed options would be the introduction of a specific council tax precept for FRAs to help increase the transparency of spending decisions, but this would not be a short-term option. There are advantages to this from a local authority perspective in that it would remove the burden of having a material base budget that is beyond the Council's direct control, and which is likely to increase annually. However, local authorities will need to be mindful of the manner in which any proposed move to a new Fire Precept is executed, in particular, in relation to the Welsh Government's decisions regarding the future of the fire levy funding that is currently reflected within the needs-based RSG formula.
23. The consultation document suggests that it will be up to local authorities to consider whether they reduce the local authority element of the council tax in proportion to any new Fire Precept. If they do not, this would result in a financial benefit to local authorities, as long as the Welsh Government does not adjust the RSG formula. However, council taxpayers would receive a significantly increased overall council tax bill, in effect, encompassing their current bill plus a significant new element to fund their FRA. This would result in a number of other issues for the



Council but, limiting them to a financial perspective; a significantly increased overall bill is likely to pose a risk to future collection rates in Cardiff. It is also likely to require an increase in Council Tax Support Budgets to reflect the higher overall tax.

24. The alternative, as mentioned in the consultation document, is that local authorities consider a compensating reduction to the local authority council tax precept. However, this would only be feasible if the funds currently reflected in the RSG for fire levy are not recouped by the Welsh Government. In this case, local authorities could, in theory, facilitate a level of decrease in the local authority element of the council tax by writing out existing fire levy budgets, which would no longer be required. However, if formula funding were to be recouped by the Welsh Government, a write out of existing fire levy budgets would be required in order to cope with the associated reduction in RSG (in other words, they would not be available to facilitate any compensating reduction in tax).
25. It should also be noted that it is assumed that Band D council tax rates would need to be the same across all constituent authorities for a particular FRA, as is the case with the Police Precept. This may need careful handling in terms of moving from a population-based contribution (as at present) to a tax-based precept, particularly for example, in areas where large elements of the population (e.g. students) may be exempt from tax.

#### Consultation Response

26. The consultation closes on 5 February 2019. It is proposed that authority should be delegated to the Chief Executive, in consultation with the Leader of the Council, to approve a response to the Welsh Government setting out the Council's views on the proposals contained in the White Paper.

#### **Reason for Recommendations**

27. To enable the Council to respond to the Welsh Government's consultation on the reform of Fire and Rescue Authorities in Wales.

#### Financial Implications

28. The financial implications of this consultation are set out in the body of the report.

#### Legal Implications

29. The Well-Being of Future Generations (Wales) Act 2015 ('the Act') places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales – a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible.
30. In discharging its duties under the Act, the Council has set and published well being objectives designed to maximise its contribution to achieving



the national well being goals. The well being objectives are set out in Cardiff's Corporate Plan 2018-21:

<http://cmsprd.cardiff.gov.uk/ENG/Your-Council/Strategies-plans-and-policies/Corporate-Plan/Documents/Corporate%20Plan%202018-21.pdf>

31. When exercising its functions, the Council is required to take all reasonable steps to meet its well-being objectives. This means that the decision makers should consider how the proposed decision will contribute towards meeting the well being objectives and must be satisfied that all reasonable steps have been taken to meet those objectives.
32. The well-being duty also requires the Council to act in accordance with a 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:
  - Look to the long term
  - Focus on prevention by understanding the root causes of problems
  - Deliver an integrated approach to achieving the 7 national well-being goals
  - Work in collaboration with others to find shared sustainable solutions
  - Involve people from all sections of the community in the decisions which affect them
33. The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below:  
<http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

## RECOMMENDATIONS

Cabinet is recommended to:

1. note the Welsh Government's White Paper and consultation on the reform of Fire and Rescue Authorities in Wales; and
2. delegate authority to the Chief Executive, in consultation with the Leader of the Council, to approve a response to the Welsh Government setting out the Council's views on the proposals contained in the White Paper.

<b>SENIOR RESPONSIBLE OFFICER</b>	PAUL ORDERS
	CHIEF EXECUTIVE
	18 January 2019



*The following background paper has been taken into account:*

Welsh Government White Paper: Reform of Fire and Rescue Authorities in Wales

<https://beta.gov.wales/reform-fire-and-rescue-authorities-wales>



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**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 24 JANUARY 2019**

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**21<sup>ST</sup> CENTURY SCHOOLS, BAND B: REPLACEMENT FITZALAN  
HIGH SCHOOL**

**EDUCATION, EMPLOYMENT & SKILLS**

**AGENDA ITEM: 3**

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**Appendix 10 is exempt from publication as it contains information  
pursuant to paragraph 16 of the Local Government Act 1972**

**Reason for this Report**

1. This report is:
  - to inform the Cabinet of responses received following a public engagement exercise on a proposal for a new build Fitzalan High School.
  - to seek Cabinet approval for implementation of the proposal.

**Background**

2. At its meeting on 14 December 2017, the Cabinet approved the prioritised scheme under Band B of the Cardiff's Band B 21st Century Schools Programme.
3. The Band B Programme seeks to address the most acute sufficiency and condition issues in Cardiff.
4. A copy of the 14 December 2017 Cabinet Report is included at Appendix 1.

**Issues**

**Condition & Suitability**

5. Cardiff has a very large education estate, with over 127 school properties. Many sites comprise of multiple blocks, constructed during different decades. A large number of primary, secondary and special schools are in a poor state of repair.
6. Approximately £17m, or 14%, of maintenance and condition issues of the estate have been addressed through Band A of the 21<sup>st</sup> Century



Schools investment programme. There has been significant investment in the construction of two new high schools in the East and West of the City, new primary school provision and suitability works undertaken in primary schools.

7. This nonetheless leaves a significant maintenance backlog of approximately £68m, of which circa £8m is Equality Act 2010 compliance. The Local Authority's current spend on school asset renewal has been circa £4.7m per annum. In 2018-2019, the Council allocated an additional £25 million of funding over the next 5 years to the school's asset renewal budget. This resource is allocated on a priority basis and is predominantly limited to keeping properties safe and watertight.
8. As part of the prioritisation of schools within the Band B programme, all properties across the school estate were given a rating from A to D (with D being the worst category) for the following issues:
  - Sufficiency of places available;
  - Condition of the school buildings;
  - Suitability of the environment for teaching.
9. Fitzalan High School is rated as a "D" category, which means the buildings are life-expired. Significant maintenance issues, including mechanical and electrical, fire safety compliance and roofing repairs have had to be addressed, however the school buildings whilst compliant remain in a poor condition throughout.
10. The Welsh Government is committed to removing all "D" condition schools from Wales. As a result, Fitzalan High School is automatically prioritised for investment under Band B.

### **Sufficiency of school places**

11. When considering likely demand for places across the area, a number of factors have been used to inform projections and forecasts, including:
  - Recent and historic numbers on roll taken from verified PLASC (Pupil Level Annual Census) for Cardiff schools;
  - Recent and historic populations known to be living in each area utilising NHS data;
  - Recent and historic numbers and percentages of children attending English-medium and Welsh-medium community and faith places in Cardiff;
  - Recent and historic numbers and percentages of children transferring from primary schools in Cardiff to secondary schools elsewhere.
12. Forecasts have been prepared based on:
  - Current residential populations;



- Likely child populations from the future residential developments currently in construction and proposed;
- Likely demand, if parental take-up patterns were to remain consistent with the most recent years, applying these trends to the relevant populations in future years;
- Likely demand if parental take-up patterns at entry to secondary schools were consistent with the type of primary school (English-medium community, Welsh-medium community or Faith) attended, applying this information to the relevant populations in future years.

## **Summary forecasts of recent and forecast demand for places at entry to secondary education**

### **City-wide**

13. The five secondary schools included in Cardiff's Band B 21<sup>st</sup> Century schools programme, including Fitzalan High School are proposed to expand from a combined capacity of c35.5 forms of entry to c44 forms of entry. These proposals take account of the projected increasing demand for places in a number of areas of Cardiff.
14. Cardiff's expected level of growth in this period, in existing communities, is significant.
15. As detailed in the Cabinet Report of 13 December 2018 (attached as Appendix 2), the city-wide forecast demand for places at entry to secondary education from existing housing will increase by approximately 200 children per year group within the Band B investment period.
16. Dwelling completions in Cardiff have averaged 733 per year in the past 5 years and this level of growth is expected to continue. Whilst much of Cardiff's future growth will be in new communities on greenfield developments, with new schools proposed, housing completions on brownfield land have exceeded completions on greenfield land for nineteen consecutive years.
17. The 2018 landbank for housing in Cardiff numbers 26,203 dwellings, including 10,289 on Brownfield sites. Approximately 4,300 additional dwellings in Butetown, 1,600 in Grangetown, 750 in Canton and 600 in Llandaff have planning permission or are on sites allocated in the LDP. Each of these communities lie within the catchment areas of the schools included within the Band B programme.
18. It is evident that, separate to pupil forecasts based on existing housing, additional secondary school places will be required to accommodate children from new housing developments in the catchment areas of existing schools.

### **Fitzalan High School catchment area**

19. The recent take-up of primary school places by pupils resident within the existing Fitzalan High School catchment area has averaged 700 pupils



per year group, and has fluctuated between 647 and 733 pupils, in the period 2012-2018.

20. The Fitzalan High School catchment area is an area of high 'pupil mobility'. Many school age children move into or out of the area each year. This makes it difficult to accurately project the number of pupils promoting from one year group to the next.
21. There is a significant difference in the number of pupils in Year 6 cohorts and in the following year's Year 7 cohorts in the Fitzalan High School catchment area, i.e. some children resident in the area do not attend community or faith schools in Cardiff when they leave primary education.
22. In recent years, approximately 65 pupils per year group, who are resident within the Fitzalan High School catchment area, have taken up places at schools in the Vale of Glamorgan. It is unlikely that similar numbers of pupils would be successful in gaining a place in future years as the demand for places within this area is also increasing.
23. In recent years an increasing number of pupils have, at the end of primary education, opted for alternatives to the above school provision including private education.
24. Proposals to replace the existing Fitzalan High School with a new ten form entry school in the Band B 21<sup>st</sup> Century Schools programme period would be expected to have a positive impact on parental preferences within its existing catchment area.
25. Taking these factors into account it would be prudent to plan to provide sufficient secondary school places for all pupils who are resident in the Fitzalan High School catchment area and who are also enrolled in English-medium primary schools in Cardiff, to promote to English-medium community or faith schools in Cardiff.
26. Forecasts indicate that approximately 540-555 English-medium secondary school places will be needed to serve the current pupils in the Fitzalan High School catchment area. Approximately 110 places would be taken up within faith schools by pupils resident in the area, and 430 - 445 pupils would require up places within an English-medium community secondary schools in Cardiff.
27. There are a number of planned housing developments within the Fitzalan High School catchment area, including those with outline or full planning permission which would increase the pupil population.:
  - International Sports Village, Grangetown
  - Prospect Place, Grangetown
  - Ely Mill (former Arjo Wiggins site), Canton
  - Clive Lane Embankment
  - West of Dumballs Road, Butetown
  - Bessemer Fruit Market, Grangetown
  - Gas Works site, Ferry Road, Grangetown



- Porth Teigr (Roath Basin), Butetown
28. It is therefore evident that, in order to meet the forecast demand in the Fitzalan catchment area for places in English-medium community secondary schools, some places must continue to be provided in other schools serving the south and central parts of Cardiff including, but not limited to, Cantonian High School, Cathays High School and Willows High School. The additional capacity proposed within these neighbouring schools would continue to ensure sufficiency of places for children in these catchment areas.
  29. In the context of the proposed redevelopment of the five secondary schools within the Band B 21<sup>st</sup> Century Schools Programme, consideration will need to be given to how to better balance the demand for places across the combined area that the schools serve.

### **The proposed new school**

30. The proposed replacement Fitzalan High School would provide high quality educational facilities in a brand new school from September 2022. Pupils would have access to the best quality learning environment to support and enhance teaching and learning.
31. Improved new sports facilities including a new swimming pool, multi-use games areas (MUGA) and access to 3G rugby and football pitches would be provided and these facilities would be available for use by the whole community. There would still be access to existing sporting facilities.
32. The new school would have the same capacity as it does now (1500 places for learners aged 11 to 16 plus sixth form provision).
33. The new school would be located on Leckwith Road, Canton.
34. The main entrance to the school would face Cardiff Athletics Stadium with additional pedestrian access points on Lawrenny Avenue to support school transport and active travel arrangements.
35. Pupils would remain at the existing Fitzalan High School site on Lawrenny Avenue until the new school build is complete to minimise the potential for disruption.
36. The proposal provides:
  - a permanent solution to the educational and business needs;
  - represents good value-for-money by addressing longer-term condition issues;
  - sustainable, local facilities designed to achieve a high quality effective educational environment;
  - facilities aligned with strategic aims of the authority;
  - facilities which are energy efficient, mitigating running costs and detrimental environmental impact;



- a solution to the need for temporary accommodation, although existing on site provision will need to be maintained (revenue cost to CCC)

## **Public Engagement**

37. The engagement period ran from 12 November to 10 December 2018.
38. The process involved:
  - Publication of information on the indicative plans for the new school building including site layout and artists impression of the main school building and sporting facilities on the Council website (a copy of the engagement materials can be seen at Appendix 3);
  - Publication of a letter setting out details of the proposal which was distributed to parents of children currently at Fitzalan High School and at primary schools within the Fitzalan High School cluster. (5,300) and other stakeholders (a copy of the letter can be seen at Appendix 4);
  - Meetings with Staff and Governors at Fitzalan High School;
  - A drop-in session for local members at which officers were available to answer questions;
  - Drop-in sessions at the Canton Library, Grangetown Hub and Butetown Hub where officers were available to answer questions (notes from the drop in sessions can be seen at Appendix 5);
  - Presentations to Years 7, 8 and 9 at Fitzalan High School following which Tutor Groups provided feedback on the proposal (see Appendix 6).
  - A meeting with the Fitzalan High School, School Council to discuss the proposal (notes from the meeting can be seen at Appendix 7).
39. The views expressed at Council organised meetings, and on paper or electronically through the appropriate channels, have been recorded.

## **Responses received regarding the proposal during the consultation period**

40. The majority view expressed during the engagement period was support for the proposed new build school enabling the school to build on existing progress and standards. There were however a number of concerns raised around the siting of the school building, access to the new site, the future use of the existing Fitzalan High School site and on-site logistics.
41. The points of view received as part of the consultation are set out in *italics* below. The Council's response to each point can be seen underneath, under the heading 'Appraisal of views expressed'.

## **Fitzalan High School Governing Body**

42. *The Fitzalan Governing Body is extremely pleased that our staff and pupils will benefit from a New Build. It will help us to continue our improvement journey and ensure that Fitzalan is a beacon of excellence for the South Cardiff community. We hope that the new build will provide*



*us with the space and flexibility to continue to meet the specific needs of all our pupils. Also, for Fitzalan to continue to be a 'Learning Organisation' so that staff from our school and across South Wales receive the CPD and training they need to be excellent practitioners.*

#### **Appraisal of views expressed**

43. The Council welcomes the Governing Body's support for the proposed new build school.

#### **Assistant Headteacher Fitzalan High School**

44. *We are incredibly excited at the prospect of a new Fitzalan being developed across from our existing facility. We hope that this new school will provide an inspirational environment for our pupils for generations to come. It has been great to already witness the enthusiasm and positivity that the announcement has created and seeing the pupils already engage with the process has been fantastic. Involving both staff and pupils with the vision for the new school has further created a sense of belonging and an absolute commitment to getting it right! We are very much looking forward to the journey and to continue working with and further developing our excellent relationship with our project team in order to bring our aspirational vision to reality! The future for Fitzalan is very bright.*

#### **Appraisal of views expressed**

45. The Council welcomes the Assistant Headteacher's support for the proposed new build school.

#### **Fitzalan High School PE Department**

46. *The PE Department are excited to see the plans for the school, particularly the proposed sports facilities which will allow for the development of provision and outcomes and very much look forward to seeing the project come to fruition.*
47. *They would like to see the sport facilities being built at the front of the site facing the retail park as this would provide an opportunity for people to see an inspirational community use facility with a focus on health and wellbeing. Parking facilities, community access and security would also be easy to manage at the front of the site with the opportunity for a pool and a maximum two storey sports complex in the front area offsetting any visual impact on the residents backing on to the site. The proximity of the sports indoor areas to the 3G pitches and MUGAs would also allay some of the pupil concerns about accessing the facilities for lessons.*

#### **Appraisal of views expressed**

48. The Council welcomes the support of the Fitzalan High School Department for the proposed new school build.



49. The information provided during the public engagement was indicative and any final site layout/design taken forward would be developed in partnership with the school (Governing Body, staff and pupils) and other stakeholder and subject to planning processes and requirements.

#### **Fitzalan High School Learning Support Staff**

50. Officers met with members of Fitzalan High School Learning Support Staff who expressed support for the proposal. There were a number of queries regarding facilities for children with additional needs, particularly those with a visual impairment or mobility issues.

#### **Appraisal of views expressed**

51. The Council welcomes the support of Fitzalan High School Learning Support Staff.
52. Consideration will be given to pupils with Additional Learning Needs (ALN) and any disabilities, the school workforce, the community and out of school activity. Furthermore, potential for a specific area for access and inclusion activity in addition to ALN provision and smaller / break out space for withdrawal activity will be factored into the design.

#### **Siting of new school build**

53. *The proposed siting of the new school build is a cause of concern to a number of residents on Lawrenny Avenue who are concerned about noise levels, loss of privacy, light pollution and the potential for a negative impact on house prices.*

#### **Appraisal of views expressed**

54. The concerns expressed by residents are noted.
55. See paragraph 48.

#### **Access to the new school site**

56. *The current school site can be accessed via Broad Street and Lawrenny Avenue and continued pedestrian/cycling access from Broad Street is seen as necessary as part of encouraging active travel.*

#### **Appraisal of views expressed**

57. See paragraph 48.
58. Access to the site will be a key consideration, with the maintenance of pedestrian access to the new school site from Broad Street being prioritised.



### **The future use of the existing Fitzalan High School site**

59. *The transfer of the existing Fitzalan High School site for use as public open space was seen as positive future use of the site once vacated.*

### **Appraisal of views expressed**

60. The future use of the existing High School site will be subject to further consideration, taking account of the views of a range of stakeholders.

### **Timing of new school build**

61. *Disappointment that the new school build would not be delivered before 2022 and concerns that there is no further slippage in the timescale.*

### **Appraisal of views expressed**

62. A draft project programme has been prepared and assessed by internal teams and external consultants who agree that the programme and proposed timescales are achievable at this stage.
63. This is subject to implementation of the proposal being agreed and, progressed in line with the required procurement processes.

### **Traffic**

64. *There were concerns that current issues with traffic flow in the surrounding area could be made worse if the school was to be located on the corner of Leckwith Road and Lawrenny Avenue.*

### **Appraisal of views expressed**

65. In line with the Council's commitment to active travel, safe routes to school will be assessed and improvements identified as part of the development. The main vehicle access to the site for Staff and deliveries will be off the existing Leckwith Road/Athletics Stadium signalised cross-road junction, with additional pedestrian and cycle access points from various locations around the site and from Lawrenny Avenue. Access points will be designed to be attractive to pedestrians and cyclists. It is envisaged that the existing school bus provision will be maintained.
66. A School Travel Plan and Transport Assessment detailing the highway improvements will be completed as part of the planning application process.

### **Pupil engagement**

67. Following presentations to the Years 7, 8 and 9 year groups at Fitzalan High School, the pupils worked in Tutor Groups to identify aspects of the proposal which they were excited about and any causes for concern (details can be seen at Appendix 8).



68. Officers also met with the Fitzalan High School, School Council to discuss the proposal (notes of the meeting can be seen at Appendix 7).
69. *The response from the pupils was positive, with the provision of new sports facilities, new technologies and new classroom and learning spaces welcomed overall. However, there were some concerns that the new sports facilities would take up more space and that there could be less valuable open-access outside space.*
70. *Access to a varied and affordable food options is very important to the pupils with a number of suggestion put forward.*
71. *The provision of sufficient and suitable toilets is an issue for pupils with some concerns being expressed around unisex toilets, cleanliness, and the number and distribution of toilets across the school site.*
72. *A number of pupils would like to see improved access to prayer space/prayer rooms.*
73. *Access to the site is a concern for pupils, with concerns expressed around the potential for longer journeys, safety at pedestrian crossing, and anxieties over traffic.*
74. *Pupils were concerned that the layout of the site may result in them being late for classes, as additional time may be needed to get around the site.*

### **Appraisal of views expressed**

75. The Council welcome the support of pupils for the proposed new build school.
76. See paragraph 48.

### **Local Member consultation**

77. As part of the engagement exercise, there was a drop-in session for local members, where officers were available to answer questions.
78. Members welcome the proposed new build school.
79. The future use of the existing Fitzalan High School site, traffic management and access to the school from all areas of the catchment were points raised.

### **New Build Specification**

80. The new build school would be compliant with Building Bulletin guidelines:
- BB98: building framework for secondary school projects
  - BB93: acoustics
  - BB91: access for disabled people to school



- BB102: designing for pupils with special educational needs
81. Consideration will be given to pupils with ALN and any disabilities, the school workforce, the community and out of school activity. Furthermore, potential for a specific area for access and inclusion activity in addition to ALN provision and smaller / break out space for withdrawal activity will be factored into the design.

## **Procurement & Design**

82. The new school would be procured through a two-stage procurement process; inviting contractors to submit a tender via the South and Mid Wales Collaborative Construction Framework (SEWSCAP 2) , Lot 5.
83. However, School Organisation Planning are following the success of Eastern High and Cardiff West in Band A, adopting two-stage tendering as the preferred procurement approach for the scheme, so the benefit of contractor knowledge and experience can be gained at the outset. Collaborative working has been highlighted by CEW and WG as being a critical success factor in delivering any construction project.
84. Two stage procurement involves a client inviting prospective contractors to bid for a project based on their ability to deliver an outline brief and cost benchmark. Following the first stage competition, the appointed team works alongside the client to develop proposals further (Early Contractor Involvement stage). The construction contract is then awarded at the end of this stage if both parties are content to proceed. This differs from the traditional cost-led procurement model in reducing industry bidding costs, enabling faster mobilisation and in providing the opportunity for clients to work throughout all stages with a single integrated team.
85. The Council will work with partners to deliver a clear vision and design brief that has an Educational focus; this will enable contractors to design a school which will meet the Council and WG 21st Century Schools requirements. The first stage of the procurement process would commence after a tender process and evaluation, which would identify a preferred bidder from the SEWSCAP2 framework.
86. The Council will then work with the contractor to determine a detailed design for the project, obtain planning permission and develop a confirmed cost for the construction. This is called the ECI procurement stage and would use SEWSCAP2 NEC3 Professional Services Contract (PSC).

## **Reason for Recommendations**

87. To seek approval for the proposal for a new build Fitzalan High School to replace the existing Condition D facilities and to proceed to implementation.



## **Scrutiny Consideration**

88. This issue was considered by the Children and Young People's Scrutiny Committee on 15 January 2019. The letter from the Chair of the Committee will be circulated at the Cabinet meeting.

## **Admissions and Catchment areas**

89. There are no plans to change the Council's policy on the admission of children to schools, as a result of this proposal.
90. Detailed information regarding admission arrangements is contained in the Council's Admission to Schools booklet, and this information can be viewed on the Council's website ([www.cardiff.gov.uk](http://www.cardiff.gov.uk)).
91. As set out in paragraph 28, consideration will need to be given to how to better balance the demand for places across the combined area that the secondary schools included in the Band B 21<sup>st</sup> Century School Programme serve..

## **Partnerships**

92. The 'Cardiff Commitment' is the Council's youth engagement and progression strategy. The Cardiff Commitment sets out how the council, together with a wide range of public, private and third sector partners, will work together to ensure a positive destination for every young person in Cardiff after they finish school, either in employment or further education and training.
93. To date over 120 businesses have pledged to support Cardiff Commitment and provide opportunities to schools and young people, better preparing them for the world of work, contributing to the future economic growth of the city.
94. The Council's proposals for Band B of the 21<sup>st</sup> Century Schools Programme, and the Cardiff 2020 strategy, clearly state the link between improving the environment for learning and raising standards of achievement.
95. The Council is keen to assist with the development of opportunities between schools and businesses, to help create a sustainable pool of talent for future workforce needs, and to spread skills across the city. An example of this is the Creative Education Partnership that has been established between Cardiff West Community High School and partners from the creative industries.
96. The significant school developments proposed would provide opportunities for strong partnerships with businesses and employers from a range of sectors in the Cardiff economy. Opportunities for further partnerships are being explored and will be progressed in line with the priorities set out in the Cardiff Commitment



## **Impact of the proposal on the Welsh Language**

97. It is not anticipated that there will be any negative impact on the Welsh Language, as a result of this proposal.
98. The teaching of Welsh within an English medium setting is subject to the requirements of the National Curriculum. This would not change with the transfer of the school to new build accommodation. This proposal does not seek to change the number of Welsh-medium primary or secondary school places available in the area.
99. The Council works closely and constructively with partners on its Welsh Education Forum, which includes representatives of nursery, primary, secondary and further education, childcare, RhAG and the Welsh Government. The Forum actively informs the planning of Welsh-medium places, to continue to drive the Council's plan to sustainably increase the number of learners within Welsh-medium schools and those learning Welsh in English-medium schools.
100. The Council monitors birth rates, the yield from proposed housing and the patterns of take-up in Welsh-medium provision at primary and secondary age, with a view to bringing forward appropriate plans to meet any increased demand.
101. Whilst forecasts, based on the number of children in the Welsh-medium primary, indicate that additional capacity will be required to meet the demand for places in Welsh-medium secondary schools, separate proposals will be brought forward at the appropriate time to ensure there are sufficient places available.
102. The Council, and its partners on the Welsh Education Forum, are committed to driving the increase in number of pupils educated through the medium of Welsh, to meet the targets within Cardiff's WESP, and to meet the targets set out in the Welsh Government's Cymraeg 2050 strategy.
103. The Council must ensure that the expansion of school provision is brought forward in a strategic and timely manner, which does not compromise existing provision. Expanding Welsh-medium secondary school provision would, inevitably, have an impact on the take-up of places in other schools, and in turn on the ability of schools to balance budgets and to attract or retain staff.

## **Learner Travel Arrangements**

104. There are no plans to change the Council's transport policy for school children.
105. Any pupils affected by the proposals would be offered the same support with transport as is provided throughout Cardiff in line with the same criteria that apply across Cardiff.



106. The Council's transport policy for school children can be viewed on the Council's website [www.cardiff.gov.uk/schooltransport](http://www.cardiff.gov.uk/schooltransport).

### **Community impact**

107. 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 make sure that the proposal avoids negative impacts if possible.
108. The Council is committed to contributing to the social, economic and environmental well-being of the wider communities involved in projects awarded through SEWSCAP. All contractors on SEWSCAP are contractually bound to commit to working with the Council to achieve community benefits related targets. A specific Community Benefits Plan will be produced by the contractor with the input from SOP and link to the wider Council strategy for social values as part of responsible procurement.
109. The school offers after school activities and may have community organisations offering services from the school . It is not thought that there would be a negative impact on any of these activities. The Council will work with the school to ensure ongoing/enhanced community access to all available facilities.
110. With significant sports and wider leisure provision now established, or being developed, in many schools a key objective is to enable third party to access the sports facilities at schools, on a sustainable financial basis. Welsh Government's aim for shared facilities in community-focussed school are to:
- Provide opportunities for the local community and sports organisations to participate in sport and physical activity for health improvement and development of their skills, particularly amongst low participant groups;
  - Operate in line with the national agenda for sport taking into account nationally adopted strategies;
  - Generate positive attitudes in sport and physical activity by young people and reducing the dropout rate in sports participation with age;
  - Increase the number of people of all ages and abilities participating in sport and physical activity including people with disabilities;
  - Use the facilities to encourage the range, quality and number of school sports club links and to stimulate competition that is inclusive of young people and adults;
  - Provide affordable access to the facilities and to be self-financing and cost neutral in the first instance, generating sustainable income for the school in the future.



111. The City of Cardiff Council is committed to contributing to the social, economic and environmental well-being of the wider communities involved in projects awarded through SEWSCAP. All contractors on SEWSCAP are contractually bound to commit to working with the Council to achieve community benefits related targets. A specific Community Benefits Plan will be produced by the contractor with the input from SOP and link to the wider Council strategy for social values as part of responsible procurement

### **Wellbeing of Future Generations**

112. In line with the Well-being of Future Generations Act, Cardiff's Band B programme is committed to providing Local Schools for Local Children, together with encouraging use of sustainable modes to travel to schools, such as walking and cycling. Each School project takes into account key transport issues when they are being designed and the firm need to provide safer routes to encourage walking, cycling and other active travel modes to schools.
113. With the current investments in ICT across the city, student movements may be further reduced as mobile technology develops further allowing for flexible teaching methods. These have the potential to result in a more efficient Travel Plan and further contribute to the Council's targets to reduce its carbon emissions.
114. In order to maximise the long-term impact of this significant investment, any design taken forward for each included in this proposal would be developed to ensure the delivery of high quality modern facilities that are able to respond to the current pupil population needs and support the delivery of effective teaching and learning methods. They would also incorporate the flexibility to take account of changes depending on need as time progresses; such as changing demographics and pupil numbers, changing curriculum and changing types of pupil needs.

### **Financial Implications**

115. The recommendations to this report request approval to proceed with the proposed scheme at Fitzalan High School. This scheme forms part of the Council's outline 21<sup>st</sup> Century Schools Band B Programme proposals approved by Cabinet in December 2017. Whilst the final financial envelope, or nature of the funding, for Band B has not been finalised by Welsh Government, commitment to the scheme has been given following approval of the Outline Business Case. It is anticipated that the total cost of the five-year programme will be in the region of £284 million, with this particular scheme being met from within that envelope.

Should the scheme be taken forward, it will be necessary for a full financial evaluation, in conjunction with the Council's cost consultants, to be undertaken. The aim of this will be to provide assurance that the scheme remains affordable, with particular reference to the significant risks relating to construction inflation, abnormal scheme costs and



contingencies for potential changes in delivery timescales Following that, a full business case, seeking approval of funding, will need to be developed for submission to Welsh Government before the scheme progresses to procurement.

116. As per the Council's 2018/19 Budget Report, the funding required for the Council to meet its share of the potential £284 million has been identified. This funding will take the form of external borrowing and capital receipts, with the funding for the eventual repayment of the external borrowing having also been confirmed as part of the 2018/19 Budget Report. As well as the capital expenditure commitments, there would also be significant revenue expenditure implications, both connected to the project delivery and on an ongoing basis, once the new facility is operational. Any revenue expenditure implications connected to the project itself would need to be funded from within the SOP Revenue Reserve, including any costs that will be incurred in advance of the scheme commencing. Any additional ongoing operational costs would be met from within the delegated school budget.
117. Further to this, consideration needs to be given to the significant maintenance requirements of the existing school building in the interim period prior to construction of the new school building. A detailed analysis will need to be undertaken to ensure that the minimum maintenance requirements are quantified, enabling a funding solution, for both revenue and capital works, to be considered and identified.

### **Legal Implications**

118. 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.
119. Parents have a right to express a preference for the school they wish their child to attend under section 86 of the School Standards and Framework Act 1998. This does not provide a right to attend a certain school, as applications can still be refused for admission where this would prejudice the provision of efficient education or the efficient use of resources.
120. This is not a proposal that is covered by the School Organisation Code or the Schools Standards and Organisation (Wales) Act 2013. However, it is still a proposal where full and fair consultation is required. The report gives details of the consultation and engagement. Due regard must be had by the Cabinet to the responses before a final decision is taken.
121. Catchment areas and published admission numbers of schools are part of the Council's admission arrangements and therefore the statutory consultation within the School Admission Code and the Education (Determination of Admission Arrangements) Regulations 2006 would need to be followed if following consultation these proposals are taken forward.



122. 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 Cabinet should have due regards to the Equality Impact Assessment when making this decision.
123. 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.
124. 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.
125. 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.
126. Further legal implications are set out in confidential appendix 10.

### **HR Implications**

127. The full HR implications of the development of the new school will be determined as the project develops. The governing body and the school's leadership may require HR advice, guidance and support to ensure that its staffing structure is appropriate for a new build school, and in particular this will include the consideration of estates and facilities requirements.

### **Transportation**

128. The Council's Local Development Plan (2006-2026) includes a target of 50% of all journeys to be made by sustainable transport. Minimising the proportion of school journeys made by car and maximising opportunities for travel to school by active and sustainable modes can make an important contribution to achieving this target and reducing pressures on the transport network at peak times. Increasing travel to school by active modes will have a positive impact on children's health and wellbeing and will support the delivery of key actions and outcomes under Goal 5 the Council's Child Friendly City Strategy (2018), which relates to ensuring



access to safe outdoor environments for formal and informal play, walking, cycling and scooting and active travel to school.

129. The Council's current Corporate Plan includes a commitment to every school in Cardiff developing an Active Travel Plan. It is important that the design and development of the new Fitzalan School (and all other schools developed through the Band B programme) is integrated with the development of an Active Travel Plan.
130. An initial Transport Assessment has been undertaken to support early public engagement on this project. This indicates that the transport impacts of the proposals are manageable with appropriate mitigation measures which are highlighted in the TA. These include off-site infrastructure provisions to improve safety and facilitate active journeys to school, including new controlled pedestrian crossings, linkage with the proposed future Cycle Superhighway network, provision of direct pedestrian and cycle access from Lawrenny Avenue, relocation of bus stops, traffic calming measures and junction modifications. These measures will need to be combined with the provision of on-site facilities such as secure cycle parking and the development and implementation of a Travel Plan (incorporating an Active Travel Plan). Further Transport Assessment work will be required to support the detailed proposals and planning application(s) for the scheme.
131. This work will require more detailed investigation of issues and solutions identified within the initial Transport Assessment, with a focus on ensuring that the scheme incorporates facilities and infrastructure which maximise opportunities for children, parents and staff to travel to school by active and sustainable modes.

### **Equality Impact Assessment**

132. An initial Equality Impact Assessment has been carried out (see Appendix 9). It concluded that the proposed change would not negatively affect a particular group in society. This assessment would be reviewed as part of the design process after the consultation. Further equality impact assessments would also be carried out if the proposal is progressed.

### **RECOMMENDATIONS**

The Cabinet is recommended to:

1. Note the responses received during the public engagement exercise on the proposal to provide a new build school for Fitzalan High School.
2. Delegate authority to the Director of Education & Lifelong Learning (in consultation with the Cabinet Members for Education, Employment & Skills and Finance, Modernisation & Performance, the Director of Governance and Legal Services, and the Corporate Director for Resources) to determine all aspects of the procurement process (including for the avoidance of doubt development of all procurement



documentation and selection and award criteria, commencement of procurement through to award of contracts) for the new build school.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>NICK BATCHELAR</b> <b>DIRECTOR EDUCATION &amp; LIFELONG LEARNING</b>
	18 January 2019

*The following appendices are attached:*

Appendix 1: Cabinet Report, 14 December 2017

Appendix 2: Cabinet Report, 13 December 2018

Appendix 3: Engagement materials

Appendix 4: Engagement letter

Appendix 5: Record of drop in sessions

Appendix 6: Presentation to pupils (*to follow*)

Appendix 7: Record of meeting with Fitzalan High School, School Council

Appendix 8: Pupil feedback

Appendix 9: Equality Impact Assessment

Appendix 10: Confidential legal implications



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**CABINET MEETING: 14 DECEMBER 2017**

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**21<sup>ST</sup> CENTURY SCHOOLS CARDIFF COUNCIL'S BAND B  
PRIORITIES**

**REPORT OF DIRECTOR OF EDUCATION AND LIFELONG  
LEARNING**

**AGENDA ITEM: 4**

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

**Reason for this Report**

1. To seek Cabinet approval for the priority schemes to be undertaken as part of Cardiff's Band B 21st Century Schools Programme.
2. To note the approval in principle by Welsh Government of the Strategic Outline Case submitted by Cardiff Council for Band B of the 21<sup>st</sup> Century Schools Programme and to authorise discussion with the Welsh Government to secure business case approval for individual schemes.

**Background**

3. At its meeting on the 12<sup>th</sup> of October 2017, the Cabinet received a report which outlined the challenges and opportunities facing Cardiff in the development of the education estate. This included:-
  - Sufficiency needs resulting from population growth.
  - Condition of the current school estate;
  - Suitability of the current estate to meet the demands of 21<sup>st</sup> century learning.
4. That report set out the Council's proposed vision for its Band B 21<sup>st</sup> Century School Strategy in that it was to deliver:

*"Inspiring, sustainable, community-focused schools in which children and young people can achieve their potential"*



5. This vision was to be realised through the achievement of four key educational aims that directly link to the Welsh Government's national programme objectives:-
  - Aim 1: To provide a sufficiency of school places across the city that are in the right place and are at the right size to enable the delivery of excellent education provision.
  - Aim 2: To provide high quality educational facilities that will meet the diverse requirements of the 21st Century.
  - Aim 3: To optimise the use of education infrastructure for the benefit of the wider community across Cardiff.
  - Aim 4: To ensure that Cardiff achieves best value from its resources to improve the efficiency and cost effectiveness of the education estate.
6. The report outlined the sufficiency, suitability and condition issues in Cardiff which provide the basis of the funding request from Cardiff to Welsh Government under the Band B programme. The Band B phase of the 21st Century Schools Programme will commence in April 2019 and is scheduled to run until 2024.
7. Funding was therefore required to enable the Council to address the following priorities:-
  - Remove all "D" condition, end of life, school properties;
  - Address the eight form of entry sufficiency issue in the English medium secondary sector in the central area of the city;
  - Address the sufficiency, condition and suitability issues in the special sector, in both primary & secondary settings;
  - Address local sufficiency issues in welsh medium primary schools in the east and west of the city;
  - Address local sufficiency issues in english medium primary schools in Cardiff Bay and west of the city.
8. It was agreed at this meeting that the proposed schemes for Cardiff under the Band B phase of the 21<sup>st</sup> Century School Programme would be the subject of a Cabinet report, once the budget allocation from Welsh Government was known.
9. The Cabinet Secretary for Education, Kirsty Williams, announced on 10 November 2017 that £2.3bn had been earmarked to modernise education infrastructure in Wales. The announcement confirmed that Welsh Government is committed to supporting projects submitted in the Outline Strategic Business Cases by local authorities and further education institutions, subject to the approval of business cases for specific schemes.
10. The value of the programme submitted by Cardiff Council was £284 million, of which half would be funded by Welsh Government, and half by the Council. Welsh Government have subsequently confirmed approval in principle of the programme envelope for this sum, subject to the



approval of individual project business cases. This report outlines the proposed schemes in Cardiff under this programme.

## **Proposed Band B Schemes**

11. The Band B submission for 21<sup>st</sup> Century funding can only seek to address the most acute sufficiency and condition issues in Cardiff. Using a detailed and robust methodology that was directly aligned to Welsh Government's Strategic Objectives for its 21<sup>st</sup> Century School Programme, a prioritisation matrix was developed to identify those schools in the most need of investment. All properties across the school estate were given a rating from A to D for the following issues, with D being the worst category:
  - Sufficiency of places available;
  - Condition of the school buildings;
  - Suitability of the environment for teaching.
12. The sufficiency ratings for all schools were prepared using the corporate population database and projection methodology used for the planning of school places. The condition and suitability rating were prepared independently, using Welsh Government approved methodology via independent specialist.
13. Welsh Government is committed to removing all "D" condition schools from Wales. Any schools that are classified as "D" category for condition should be automatically prioritised for investment under Band B.
14. Any project to increase the size of a school establishment, change its configuration or location will require statutory consultation and Cabinet determination. The statutory consultation would set out the detailed proposals and proposed location for each scheme. It would also indicate whether there were any proposed co-locations with other educational establishments. It is important that these are considered in full, alongside any collaborative opportunities, in order to optimise the economies and educational benefits that can be delivered from the projects. It is anticipated that any statutory consultation on the matters in this report this would commence during the spring of 2018.
15. It should be noted that because of the scale and number of proposed projects in the Band B investment programme, the delivery of the schemes will be undertaken in batches over the timespan of the programme commencing in 2019. As a result of the phasing, it may be necessary to put interim measures in place where sufficiency issues arise before new schools with increased capacity can be delivered.

## **Secondary schools - proposed Band B schemes**

16. To address the eight form of entry sufficiency issue that is forecast in the central area of the city from 2019, schemes affecting five English medium schools are proposed. Three of these secondary schools are also



catergorised as being in “D” Condition, ie. at the limit of planned lifespan. The schemes are as follows:

### **Cantonian High School**

17. It is proposed that Cantonian High School is rebuilt and expanded to provide a new 11-18 high school, with eight forms of entry (8FE). This is a two form of entry expansion, or 60 places per year (+2FE). This will address “D” condition categorisation and address the “D” rated sufficiency issues within the local catchment. It includes an expansion of post 16 by 55 places to 150 places.

### **Fitzalan High School**

18. It is proposed that Fitzalan High School is rebuilt as a new 11-18 high school, with ten forms of entry (10FE). This will address the “D” condition categorisation and “D” categorised sufficiency issues in the local area.

### **Willows High School**

19. It is proposed that Willows High School is rebuilt and expanded to provide a new 11-16 high school, with eight forms of entry (8FE). This is a two form of entry expansion, or 60 places per year (+2FE). This will address “D” condition categorisation and address the “D” rated sufficiency issues within the local catchment.

### **Cathays High School**

20. It is proposed that Cathays High School is rebuilt and expanded to provide a new 11-18 high school, with eight forms of entry (8FE). This is a two form of entry expansion, or 60 places per year (+2FE). This will address “C” condition categorisation and address the “D” rated sufficiency issues within the local catchment.

### **Cardiff High School**

21. It is proposed that Cardiff High School is expanded and remodelled to provide an 11-18 high school, with ten forms of entry (10FE). This is a two form of entry expansion, or 60 places per year (+2FE). It will address a “D” category sufficiency issue and remodelling and refurbishment works will address the “C” condition rating.

### **Special Schools - proposed Band B schemes**

22. Four special schools have been ‘D’ rated for suitability and are in need of replacement:
  - Riverbank School, for children aged 4-11 with severe and complex learning disabilities
  - Woodlands School, for pupils aged 11-19 with severe and complex learning disabilities



- The Court School for children aged 4-11 with emotional health and wellbeing needs also commonly referred to as 'behavior emotional and social needs.
  - Greenhill School for pupils aged 11-16 with emotional health and wellbeing needs.
23. However, the sufficiency issues in relation to additional learning needs (ALN) are not limited to the areas of need currently served by these four schools. Cardiff is anticipating a significant increase in the need for special school places for children and young people with:
- profound and multiple learning disabilities
  - autism spectrum conditions
  - severe and complex learning disabilities
  - emotional health and wellbeing needs
24. Sufficiency issues are also not limited to the populations currently served by the special schools. Cardiff lacks:
- suitable provision for secondary aged girls with emotional health and wellbeing needs
  - suitable provision for post-16 pupils with emotional health and wellbeing needs, who are not yet ready for transition to college or employment
25. The Council recognises that special schools are more than providers of education: at their best, they provide a locus for multi-agency assessment, planning and support. The multidisciplinary potential of special schools is of increasing importance in light of the Social Services and Wellbeing Act (date) and the Additional Learning Needs and Education and Tribunal Bill, both of which set out statutory responsibilities for agencies to follow a person-centred approach, with the child and their family at the heart of the process, and to implement a single unified plan to promote positive outcomes in relation to health, social care and education.
26. Special schools also play an important role in providing support, information and training for families and for mainstream schools.
27. Band B special sector schemes will therefore be required to deliver on several interconnected goals:
- to replace the 'D' rated accommodation at the four schools named in paragraph 22;
  - to increase capacity across the four areas of need identified in paragraph 23;
  - to address the gaps in provision identified in paragraph 24;
  - to enhance opportunities for multi-agency support and provision;
  - to enhance the role of special schools as a source of support for families and for mainstream schools.



28. The four capital schemes described below will provide a number of different options for re-shaping special school provision in Cardiff in line with these goals. They should not be regarded as 'rebuild and replace' projects, affecting only the four named schools, but as opportunities to review the pattern of provision across the seven special schools in Cardiff.
29. The Council will therefore work with our stakeholders including schools, health, and social services, to shape and appraise the options for reshaping special school provision in Cardiff.

**Primary special school: complex learning disabilities and autism spectrum conditions**

30. It is proposed to build a new 140 place primary special school, for children with severe and complex learning disabilities and children with autism spectrum conditions.
31. This project will enable the council to address the unsuitable accommodation currently used by Riverbank School, and to address sufficiency issues in relation to severe and complex leaning needs and autism spectrum conditions at primary phase.
32. In shaping options for this project, the implications for the respective roles and remit of Ty Gwyn, Riverbank and The Hollies Schools, and for health services that work with the schools, will need to be considered.

**Secondary special school: complex learning disabilities and autism spectrum conditions**

33. It is proposed to build a new 240 place secondary special school for pupils with severe and complex learning disabilities and pupils with autism spectrum conditions.
34. This project will enable the council to address the unsuitable accommodation currently used by Woodlands School, and to address sufficiency issues in relation to severe and complex leaning needs and autism spectrum conditions at secondary phase.
35. In shaping options for this project, the implications for the respective roles and remit of Ty Gwyn, Woodlands, the Marion Centre and for health services that work with the schools, will need to be considered.

**Primary special schools: emotional health and wellbeing needs**

36. It is proposed to build a new primary special school, for children with emotional health and wellbeing needs.
37. This project will enable the council to address the unsuitable accommodation currently used by The Court School, and to address sufficiency issues in relation to emotional health and wellbeing needs at primary phase.



38. The planned place number for this project is 48, but it is yet to be determined whether all of these places should be on a single discrete, special school site, or whether some classes should be based on mainstream school sites, operating as special school 'outreach classes', to enhance the opportunities for children with emotional health and wellbeing needs to maintain links with mainstream education, and to make a successful reintegration if appropriate.

### **Secondary special school: emotional health and wellbeing needs**

39. It is proposed to build a new secondary special school, for pupils with emotional health and wellbeing needs. This project will enable the council to address the unsuitable accommodation currently used by Greenhill School, and to address sufficiency issues in relation to emotional health and wellbeing needs at secondary phase.
40. The planned place number for this project is 112, but these places will be provided on 2 separate sites to ensure the number of vulnerable young people educated on one site does not exceed 56. The project will address the need for designated provision for girls, and for young people post-16 who are not yet ready to transfer to college or employment.
41. The Council will continue to develop collaboration between education and social services, and with Cardiff and the Vale University Health Board, to develop a more holistic approach to therapeutic support for vulnerable learners and their families.

### **Primary Schools - proposed Band B schemes**

42. Four primary schemes that have been prioritised for investment within Band B. These include two English medium and two Welsh medium schools. This will address localised sufficiency issues that will present within the catchment areas within the timescale of the Band B investment. These four primary schools are:

#### **St Mary the Virgin Primary School**

43. It is proposed that St Mary the Virgin Primary School is replaced with a new school and its capacity increased by 30 places per year to a two form of entry school (2FE). This will address projected English-medium sufficiency issues in Grangetown/Butetown area, along with addressing additional pupil yield generated from a number of new housing developments that have gained approval. This scheme was deferred from the Band A Investment programme.

#### **Fairwater Primary School**

44. It is proposed that Fairwater Primary School is enlarged and its capacity increased by 30 places per year to establish a two form of entry school (2FE). This will address projected English-medium sufficiency issues in its catchment area, along with addressing additional pupil yield



generated from a number of new housing developments that have gained approval.

### **Ysgol Pen y Pil**

45. It is proposed 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 will address projected shortfall in Welsh-medium primary school places in the east of Cardiff.

### **Ysgol Gymraeg Nant Caerau**

46. It is proposed that Ysgol Gymraeg Nant Caerau is enlarged and its capacity increased by 30 places per year to a two form of entry school (2FE). This will address projected shortfall in Welsh-medium primary school places in the south west of Cardiff.

### **Maximising investment for community benefit**

47. Educational assets are a vital investment into the heart of a community. Significant investment in school should actively contribute a wide variety of benefits to the local area.
48. To date, the Council has ensured that all its new facilities are accessible to the local community. New facilities are designed in such a way to allow extended use of all the facilities, whether internal such as main hall, dance or recording studios or external facilities such as MUGA's and 3G sports pitches.
49. The Council seeks to maximise community benefits wherever possible, including benefits for children and young people, through its procurement practices. The Council has explicitly identified this as one aspect of its programme to promote children's rights, as a participating member of the UNICEF Child Rights Partner Programme. This commitment will be reflected in any tender documentation, on a project-by-project basis.
50. In line with Welsh Government guidelines on Community Benefits, the Council will strive to meet the benchmark targets through the delivery of Band B 21st Century Schools programme. These will build stronger communities and in turn develop the local economy to reduce social exclusion and poverty in deprived areas.
51. Delivery of Community Benefits is overseen by a Community Benefits Board, which was established in January 2017. The role of the Board is to co-ordinate the social value agenda across Cardiff Council and maximise the community benefits delivered. The Board includes senior managers from across the Council and meets on a quarterly basis.

### **Indicative Cost of Programme and Funding Options**

52. The indicative cost of the Council's outline Band B programme is £284 million, based on standardised construction cost rates as provided by



Welsh Government. This total cost represents the full “rolled-up” cost of all schemes within the preferred programme. External cost consultants have confirmed that delivering the programme should be possible within the overall envelope identified. As schemes progress, it is felt that it will be possible to identify further efficiencies and various cost-saving measures to ensure that the overall cost envelope is not exceeded.

53. The Welsh Government’s funding model requires the Council to match fund 50% of the total capital cost, with the Welsh Government contributing the other 50% in the form of capital grant. Therefore, the Council will be required to identify capital funding totalling £142 million. In line with the approach taken to Band A, this funding will predominantly take the form of external prudential borrowing and any available capital receipts. External borrowing will give rise to revenue expenditure in the form of capital financing costs and, therefore, the Council will be required to identify revenue funding sources to meet those costs.
54. In addition to the traditional funding model that Band A was predicated on, the Welsh Government made an additional option available to local authorities as part of Band B, known as the Mutual Investment Model (MIM). MIM is a revenue funded option and is based on a 75:25 cost sharing arrangement in the favour of local authorities. The basic premise of the model is that any new schools created would be funded through the private sector through Special Purpose Vehicles, in which Welsh Government would be represented, and local authorities would lease the assets created over a period of 25 years. As such, local authorities would pay an annual lease payment for use of the new school facilities, rather than incurring the up front capital costs associated with constructing and then owning the facilities. The Welsh Government’s proposal would be to provide revenue funding towards 75% of the annual lease payments for the 25 year period. At the end of the 25-year period, the assets would transfer over to the respective local authorities.
55. The Council reviewed the options available, particularly the MIM option, using example information provided by Welsh Government. In doing so, the Council decided to express an interest in the traditional capital funding model only, when submitting its Strategic Outline Business Case. This followed consideration of the overall cost of MIM, the Welsh Government’s proposed contribution rate and the overall level of risk exposure. As such, the intention is that the £284 million programme, if fully approved, will be funded on the traditional capital grant model basis. The final confirmation of funding anticipated from Welsh Government is expected to be on the basis of the traditional model.

### **Local Member Consultation**

56. Any proposals to increase the size of an educational establishment, change its configuration or its location would require statutory consultation. Such consultation would include local members, and would follow publication of detailed proposals and proposed locations.



## **Reason for Recommendations**

57. To approve the schemes that have been prioritised for investment under the Band B phase of the 21<sup>st</sup> Century School programme/

## **Financial Implications**

58. The recommendations to this report do not themselves commit the Council to any capital expenditure commitments and, therefore, there are no capital financial implications directly arising from this report. However, the report outlines a potential capital programme totalling £284 million, the financial implications of which will be significant. External borrowing totalling a maximum of £142 million would result in significant annual revenue capital financing costs and funding sources would need to be identified in order to meet the expenditure commitments resulting. The significance of these commitments necessitate the need for consideration as part of the wider Council budget process and, therefore, the preferred funding solution will form part of the annual budget report presented to Cabinet and Council in February 2018.
59. In addition to the capital, and consequent revenue, funding implications arising from the Band B programme, revenue expenditure in relation to programme management, school transition and business case development will also arise. These costs will also form part of the funding considerations made as part of the Council's annual budget process. However, Recommendation 2 to this report, which highlights the need to progress initial business case development, may result in the need to incur revenue costs in the form of external advice prior to February 2018. It is anticipated that it will be possible to fund these costs from within the current SOP Revenue Reserve, set aside for revenue costs arising from the current 21<sup>st</sup> Century Schools Band A programme and other school organisation projects.

## **Legal Implications**

60. Under the Education Act 1996, the Council has a general statutory obligation to promote high standards of education and to consider parental preference which includes preference for Welsh medium education. The Council also has obligations under the School Standards and Framework Act 1998 and School Funding Regulations 2010 to provide capital funding for maintained schools.
61. 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).
62. 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

63. 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.
64. The report identifies that the Equality Impact Assessment has been completed. 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 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.

### **HR Implications**

65. HR People Services will work with the Governing Body of all schools within Band B on any HR matters arising from the expansion of individual schools. In line with the SOP HR Framework, the Headteacher and the Governing Body of the schools concerned will be encouraged in to undertake a review of their staffing structure and assess the workforce requirements required for the increase in pupil numbers. This will have to be balanced against the forecasted school budget. However, it is likely that the permanent expansion schools within Band B will result in the creation of new posts in each of the schools concerned.
66. HR People Services will also provide support for the additional recruitment. This will take into account the School Redeployment and Redundancy Policy and Procedure whereby new posts may provide opportunities for any school based staff on the school redeployment register at that particular time.

### **Equality Impact Assessment**

67. An Equality Impact Assessment for the 21<sup>st</sup> Century Schools Band B Programme has been carried out. The assessment concluded that the programme would not adversely affect a particular group in society. Any proposals brought forward following this report would be subject to



further equality impact assessments including an assessment on any changes to accommodation. (Details of the Equality Impact Assessment can be seen at Appendix 1).

### **Sustainability Assessment**

68. A Strategic Environmental Assessment (SEA) of the proposal has been carried out in accordance with European Legislation. The assessment confirms that the proposal is compatible with the Council's 'What Matters' strategy which seeks to deliver 7 strategic outcomes. Any proposals brought forward following this report would be subject to an environmental assessment which would be carried out as part of the planning application process. (Details of the Sustainability Assessment can be seen at Appendix 2).

### **Transport Matters**

69. High level transportation issues have been reviewed for the sites in question to ensure that consideration is given to the ability of the potential locations to support Active Travel, in terms of pedestrian and cycle access to the sites.
70. All new developments will require a Transport Assessment to be undertaken, this will determine whether any changes are deemed necessary to the immediate highway network to enable pupils and staff to access the schools using Active Travel modes. All schools within Cardiff are also encouraged to develop robust Travel Plans which will help them address issues relating to how their staff and pupils travel to school, with the emphasis on encouraging and promoting Active Travel such as walking and cycling.
71. Any highway improvement works identified from the Transport Assessments will have to be funded and delivered as part of the 21<sup>st</sup> Century Schools Programme.

### **Community Impact**

72. The Welsh Assembly Government School Organisation Code 2013 requires local authorities to conduct a Community Impact Assessment and a Welsh Language Impact Assessment when proposing changes to school organisation.
73. The following are taken into account when developing proposals
- Public Open Place/parkland
  - Noise and traffic congestion
  - School designation
  - School links to the local community
  - Impact on parents and families
  - Travelling implications for pupils/families
  - Impact on community activities, impact on community facilities



74. Any proposals brought forward following this report which would be subject to public consultation would include a full assessment of any community impact.

### **RECOMMENDATIONS:**

The Cabinet is recommended to:

1. Approve the prioritised schemes under Band B of the 21<sup>st</sup> Century Schools Programme.
2. note the approval in principle of Cardiff Council's Band B Strategic Outline Case by Welsh Government and to authorise the Director of Education and Lifelong Learning to secure Welsh Government approval in principle for the schemes within the programme.
3. note that a subsequent report to Cabinet will propose arrangements to secure sufficient capacity and appropriate governance in order to deliver the Cardiff Band B 21<sup>st</sup> Century Schools Programme.

### **NICK BATCHELAR**

Director of Education & Lifelong Learning

8 December 2017

*The following Appendices are attached*

Appendix 1 - Equality Impact Assessment

Appendix 2 - Sustainability Assessment



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**CABINET MEETING: 13 DECEMBER 2018**

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**21<sup>ST</sup> CENTURY SCHOOLS, Band B: REDEVELOPMENT OF  
CANTONIAN, WOODLANDS AND RIVERBANK SCHOOLS.**

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

**AGENDA ITEM: 4**

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**Reason for this Report**

1. To enable the Cabinet to consider a recommendation to hold public consultation on proposals for developing the Doyle Avenue site, where the existing Cantonian High School is located, in line with Band B 21<sup>st</sup> Century Schools priority schemes.
2. It is proposed from September 2023 to:
  - Replace the Cantonian High School buildings with new build accommodation on the same site expanding the school from six forms of entry (6FE) to eight forms of entry (8FE), with sixth form provision for up to 250 pupils; and expanding the current Specialist Resource Base (SRB) for learners with an Autism Spectrum Condition (ASC from 20 to 30 places in purpose-built accommodation in the new school buildings;
  - Maximise the opportunities afforded by one of the largest educational sites in Cardiff (Doyle Avenue) to locate other new school provision on the same site, in addition to Cantonian High School but organised as separate entities, to:
  - Transfer Woodlands Special School, part of the Western Learning Federation, to the Doyle Avenue site and increase the capacity from 140 places to 240 places in new build accommodation;
  - Transfer Riverbank Special School, part of the Western Learning Federation, to the Doyle Avenue site and increase the capacity from 70 to 140 places in new build accommodation.

**Background**

3. At its meeting on 14 December 2017, the Cabinet approved the prioritised scheme under Band B of the Cardiff's Band B 21<sup>st</sup> Century Schools Programme.



4. The Band B Programme seeks to address the most acute sufficiency and condition issues in Cardiff.
5. A copy of the 14 December 2017 Cabinet Report is included at Appendix 1.

## **Issues**

6. There has been an increased demand for places at entry to secondary education city wide in the past five years. City-wide projections indicate that the demand for places in English-medium secondary schools will exceed the combined capacity of such schools in future years.
7. The number of pupils in each of the Year 2 to Year 6 cohorts in English-medium primary schools exceeds the combined Admission Numbers of 3,431 places at entry to English-medium secondary schools.
8. Intakes to the Year 7 year group are projected to exceed the number of places available from September 2020.
9. Projections, based upon the most recent school census data (PLASC) received in 2018, indicate that the number of pupils entering Year 7 in English-medium community schools city-wide will continue to increase and will exceed the number of places currently available until at least September 2023.
10. The 2018 PLASC data indicates a projected reduction in demand for places from existing housing in September 2024. However, it is anticipated that, as a result of the yield of pupils from the new housing developments including those within the Local Development Plan, and changes to pupil preferences, there will continue to be a shortfall of places beyond 2024
11. The areas that are presenting as having the most acute shortage of places requiring a strategic solution, taking account of neighbouring catchment capacity, are those concentrated in the central area of the city. These are primarily focused in the areas that serve the catchment for Fitzalan High School, Cantonian High School, Willows High School, Cathays High School and Cardiff High School.
12. As the city's population has grown, so has the number of children with Special Educational Needs. In the future, these children will be referred to as having Additional Learning Needs (ALN). At present, 23.4% of children and young people in Cardiff schools have an Additional Learning Need (ALN) and there are currently approximately 1,800 statements of SEN across the authority. As the population grows so will the number of children and young people with Additional Learning Needs. Cardiff Council is committed to the principles of inclusion and recognises that the majority of children and young people with additional



needs are best supported in their local mainstream schools. The Council will continue to provide support, training and resources to schools, promote the sharing of best inclusive practice and ensure that learners with ALN access effective support in their local school.

13. However, it is recognised that in order to thrive and fulfil their potential, children and young people with the most complex Additional Learning Needs require access to the specialist environments and expertise of a special school. Whilst there are a number of existing specialist settings across Cardiff, the projected future needs will significantly exceed the number of specialist places currently available. The number of special school and specialist resource bases have increased steadily every year for the last 5 years. Current projections show the number of places will continue to grow over the next 5 to 10 years.

### **Condition & Suitability**

14. Cardiff has a very large education estate, with over 127 school properties. Many sites comprise of multiple blocks, constructed during different decades. A large number of primary, secondary and special schools are in a poor state of repair.
15. Approximately £17m, or 14%, of maintenance and condition issues of the estate have been addressed through Band A of the 21<sup>st</sup> Century Schools investment programme. There has been significant investment in the construction of two new high schools in the East and West of the City, new primary school provision and suitability works undertaken in primary schools.
16. This nonetheless leaves a significant maintenance backlog of approximately £68m, of which circa £8m is Equality Act 2010 compliance. The Local Authority's current spend on school asset renewal has been circa £4.7m per annum. In 2018-2019, the Council allocated an additional £25 million of funding over the next 5 years to the school's asset renewal budget. This resource is allocated on a priority basis and is predominantly limited to keeping properties safe and watertight.
17. As part of the prioritisation of schools within the Band B programme, all properties across the school estate were given a rating from A to D for the following issues, with D being the worst category:
  - Sufficiency of places available;
  - Condition of the school buildings;
  - Suitability of the environment for teaching.
18. Cantonian High School is rated as a "D" category, which means the buildings are life-expired. The Welsh Government is committed to removing all "D" condition schools from Wales. As a result, Cantonian High School is automatically prioritised for investment under Band B.



19. The Doyle Avenue site on which the current Cantonian High School building is located measures c11Ha. This is one of the largest school sites in Cardiff. As such, it presents an opportunity to locate other school provision on the same site, in addition to a new Cantonian High School but organised as separate educational provision.
20. Woodlands Special School and Riverbank Special School are both rated 'D' for suitability, with 'unsuitable' learning environments, which seriously inhibit the school's capacity to deliver the curriculum.
21. Replacing and significantly expanding these schools is therefore essential if the Council is to fulfil its statutory responsibility to provide appropriate education for children with Additional Learning Needs.

### **Sufficiency in Mainstream Provision**

22. When considering likely demand for places across the area, a number of factors have been used to inform projections and forecasts, including:
  - Recent and historic numbers on roll taken from verified PLASC (Pupil Level Annual Census) for Cardiff schools;
  - Recent and historic populations known to be living in each area utilising NHS data;
  - Recent and historic numbers and percentages of children attending English-medium and Welsh-medium community and faith places in Cardiff;
  - Recent and historic numbers and percentages of children transferring from primary schools in Cardiff to secondary schools elsewhere.
23. Forecasts have been prepared based on:
  - Current residential populations;
  - Likely child populations from the future residential developments currently in construction and proposed;
  - Likely demand if parental take-up patterns were to remain consistent with the most recent years applying these trends to the relevant populations in future years;
  - Likely demand if parental take-up patterns at entry to secondary schools were consistent with the type of primary school (English-medium community, Welsh-medium community or Faith) attended, applying this information to the relevant populations in future years.
24. Additional information, regarding projections and forecasts prepared relevant to the area, and the methodologies used to establish likely demand are set out in Appendix 2.



## **Summary forecasts of recent and forecast demand for places at entry to secondary education**

### **Cantonian High School Catchment Area**

25. The recent parental take-up of primary school places by children who are resident within the existing Cantonian High School catchment area has averaged 204 per year group. This has fluctuated between 187 and 225 pupils in the period 2012-2018. A similar number of children are projected in future years from the existing housing.
26. On average, 82 children per year group have transferred to English-medium community secondary schools and 52 children per year group have transferred to English-medium faith-based secondary schools in recent years. The remaining young people transfer to Welsh-medium secondary schools.
27. There is no significant difference in the number of children in Year 6 cohorts and in the following year's Year 7 cohorts in this area - i.e. almost all children resident in the area continue to attend community or faith schools in Cardiff when they transfer to secondary education.
28. Forecasts indicate that, in the Band B investment period, 165-210 English-medium secondary school places (community and faith) will be required to serve the existing Cantonian High School catchment area. Approximately 54 places would be taken-up within faith-based schools by children resident in the area. The remaining 111-156 children would take-up places within English-medium community secondary schools.
29. There are a number of planned residential developments within, or in close proximity to, the Cantonian High School catchment area, including those with outline or full planning permission which would significantly increase the child population.
30. The yield of children from the proposed development at BBC Llantrisant Road (predominantly apartments) would increase the child population in the catchment area of Cantonian High School, taking up approximately five of the projected surplus places per year group.
31. The development North and South of Llantrisant Road (689 dwellings) overlaps the boundary between the catchment areas of Cantonian High School and Radyr Comprehensive School, but is in closer proximity to Radyr Comprehensive School. The yield of children from this development would increase the pupil population in the catchment areas of Cantonian High School and Radyr Comprehensive School and take up approximately 19 projected surplus places between these schools.
32. Taking the above information into account, an English-medium community secondary school of four to five forms of entry, providing 120-150 places per year group, would be sufficient to serve the existing Cantonian High School catchment area alone.



## Other areas

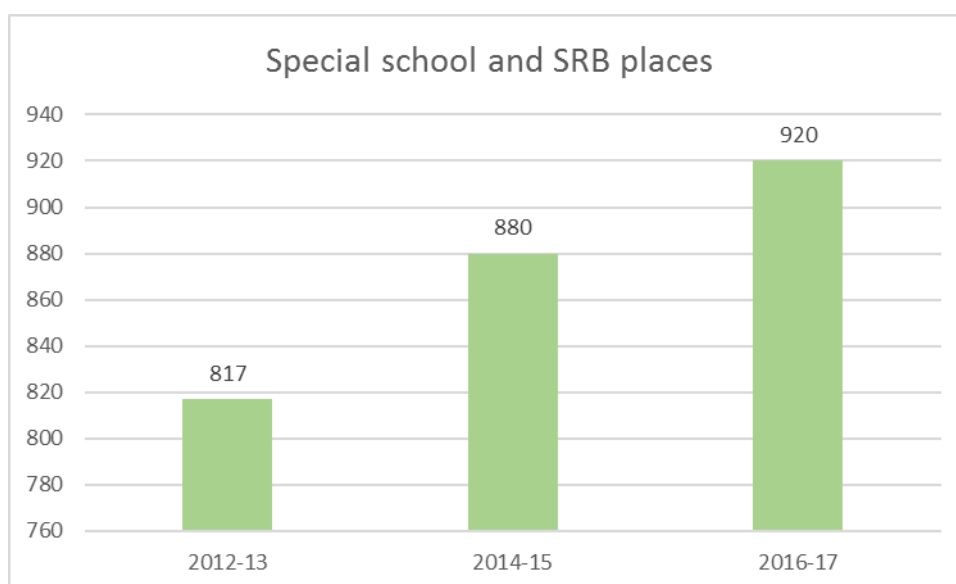
33. The five secondary schools included in Cardiff's Band B 21<sup>st</sup> Century schools programme, including Cantonian High School are proposed to expand from a combined capacity of c35.5 forms of entry to c44 forms of entry. These proposals take account of the projected increasing demand for places in a number of areas of Cardiff.
34. Cardiff's expected level of growth in this period, in existing communities, is significant.
35. As detailed in Appendix 2, the city-wide forecast demand for places at entry to secondary education from existing housing will increase by approximately 200 children per year group within the Band B investment period.
36. Dwelling completions in Cardiff have averaged 733 per year in the past 5 years and this level of growth is expected to continue. Whilst much of Cardiff's future growth will be in new communities on greenfield developments, with new schools proposed, housing completions on Brownfield land have exceeded completions on Greenfield land for the nineteen consecutive years.
37. The 2018 landbank for housing in Cardiff numbers 26,203 dwellings, including 10289 on Brownfield sites. Approximately 4,300 additional dwellings in Butetown, 1,600 in Grangetown, 750 in Canton and 600 in Llandaff have planning permission or are on sites allocated in the LDP. Each of these communities lie within the catchment areas of the schools included within the Band B programme.
38. It is evident that, separate to pupil forecasts based on existing housing, additional secondary school places will be required to accommodate children from new housing developments in the catchment areas of existing schools.
39. The replacement of Cantonian High School would provide an opportunity to meet the projected demand for places from within its catchment area and to ensure that a sufficient margin of surplus places is created to accommodate the excess demand for places from other catchment areas.
40. Consultation on changes to English-medium community secondary school catchment areas would be required at the appropriate time in order to provide a suitable balance in the supply of and take-up of places. Catchment areas are only part of the school admission oversubscription criteria and being resident within a catchment area is not a guarantee of admission. The Council has to ensure sufficient place in the secondary sector regardless of catchment boundaries



## Additional Learning Needs (ALN) Provision

### Sufficiency in the Special Sector

41. An analysis of additional learning needs (ALN) trends since 2012 shows that there has been significant growth in specialist placements in Cardiff over this period. The growth is largely the result of the general population growth in Cardiff, but is also considered to be the result of improved survival rates for children with complex disabilities, and increased incidence/identification of autism spectrum conditions and of complex medical conditions. Inward migration is also a significant factor: the benefits of the Children's Hospital for Wales, and a wide range of special schools, can be a factor, both for families moving to Cardiff from other areas of Wales, and families newly arrived in the UK.
42. As illustrated in the graph below, the number of funded special school or specialist resource base places in Cardiff schools has increased by 103 places over a five-year period. (The graph does not include places funded in other local authorities or the independent sector.)



43. The additional specialist places have been secured by increasing the numbers at special schools and specialist resource bases where current accommodation allows, through the additional capacity afforded by the relocation and expansion of Ty Gwyn Special School in 2010 and the establishment of The Marion Centre in 2011.
44. The demand for specialist places over the last 5-10 years has nevertheless exceeded the original projections and over the last 2 years, the council-maintained special sector has been unable to meet current need.
45. Cardiff has therefore become increasingly reliant on to the independent sector in order to comply with statutory duties. In 2018-19, Cardiff is



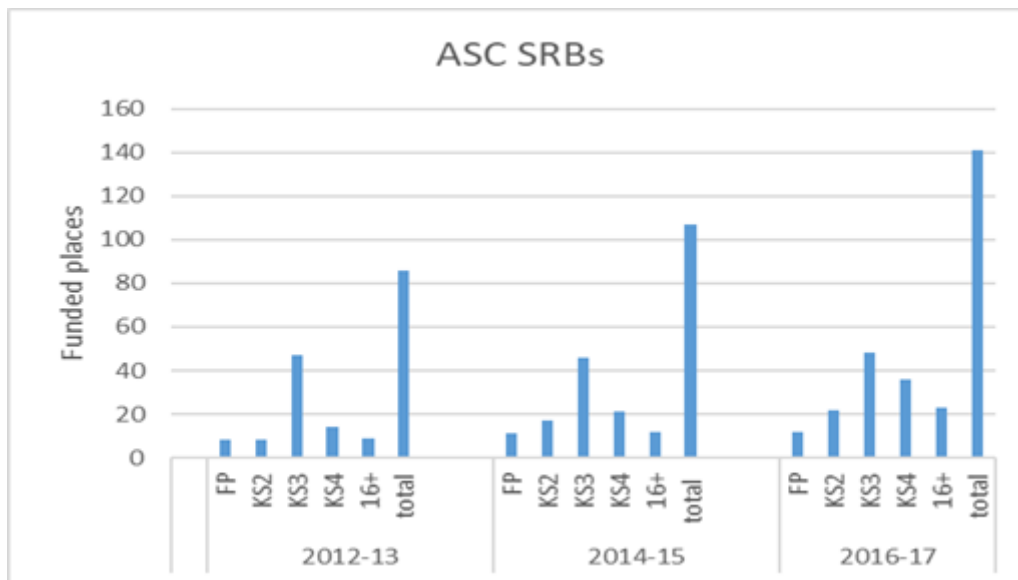
funding 118 pupils in independent special school places, at a total cost of £2.8M.

46. Further expansion in special school and SRB places will therefore be needed, both to respond to projected demand and to reduce reliance on the independent sector.
47. The expansion of special school and SRB places will have implications for health provision, making it essential to work closely with Cardiff and the Vale Health Board, to audit current need, project further health needs and plan in partnership to ensure specialist settings have access to support, training and provision to meet the identified needs of learners.

### **Autism Spectrum Condition Specialist Resource Base**

48. At present both secondary and primary schools in Cardiff host Specialist Resource Bases (SRB). The purpose of an SRB is to enable learners with additional learning needs to succeed in a mainstream learning environment. Pupils are supported to attend mainstream lessons and benefit from the full range of educational opportunities available to all pupils at the school.
49. Cantonian High School has a Specialist Resource Base (SRB) for learners with an Autism Spectrum Condition (ASC). Admissions to the all SRBs in Cardiff are managed by the Council, in line with the SEN Code of Practice for Wales, and are subject to an assessment of need.
50. The admission number for the current SRB at Cantonian High School is 20. However, due to increased demand, and a shortage of specialist ASC places in Cardiff, the base is currently over number and includes 25 pupils.
51. The majority of children with an autism spectrum condition do not require a special school place in order to learn and thrive. Young people attend a local mainstream school and access additional support through the specialist resource base.
52. The graph below shows the increase in places between 2012 and 2017, from 82 to 140. It is anticipated that demand for ASC SRB places will continue to grow over the next 5-10 years.





53. The specialist SRB staff provide additional pastoral and teaching support to the pupils, and provide training and information to main school staff to support the inclusion of young people. The SRB has designated accommodation where the pupils may access small group or individual teaching. The base also provides a nurturing and 'safe' environment for young people when it is required. The provision provided to the young people is tailored, according to need. Young people experience short or prolonged periods where they are taught mainly or solely in the SRB, because of anxiety or sensory challenges, or as part of a transition from a more specialist environment.
54. It is proposed to retain the SRB at Cantonian High school, as part of the future school, to ensure continued provision for current and future pupils. The current expertise and inclusive practice of the school would be maintained. Additional places would help to ensure there are sufficient places to meet increased demand arising out of a growing pupil population and a growing incidence and identification of ASC in Cardiff.
55. The location of Woodlands High School on the same site will also enable links to be established between the SRB and the special school, with opportunities for sharing expertise and professional development for staff.

### **Riverbank and Woodlands Special Schools**

56. Riverbank Special School is a 70-place school for learners aged 4-11; Woodlands Special School is a 140 place school for learners aged 11-19. Both schools form part of the Western Learning Federation. All of the children have a severe general learning difficulty and have a statement of special educational needs. The statutory assessment process for these young people has identified that their additional learning needs cannot be met in a less specialised environment. . Most of the young people also have a range of secondary needs, such as



speech and language, medical needs, physical disabilities, or an autism spectrum condition.

57. Many pupils will be achieving at National Curriculum Level 1 or lower throughout their education and require access to a highly differentiated specialist curriculum. The purpose of Riverbank and Woodlands Schools is therefore to provide a highly specialist learning environment and curriculum, where learners with complex learning needs can fulfil their potential.
58. Admission to the schools is subject to a statement of special educational need and is managed by the local authority, in line with the SEN Code of Practice for Wales, which will be replaced by the ALN Code of Practice from September 2020.
59. Both schools are citywide provisions and are federated with Ty Gwyn Special School. Collectively the three schools are known as the 'Western Learning Federation'. The three schools are currently located together on a site adjacent to Trelai Park in the West of Cardiff. The relocation of both schools onto the Doyle Avenue site will not change the organisation of the Federation.
60. As outlined above in paragraphs 41-47, the number of specialist places in Cardiff has been insufficient to meet the demand for places over the last few years, despite the expansion of places at some settings.
61. Riverbank School and Woodlands High School have historically specialised in meeting the needs of learners with complex learning disabilities, but have also admitted a growing number of young people with ASC over the last few years. Projections show that the need for ASC special school places is growing more rapidly than for complex learning disabilities. The ASC places available at Ty Gwyn, The Hollies and Ysgol y Deri (in the Vale of Glamorgan) will not be sufficient to meet future demand for ASC special school places. In order to meet statutory responsibilities, the council will therefore need to increase the number of special school places at Riverbank and Woodlands High School, and support both schools to develop further their expertise in relation to ASC.
62. The Doyle Avenue site is large enough to accommodate two of the special schools that form the Western Learning Federation, in addition to Cantonian High Schools. The site is within a short traveling distance from the Trelai site, where Ty Gwyn School is situated. The relocation of these two schools will not affect Western Learning Federation, which will continue to be governed by one federated governing body. The three schools, which form the Western Learning Federation, will continue to deliver the vision of the Federation, which is to become a centre of excellence in special education.
63. Whilst organised as separate entities, the location of the two special schools on the same site as Cantonian High School will provide



opportunities for collaboration including access to specialist facilities located on the Cantonian High School site.

### **Health provision**

64. The proposals to expand specialist provision on the site will have implications for health and other specialist services, working in partnership with schools to meet Additional Learning Needs. An additional factor is the ALN Reform Act 2018, which will introduce new responsibilities for health, education and social care to work together to coordinate assessment and provision. The Act 2018 will be implemented over a three-year period, beginning in September 2020.
65. In order to address these challenges together, the local authority and Cardiff and the Vale University Health Board are undertaking a joint review of health and specialist provision in Cardiff special schools and pupil referral unit. The findings of the review, overseen by a project group of representatives from health, education, social services, schools, and parents, will inform the design of the specialist provision to be located on the Doyle Avenue site.

### **Admissions and Catchment areas**

66. There are no plans to change the Council's policy on the admission of children to schools, as a result of this proposal except for catchment areas.
67. Detailed information regarding admission arrangements is contained in the Council's Admission to Schools booklet, and this information can be viewed on the Council's website ([www.cardiff.gov.uk](http://www.cardiff.gov.uk)).
68. Consultation on changes to English-medium community secondary school catchment areas would be required at the appropriate time, in order to provide a suitable balance in the supply of and take up of places.
69. The Local Authority will manage admissions to the ASC provision at Cantonian High School, Woodlands Special School and Riverbank School, in accordance with the SEN Code of Practice. Admissions will be city-wide which will be replaced by the ALN Code of Practice from September 2020.

### **Partnerships**

70. The 'Cardiff Commitment' is the Council's youth engagement and progression strategy. The Cardiff Commitment sets out how the council, together with a wide range of public, private and third sector partners, will work together to ensure a positive destination for every young person in Cardiff after they finish school, either in employment or further education and training.



71. To date over 120 businesses have pledged to support Cardiff Commitment and provide opportunities to schools and young people, better preparing them for the world of work, contributing to the future economic growth of the city.
72. The Council's proposals for Band B of the 21<sup>st</sup> Century Schools Programme, and the Cardiff 2020 strategy, clearly state the link between improving the environment for learning and raising standards of achievement.
73. The Council is keen to assist with the development of opportunities between schools and businesses, to help create a sustainable pool of talent for future workforce needs, and spread skills across the city. An example of this is the Creative Education Partnership that has been established between Cardiff West Community High School and partners from the creative industries to provide opportunities for young people to leave education with skills and competences and to be work ready
74. The significant school developments proposed would provide opportunities for strong partnerships with businesses and employers from a range of sectors in the Cardiff economy. Opportunities for further partnerships are being explored and will be progressed in line with the priorities set out in the Cardiff Commitment

### **Impact of the proposal on the Welsh Language**

75. It is not anticipated that there will be any negative impact on the Welsh Language, as a result of this proposal.
76. The teaching of Welsh within an English medium setting is subject to the requirements of the National Curriculum. This would not change with the expansion of the school. This proposal does not seek to change the number of Welsh-medium primary or secondary school places available in the area.
77. The Council works closely and constructively with partners on its Welsh Education Forum, which includes representatives of nursery, primary, secondary and further education, childcare, RhAG and the Welsh Government. The Forum actively informs the planning of Welsh-medium places, to continue to drive the Council's plan to sustainably increase the number of learners within Welsh-medium schools and those learning Welsh in English-medium schools.
78. The council monitors birth rates, the yield from proposed housing and the patterns of take-up in Welsh-medium provision at primary and secondary age, with a view to bringing forward appropriate plans to meet any increased demand.
79. Whilst forecasts, based on the number of children in the Welsh-medium primary, indicate that additional capacity will be required to meet the demand for places in Welsh-medium secondary schools, separate



proposals will be brought forward at the appropriate time to ensure there are sufficient places available.

80. The Council, and its partners on the Welsh Education Forum, are committed to driving the increase in number of pupils educated through the medium of Welsh, to meet the targets within Cardiff's WESP, and to meet the targets set out in the Welsh Government's Cymraeg 2050 strategy.
81. The Council must ensure that the expansion of school provision is brought forward in a strategic and timely manner, which does not compromise existing provision. Expanding Welsh-medium secondary school provision would, inevitably, have an impact on the take-up of places in other schools, and in turn on the ability of schools to balance budgets and to attract or retain staff.
82. The proposals for the Doyle Avenue site do not include opportunities for developing Welsh medium ALN provision. Steps to expand specialist ALN provision in the Welsh medium sector are being taken forward separately through the Welsh Education Strategic Plan (WESP), the Educational Tribunal (ALNET) Act Regional Implementation Plan and through the Cardiff ALN Strategy.

Actions taken so far include:

- A new primary SRB at Ysgol Pwll Coch opening January 2019 for up to 20 pupils. The SRB will open with three pupils, and will have capacity to expand to 20 places. This development is in addition to the well-established SRB at Ysgol Coed y Gof for 10 pupils;
  - Improvements in secondary SRB accommodation at Ysgol Glantaf, and an increase in the published number from 10 to 30 places. In 2018-19, there are 14 young people in the SRB, with scope to expand in future years;
  - A primary 'wellbeing class' was established in 2016-17, offering 6 month placements for up to 8 pupils (per cohort) with significant emotional health and wellbeing needs. The class is currently hosted at Ysgol Pen y Groes;
  - A secondary 'virtual PRU' offering specialist support to up to 18 pupils (per cohort) at risk of exclusion in the three WM secondary schools. The provision was established January 2018.
83. Since 2016 and, because of the actions described in paragraph 79, the number of specialist places available to learners in the Welsh medium sector have increased from 20 SRB places in 2015-16 (10 places at Ysgol Coed y Gof SRB; 10 places at Ysgol Glantaf SRB) to 60 SRB places and 26 assessment/ 'PRU-type' places in 2018-19. At January 2019, approximately 25 SRB places will be taken-up, with capacity for growth of up to 35 places. Numbers accessing the wellbeing class and the virtual PRU fluctuates: the local authority is keeping capacity under review and will take steps to extend places in response to pupil needs.



84. The ALNET Regional Implementation Plan, Priority 7, is to 'Review and improve Welsh medium provision and specialist support to increase regional capacity to support ALN'. Cardiff Council are leading on this priority.
85. The objectives are to
- Conduct an analysis of the prevalence of ALN and level of need in the Welsh medium sector in each LA across the region (Cardiff, Vale of Glamorgan, Bridgend, Rhondda Cynon Taf, Merthyr) ;
  - Map Welsh medium provision and support available across the region;
  - Increase sharing of good practice for ALN in the Welsh medium sector;
  - Ensure that the ALNET Regional Implementation Plan supports and complements regional WESP priorities.

### **Learner Travel Arrangements**

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

### **Community Impact**

89. 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 make sure that the proposal avoids negative impacts if possible.
90. The schools that might be affected by the proposals are existing schools. Some offer after school activities and some have community organisations offering services from the school. It is not thought that there would be a negative impact on any of these activities.
91. With significant sports and wider leisure provision now established, or being developed, in many schools a key objective is to enable third party to access the sports facilities at schools, on a sustainable financial basis. Welsh Government's aim for shared facilities in community-focussed school are to:
- Provide opportunities for the local community and sports organisations to participate in sport and physical activity for health improvement and development of their skills, particularly amongst low participant groups;



- Operate in line with the national agenda for sport taking into account nationally adopted strategies;
  - Generate positive attitudes in sport and physical activity by young people and reducing the dropout rate in sports participation with age;
  - Increase the number of people of all ages and abilities participating in sport and physical activity including people with disabilities;
  - Use the facilities to encourage the range, quality and number of school sports club links and to stimulate competition that is inclusive of young people and adults;
  - Provide affordable access to the facilities and to be self-financing and cost neutral in the first instance, generating sustainable income for the school in the future.
92. The development of a viable model for all schools across the city to be accessed by the communities which they serve is needed.

### **Wellbeing of Future Generations**

93. In line with the Well-being of Future Generations Act Cardiff's Band B programme is committed to providing Local Schools for Local Children, together with encouraging use of sustainable modes to travel to schools, such as walking and cycling. Each School project takes into account key transport issues when they are being designed and the firm need to provide safer routes to encourage walking, cycling and other active travel modes to schools.
94. With the current investments in ICT across the city, student movements may be further reduced as mobile technology develops further allowing for flexible teaching methods. These have the potential to result in a more efficient Travel Plan and further contribute to the Council's targets to reduce its carbon emissions.
95. In order to maximise the long-term impact of this significant investment, any design taken forward for each school included in this proposal would be developed to ensure the delivery of high quality modern facilities that are able to respond to the current pupil populations needs and support the delivery of effective teaching and learning methods. They would also incorporate the flexibility to take account of changes depending on need as time progresses; such as changing demographics and pupil numbers, changing curriculum and changing types of pupil needs.

### **Financial Implications**

96. The recommendations to this report request approval for a consultation process to be undertaken in relation to the proposed scheme at the Doyle Avenue site. A decision to initiate a consultation process does not, in itself, commit the Council to any capital expenditure commitments and, therefore, there are no capital financial implications directly arising from this report. However, as per the report approved by Cabinet in December 2017, these proposals form part of the Council's outline 21<sup>st</sup> Century Schools Band B Programme. Whilst the final financial envelope,



or nature of the funding, for Band B has not been finalised by Welsh Government, it is anticipated that the total cost of the five-year programme will be in the region of £284 million, with this particular scheme being met from within that envelope. At the point of developing the outline programme, this particular scheme was estimated at a cost of £67.3 million. However, should the scheme be taken forward, it will be necessary for a full financial evaluation to be undertaken. The aim of this will be to provide assurance that the scheme remains affordable within the overall envelope, once all relevant costs and contingencies for potential changes in delivery timescales have been incorporated. Following that, a business case, seeking approval of funding, will need to be developed for submission to Welsh Government.

97. As per the Council's 2018/19 Budget Report, the funding required for the Council to meet its share of the potential £284 million has been identified. This funding will take the form of external borrowing and capital receipts, with the funding for the eventual repayment of the external borrowing having also been confirmed as part of the Budget Report. As well as the capital expenditure commitments, there would also be significant revenue expenditure implications, both connected to the project delivery and on an ongoing basis, once the new facility is operational. Any revenue expenditure implications connected to the project itself would need to be funded from within the SOP Revenue Reserve, including any costs that will be incurred in advance of the scheme commencing. Any additional operational costs would be met from within the delegated school budget, including those relating to the projected increase in pupil numbers. Any additional revenue funding required as a result of increased pupil and place numbers would need to be considered as part of the Council's annual budget setting process. Similar consideration would need to be given to the impact upon school transport budgets, particularly in light of the proposed changes to ALN provision as part of this scheme.

### **Legal Implications**

98. 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.
99. Parents have a right to express a preference for the school they wish their child to attend under section 86 of the School Standards and Framework Act 1998. This does not provide a right to attend a certain school, as applications can still be refused for admission where this would prejudice the provision of efficient education or the efficient use of resources.
100. A local authority can make proposals to alter a community school under section 42 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 2018. All four proposals are regulated alterations under paragraph 2.3 of the School Organisation Code 2018. The recommendations seek 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. As these proposals affect sixth form provision, they will require the approval of Welsh Ministers in accordance with section 50 of the Schools Standards and Organisation (Wales) Act 2013 and paragraph 5.2 of the School Organisation Code 2018.

101. Catchment areas and published admission numbers of schools are part of the Council's admission arrangements and therefore the statutory consultation within the School Admission Code and the Education (Determination of Admission Arrangements) Regulations 2006 would need to be followed if following consultation these proposals are taken forward.
102. The Council also has obligations under the Education Act 1996 to ensure appropriate provision for pupils with special educational needs. The Additional Learning Needs and Educational Tribunal (Wales) Act 2018 ("ALN (Wales) Act") received royal assent earlier this year and from 2020 the Council legal obligations will be under this act and the term special educational needs will become additional learning needs. Similarly, the current SEN Code of Practice for Wales will be replaced by the ALN Code of Practice for Wales. The legal obligation to make provision for these pupils will not change under the new legislation, although the procedures will change. In particular, the duty to favour maintained mainstream provision for pupils will continue under the new legislation.
103. An area that will be affected by the new ALN (Wales) Act is the legal obligation to assess and make provision for pupils over 16. Under the current legislation, the Learning and Skills Act 2000, Welsh Government are responsible for assessing and funding provision for pupils who do not have statements of special educational needs and who have been assessed as having special educational needs. Under the new ALN (Wales) Act, the Council will have new legal obligations to make provision for pupils over 16.
104. 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 are published, the Council will have to consider further the equalities implications and an Equality Impact Assessment may need to be completed.

105. 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.
106. 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.
107. 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**

108. There are significant HR implications arising from the proposals. Firstly, the proposed increase in pupil numbers for each of the three schools will require the Governing Bodies of Cantonian High School and the Western Learning Federation to plan for the workforce requirements in readiness for their respective expansions. The Governing Bodies will be encouraged to undertake this work in line with the SOP HR Framework
109. HR People Services will provide advice, support and guidance for to the Governing Bodies for the workforce planning and consequential recruitment processes. Where the Governing Bodies have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of an increase in numbers on the role will provide opportunities for school based staff on the school redeployment register.
110. Secondly, the proposals include the relocation of Riverbank and Woodlands special schools which will require high levels of staff and trade union consultation; clear communication plans regarding the arrangements for the transition from one school site to another; in addition to staff involvement in the development of building specifications or designs.
111. There may also be HR implications arising from the potential for the three schools to be co-located on one school site, for example, governance arrangements for shared service contracts such as cleaning and estates management arrangements. The full implications of this will need to be assessed as the proposal progresses, and the Governing



Bodies will need to ensure full consultation with staff and trade union colleagues.

### **Traffic and Transport implications**

112. The Council's policy is to increase the overall share of daily journeys that are made by sustainable modes of transport – walking, cycling and public transport. Many journeys to school are very short. 75% of journeys to education in Cardiff 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. The health and wellbeing benefits of enabling children to travel actively and independently to school, as opposed to being escorted by car, are well documented and evidenced.
113. These proposals will increase educational activity on this site through the expansion of mainstream places, the Specialist Resource Base (SRB) and accommodation of expanded capacity relocated from Woodlands Special School and Riverbank Special School. The expanded provision will result in additional trips to the site, which have the potential to add/alter existing pressures on the local highway network.
114. The current target for journeys by sustainable modes of transport (contained in the adopted Local Development Plan) is to achieve a 50:50 split between journeys by car and journeys made by foot, cycle and/or use of public transport by 2026. This will be achieved by ensuring that new developments are fully integrated with transport infrastructure which mitigates the transport impacts and maximises opportunities for travel by sustainable modes. It is important that this new school facility fully reflects the Council's transport policies and makes a positive contribution to modal shift.
115. This can be achieved by ensuring that the design and layout of buildings and the site access arrangements prioritise travel by active and sustainable modes. Other critical elements will be the location of access points in positions which take account of the alignment surrounding network of roads and pathways and which serve to minimise walking and cycling distances and avoid unnecessary detours for people travelling on foot and by bicycle. The provision of on-site facilities, such as secure cycle parking spaces will also be essential.
116. Access to the site by private car needs to be carefully managed, particularly given the relationship of the site to residential streets. On-site parking should be in accordance with the Council's Managing Transport Impacts Supplementary Planning Guidance (2018). The parking requirements for schools within the SPG is one parking space per 30 pupils and this would apply to the mainstream school provision at the site.



117. The SPG does not specifically refer to provision for special schools. However, there is generally a higher ratio of staff to pupils within special education settings, together with the additional site access requirements (e.g. the quantity of minibus based pupil transport). To reflect this, it is recommended that the following statement from the SPG be applied to consideration of parking requirements for the special education element of this development “any proposed land use or development not specifically mentioned will be considered on a site specific basis and on its individual merits” (6.3, p.22).
118. Transport mitigation for the development will be identified through the Transport Assessment process, which will inform the proposals submitted for planning permission. The first stage of transport assessment was undertaken in October 2018. This provided an initial assessment of the traffic and transport implications of implementing the scheme.
119. The assessment identifies works associated with improving vehicular access and off-site highway measures including a school safety zone, traffic calming and pedestrian crossing facilities. Further transport assessment work will be required to support the detailed proposals for the new school site and to inform the future planning application for the development.
120. In addition to highways measures within the immediate vicinity of the school gates, this work will need to identify other off-site improvements which can help to maximise opportunities for pupils to travel to school by walking and cycling.
121. The Council is committed to ensuring that every school in Cardiff has an Active Travel Plan by 2020. All schools developed under Band B will need to have such a plan in place from the outset of their operation and therefore, in the event the proposed development proceeds, it would need to be supported by a travel plan, which should be informed by the Transport Assessment.

### **Equality Impact Assessment**

122. An initial Equality Impact Assessments has been carried out. It concluded that the proposed changes would not negatively affect a particular group in society. This assessment will be reviewed after the consultation. Further equality impact assessments would also be carried out if the proposal goes ahead.

### **RECOMMENDATIONS**

1. The Cabinet is recommended to authorise officers to consult on proposals to:



- Replace the Cantonian High School buildings with new build accommodation on the same site expanding the school from six forms of entry (6FE) to eight forms of entry (8FE) with sixth form provision for up to 250 pupils;
  - Expand the Specialist Resource Base (SRB) for learners with an Autism Spectrum Condition (ASC), hosted at Cantonian High School from 20 to 30 places in purpose built accommodation in the new school buildings;
  - Transfer Woodlands Special School to the Doyle Avenue site and increase the capacity from 140 places to 240 places in new build accommodation;
  - Transfer Riverbank Special School to the Doyle Avenue site and increase the capacity from 70 to 140 places in new build accommodation.
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.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>NICK BATCHELAR</b> Director of Education & Lifelong
	7 December 2018

*The following appendices are attached:*

Appendix 1: Cabinet Report, 14 December 2017

Appendix 2: Projected availability of and demand for secondary school places

Appendix 3: Statutory Screening Tool



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# FITZALAN HIGH SCHOOL

## PUBLIC ENGAGEMENT



### Project Background

The need to replace the existing Fitzalan High School buildings has been identified as part of the 21st Century, Band B Schools Programme. This is a £284m investment programme, jointly funded by Cardiff Council and Welsh Government. It will deliver five secondary schools, four new special schools and four new primary schools by 2024.

The Fitzalan High School project would see state-of-the-art educational facilities in a brand new school. Pupils would have access to the best quality learning environment. This will support teaching and learning.

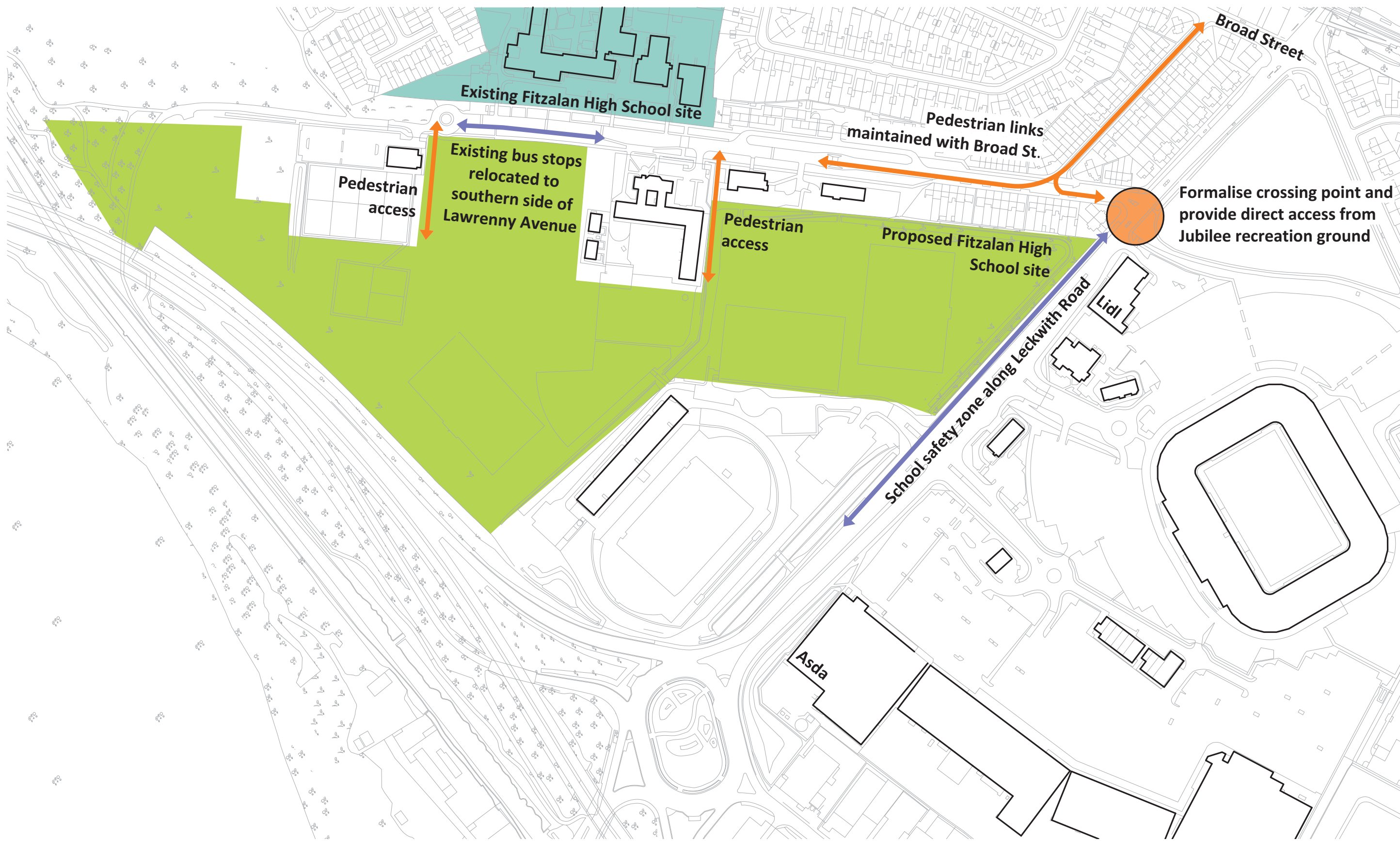
There would also be improved new sports facilities such as a new swimming pool, multi-use games areas (MUGA) and access to 3G rugby and football pitches. A benefit for the whole community.

There would still be access to existing sporting facilities. Additional facilities will need further consultation.

The new school would have the same capacity as it does currently (1500 pupils aged 11 to 16 plus Sixth Form for up to 350 pupils).

Under the proposals, the new school would be located on Leckwith Road. The main entrance would face Cardiff Athletics Stadium with additional pedestrian access points for pupils. This is in line with school transport strategy.

The proposals are at the initial stages and any development would be subject to planning permission and Cardiff Council Cabinet approval.



### Transport Summary

In line with the Council's commitment to active travel, safe routes to school will be assessed and improvements identified as part of the development. The main vehicle access to the site for Staff and deliveries will be off the existing Leckwith Road/Athletics Stadium signalised cross-road junction, with additional pedestrian and cycle access points from various locations around the site and from Lawrenny Avenue. Access points will be designed to be attractive to pedestrians and cyclists. It is envisaged that the existing school bus provision will be maintained.

A School Travel Plan and Transport Assessment detailing the highway improvements will be completed as part of the planning application process.







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**Neuadd y Sir**  
 Caerdydd,  
 CF10 4UW  
 Ffôn: (029) 2087 2088  
[www.caerdydd.gov.uk](http://www.caerdydd.gov.uk)

**County Hall**  
 Cardiff,  
 CF10 4UW  
 Tel: (029) 2087 2087  
[www.cardiff.gov.uk](http://www.cardiff.gov.uk)

## Public engagement on the development of a new build Fitzalan High School

12 November – 10 December 2018

### Background

The need to replace the existing Fitzalan High School buildings has been identified as part of the 21st Century, Band B Schools Programme. This is a £284million investment programme, jointly funded by Cardiff Council and the Welsh Government. It will deliver in total five secondary schools, four new special schools and four new primary schools by 2024.

### What would be provided?

The Fitzalan High School project would see state-of-the-art educational facilities in a brand new school from September 2022. Pupils would have access to the best quality learning environment. This will support and enhance teaching and learning.

There would also be improved new sports facilities such as a new swimming pool, multi-use games areas (MUGA) and access to 3G rugby and football pitches.

These facilities would be available for use by the whole community.

There would still be access to existing sporting facilities.

The new school would have the same capacity as it does now (1500 pupils aged 11 to 16. Sixth Form places will be expanded by 28 places to allow for up to 350 pupils).

Under the proposals, the new school would be located on Leckwith Road, Leckwith.

The main entrance would face Cardiff Athletics Stadium with additional pedestrian access points for pupils from Lawrenny Avenue. This is in line with school transport strategy.

Pupils would remain at the existing Fitzalan High School site on Lawrenny Avenue until the new school build is ready. There would be little or no disruption to the pupil's education.

### How to find out more

We want to provide you with as much information as possible about our proposals and to answer any questions that you may have.

A series of drop in sessions, have been arranged where you can come along and talk to us about the new school.

#### GWEITHIO DROS GAERDYDD, GWEITHIO DROSOCH CHI

Mae'r Cyngor yn croesawu gohebiaeth yn Gymraeg, Saesneg neu'n ddwyieithog. Byddwn yn cyfathrebu â chi yn ôl eich dewis, dim ond i chi roi gwybod i ni pa un sydd well gennych. Ni fydd gohebu yn Gymraeg yn arwain at oedi.

#### WORKING FOR CARDIFF, WORKING FOR YOU

The Council welcomes correspondence in Welsh, English or bilingually. We will ensure that we communicate with you in the language of your choice, as long as you let us know which you prefer. Corresponding in Welsh will not lead to delay.





These are listed below:

Type of consultation	Date/Time	Venue
Drop in Session	Wednesday 21 November 2018 5 – 7pm	Canton Library
Drop in Session	Wednesday 28 November 2018 4 – 6pm	Grangetown Library and Hub
Drop in Session	Tuesday 04 December 2018 9 – 11am	Butetown Hub

### **What will happen to the existing Fitzalan High School site?**

It is proposed to demolish the existing Fitzalan High School buildings once the pupils have transferred to the new site in September 2022. Options for the proposed future use of the school site are being considered.

### **What happens next?**

The proposals are at the initial stages, so any development would be subject to planning permission and approval from Cardiff Council and the Welsh Government.

You can keep up to date with developments online using our website:

<https://www.cardiff.gov.uk/ENG/resident/Schools-and-learning/Schools/21st-Century-Schools/Keep-up-to-date-and-contact-us/Pages/default.aspx>

If you have a query you can e-mail [schoolresponses@cardiff.gov.uk](mailto:schoolresponses@cardiff.gov.uk)





**Schools Programme  
Record of Drop in session  
Canton Library – Wednesday 21 November 2018**



**Present:** Michele Duddridge Hossain (SOP), Rosalie Phillips (SOP)

*Please note: The following is not a transcript but a contemporaneous note of the meeting.*

No	Heading	Action
	<p>A number of residents from Lawrenny Avenue attended the session and expressed concerns regarding the proposed siting of the school, noise levels, loss of privacy, light pollution and the potential for a negative impact on house prices.</p> <p>Other views expressed related to the new school building being fully accessible, sustainable building design, the layout of the new school facilities and the wish to see outdoor areas that could be used for learning and developed as nature areas.</p> <p>Continuing access to the school via Broad Street was seen as important as part of promoting active travel.</p>	









Schools Programme  
Record of Drop In Session  
Fitzalan High School Consultation  
Grangetown Hub 28 November 2018



**Present:**

Ian Warburton (Senior Project Officer)

Shirley Karseras (Project Officer)

*Please note: The following is not a transcript but a contemporaneous note of the meeting.*

No	Heading	Action
	<p>Y8 pupil from Fitzalan High School came specifically for the public engagement. He had been present in school for the presentation but wanted to know some more. Generally positive of the new school. Wanted to know its exact location so he could work out his new commute. Asked lots of questions including: movement of the House of Sport facility, timescales for build, size of the new school, size of the new plot, will the Council sell the land, would it be for housing and what the look of the building will actually be. He was aware of the difficulties of building on same site and understood they would be housed in current accommodation whilst build took place.</p> <p>Ex pupil, who just happened to be in the Hub, shared his opinion in passing – thought new school would be good but that it should be on the same site. Didn't get a chance to discuss logistical problems with this approach as he left the building.</p> <p>Father and his daughter, who use the Athletic Track several times a week as part of Cardiff Amateur Athletics Club (CAAC), came to express their concerns with the increased traffic and that current issues with the <b>flow</b> of traffic would be made worse if the new school were to operate evening classes. He felt that if some kind of 'in and out' system for traffic could be implemented then that would be beneficial. They were also concerned with the positioning of the hammer area that has been earmarked due to health and safety issues of people walking around this area to use other areas of the sports facilities. He mentioned that the position of the new school on the edge of the road was for 'headlines' and that the sporting facilities on the whole site would be negatively impacted. He also queried the way in which the build would be undertaken, namely, would the school be built first and work back into the site or vice versa. His preference was that the sports facilities be completed first.</p> <p>Cardiff Council employee at the Hub thought the project looked great.</p>	





Schools Programme  
Record of Drop In Session  
Fitzalan High School Consultation  
Grangetown Hub 28 November 2018



No	Heading	Action
	A visitor to the Hub made brief reference to the project as he was leaving; he was very positive.	





**Schools Programme  
Record of Drop In Session  
Fitzalan High School Consultation  
Butetown Hub – Tuesday 4<sup>th</sup> December 2018  
9am-11am**



**Present:**

Ian Warburton (Senior Project Officer)

Cerys Richardson (Project Officer)

Jo Phillips (Project Officer)

*Please note: The following is not a transcript but a contemporaneous note of the meeting.*

No	Heading	Action
	<p><b>10 people in total attended the Drop In session:</b></p> <p><b>Person 1:</b></p> <p>Member of Hub staff – interested in the design of the school and would look like the image on the boards. Explained it is an impression of what the school may look like, but the design may change once a contractor had been assigned.</p> <p><b>Person 2:</b></p> <p>1 x lady – Attending the Hub for something else. Used to attend Fitzalan HS and was unaware of the plans for the new school building. Thought it was a good idea.</p> <p><b>Person 3:</b></p> <p>1 x man – Parent with children in Years 7, 9 &amp; 11 at Fitzalan HS. Commented that a bigger school is needed. Asked when the new school would be finished. Advised that it is intended to open in September 2022.</p> <p><b>Person 4:</b></p> <p>1 x lady – Grandparent, took a handout for her daughter.</p> <p><b>Person 5:</b></p> <p>1 x man – Parent with children at the school. Said that the new school would need a prayer room/quiet space and that it must have appropriate washing facilities, not just the normal toilet facilities.</p> <p><b>Person 6:</b></p> <p>Fitzalan HS Chair of Governors – Asked about interest in the new school. Happy that response was positive. Took a handout.</p>	







Schools Programme  
Record of Drop In Session  
Fitzalan High School Consultation  
Butetown Hub – Tuesday 4<sup>th</sup> December 2018  
9am-11am



No	Heading	Action
	<p><b>Person 7:</b></p> <p>1 x man – Asked where the school would be moving to. Showed him the layout of the new site on the display boards.</p> <p><b>Person 8:</b></p> <p>1 x lady – Asked where the buildings/facilities would be on the new site. Showed her the layout on the display boards. Asked if the Gôl Centre would be still be open. Advised that the Gôl Centre is staying on the site.</p> <p><b>Person 9:</b></p> <p>Cllr Ashley Lister – Asked about the Athletics Stadium and Canton RFC. Advised that the Athletics Stadium and facilities would not be changing, although some facilities such as the dome would be moved to a different part of the site. Canton RFC will temporarily play on Jubilee Park. Asked about bus routes. Advised that bus routes will stay the same. Discussed catchment areas and whether these might change as children in Grangetown are not getting into the school. Advised that catchment areas are always under review and will be considered in the wider context of school places across the whole city. However, it is disruptive to make frequent changes to school catchments.</p> <p><b>Person 10:</b></p> <p>1 x man – Parent with children currently at Fitzalan HS and also in Mount Stuart PS. Thought new school was a good idea and took a handout.</p>	



# Fitzalan High School



Pupil Engagement  
Fitzalan High School  
12<sup>th</sup> November 2018

Julie Holmes  
Project Manager

Education is  
Everybody's Business  
Mae Addysg yn  
bawysig i bawb



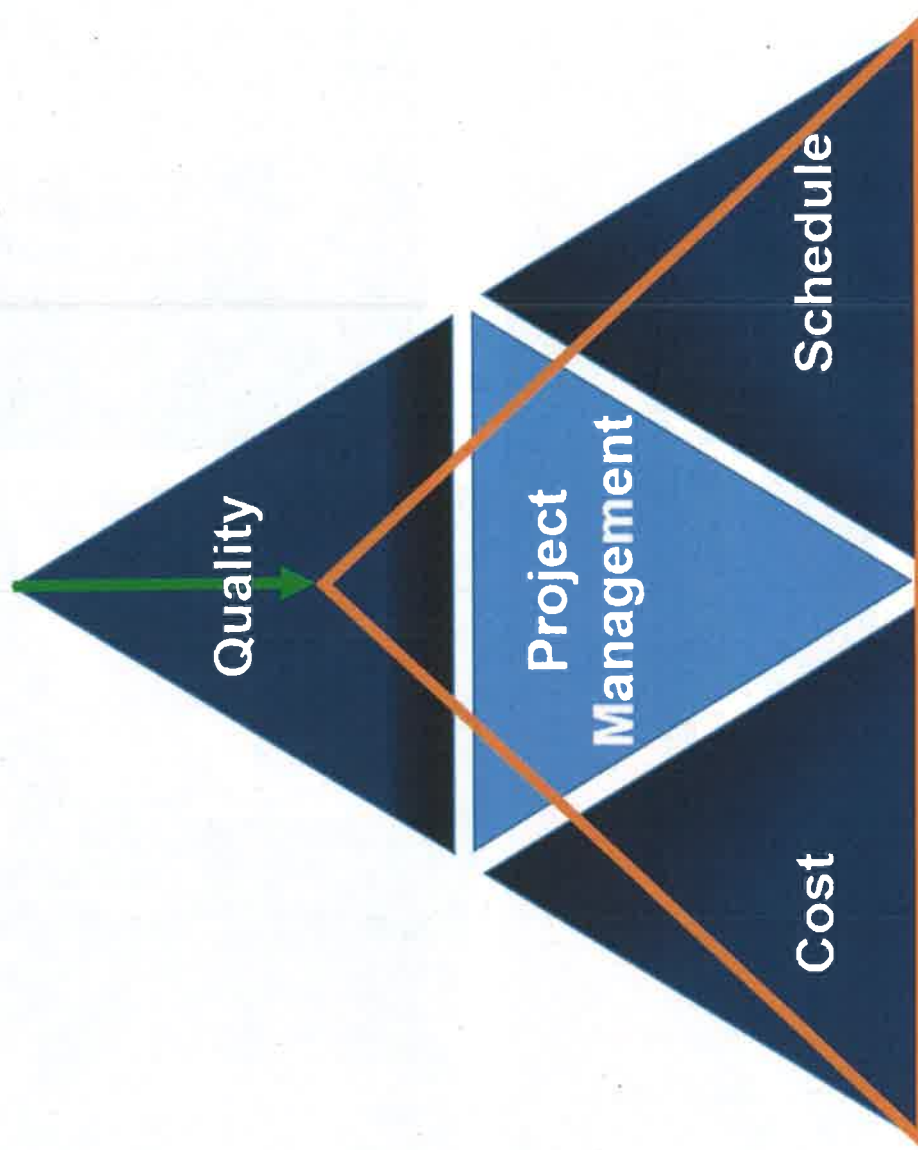


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# Fitzalan High School – PM





# Cardiff West Fly through – [click](#)



on is  
business  
wae Aauysg yn  
bwysig i bawb



# Fitzalan High School



- The Vision
  - An inspirational learning environment
  - A positive sense of engagement with the new curriculum for Wales
  - Outstanding provision for the care support to ensure that their sense of wellbeing is developed and nurtured.
  - A flexible curriculum that is responsive to the need
  - An inclusive ethos that celebrates diversity and seeks to engage with all areas of the community





**Mae Addysg yn**  
*bwysig i bobw*



# Artistic Impression



Education is  
Everybody's Business

Mae Addysg yn  
bwyysig i bawb



# Artistic Impression



Education is  
Everybody's Business

Mae Addysg yn  
bwyg i bawb



# Fitzalan High School



- Replace the existing Fitzalan High School.
- Condition “D” school, supporting sufficiency In the local area.
- 10FE in the same area facing the catchment area that is serves.

## Public Engagement Dates

Wednesday 21<sup>st</sup> November  
5 – 7pm – Canton Library

Wednesday 28<sup>th</sup> November  
4 – 6pm – Grangetown Hub

Tuesday 4<sup>th</sup> December  
9 – 11am, Butetown Hub



# Fitzalan High School



Over to you....

What are your thoughts?

Any questions?

Education is  
Everybody's Business  
Mae Addysg yn  
bwsig i bwsb



## Appendix 7

**Present:** Julie Holmes (SOP), Rosalie Phillips (SOP), Jo Phillips (SOP), Jo Kemp (Fitzalan High School)

*Please note: The following is not a transcript but a contemporaneous note of the meeting.*

No	Heading	Action
	<p>A number of queries were raised by the School Council as set out below.</p> <p>P - What will access to the new site be like?  JH outlined details of proposed pedestrian access; looking to have route through existing Fitzalan High School site, controlled crossings and traffic calming measures.</p> <p>P - Will there be a new curriculum?  JH - the school currently delivers a broad and bespoke curriculum and will be looking to match the needs of pupils with possible opportunities for outside learning.</p> <p>P - Will there be more water fountains?  JH - there will be a number of fountains across the site and will look at options.</p> <p>P - How will the new school improve learning?  JH - there is a tangible link between the quality of buildings and learning; good learning environments improve teaching.</p> <p>P – sheltered areas outside for eating/learning would be good.</p> <p>P – circulation and flow of pupils is important.  JH – will look at the follow of pupils around the school and having teaching spaces adjacent to each other; flexible circulation spaces will also be looked at.</p> <p>P – will the new school be Eco Friendly  JH – sustainable building in line with BREAM requirements; locally sources material where possible, breathable building systems, solar panels as part of the new build.</p> <p>P – would like solar panels, bins and notices indicating the location of bins in order to encourage recycling.</p> <p>P – there should be site maps around the school so that you know where you are; these could be put in school planners also.</p> <p>P – subject areas could be zoned.</p>	



No	Heading	Action
	<p>P – would like a modern building with large windows.</p> <p>P – will timetables be linked to where classes are based?  JH – will look at this.</p> <p>P – will there be a lift for wheelchair users?  JH – yes, the school will be fully accessible.</p> <p>P – how many canteens will there be?  JH – the Welsh Government provide funding for one main servery; working with the school to provide as many areas as possible.  Would you sit outside under a canopy even if it was raining?  P – yes.</p> <p>P – people could get stuck in the lifts.  JH – there would be a process for this; lifts would be for specific users and could not be used in the event of a fire.</p> <p>P – would there be separate rooms for changing?  JH – there would be male and female changing areas; disable access for changing also.</p> <p>JH – how about lockers?  P – there would need to be enough for everyone and if they were all in the same place this could be an issue.  P – could have lockers in classrooms and lockers in the sixth form area.  P – would be good to have lockers.</p> <p>JH – does everyone understand where the school would be?  P – yes</p> <p>P – how many entrances would there be?  JH – one main reception area with walking routes through the site.</p> <p>P – how many buildings would there be?  JH – don't know yet; five different contractors who will look at this.  The Head wants sixth form to be integrated and likes the idea of one building; Cardiff West Community High School is three buildings.</p> <p>P – what will happen to the current site?  JH – the site will be disposed of.</p> <p>P – concerned about having a separate pool and sports hall and the time it would take to get there and back.  JH – would look to make time as limited as possible.</p> <p>P – will there be enough toilets?</p>	



No	Heading	Action
	<p>JH – there will be enough toilets spread around the building.</p> <p>P – what about school buses?  JH – looking to continue existing service.</p> <p>P – would like a closed bike shed.  JH – there would be a minimum of 300 bike hoops and safe storage on site.</p> <p>P – what about assembly areas?  JH – the Welsh Government will fund a large hall, dining hall, activity studio, drams studio; looking to have flexible spaces.</p> <p>P – what about ICT  JH – ICT strategy developed as part of project; looking to have lots of wifi enabled IT; need to be flexible to allow for changing curriculum/technology.</p> <p>P – where will exams be?  JH – will be in school but not sure where.</p> <p>P – the price of food in the canteen needs to be lower.  JH – talking to the governing body about this.</p> <p>P – would like to have a wider menu.  JH – looking at this within Healthy Eating remit.</p> <p>P – would like different areas for different food and more vegetarian options?</p> <p>P – will clubs still run?  JH – yes</p> <p>P – would like different key stages to eat at different times.</p> <p>P – classrooms need to allow for different ages.  JH – minimum classroom size 60 square metres and will look at size of furniture.  JK – would like a mix of standardised classrooms and flexible learning spaces.</p> <p>P – how big will the corridors be?  JH – will be considered as part of design process during which there will be opportunities for pupils to be involved.</p> <p>P – are colours set?  JH – will work with pupils to look at this.</p>	

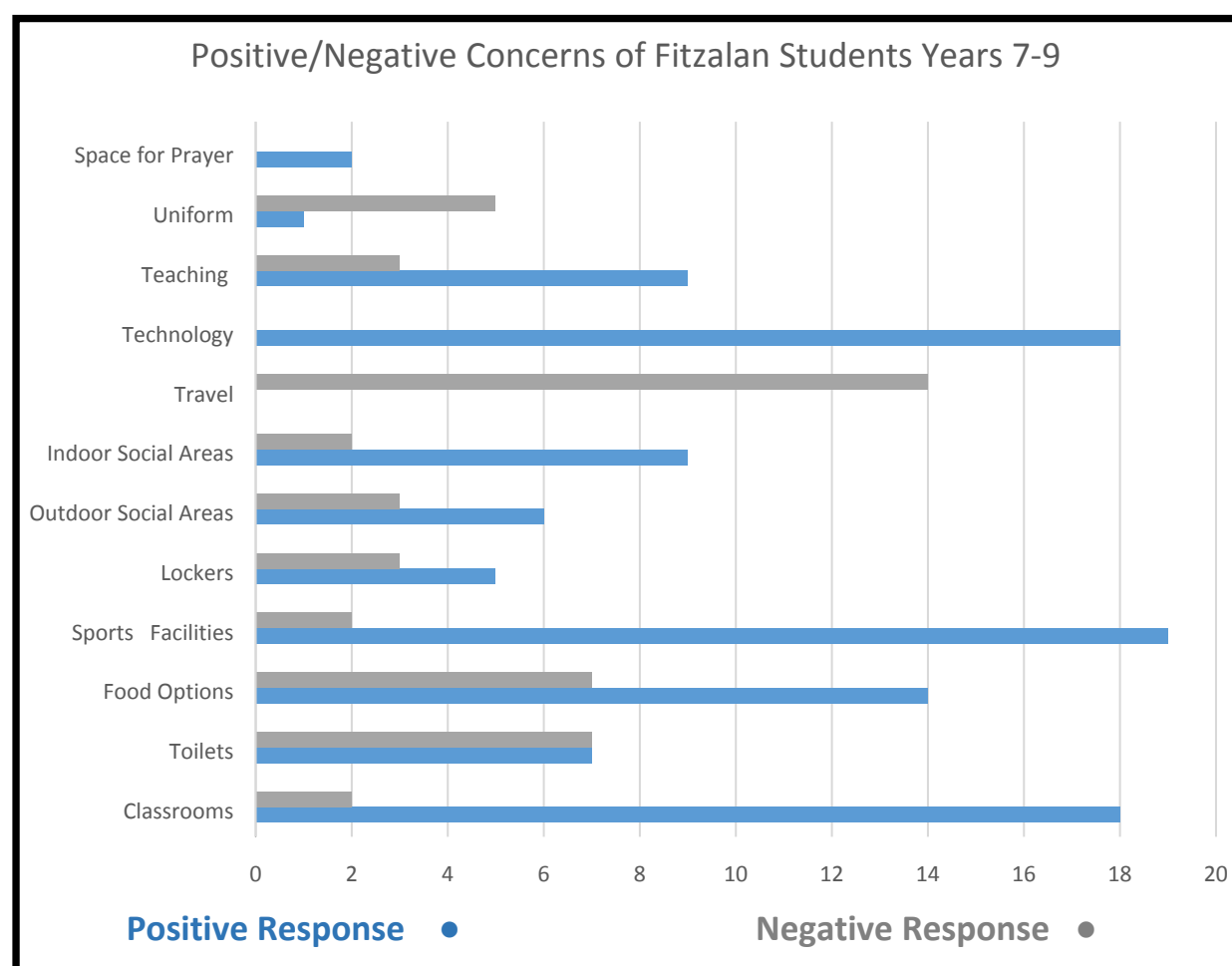


No	Heading	Action
	JH advised that any queries were to be directed via Heads of Years, thanked the pupils for their input and the session ended.	



### Summary Analysis of consultation responses

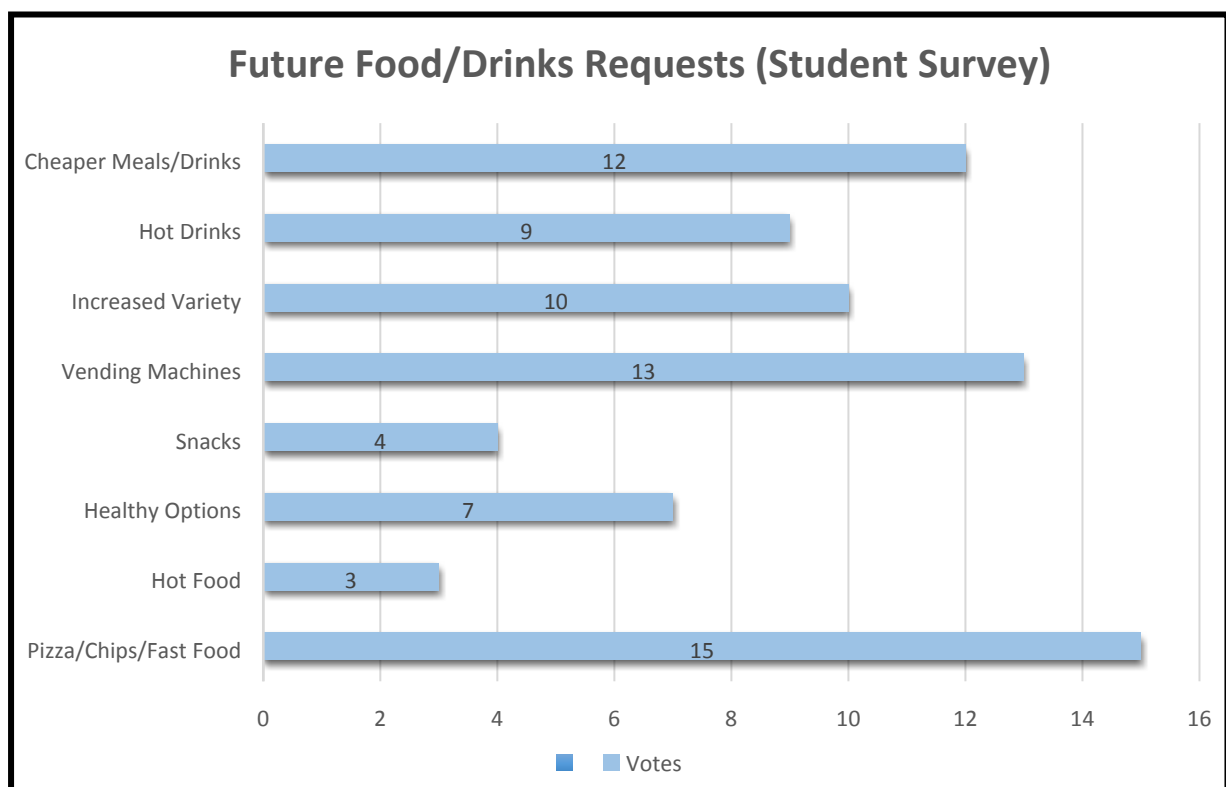
- A Total of 22 responses were received. Responses were not individual but filled in by form groups, and therefore represent a large cohort of Fitzalan High students.



- The students' positive responses covered all points raised except for travel. 19 of the 22 (86%) responses positively identified new sports facilities as a desired improvement, with 82% excited about new technologies and 82% about new classrooms and learning spaces. Learning spaces specifically mentioned by respondents included a new drama studio, music rooms and cleaner and better classrooms with bright colours.
- 64% responded positively to the idea of change in the food and dining facilities on offer at school and students had many specific requests. However, they were also anxious to retain current favourites with 32% worried about changes.
- 40% indicated they expected changes would have a positive impact on teaching and learning, although some reported worries about new teachers/changes of staff.



- 41% and 27% respectively looked forward to improvements to both indoor and outdoor social areas, while some reported worries about the new sports facilities taking up more space and that valuable open-access outside space would shrink.
- Students requested lockers and new, cleaner toilets. However, 32% of responses indicated anxiety over new toilets. Reasons given for negative responses were anxieties around unisex toilets, cleanliness, lack of adequate number of facilities, and also facilities located in the wrong places.
- 9% of students were hoping for access or improved access to prayer space/prayer rooms.
- The subject that elicited the most negative response was travel/transport, with 60% of responses raising issues such as longer journeys, safety at pedestrian crossings, anxieties over traffic and fears of getting lost either in travelling to school or inside the new buildings. Respondents were unanimous that their travel would be adversely affected.
- 23% of responses hoped new school uniforms would not be one of the changes while only 5% thought this would be of benefit.
- All responses contained detailed information about the food on offer at Fitzalan High and desired improvements, as seen in the chart below:





- 55% were concerned about the cost of meals, snacks and drinks, and hopeful that prices would be low and remain low.
- 68% of responses specifically mentioned they were anxious about the continued availability of current favourites such as chips and pizza and sandwiches.
- 60% of responses contained requests for new vending machines.
- Overall, the students were keen that variety of food on offer would expand, and that vending machines and snacks and an increase in the number of locations at which food could be purchased or collected would help with the problems they were experiencing with long queues, cost and choice.



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### Cardiff Council Statutory Screening Tool Guidance

If you are developing a strategy, policy or activity that is likely to impact people, communities or land use in any way then there are a number of statutory requirements that apply. Failure to comply with these requirements, or demonstrate due regard, can expose the Council to legal challenge or other forms of reproach.

For instance, this will apply to strategies (i.e. Housing Strategy or Disabled Play Strategy), policies (i.e. Procurement Policy) or activity (i.e. developing new play area).

Completing the Statutory Screening Tool will ensure that all Cardiff Council strategies, policies and activities comply with relevant statutory obligations and responsibilities. Where a more detailed consideration of an issue is required, the Screening Tool will identify if there is a need for a full impact assessment, as relevant.

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The main statutory requirements that strategies, policies or activities must reflect include:

- **Equality Act 2010 - [Equality Impact Assessment](#)**
- **Welsh Government's [Sustainable Development Bill](#)**
- **Welsh Government's Statutory Guidance - [Shared Purpose Shared Delivery](#)**
- **[United Nations Convention on the Rights of the Child](#)**
- **[United Nations Principles for Older Persons](#)**
- **[Welsh Language Measure 2011](#)**
- **[Health Impact Assessment](#)**
- **[Habitats Regulations Assessment](#)**
- **[Strategic Environmental Assessment](#)**

This Statutory Screening Tool allows us to meet all the requirements of all these pieces of legislation as part of an integrated screening method that usually takes no longer than an hour.

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The Screening Tool can be completed as a self assessment or as part of a facilitated session, should further support be needed. For further information or if you require a facilitated session please contact the Policy, Partnerships and Citizen Focus Team on 2078 8563 e-mail: [siadavies@cardiff.gov.uk](mailto:siadavies@cardiff.gov.uk). Please note:

- **The completed Screening Tool must be submitted as an appendix with the Cabinet report.**
- **The completed screening tool will be published on the intranet.**



## Statutory Screening Tool

<b>Name of Strategy / Policy / Activity:</b>	<b>Date of Screening:</b>
<b>SCHOOL ORGANISATION PLANNING: BAND B : REPLACEMENT FITZALAN HIGH SCHOOL</b>	<b>DECEMBER 2018</b>
<b>Service Area/Section:</b> Education & Lifelong Learning, Schools Organisation Planning	<b>Lead Officer: Janine Nightingale</b>
<b>Attendees:</b> Self assessment	

<b>What are the objectives of the Policy/Strategy/Project/Procedure/Service/Function</b>	<b>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.]</b>
<p>To address building condition issues by replacing the existing Fitzalan High School with state-of-the-art educational facilities in a brand new school building on Leckwith Road, Leckwith from September 2022.</p> <p>Improved new sports facilities such as a new swimming pool, multi-use games areas (MUGA) and access to 3G rugby and football pitches would be provided and these facilities would be available for use by the whole community. There would still be access to existing sporting facilities.</p> <p>The new school would have the same capacity as it does now (1500 places for learners aged 11 to 16 plus sixth form provision).</p> <p>The main entrance to the school would face Cardiff Athletics Stadium with additional pedestrian access points on Lawrenny Avenue to support school transport and active travel arrangements.</p> <p>Pupils would remain at the existing Fizalan High School site on Lawreney Avenue until the new school build is complete to</p>	<p>At its meeting on 14 December 2017, the Cabinet approved the prioritised scheme under Band B of the Cardiff's Band B 21st Century Schools Programme.</p> <p>The Band B Programme seeks to address the most acute sufficiency and condition issues in Cardiff.</p> <p>Cardiff has a very large education estate, with over 127 school properties. Many sites comprise of multiple blocks, constructed during different decades. A large number of primary, secondary and special schools are in a poor state of repair.</p> <p>Approximately £17m, or 14%, of maintenance and condition issues of the estate have been addressed through Band A of the 21<sup>st</sup> Century Schools investment programme. There has been significant investment in the construction of two new high schools in the East and West of the City, new primary school provision and suitability works undertaken in primary schools.</p>



minimise the potential for disruption.

This nonetheless leaves a significant maintenance backlog of approximately £68m, of which circa £8m is Equality Act 2010 compliance. The Local Authority's current spend on school asset renewal has been circa £4.7m per annum. In 2018-2019, the Council allocated an additional £25 million of funding over the next 5 years to the school's asset renewal budget. This resource is allocated on a priority basis and is predominantly limited to keeping properties safe and watertight.

As part of the prioritisation of schools within the Band B programme, all properties across the school estate were given a rating from A to D for the following issues, with D being the worst category:

- Sufficiency of places available;
- Condition of the school buildings;
- Suitability of the environment for teaching.

Fitzalan High School is rated as a "D" category, which means the buildings are life-expired. The Welsh Government is committed to removing all "D" condition schools from Wales. As a result, Fitzalan High School is automatically prioritised for investment under Band B.

### **Sufficiency of school places**

When considering likely demand for places across the area, a number of factors have been used to inform projections and forecasts, including:

- Recent and historic numbers on roll taken from verified PLASC (Pupil Level Annual Census) for Cardiff schools;
- Recent and historic populations known to be living in each area utilising NHS data;
- Recent and historic numbers and percentages of children attending English-medium and Welsh-medium community and faith places in



	<p>Cardiff;</p> <ul style="list-style-type: none"><li>• Recent and historic numbers and percentages of children transferring from primary schools in Cardiff to secondary schools elsewhere.</li></ul>
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## Part 1: Impact on outcomes and due regard to Sustainable Development

Please use the following scale when considering what contribution the activity makes:		
<b>+</b>	Positive	Positive contribution to the outcome Negative contribution to the outcome Neutral contribution to the outcome Uncertain if any contribution is made to the outcome
<b>-</b>	Negative	
<b>ntrl</b>	Neutral	
<b>Uncertain</b>	Not Sure	

	Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick				Evidence or suggestion for improvement/mitigation
		+	-	Ntrl	Un-Crtn	
Page 107 1.1	<b>People in Cardiff are healthy;</b> <i>Consider the potential impact on</i> <ul style="list-style-type: none"> <li>the promotion of good health, prevention of damaging behaviour, promote healthy eating/active lifestyles etc,</li> <li>vulnerable citizens and areas of multiple deprivation</li> <li>Addressing instances of inequality in health</li> </ul>	x				- See 1.2 below – encouraging walking, cycling and use of public transport
	<b>People in Cardiff have a clean, attractive and sustainable environment;</b> <i>Consider the potential impact on</i> <ul style="list-style-type: none"> <li>the causes and consequences of Climate Change and creating a carbon lite city</li> </ul>	x				- This proposal would result in pupils from the existing Fitzalan High School being accommodated in new buildings fit for the 21 <sup>st</sup> Century. It is proposed to provide a cost effective sustainable building that will reduce ongoing revenue costs in turn reducing the Council's carbon footprint in line Cardiff's Carbon Reduction Strategy (May 2015).
	<ul style="list-style-type: none"> <li>encouraging walking, cycling, and use of public transport and improving access to countryside and open space</li> </ul>			x		- In line with the Well-being of Future Generations Act Cardiff's Band B programme is committed to providing Local Schools for Local Children, to encourage use of sustainable modes to travel to schools, such as walking and cycling. School projects take into account transport issues when they are being designed and the need to provide safer routes to encourage walking to schools  - There are no plans to change the Council's transport policy for school children.
	<ul style="list-style-type: none"> <li>reducing environmental pollution (land, air, noise and water)</li> </ul>			x		- The school would be designed to be in compliance with



	Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick				Evidence or suggestion for improvement/mitigation
		+	-	Ntrl	Un-Crtn	
						the BREEAM Excellent specification, minimising running costs, construction costs and detrimental environmental impact.
	<ul style="list-style-type: none"> <li>reducing consumption and encouraging waste reduction, reuse, recycling and recovery</li> </ul>	x				- Proposals are progressed in line with Welsh Government Community Benefit Measurement Tool which encourages reduced consumption, waste reduction and recycling.
	<ul style="list-style-type: none"> <li>encouraging biodiversity</li> </ul>			x		- Site surveys will be undertaken to establish levels of biodiversity and will explore opportunities to develop appropriate initiatives.
1.3	<b>People in Cardiff are safe and feel safe;</b> <i>Consider the potential impact on</i> <ul style="list-style-type: none"> <li>reducing crime, fear of crime and increasing safety of individuals</li> <li>addressing anti-social behaviour</li> <li>protecting vulnerable adults and children in Cardiff from harm or abuse</li> </ul>			x		- All schools in Cardiff have policies in place to ensure safeguarding and the wellbeing of staff, children and young people.
1.4	<b>Cardiff has a thriving and prosperous economy;</b> <i>Consider the potential impact on</i> <ul style="list-style-type: none"> <li>economic competitiveness (enterprise activity, social enterprises, average earnings, improve productivity)</li> <li>Assisting those Not in Education, Employment or Training</li> <li>attracting and retaining workers (new employment and training opportunities, increase the value of employment,)</li> <li>promoting local procurement opportunities or enhancing the capacity of local companies to compete</li> </ul>	x		x	x	<ul style="list-style-type: none"> <li>The school will provide employment.</li> <li>Consideration would be given to using local contractors and suppliers.</li> </ul>
1.5	<b>People in Cardiff achieve their full potential;</b> <i>Consider the potential impact on</i> <ul style="list-style-type: none"> <li>promoting and improving access to life-long learning in Cardiff</li> <li>raising levels of skills and qualifications</li> <li>giving children the best start</li> </ul>	x				- The Council's proposals for Band B of the 21 <sup>st</sup> Century Schools Programme, and the Cardiff 2020 strategy, clearly state the link between improving the environment for learning and raising standards of achievement.







	Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick				Evidence or suggestion for improvement/mitigation
		+	-	Ntrl	Un-Crtn	
1.6	<b>Cardiff is a Great Place to Live, Work and Play</b> <i>Consider the potential impact on</i> <ul style="list-style-type: none"> <li><i>promoting the cultural diversity of Cardiff</i></li> <li><i>encouraging participation and access for all to physical activity, leisure &amp; culture</i></li> <li><i>play opportunities for Children and Young People</i></li> <li><i>protecting and enhancing the landscape and historic heritage of Cardiff</i></li> <li><i>promoting the City's international links</i></li> </ul>			x		<ul style="list-style-type: none"> <li>With significant sports and wider leisure provision now established, or being developed, in many schools a key objective is to enable third party to access the sports facilities at schools, on a sustainable financial basis. The development of a viable model for all schools across the city to be accessed by the communities which they serve is needed.</li> </ul>
1.7	<b>Cardiff is a fair, just and inclusive society.</b> <i>Consider the potential impact on</i> <ul style="list-style-type: none"> <li><i>the elimination of discrimination, harassment or victimisation for equality groups</i></li> </ul>			x		<ul style="list-style-type: none"> <li>See Equality Impact Assessment below and attached.</li> <li>The Council's recruitment process would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.</li> </ul>
	<ul style="list-style-type: none"> <li><i>has the community or stakeholders been engaged in developing the strategy/policy/activity?</i></li> <li><i>how will citizen participation be encouraged (encouraging actions that consider different forms of consultation, through more in depth engagement to full participation in service development and delivery)?</i></li> </ul>			x		<ul style="list-style-type: none"> <li>A range of stakeholder were consulted as part of the public engagement.</li> </ul>
	<b>EQUALITY IMPACT ASSESSMENT (This is attached on page 13)</b> <i>Will this Policy/Strategy/Project have a <b>differential impact</b> on any of the following:</i>					
1.8	<b>The Council delivers positive outcomes for the city and its citizens through strong partnerships</b> <i>Consider the potential impact on</i> <ul style="list-style-type: none"> <li><i>strengthening partnerships with business and voluntary sectors</i></li> <li><i>the collaboration agenda and the potential for shared services, cross-boundary working and efficiency savings</i></li> </ul>			x		<p>The 'Cardiff Commitment' is the Council's youth engagement and progression strategy. The Cardiff Commitment sets out how the council, together with a wide range of public, private and third sector partners, will work together to ensure a positive destination for every young person in Cardiff after they finish school, either in employment or further education and training.</p>



	Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick				Evidence or suggestion for improvement/mitigation
		+	-	Ntrl	Un-Crtn	
						<p>To date over 120 businesses have pledged to support Cardiff Commitment and provide opportunities to schools and young people, better preparing them for the world of work, contributing to the future economic growth of the city.</p> <p>The Council's proposals for Band B of the 21<sup>st</sup> Century Schools Programme, and the Cardiff 2020 strategy, clearly state the link between improving the environment for learning and raising standards of achievement.</p> <p>The Council is keen to assist with the development of opportunities between schools and businesses, to help create a sustainable pool of talent for future workforce needs, and spread skills across the city. An example of this is the Creative Education Partnership that has been established between Cardiff West Community High School and partners from the creative industries to provide opportunities for young people to leave education with skills and competences and to be work ready</p> <p>The significant school developments proposed would provide opportunities for strong partnerships with businesses and employers from a range of sectors in the Cardiff economy. Opportunities for further partnerships are being explored and will be progressed in line with the priorities set out in the Cardiff Commitment</p>

**SUMMARY OF APPRAISAL (highlight positive and negative effects of the policy / plan / project being assessed, demonstrating how it contributes to the economic, social and environmental sustainability of the city):**

**Economic**



- Investment in new build facilities that would support the delivery of a broad and balanced curriculum.
- Consideration would be given to using local contractors and suppliers.

#### **Social**

- There could be the potential for community use of school facilities outside of school hours.

#### **Environmental sustainability**

- This proposal would result in the pupils attending a new build, fit for purpose 21<sup>st</sup> Century schools. The schools would be designed to be in compliance with the BREEAM Excellent specification, minimising running costs and detrimental environmental impact.

#### **WHAT ACTIONS HAVE BEEN IDENTIFIED OR CHANGES BEEN MADE TO THE POLICY / PLAN / PROJECT AS A RESULT OF THIS APPRAISAL:**

If the proposal were to proceed, an equality impact assessment would be carried out to identify accessibility to the new build high school site. The equality impact assessment would take into account policies such as the Equality Act 2010, TAN 12: Design 2014 as well as building regulations such as, BS8300, Part M and relevant Building Bulletins.



## Part 2: Strategic Environmental Assessment Screening

		Yes	No
2.1	Does the plan or programme set the framework for future development consent?	x	
2.2	Is the plan or programme likely to have significant, positive or negative, environmental effects?		x

<b>Is a Full Strategic Environmental Assessment Screening Needed?</b> <ul style="list-style-type: none"> <li>▪ If yes has been ticked to both questions 2.1 and 2.2 then the answer is yes</li> <li>▪ If a full SEA Screening is required then please contact the Sustainable Development Unit to arrange (details below)</li> </ul>	Yes	<b>No</b> X An SEA has been undertaken (attached)
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If you have any doubt on your answers to the above questions regarding SEA then please consult with the Sustainable Development Unit on 2087 3228 or [sustainabledevelopment@cardiff.gov.uk](mailto:sustainabledevelopment@cardiff.gov.uk)

## Part 3: Habitat Regulation Assessment (HRA)

		Yes	No	Unsure
3.1	Will the plan, project or programme results in an activity which is known to affect a European site, such as the Severn Estuary or the Cardiff Beech Woods?		x	
3.2	Will the plan, project or programme which steers development towards an area that includes a European site, such as the Severn Estuary or the Cardiff Beech Woods or may indirectly affect a European site?		x	
3.3	Is a full HRA needed?		x	

Details of the strategy will be sent to the County Ecologist on completion of the process to determine if a Habitat Regulation Assessment is needed. For further information please phone 2087 3215 or email [biodiversity@cardiff.gov.uk](mailto:biodiversity@cardiff.gov.uk)



## Appendix 1 – Statutory Requirements

It is possible that the Impact Screening Tool will identify the need to undertake specific statutory assessments:

- **Equality Impact Assessment:** *This assessment is required by the Equality Act 2010 and Welsh Government's Equality Regulations 2011.*
- **Sustainable Development Bill:** *The Bill, when it comes into effect, will require sustainable development (SD) to be a central organising principle for the organisation. This means that there is a duty to consider SD in the strategic decision making processes.*
- **Shared Purpose Shared Delivery-** *The Welsh Government requires local authorities to produce a single integrated plan to meet statutory requirements under a range of legislation. Cardiff Council must therefore demonstrate its contribution towards Cardiff's own integrated plan; "What Matters".*
- **United Nations Convention on the Rights of the Child:** *The Children Act 2004 guidance for Wales requires local authorities and their partners to have regard to the United Nations Convention on the Rights of a Child.*
- **United Nations Principles for Older Persons:** *The principles require a consideration of independence, participation, care, self-fulfillment and dignity.*
- **The Welsh Language Measure 2011:** *The measure sets out official status for the Welsh language, a Welsh language Commissioner, and the freedom to speak Welsh.*
- **Health Impact Assessment:** *(HIA) considers policies, programmes or projects for their potential effects on the health of a population*
- **Strategic Environmental Impact Assessment:** *A Strategic Environmental Assessment (SEA) is an European Directive for plans, programmes and policies with land use implications and significant environmental effects.*
- **Habitats Regulations Assessment:** *The Conservation (Natural Habitats, &c.) (Amendment) Regulations 2007 provides a requirement to undertake Habitats Regulations Assessment (HRA) of land use plans.*



Cardiff Council

Equality Impact Assessment

Corporate Template



<b>Policy/Strategy/Project/Procedure/Service/Function Title:</b> <b>Proposal to:</b> <ul style="list-style-type: none"> <li>Replace the existing Fitzalan High School building with new build accommodation on a different site, on Leckwith Road, Leckwith.</li> <li>The new school would have the same capacity as it does now (1500 places for learners aged 11 to 16 plus sixth form provision.</li> </ul>
<b>New</b>

<b>Who is responsible for developing and implementing the Policy/Strategy/Project/Procedure/Service/Function?</b>	
Name: Janine Nightingale	Job Title: SOAP Operational Manager
Service Team: SOAP	Service Area: Education
Assessment Date: December 2018	

1. **What are the objectives of the Policy/Strategy/Project/ Procedure/ Service/Function?**

To address sufficiency and building condition issues by replacing the existing Fitzalan High School with state-of-the-art educational facilities in a brand new school building from September 2022.

2. **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.]**

At its meeting on 14 December 2017 the Cabinet approved the prioritised scheme under Band B of the Cardiff's Band B 21st Century Schools Programme.



The Band B Programme seeks to address the most acute sufficiency and condition issues in Cardiff.

There has been an increased demand for places at entry to secondary education city wide in the past five years. City-wide projections indicate that the demand for places in English-medium secondary schools will exceed the combined capacity of such schools in future years.

The number of pupils in each of the Year 2 to Year 6 cohorts in English-medium primary schools exceeds the combined Admission Numbers of 3,431 places at entry to English-medium secondary schools.

Intakes to the Year 7 year group are projected to exceed the number of places available from September 2020.

Projections based upon the most recent school census data (PLASC) received in 2018, indicate that the number of pupils entering Year 7 in English-medium community schools city-wide will continue to increase and will exceed the number of places currently available until at least September 2023.

The 2018 PLASC data indicates a projected reduction in demand for places from existing housing in September 2024. However, it is anticipated that, as a result of the yield of pupils from the new housing developments including those within the Local Development Plan, and changes to pupil preferences, there will continue to be a shortfall of places beyond 2024.

The areas that are presenting as having the most acute shortage of places and require a strategic solution taking account of neighbouring catchment capacity are those concentrated in the central area of the city. These are primarily focused in the areas that serve the catchment for Fitzalan High School, Cantonian High School, Willows High School, Cathays High School and Cardiff High School.



As the City's population has grown, so has the number of children with Special Educational Needs – which will in the future be referred to as Additional Learning Needs. At present, 23.4% of pupils in Cardiff schools have an Additional Learning Need (ALN) and there are currently approximately 1,800 statements of SEN across the authority. As the pupil population grows, so will the number of children and young people with additional learning needs. Cardiff Council is committed to the principles of inclusion and recognises that the majority of children and young people with additional needs are best supported in their local mainstream schools. The council will continue to provide support, training and resources to schools, and to promote the sharing of best inclusive practice, to ensure that learners with ALN access effective support in their local school.

However, it is recognised that in order to thrive and fulfil their potential, children and young people with the most complex additional needs require access to the specialist environments and expertise of a special school. Whilst there are a number of specialist settings across Cardiff, the projected future needs will significantly exceed the number of specialist places currently available. The number of special school and specialist resource base placements has increased steadily every year for the last 5 years and current projections show the number of places will continue to grow over the next 5 to 10 years.

### **Condition & Suitability**

Cardiff has a very large education estate, with over 127 school properties. Many sites comprise of multiple blocks, constructed during different decades. A large number of primary, secondary and special schools are in a poor state of repair.

Approximately £17m, or 14%, of maintenance and condition issues of the estate have been addressed through Band A of the 21st Century Schools investment programme. There has been significant investment in the construction of two new high schools in the East and West of the City, new primary school provision and suitability works undertaken in primary schools.



This nonetheless leaves a significant maintenance backlog of approximately £68m, of which circa £8m is Equality Act 2010 compliance. The Local Authority's current spend on school asset renewal has been circa £3m per annum. This resource is allocated on a priority basis and is predominantly limited to keeping properties safe and watertight.

As part of the prioritisation of schools within the Band B programme, all properties across the school estate were given a rating from A to D for the following issues, with D being the worst category:

- Sufficiency of places available;
- Condition of the school buildings;
- Suitability of the environment for teaching.

Fitzalan High School is rated as a "D" category, which means the buildings are life-expired. The Welsh Government is committed to removing all "D" condition schools from Wales. As a result, Fitzalan High School is automatically prioritised for investment under Band B.

### 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
3 to 11 years	<b>X</b>		
11 to 18 years	<b>x</b>		
18 - 65 years	<b>x</b>		
Over 65 years			

Please give details/consequences of the differential impact, and provide supporting evidence, if any.



**Educational provision (age 4 -18)**

The impact will be positive as the proposals will support the sufficiency of places in high quality learning environments.

**What action(s) can you take to address the differential impact?**

**If no differential impact, explain the reason(s) for this assessment:**

**3.2 Disability and Access**

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on disabled people?

	Yes	No	N/A
Hearing Impairment		x	
Physical Impairment		x	
Visual Impairment		x	
Learning Disability		x	
Long-Standing Illness or Health Condition			x
Mental Health			x
Substance Misuse			x
Other			x

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

**What action(s) can you take to address the differential impact?**



**If no differential impact, explain the reason(s) for this assessment:**

#### **Accessibility of the accommodation**

If the proposal were to proceed, an equality impact assessment would be carried out to identify the accessibility of the new school building. The equality impact assessment would take into account policies such as the Equality Act 2010, TAN 12: Design 2014 as well as building regulations such as, BS8300, Part M and relevant Building Bulletins.

### **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)		x	

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

**What action(s) can you take to address the differential impact?**

**If no differential impact, explain the reason(s) for this assessment:**

If the proposal were to proceed, an equality impact assessment would be carried out to identify the accessibility of the new school building. The equality impact assessment would take into account policies such as the Equality Act 2010, TAN 12: Design 2014 as well as building regulations such as, BS8300, Part M and relevant Building Bulletins.



### 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			X
Civil Partnership			X

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
<b>What action(s) can you take to address the differential impact?</b>
<b>If no differential impact, explain the reason(s) for this assessment:</b>
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			N/A

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
<b>What action(s) can you take to address the differential impact?</b>
<b>If no differential impact, explain the reason(s) for this assessment:</b>
<p>If the proposal were to proceed, an equality impact assessment would be carried out to identify the accessibility of the new school building. The equality impact assessment would take into account policies such as the Equality Act 2010, TAN 12: Design 2014 as well as building regulations such as, BS8300, Part M and relevant Building Bulletins.</p>



### 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		x	
Mixed / Multiple Ethnic Groups		x	
Asian / Asian British		x	
Black / African / Caribbean / Black British		x	
Other Ethnic Groups		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

What action(s) can you take to address the differential impact?

If no differential impact, explain the reason(s) for this assessment:

The proposal would not have a differential impact upon one particular ethnic group as the provision would be available to all.

### 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		x	
Christian		x	
Hindu		x	
Humanist		x	
Jewish		x	
Muslim		x	
Sikh		x	
Other		x	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.



<b>What action(s) can you take to address the differential impact?</b>
<b>If no differential impact, explain the reason(s) for this assessment:</b>
The senior staff in a school would be best placed to manage diversity in terms of belief (e.g. provision of a space for prayer).

### 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		x	
Women		x	

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
<b>What action(s) can you take to address the differential impact?</b>
<b>If no differential impact, explain the reason(s) for this assessment:</b>
Maintained school provision admits pupils of both sexes and this would continue to be the case.

### 3.9 Sexual Orientation

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on the following groups?

	Yes	No	N/A
Bisexual		x	
Gay Men		x	
Gay Women		x	
Heterosexual		x	

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>



<b>What action(s) can you take to address the differential impact?</b>
<b>If no differential impact, explain the reason(s) for this assessment:</b>

### 3.10 Language

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on Welsh Language?

	Yes	No	N/A
Welsh Language		x	
Other languages		x	

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
<b>What action(s) can you take to address the differential impact?</b>
<b>If no differential impact, explain the reason(s) for this assessment:</b>
<p><b>Language support</b></p> <p>The proposal will not directly impact on the level of support provided. The allocation of teachers and BTAs is usually in place for the period of the academic year but is liable to change throughout the year to meet fluctuations in demand.</p> <p><b>Welsh Language</b></p> <p>It is not anticipated that there will be any negative impact on the Welsh Language, as a result of this proposal.</p> <p>The teaching of Welsh within an English medium setting is subject to the requirements of the National Curriculum. This would not change with the expansion of the school. This proposal does not seek to change the number of Welsh-medium primary or secondary school places available in the area.</p>



The Council works closely and constructively with partners on its Welsh Education Forum, which includes representatives of nursery, primary, secondary and further education, childcare, RhAG and the Welsh Government. The Forum actively informs the planning of Welsh-medium places, to continue to drive the Council's plan to sustainably increase the number of learners within Welsh-medium schools and those learning Welsh in English-medium schools.

The council monitors birth rates, the yield from proposed housing and the patterns of take-up in Welsh-medium provision at primary and secondary age, with a view to bringing forward appropriate plans to meet any increased demand.

Whilst forecasts, based on the number of children in the Welsh-medium primary, indicate that additional capacity will be required to meet the demand for places in Welsh-medium secondary schools, separate proposals will be brought forward at the appropriate time to ensure there are sufficient places available.

The Council, and its partners on the Welsh Education Forum, are committed to driving the increase in number of pupils educated through the medium of Welsh, to meet the targets within Cardiff's WESP, and to meet the targets set out in the Welsh Government's Cymraeg 2050 strategy.

The Council must ensure that the expansion of school provision is brought forward in a strategic and timely manner, which does not compromise existing provision. Expanding Welsh-medium secondary school provision would, inevitably, have an impact on the take-up of places in other schools, and in turn on the ability of schools to balance budgets and to attract or retain staff.

#### 4. Consultation and Engagement

What arrangements have been made to consult/engage with the various Equalities Groups?



The Council's Accessibility Officer would be given the opportunity to comment on the scheme.

## 5. Summary of Actions [Listed in the Sections above]

Groups	Actions
Age	See Generic over-arching actions below
Disability	
Gender	
Reassignment	
Marriage & Civil Partnership	
Pregnancy & Maternity	
Race	
Religion/Belief	
Sex	
Sexual Orientation	
Language	
Generic Over-Arching [applicable to all the above groups]	If the proposal were to proceed, an equality impact assessment would be carried out to identify the accessibility of the new school building. The equality impact assessment would take into account policies such as the Equality Act 2010, TAN 12: Design 2014 as well as building regulations such as, BS8300, Part M and relevant Building Bulletins.

## 6. Further Action

Any recommendations for action that you plan to take as a result of this Equality Impact Assessment (listed in Summary of Actions) should be included as part of your Service Area's Business Plan to be monitored on a regular basis.

## 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: Rachel Burgess Willis	Date: December 2018
Designation: Policy, Equalities and Reports Officer	
Approved By:	
Designation:	
Service Area:	

- 7.1 On completion of this Assessment, please ensure that the Form is posted on your Directorate's Page on CIS - *Council Wide/Management Systems/Equality Impact Assessments* - so that there is a record of all assessments undertaken in the Council.  
For further information or assistance, please contact the Citizen Focus Team on 029 2087 3059 or email [citizenfocus@cardiff.gov.uk](mailto:citizenfocus@cardiff.gov.uk)

## Background

In 2008, a retrospective Strategic Environmental Assessment (SEA) of Cardiff's 21<sup>st</sup> Century: A Strategic Framework for a School Building Improvement Programme (published in 2006) was carried out based on the guidance that supports the European SEA Directive 2001/42/EC.

The retrospective approach to assessment was quality assured by an external consultant and their independent compliance review determined that the report detailing the assessment on the strategic framework met the key requirements set out for reporting the SEA process as required by the SEA Directive.

The retrospective assessment provides the basis for assessing current and future school organisation proposals at a strategic level.

If a proposal were to proceed, an environmental assessment would be carried out as part of the planning application process.

**To request a copy of the assessment on the Strategic Framework please contact Rachel Willis, 029 2087 3946, [RWillis@cardiff.gov.uk](mailto:RWillis@cardiff.gov.uk)**

## Proposal

### Condition of existing school buildings

### Quality and Standards

y:



<b>xx</b>	<b>= very incompatible; very negative effect</b>
<b>x</b>	<b>= incompatible; negative effect</b>
<b>✓</b>	<b>= compatible; positive effect</b>
<b>✓✓</b>	<b>= very compatible; very positive effect</b>
<b>0</b>	<b>= no links; neutral effect</b>
<b>? and/or mitigation</b>	<b>= uncertain effects</b>
<b>DNA</b>	<b>= data not available</b>

See table headers below: \* Comparison of the preferred option to a possible alternative option(s) are required in a SA/SEA.

SEA objective	Proposal to establish a new build high school in the West of the city from September 2018.		Do nothing	
	Rating	Commentary/ explanation of compatibility with SEA objective	Rating	Commentary/ explanation of compatibility with SEA objective
1. Promote a greener economy by delivering a sustainable pattern of schools across Cardiff	✓	<p>The current Fitzalan High School buildings are rated D for sustainability.</p> <p>This proposal would result in the pupils attending a new build, fit for purpose 21<sup>st</sup> Century school building which would be energy efficient and there would be high utilisation rates and therefore more efficient energy use.</p>	x	The current school buildings are not considered fit for the 21 <sup>st</sup> Century.
2. Reduce greenhouse gas emissions through:	<p>✓</p> <p>X</p> <p>Mitigation</p>	<p>a)</p> <p>This proposal would result in the pupils attending a new build, fit for purpose 21<sup>st</sup> Century school. There would be high utilisation rates and therefore more efficient energy use.</p> <p>The schools would be designed to be in compliance with the BREEAM Excellent specification, minimising running costs, construction costs and detrimental environmental impact.</p> <p>Proposals are progressed in line with Welsh Government Community Benefit Measurement Tool which encourages reduced consumption, waste reduction and recycling.</p> <p>b)</p> <p>The current target for journeys by sustainable modes of transport (contained in the adopted Local Development Plan) is to achieve a 50:50 split between journeys by car and journeys by foot, cycle and/or use of public transport by 2026. This will be achieved by ensuring the new developments are fully integrated with transport infrastructure which mitigates the transport impacts and maximises opportunities for travel by sustainable modes</p> <p>This can be achieved by ensuring the design and layout of buildings and the site access arrangements priorities travel by</p>	x	See comments next to SEA Objective 1 above



SEA objective	Proposal to establish a new build high school in the West of the city from September 2018.		Do nothing	
	Rating	Commentary/ explanation of compatibility with SEA objective	Rating	Commentary/ explanation of compatibility with SEA objective
		<p>active and sustainable modes. Other critical elements will be the location of access points in positions which take account of the alignment of surrounding network of roads and pathways which service to minimise walking and cycling distances and avoid unnecessary detours for people travelling on foot and by bicycle.</p> <p>The provision of on-site facilities such as secure cycle parking spaces will also be essential.</p> <p>Transport mitigation for the development will be identified through the Transport Assessment process, which will inform the proposals submitted for planning permission.</p> <ul style="list-style-type: none"> <li>- Cardiff's Supplementary Planning Guidance (Access, Circulation and Parking Standards 2010) sets out that all new or expanded schools are required to develop a Travel Plan for submission with a planning application. A Travel Plan is a policy and action plan to: <ul style="list-style-type: none"> <li>o manage transport efficiently</li> <li>o improve access by all means of travel for employees, visitors, patients and students</li> <li>o encourage sustainable transport – walking, cycling, public transport and car sharing</li> <li>o reduce car use.</li> </ul> </li> <li>- A School Travel Plan is specifically designed to address the transport needs of pupils and staff and will vary according to the nature of the education being provided and the catchment area of the school.</li> </ul>		
3. <i>Promote health and wellbeing</i> by protecting and enhancing Public Open Space (POS) and improving access to POS	<b>0</b>	As the open space in and around the school are not accessible to the public the only potential impact of the option on the open space would be loss of visual amenity value.	x	See comments next to SEA Objective 1 above



SEA objective	Proposal to establish a new build high school in the West of the city from September 2018.		Do nothing	
	Rating	Commentary/ explanation of compatibility with SEA objective	Rating	Commentary/ explanation of compatibility with SEA objective
4. <i>Minimise</i> air, light and noise pollution associated with building development and traffic congestion	0	<p>a) Those delivering the scheme would be encouraged to minimise air, light and noise pollution during any works.</p> <p>b)</p> <p>To reduce congestion and associated pollution the following would be considered:</p> <ul style="list-style-type: none"> <li>Formalising the parking regime outside the school to discourage unsafe parking and help with enforcement.</li> <li>The school agrees to a Travel Plan which includes schemes such as the Park Safe / Walk Safe scheme which encourage parents to park further away from the school.</li> </ul>	x	See comments next to SEA Objective 1 above
5. <i>Protect</i> and enhance biodiversity, flora and fauna	0	Site surveys will be undertaken to establish levels of biodiversity and will explore opportunities to develop appropriate initiatives.	x	See comments next to SEA Objective 1 above
6. <i>Protect</i> and enhance the landscape (habitats/visual amenities)	0	Site surveys will be undertaken to establish levels of biodiversity and will explore opportunities to develop appropriate initiatives.	x	See comments next to SEA Objective 1 above
7. Conserve water resources and increase water efficiency in new developments and promote sustainable urban drainage systems	0	<p>The schools would be designed to be in compliance with the BREEAM Excellent specification, minimising running costs, construction costs and detrimental environmental impact.</p> <p>Proposals are progressed in line with Welsh Government Community Benefit Measurement Tool which encourages reduced consumption, waste reduction and recycling.</p>	x	See comments next to SEA Objective 1 above
8. <i>Promote</i> regeneration by delivering inclusive schools that will improve equality of opportunity and access for all	0	<p>Achieved by making schools community focused - opening facilities to the public.</p> <p>If the proposal were to proceed, an equality impact assessment would be carried out to consider the accessibility of the new building site. The equality impact assessment would take into account policies such as the Equality Act 2010, TAN 12: Design 2014 as well as building regulations such as, BS8300, Part M and</p>	x	See comments next to SEA Objective 1 above



SEA objective	Proposal to establish a new build high school in the West of the city from September 2018.		Do nothing	
	Rating	Commentary/ explanation of compatibility with SEA objective	Rating	Commentary/ explanation of compatibility with SEA objective
		relevant Building Bulletins.		
9. <i>Protect and enhance</i> designated historic assets	<b>0</b>	There are no registered historic assets on the proposed new school site.	x	See comments next to SEA Objective 1 above

## Conclusion

The proposal has been assessed to be compatible with the environmental objectives used to assess the goal and principles of the "21st Century Schools: A Strategic Framework for A School Building Improvement Programme" that underpin school organisation proposals.

Where the assessment has identified a potential negative environmental impact in terms of an increase in the volume of traffic (Objective 4), measures to mitigate the effect are detailed.

It is proposed to:

- Replace the existing Fitzalan High School building with new build accommodation on a different site, on Leckwith Road, Leckwith.
- The new school would have the same capacity as it does now (1500 places for learners aged 11 to 16 plus sixth form provision).



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By virtue of paragraph(s) 16 of Part(s) 4 and 5 of Schedule 12A of the Local Government Act 1972.

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My Ref: Scrutiny/Correspondence/MJH



County Hall  
Cardiff,  
CF10 4UW  
Tel: (029) 2087 2087

Neuadd y Sir  
Caerdydd,  
CF10 4UW  
Ffôn: (029) 2087 2088

16 January 2019

Councillor Sarah Merry  
Deputy Leader & Cabinet Member – Education, Employment and Skills  
County Hall  
CARDIFF  
CF10 4UW

Dear Sarah

On behalf of the Committee, I would like to thank you for attending the Children and Young People Scrutiny Committee on 13 November 2018, to provide an opening statements and answering questions on the **Replacement Fitzalan High School, Central South Education Consortium's contribution to raising standards in Cardiff's School, Cardiff's Schools Annual Report, Additional Learning Needs and Educational Tribunal Act 2018, and Estyn Inspection Report – St Peters RC Primary School.**

I would also like to thank Nick Batchelar, Director of Education and Lifelong Learning Jennie Nightingale, Jennie Hughes, and Liz Jones the ALN Transformation Lead and well as Louise Muteham. Geraint Lewis, Catherine Rowlands from the Consortium, for the reports, advice and answers to Members questions.

Following the Members consideration of the reports and answers to questions, the Committee, during the way forward, identified a number of comments, concerns, and recommendations to help improve the outcomes for children and young people in Cardiff.

### **Replacement Fitzalan High School**

The Committee welcomed the opportunity to consider the draft Cabinet report, and were very pleased with the proposals for the new school, especially after having a tour of the new Eastern High School. The Committee agreed to **Commend the report to Cabinet**

The Committee did highlight a few issues, which they felt should be considered during the planning and design stage of the school, this included:



- A detailed traffic and pollution assessment, to ensure that the access and egress from the school is safe for pupils, staff and visitors;
- That appropriate community building and facilities are available;
- That lessons learnt from Eastern High School, particularly around the provision of sports facilities, are taken into account with the development of the new Fitzalan High.

### **Consortium Annual Report and Schools Annual Report – 2017-2018**

The Committee welcomed the presentation on the performance of Cardiff's school and in particular the Consortium's view of Cardiff with the other Local Authorities. The Members were pleased to see the continued improvement in results across almost all areas. The Committee agreed to **Commend the Schools Annual Report to Cabinet**

The Members did however express some concern around a number of areas highlighted in the report, which the Committee considered, a priority, for improvement and action, during this academic year, and recommended that actions should focus on:

- the outcomes for children being looked after and children educated other than at school;
- Attendance levels at Primary Schools
- The impact of changes to funding from the Minority Ethnic Achievement Grant on the support for Ethnic Minorities and Gypsy Roma Travellers.

### **Additional Learning Needs and Educational Tribunal Act 2018**

The Committee was really interested in the fundamental changes required by the Act as set out in the briefing report and presentation, and now felt that they had a better understanding of the implications of the Act and the changes that are required to fully implement the Act and Code.

The Committee noted that as part of the actions, it was proposed to undertake a Local Authority readiness audit and individual school readiness audit, the Members requested that further information is provided on progress in undertaking this task.

The Committee also expressed some concern that, the implementation of the requirements of the Act, will not be resource neutral, and requested an indication of the anticipated cost of fully implementing the requirements of the Act be provided as part of the response to this letter.



## **Estyn Inspection Report – St Peters RC Primary School**

The Committee was keen to be informed by the Director of Education and Lifelong Learnings of the response to the St Peters Estyn Inspection report and the inspector's opinion that special measures are required in relation to this school.

The Committee welcomed the briefing provided, that actions had already been agreed, following the appropriate consultation, and that they were being implemented as a matter of urgency.

Finally the Committee would like to inform you, that it agreed to contact Kirsty Williams, Minister for Education, Welsh Government, to invite her to a future meeting of the Committee, to discuss the impact on the Council of the numerous changes that are being imposed on Education, together with the system's capacity to cope. I will inform you of the outcome of our correspondence.

I look forward to a response together with the additional information requested within the next month.

Yours sincerely

A handwritten signature in black ink, appearing to read 'L. BRIDGEMAN', with a long horizontal line extending to the right.

**COUNTY COUNCILLOR Lee Bridgeman**  
**Chairperson – Children and Young People Scrutiny Committee**

CC: Nick Batchelar, Director of Education and Lifelong Learning  
Jacqueline Turner, Assistant Director of Education and Lifelong Learning  
Janine Nightingale, Head of Schools Organisation, Access & Planning  
Jennie Hughes, Senior Achievement Leader Inclusion  
Liz Jones, ALN Transformation Lead,  
Louise Muteham, Central South Consortium  
Geraint Lewis, Central South Consortium  
Catherine Rowlands, Central South Consortium



Jo Watkins, Cabinet Office Business Manager



**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 24 JANUARY 2019**

**THE PERFORMANCE OF CARDIFF'S SCHOOLS IN 2017/18**

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

**AGENDA ITEM: 4**

**Reason for Report**

1. To update Cabinet on the performance of Cardiff schools in 2017/18.

**Background**

2. Building on previous improvement actions, the current strategy for education and learning in Cardiff was launched in June 2016. *Cardiff 2020* sets out a vision delivered through five key goals for 2016-2020.

*"All children and young people in Cardiff attend a great school and develop the knowledge, skills and characteristics that lead them to become personally successful, economically productive and actively engaged citizens."*

3. The five key goals are:
  - Excellent outcomes for learners
  - A high quality workforce
  - 21<sup>st</sup> Century learning environments
  - A self-improving school system
  - Schools and Cardiff in partnership
4. The Annual Performance Report provides an analysis of the educational outcomes of learners for the academic year 2017/2018. It identifies the key strengths and areas for further development in relation to learner outcomes and progression, and the quality of provision in schools across the Foundation Phase, Key Stages 2 to 5. The report references these outcomes to the ambitions set out in Cardiff 2020.
5. Results for the Foundation Phase and Key Stages 2 and 3 are final and taken from performance data provided by the Central South Consortium. Results for Key Stage 4 and Key Stage 5 are final and taken from the performance data provided by the Welsh Government.



6. The 2017/2018 reception cohort were the first children assessed against the revised statutory Foundation Phase framework. It is therefore not possible to compare the Foundation Phase outcomes with previous years.
7. The Welsh Government introduced a number of changes to the key performance measures and new qualifications in 2017 at Key Stages 4 and 5. In addition, new Estyn inspection arrangements came into force for the inspection of all schools and Pupil Referral Units (PRU). This is the second academic year that schools have been inspected against the revised framework, in accordance with the five inspection areas, using a four-point grading scale.
8. A detailed analysis of performance outcomes for each Key Stage are contained within Appendices 1 to 10, including an analysis of inspection outcomes, attendance and exclusions.
9. In 2018/19, there will be a detailed evaluation of the Cardiff 2020 strategy, preparations commence for the development of a ten-year strategy for education in the capital city of Wales.

### **Summary of Performance**

10. Results for 2017/18 show that Cardiff schools are performing well across a wide range of performance indicators at all Key Stages. The performance profile in the city has notably improved over the past five years, reflecting the focus on education as a key component of the Council's Capital Ambition:  
  
*"A good education provides the best start in life and remains the surest route out of poverty. We will continue to improve and invest in our schools and to make sure that every child has the best possible start in life."*  
Capital Ambition p.4
11. This focus has been reflected in the ongoing protection of the schools' budget during a period of significant reduction in the Council's overall budget. Where necessary the Council has intervened in schools where standards were unsatisfactory, making full use of its statutory powers under the School Standards and Organisation (Wales) Act 2013. The Council has ensured that the specific functions in relation to schools which are delivered by the Central South Consortium are closely integrated with the range of services and support provided to schools and to learners by the Council directly, recognising that school improvement is an outcome of many different activities, not a discrete activity delivered in isolation.
12. The significant school estate investment, from Council and Welsh Government resources, under Band A of 21st Century School Programme has been used strategically to drive educational transformation in the west and east of the city, and to significantly expand welsh-medium primary provision. The Council has used its wider role in Cardiff to build a strong partnership between employers



and schools under the Cardiff Commitment. It has played a central role in building a city-wide alliance for educational improvement set out in Cardiff 2020.

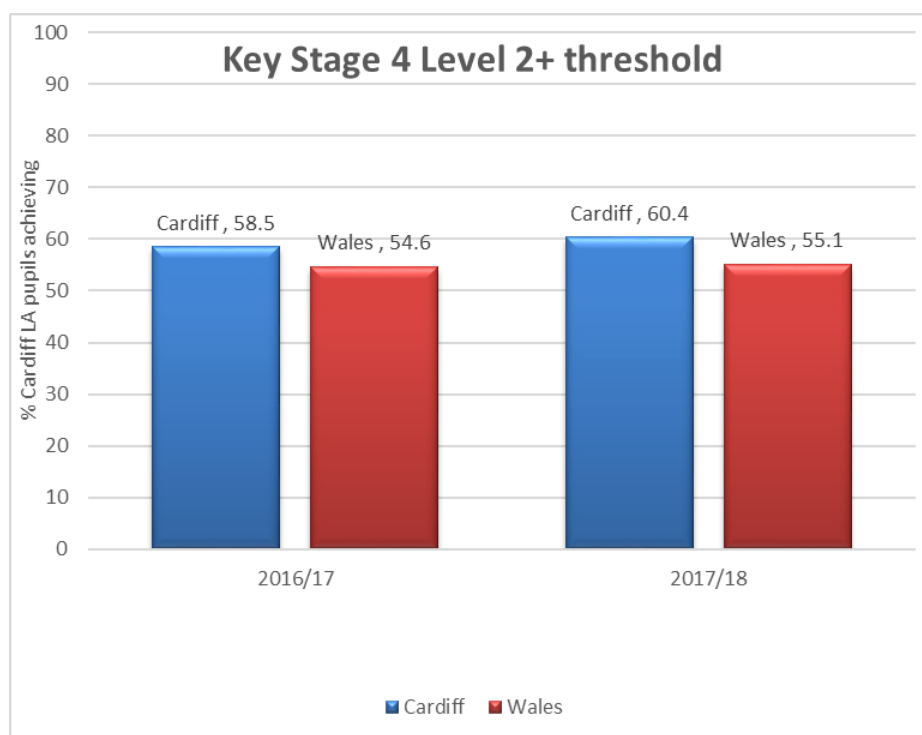
13. This positive picture nevertheless contains aspects requiring further improvement. In view of rapid changes in economy and society, the city will also face many further challenges which will call on the collective commitment and resolve of all partners in the city if we are to succeed in delivering our future ambitions for education in Cardiff.
14. Overall strengths of Cardiff's performance in 2018:
  - A continuing trend of improved performance across a wide range of indicators and key stages;
  - Strong performance at Key Stage 4 in most indicators, when compared with the Central South Consortium and Welsh averages;
  - Improved outcomes for young people in receipt of free school meals and a closing of the gap, particularly in the primary phase;
  - Sustained reduction the numbers of young people who do not successfully transfer into further education, employment or training;
  - Improved quality of education provision, as evidenced by national categorisation and Estyn inspection outcomes;
  - Strengthened school improvement capacity across the system, including within and between schools;
  - Improved participation of children and young people in their own education, as evidenced in the increased number of schools in the Rights Respecting Schools scheme and through the extensive involvement of young people in the *Child Friendly City* programme;
  - Active engagement of teachers and leaders in the shaping of a new Curriculum for Wales in a number of Cardiff schools;
  - Good progress in preparing for the implementation of the Additional Learning Needs reform, which is due to be rolled out in September 2020 – July 2023.
15. The aspects of performance which need further attention are:
  - In spite of improved outcomes for children who are looked after, the gap in performance with children of their own age remains too wide, particularly for those who are not educated in a Cardiff school;
  - Improving the outcomes for all learners at Level 1;
  - Reducing the numbers and improving the outcomes of learners who are not on a school roll and are educated other than at school (EOTAS);
  - Continuing to reduce the gap in outcomes for young people eligible for free schools meals (eFSM) and those who are not (nFSM);
  - Ensuring high quality provision is in place to improve the wellbeing of all learners and staff in education.



## Summary of Headline Results at All Key Stages of Learning

**Cardiff's school performance exceeds the Wales average in a wide range of performance indicators across the key stages in 2018. Both outcomes achieved by learners and the provision made by schools have consistently improved.**

16. At Key Stage 5, Cardiff's performance remains strong with 98.4% achieving the Level 3 threshold, the equivalent to two A levels. This is above the Welsh average of 97.6%.
17. Results have continued to improve at Key Stage 4 in Cardiff at Level 2+ threshold. Outcomes at this indicator are now good, with 60.4% of young people achieving Level 2+, which is well above the Wales average of 55.1%. This places Cardiff in the top 3 of all Wales Local Authorities. In 2013/14, Cardiff was ranked 13<sup>th</sup> in Wales in this indicator.



18. The highest Key Stage 4 ranking for Cardiff is for A\*-A. Cardiff is ranked 2<sup>nd</sup> when compared with all Local Authorities in Wales, with 24.7% of learners achieving this indicator which is well above the Wales figure of 18%. At Level 2, Cardiff performed above Wales and is ranked 4<sup>th</sup>. For the new Capped 9 measure, Cardiff is ranked 3<sup>rd</sup> in Wales.
19. Cardiff's performance in the Level 1 threshold (94.2%) improved on 2016/2017 outcomes. Results are above the Wales average (93.7%). However, this is the lowest national ranking position for Cardiff (12<sup>th</sup>) in 2017/2018.



20. Results are Key Stage 3 are based on teacher assessment. At the Core Subject Indicator (CSI) Cardiff improved results by 1.1ppts to 87.3%. However, this figure is marginally below the all Wales figure of 88.1%.
21. In the context of the overall positive profile of performance in Cardiff secondary schools, a clear concern, evident in previous years but more marked in 2017/18, is the small but significant numbers of learners moving in-year between schools, with many ultimately not being on a mainstream school roll but being classified as EOTAS.
22. At Key Stage 2, the proportion of young people achieving the Core Subject Indicator (CSI) improved marginally to 90.2%, which is slightly higher than the national figure of 89.5%. As in previous years, the strongest performance is in Welsh first language, with English as the lowest performance.
23. The proportion of learners achieving the expected level at the Foundation Phase (85.2%) exceeded the figure for both Wales (82.6%) and the Central South Consortium (84.7%). In spite of the introduction of the new assessments in 2017/2018, the strongest area of learning continues to be Personal and Social Development, with the weakest area Language, Literacy and Communication.

### **Summary of Headline Measures for the Quality of Education Provision and Capacity for Improvement**

24. Cardiff has continued to make good progress in improving the overall quality of education provided by schools, as evidenced by the outcome of Estyn inspections and school categorisation. This reflects both the impact of the various forms of school-to-school working which have been established across the Central South region in recent years, and the strengthened processes for challenging and supporting schools, ensuring close integration of the work of Challenge Advisers employed by the Central South Consortium with wider Local Authority services and procedures.
25. Based on all Cardiff schools' most recent inspection outcome, for "current performance" under the previous inspection framework or "standards" under the existing framework, 74% have been judged to be good or excellent. This represents 91 out of 123 schools. The remaining four schools are new schools that have either not yet been inspected, or the report has not yet been published (Cardiff West Community High School Estyn outcome report is due to be published on 24<sup>th</sup> January 2019).
26. Of the Cardiff schools inspected in 2017/18, 84.2% were judged to be good or excellent for standards (total 19 schools). This is similar to the figure for Wales, which is 84%.
27. 87.5% of the primary schools inspected in 2017/2018 were judged to be good or excellent for standards, 75% were judged to be good or excellent for leadership and management and 68.7% for teaching and learning experiences. Six primary schools were asked to submit case studies for their



excellent practice to Estyn – Lansdowne, Mount Stuart, Ysgol Y Wern, Springwood, Rhydapenau and Moorland Primary Schools. Ysgol Y Wern achieved “excellent” in all five inspection areas, and Rhydapenau in four areas.

28. Of the sixteen primary schools inspected in 2017/2018, four schools were placed in Estyn Review. Of the primary schools inspected in previous academic years, as of November 2018, two primary schools remain in Estyn follow-up and one primary school was removed from Special Measures.
29. Three secondary schools were inspected during the 2017/2018 academic year. One school was placed in Estyn Review. Two secondary schools were asked to submit case studies to Estyn for excellent practice – Ysgol Gyfun Gymraeg Bro Edern and The Bishop of Llandaff High School. The Bishop of Llandaff achieved “excellent” in all five inspection areas.
30. Since September 2018, seven primary schools have been inspected or have received notice of inspection. Reports have been published for two of the schools, Ysgol Pen Y Pil and St Peters’ RC Primary School. Ysgol Pen Y Pil were judged to be “good” in four of the inspection areas. St Peters’ has been placed in the category Special Measures.
31. Schools are benchmarked against other schools within the same free school meal band. Schools in the highest quarter are within the highest 25% of schools in the relevant benchmarking group. At Key Stage 4, over half of the schools are in quarter one for the Level 2+, Level 2 threshold and Capped 9 Points Score. There has also been an increase in the proportion of schools in quarter one in the Level 1 threshold.
32. There remains the same number of schools in quarter 4 for the Level 2+ threshold, Level 1 threshold and Capped 9 Points Score. However, there has been an increase of 1 school in quarter 4 for the Level 2 threshold.
33. There has been a significant increase in the proportion of schools categorised as green and yellow, and a corresponding decrease in the number of schools categorised as red. This information is based on categorisation outcomes as at 31<sup>st</sup> January 2018. The next set of categorisation outcomes will be available on 31<sup>st</sup> January 2019. An overview of school categorisation:

<b>Primary</b>				
<b>Support Category</b>	<b>Cardiff January 2017</b>	<b>Cardiff January 2018</b>	<b>CSC January 2018</b>	<b>Wales January 2018</b>
<b>Green</b>	35.71% (35/98)	53.06% (52/98)	45.6%	36.5%
<b>Yellow</b>	48.98% (48/98)	36.7% (36/98 )	44.6%	48.8%
<b>Amber</b>	13.26% (13/98 )	8.16% (8/98)	8.2%	12.6%
<b>Red</b>	2.04% (2/98)	2.04% (2/98)	1.6%	2.1%



<b>Secondary</b>				
<b>Support Category</b>	<b>Cardiff January 2017</b>	<b>Cardiff January 2018</b>	<b>CSC January 2018</b>	<b>Wales January 2018</b>
<b>Green</b>	26.32% (5/19)	38.89% (7/18)	32.1%	26.0%
<b>Yellow</b>	31.58% (6/19)	50.00% (9/18)	50.0%	42.3%
<b>Amber</b>	26.32% (5/19)	5.56% (1/18)	10.7%	19.2%
<b>Red</b>	15.79% (3/19)	5.56% (1/18)	7.1%	12.5%

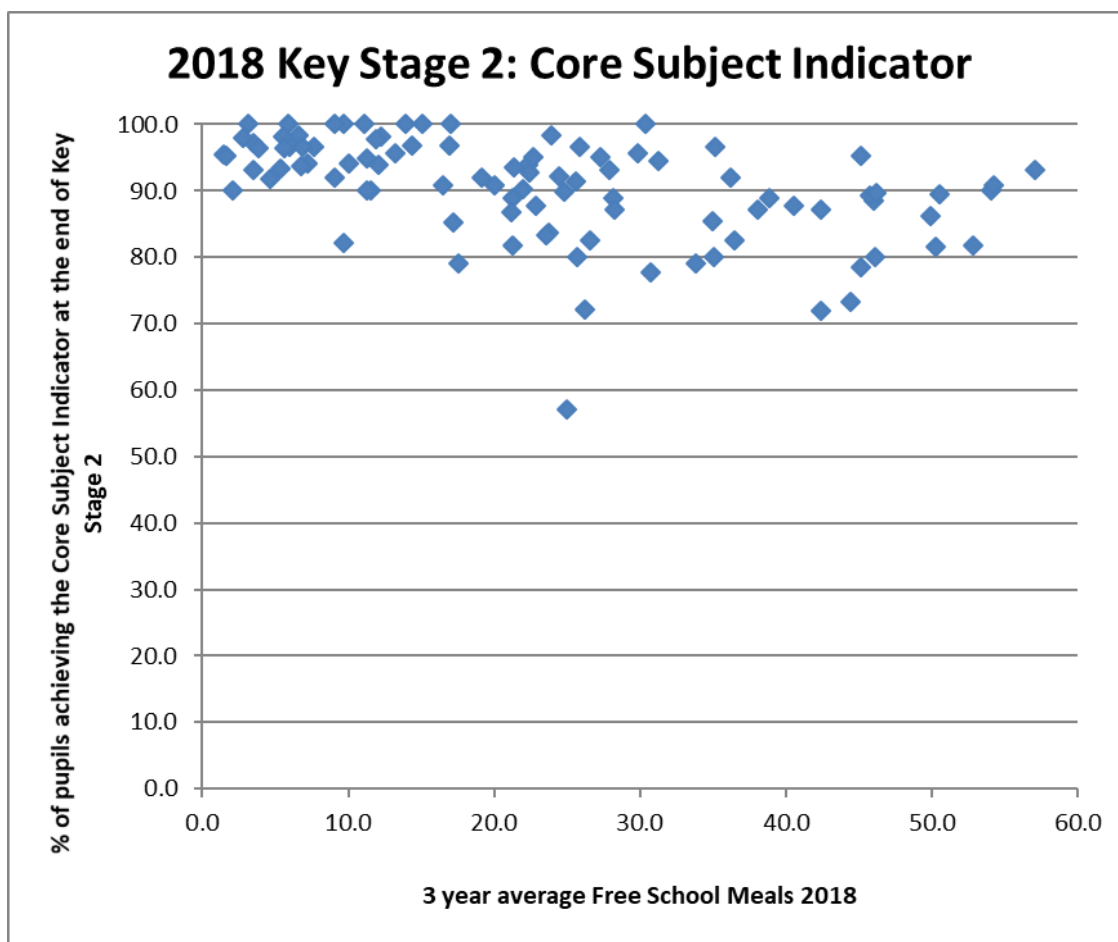
<b>Special</b>				
<b>Support Category</b>	<b>Cardiff January 2017</b>	<b>Cardiff January 2018</b>	<b>CSC January 2018</b>	<b>Wales January 2018</b>
<b>Green</b>	57.14% (4/7)	28.57% (2/7)	53.3%	45.0%
<b>Yellow</b>	0.00% (0 schools)	42.86% (3/7)	26.7%	30.0%
<b>Amber</b>	28.57% (2/7)	28.57% (2/7)	20.0%	25.0%
<b>Red</b>	14.29% (1/7)	0.00% (0 schools)	0.0%	0.0%

34. In the special sector, there has been a slight increase in the proportion of schools in the categories requiring the least support (green and yellow). There has been a corresponding decrease in the number of schools requiring amber and red support. However, these figures are below the national averages.
35. A significant development in 2017/18 has been the establishment of the Western Learning Federation between Ty Gwyn, Woodlands and Riverbank schools. With plans in place for expansion of special school places under Band B of 21<sup>st</sup> Century schools programme, the Federation strengthens capacity in this key sector of Cardiff's provision.

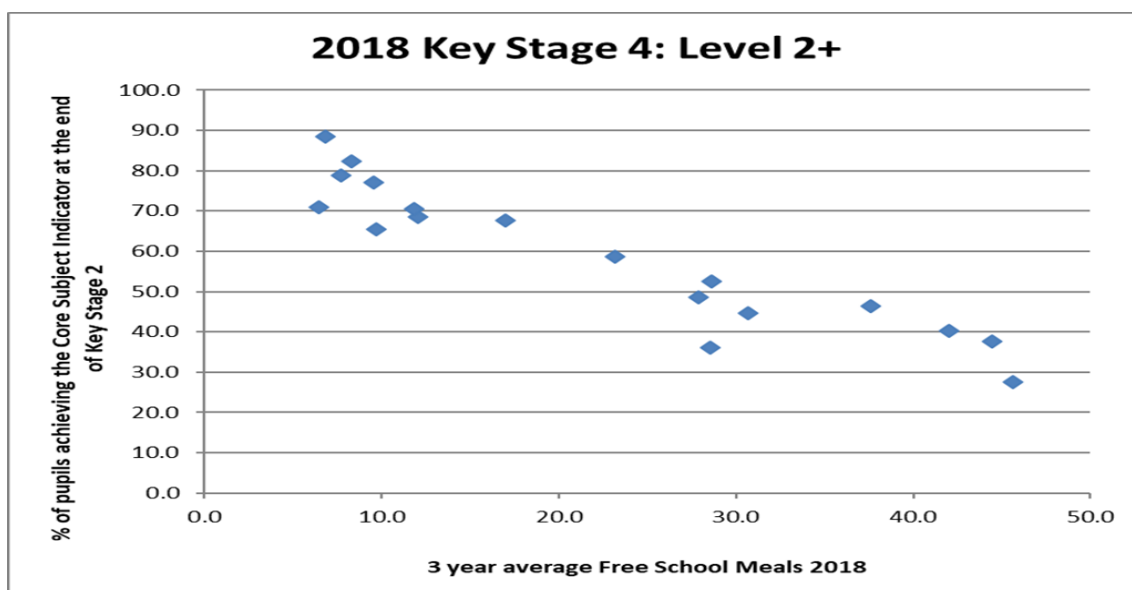
### **There is a reducing variation in standards achieved by schools with comparable pupil populations**

36. At Key Stage 2, there continues to be a closing of the gap in the performance of schools within the same Free School Meals benchmark and across Cardiff. The gap in performance between eFSM pupils and nFSM pupils has reduced again this year to 9.6ppts, compared to 13ppts in 2016/17.





37. In the secondary sector, whilst there has been some reduction in the previously very wide spread of performance between schools, this factor remains more marked than in primary phase. Although action taken to address past underperformance in the lowest attaining schools is having a positive impact, the pattern of attainment against eligibility for free school meals shows that economic disadvantage continues to have a marked correlation with lower attainment by the end of Key Stage 4, in Cardiff as across Wales and the UK.





38. Eastern High, which transferred to the new Eastern Community Campus, co-located with Cardiff and the Vale College, in January 2018, achieved 37% at Level 2+. This is a 14.6ppt increase compared to 2013/14. The school was removed from the Estyn category Special Measures in November 2017. It was oversubscribed for year 7 applications in Autumn 2018.
39. Cardiff West Community High School opened as a new school in September 2017 and achieved improved results at Level 2+ in 2018 of 28%. At the time of writing, the outcome of the Estyn inspection for Cardiff West Community High School is not known and will be published in January 2019. Cardiff Community High School will transfer to the new school site in April 2019.
40. Both schools replaced secondary schools where there had been longstanding weaknesses. The 2018 outcomes and external evaluations by Estyn evidence the positive impact of new leadership and governance, and the impact of significant investment under Band A of 21<sup>st</sup> Century Schools Programme, to delivering educational transformation in the east and west of Cardiff.

### **Transition to Employment, Education and Training and EOTAS**

41. Significant progress had been made in increasing the number of young people who make a positive transition from statutory education aged 16 (Year 11) to ongoing Education Employment or Training (EET) Post-16. In 2017, Cardiff achieved its highest ever percentage of Year 11 leavers progressing into EET at 98.4% (with 1.6% (50 young people) designated as NEET).
42. Provisional data for 2018 indicates that 98.1% of young people completing Year 11 last summer made a positive transition to EET; with 1.9% (61 school leavers) still without a confirmed destination, hence NEET.
43. However, whilst positive progression is evident for most young people educated in mainstream settings, there is much more to do to achieve similar positive outcomes for EOTAS pupils (education other than at school). 23% of young people leaving EOTAS provision aged 16 this summer did not have a confirmed destination. (29 of 126 young people designated NEET).
44. Improved data management and sustained youth mentor engagement this year has provided a much clearer picture of the challenges faced by young people in transitioning Post-16, and will help to inform improved levels of support and opportunity for school leavers in all settings.
45. Through the Cardiff Commitment, good progress continues to be made in engaging employers across the city to support young people into the world of work. Over 140 employers have made commitments to offer a range of opportunities including work experience, which is a priority for young people and employers alike. The Council itself is also actively increasing the range of opportunities for young people, including a new round of apprenticeships, traineeships and ongoing work placements.



## **Key Groups of Children and Young People**

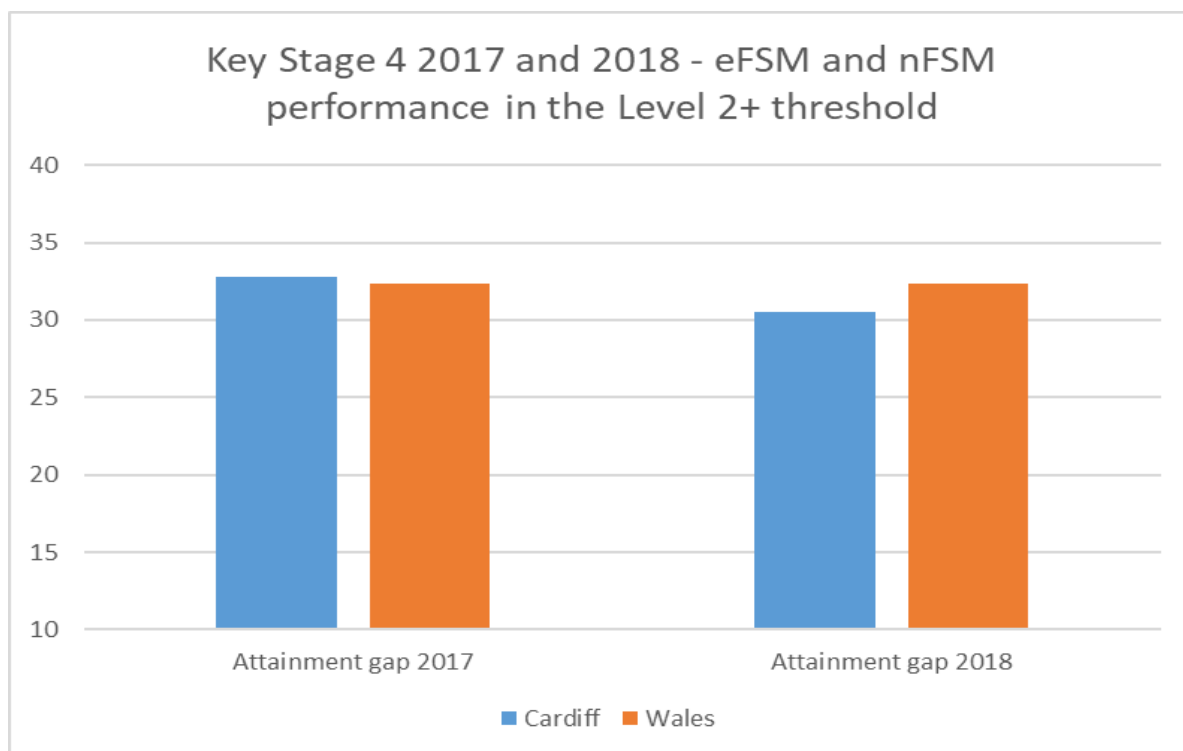
### **Children Looked After**

46. Whilst outcomes for children who are looked after have continued to improve, outcomes remain too low when compared with children of their own age.
47. Those children and young people who are Looked After and educated in a Cardiff school perform better than those who are placed by Children's Services outside of Cardiff.
48. At the end of Key Stage 4, seven young people achieved the Level 2+ indicator, representing 14.3%. This represents an improvement on 2016/2017, when no young people achieved this indicator. More young people achieved the Level 2 threshold (37.5%) and 87.5% achieved the Level 1 indicator.
49. Thirty-two children out of a cohort of thirty-eight achieved the Key Stage 2 Core Subject indicator in 2018. This represents an increase of 7.2ppts compared to 2016/2017. For those children educated in a Cardiff school the proportion increases to 91.2%.
50. The proportion of looked after children achieving the Foundation Phase Outcome Indicator is 69.4%, which is above the Wales figure for 2017 which is 61%. For those educated in a Cardiff school, the figure is 75%.

### **Free School Meals**

51. The gap between eFSM and nFSM continued to close in all Key Stages in 2018, although it remains too wide in many indicators, and the gap widens as learners move through the key stages. There is some evidence to indicate that in-school factors impacting on this gap are now better addressed in our schools, but the persistence of this gap, in Cardiff as elsewhere, signals the need for a more systematic approach to supporting young people and families at an early stage, especially in relation to factors beyond school itself.
52. At Key Stage 4, the gap in attainment between young people eFSM and nFSM reduced to 30.5 ppts. The performance of eFSM young people is higher than across Wales in the Level 2+, Level 2 and Level 1 thresholds. However, only 37.2% of eFSM young people achieved the Level 2+ threshold, with 45.4% achieving the required standard in English and 44% in Maths.





53. At Key Stage 2, the outcome for eFSM children is higher than the CSC average and higher than across Wales, by 2ppts and 4.8ppts respectively. The gap in outcomes for eFSM and nFSM has also continued to reduce to 9.6ppts in 2018, compared to 9.8ppts across CSC and 14.2ppts across Wales.

### Gender

54. The performance of both girls and boys is above the Wales average for the Level 2 + and Level 2 threshold. Whilst the performance of boys is above the Welsh average, having previously been below in the Level 1 threshold, the performance of girls' performance is slightly below the Welsh average. The performance of boys and girls is above the Welsh averages in the Capped 9 points score. The gap in attainment is smaller than across Wales in all of the indicators.
55. The performance of both boys and girls is above the Wales average at the end of Key Stage 2, and the gap in attainment is slightly smaller.

### Ethnicity

56. The performance of minority ethnic groups is good and is improving at Key Stage 2, 3 and 4. Performance in the Foundation Phase is not comparable to previous years. However, the performance of Traveller/Romany pupils remains too low.
57. Cardiff has an increasingly diverse population and has previously received additional Welsh Government funding from the Minority Ethnic Achievement Grant (MEAG) and the Gypsy Traveller (G/T) grant. The majority of these



grants have been devolved to school budgets and used to provide additional support and interventions for groups of learners. There is uncertainty as to whether this funding will be available from 2020.

## Next Steps

58. Whilst the 2017/18 performance picture for Cardiff has many positive features and reflects the impact of the concerted actions taken to put high quality education at the heart of the Council's ambitions, it is clear there is still some way to go to realise the vision of *Cardiff 2020*, most notably with regard to significant minorities of learners whose access to full participation in education is constrained.
59. With the population and the economy of the city growing and changing at pace, it is now imperative for our collective vision for education in Cardiff to be re-set, so that it is fit for Wales and for Cardiff for the future.
60. The development of a ten-year strategy for education in the capital city of Wales, *Cardiff 2030*, is under way through our education partnership arrangements, co-ordinated by the Cardiff Education Development Board. This requires a bold, ambitious and collaborative approach, which builds on the successes achieved over the past five years to prepare children and young people to thrive in a rapidly changing world. Strong collaboration and partnership working will continue to be at the heart of the development of the next iteration of the *Cardiff 2030* strategy, recognising that "Education is Everybody's Business".
61. The meaningful engagement of children, young people, school leaders, governors, elected members and partners in securing the vision for Cardiff 2030 is key to fulfilling the delivery of the *Child Friendly City Strategy* to ensure that Cardiff is '*a great place to grow up*':
  - *A city with children and young people at its heart, where the voices, needs and rights of all children and young people are respected;*
  - *A city where all children and young people, regardless of belief, ethnicity, background or wealth are safe, healthy, happy and able to share in the city's success.*
62. In delivering *Cardiff 2030* it will be important to maximise the opportunities afforded by the:
  - Significant improvements which have been achieved to date to improve the overall quality of educational opportunities provided in the city;
  - Investment in the school estate, through the delivery of both Band A and Band B programmes and the enhanced asset management budget to address the condition, sufficiency and suitability requirements for learning in the 21<sup>st</sup> Century;
  - Improved partnership working, including the Cardiff Commitment and Creative partnerships with the wider public, private and third sectors;



- Early positive engagement and creativity of Cardiff schools in delivering the new curriculum;
- Preparations for the introduction of the Additional Learning Needs Act, including the building of capacity in the system and the expansion of specialist places;
- Promotion of high quality early years education and childcare provision;
- Improved participation of children and young people in informing these developments.

63. The *Cardiff 2030* strategy also needs to address the following challenges:

- Succession planning to secure the next generation of outstanding leaders and governors;
- Attracting and securing a high quality workforce for schools, particularly in the context of changes to Initial Teachers Education (ITE) and the new curriculum;
- Reducing the socio-economic gap in education achievement for groups of children and young people;
- Meeting the demand for school places in the short, medium and longer-term;
- Delivering a wider range of Post-16 options to meet the economic demands of a growing city and to secure equality of employment opportunities and higher education pathways;
- Maximising opportunities for all communities through community focussed schools;
- Ensuring the wellbeing of all our learners and our staff in the context of a rapidly changing global context.

### **Reasons for Recommendations**

64. The report provides an overview for Cabinet of performance concerning the Council's key responsibilities with regard to promoting high standards of achievement.

### **Legal Implications**

65. The Council has a legal obligation under section 13A of the Education Act 1996 to promote high standards and to promote the fulfilment of learning potential for all pupils in the area.

66. 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

67. The report reflects the progress the Council has achieved in meeting its legal obligations and how it has sought to satisfy its public sector equality duties

### **Financial Implications**

68. There are no financial implications arising directly from this report. Schools achieve these results from within the resources that are allocated to them on an annual basis and through the services provided to schools from centrally retained budgets.

### **RECOMMENDATIONS**

Cabinet is recommended to note the performance of Cardiff schools in the academic year 2017/2018.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>NICK BATCHELAR DIRECTOR EDUCATION &amp; LIFELONG LEARNING</b>	<b>Ap pen dix 1</b>
	18 January 2019	

Performance Summary

**Appendix 2** Performance in the Foundation Phase

**Appendix 3** Performance at Key Stage 2

**Appendix 4** Performance at Key Stage 3

**Appendix 5** Performance at Key Stage 4

**Appendix 6** Performance at Key Stage 5

**Appendix 7** Attendance at school

**Appendix 8** Exclusions

**Appendix 9** Not in Education, Employment or Training (NEET)

**Appendix 10** Outcomes of Inspections

**Appendix 11** Explanation of Frequently Used Terms







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## 2018 Summary Headline Results across All Key Stages

Indicator	Cardiff Results 2014/15	Wales Average 2014/15	Cardiff Results 2017/18	Wales Average 2017/18	Cardiff Rank 2017/18	Cardiff Improvement 2015-2018
% of pupils achieving the Foundation Phase Outcome Indicator, at the end of Year 2	86.7%	86.8%	85.2%	82.6%	Not available	2015-2018 not comparable
% of pupils achieving the Core Subject Indicator, at the end of Key Stage 2	87.8%	87.7%	90.2%	89.5%	Not available	+2.4ppts
% of pupils achieving the Core Subject Indicator, at the end of Key Stage 3	83.4%	83.9%	87.3%	88.1%	Not available	+3.9ppts
% pupils achieving the <b>Level 2+</b> threshold at the end of Key Stage 4 (5 GCSEs A* - C inc. Maths & Eng/Welsh)	59.3%	57.9%	60.4%	55.1%	3 (2014/15 rank 10)	2015-2018 not comparable
% pupils achieving the <b>Level 2</b> threshold at the end of Key Stage 4 (5 GCSEs A* - C)	81.6%	84.1%	72.1%	66.9%	4	2015-2018 not comparable
% pupils achieving the <b>Level 1</b> threshold at the end of Key Stage 4 (5 GCSE'S A* - G)	92.1%	94.4%	94.2%	93.6%	12	2015-2018 not comparable
Attendance (Primary)	95.2%	95.0%	94.8%	94.6%	7	-0.3ppts
Attendance (Secondary)	93.9%	93.9%	94.0%	93.9%	10	+0.1ppts
% 17 year olds achieving the Level 3 threshold.	96.9%	97.0%	98.5%	97.6%	Not available	+1.6ppts



## 2018 Key Stage 2 by School

School Name	Percentage of pupils achieving the Core Subject Indicator at the end of Key Stage 2 (year 6) (2018)	3 Year Average Free School Meals - All Pupils 2018
Millbank Primary School	88.9%	28.1%
Adamsdown Primary	78.6%	45.1%
Albany Primary School	91.5%	25.6%
Allensbank Primary School	81.8%	21.3%
Baden Powell Primary School	85.5%	35.0%
Birchgrove Primary School	96.7%	7.7%
Trelai Primary School	86.3%	49.9%
Fairwater Primary School	77.8%	30.7%
Gabalfa Primary	87.2%	42.4%
Kitchener Primary School	82.5%	26.6%
Lansdowne Primary School	87.1%	28.3%
Moorland Primary	87.7%	40.5%
Radnor Primary School	100.0%	17.1%
Rhydypenau Primary School	100.0%	3.2%
Roath Park Primary School	90.0%	11.5%
Greenway Primary School	57.1%	93.1%
Stacey Primary School	79.2%	33.8%
Ton-Yr-Ywen Primary School	94.1%	7.2%
Peter Lea Primary School	87.8%	22.9%
Bryn Hafod Primary School	87.2%	38.0%
Pen-Y-Bryn Primary School	82.6%	36.5%
Coed Glas C P School	94.0%	22.3%
Lakeside Primary School	98.3%	6.6%
Pentrebane Primary School	73.3%	44.4%
Mount Stuart Primary School	83.6%	23.7%
Llanishen Fach Primary School	93.7%	6.8%
Rhiwbeina Primary School	95.6%	1.4%
Llanedeyrn Primary School	91.9%	36.2%
Springwood Primary School	72.0%	42.4%
Ninian Park Primary School	83.3%	23.6%
Coryton Primary	96.8%	14.4%
Bryn Celyn Primary School	90.0%	54.0%
Y G G Gwaelod Y Garth	97.2%	3.5%
Radyr Primary School	95.3%	1.6%



Tongwynlais Primary School	79.2%	17.5%
Llysfaen Primary School	100.0%	5.9%
Bryn Deri Primary	96.6%	6.0%
Oakfield Primary School	96.7%	35.1%
Ysgol Gymraeg Melin Gruffydd	98.2%	5.5%
Ysgol Y Wern	96.4%	5.6%
Ysgol Gymraeg Coed Y Gof	92.1%	24.4%
Ysgol Bro Eirwg	90.9%	16.5%
Ysgol Treganna	91.8%	4.6%
Willowbrook Primary School	93.2%	27.9%
Pentyrch Primary	100.0%	9.6%
Thornhill Primary School	98.2%	12.2%
Ysgol Pencae	90.0%	2.1%
Meadowlane Primary School	81.6%	50.3%
Ysgol Mynydd Bychan	96.6%	6.9%
Creigiau Primary School	98.0%	2.8%
Ysgol Gymraeg Pwll Coch	94.2%	10.0%
Ysgol Y Berllan Deg	96.4%	3.9%
Gladstone Primary School	92.0%	19.1%
Glan Yr Afon Primary School	88.5%	46.0%
Grangetown Primary School	72.2%	26.2%
Herbert Thompson Primary	89.6%	50.5%
Ysgol Glan Morfa	100.0%	30.3%
Ysgol Pen Y Pil	88.9%	21.2%
Ysgol Gymraeg Nant Caerau	80.0%	25.7%
Rumney Primary	96.7%	16.9%
Windsor Clive Primary	90.9%	54.2%
Severn Primary	86.8%	21.2%
Hawthorn Primary	93.5%	21.3%
Danescourt Primary	94.9%	11.3%
Hywel Dda Primary School	89.3%	45.7%
Ysgol Gynradd Gymraeg Pen-y-Groes	100.0%	15.1%
Trowbridge Primary	81.8%	52.8%
Ysgol Glan Ceubal	57.1%	25.0%
Marlborough Primary	91.9%	9.1%
Pencaerau Primary	89.7%	46.2%
Glyncoed Primary	98.3%	23.9%
Whitchurch Primary	97.8%	11.9%
St. Mellons Church In Wales Primary	100.0%	13.9%
St Alban'S Rc Primary School	80.0%	46.1%
St Cuthbert'S Rc Primary	92.9%	22.4%
St. Joseph'S Rc School	95.7%	13.2%



St. Mary'S R.C. Primary School	90.0%	11.3%
St Patrick'S R C School	89.8%	24.8%
St. Peter'S Primary School	93.8%	12.0%
St Cadoc'S Catholic Primary	94.6%	31.2%
St Monicas C/W Primary School	95.0%	22.7%
St.Paul'S C/W Primary School	96.7%	25.8%
Tredegarville C/W Primary	80.0%	35.0%
Llandaff City Primary School	93.2%	3.5%
Christ The King Primary School	93.3%	5.4%
St John Lloyd	95.7%	29.8%
Holy Family R.C. Primary	95.0%	27.2%
St Mary The Virgin C/W Primary School	95.2%	45.1%
All Saints C/W Primary	85.2%	17.2%
St Fagans Church In Wales	82.1%	9.7%
St Bernadettes Primary School	100.0%	9.1%
St David'S C/W Primary School	90.3%	22.0%
Bishop Childs C/W Primary	100.0%	11.1%
St Philip Evans Primary School	90.7%	20.0%
St. Francis R. C. Primary Sch.	88.9%	38.8%
<b>Cardiff</b>	<b>90.2%</b>	
<b>Wales</b>	<b>89.5%</b>	



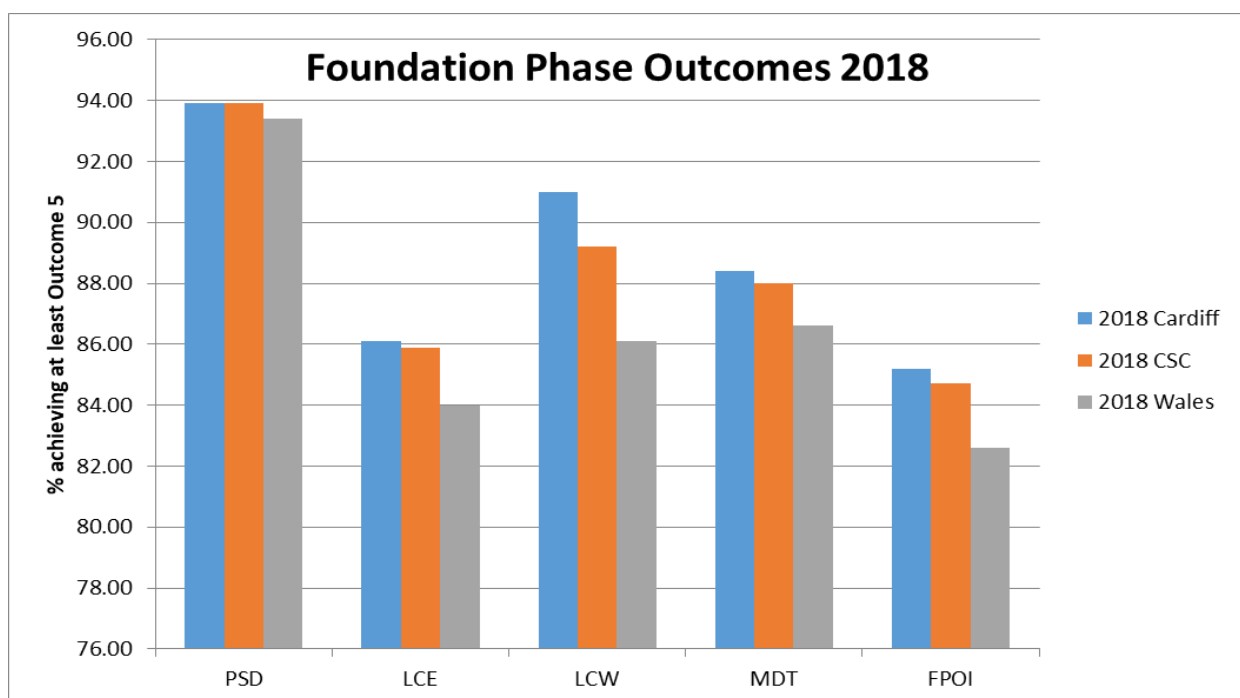
## 2018 Key Stage 4 by School

School Name	Percentage of pupils achieving the Level 2+ threshold at the end of Key Stage 4 (year 11) (2018)	3 Year Average Free School Meals - All Pupils 2018
Cardiff High School	89%	6.8%
Willows High School	43%	42.0%
Fitzalan High School	53%	28.6%
Cantonian High School	46%	37.6%
Llanishen High School	67%	17.0%
Cathays High School	45%	30.6%
Radyr Comprehensive School	79%	7.7%
Ysgol Gyfun Gymraeg Glantaf	77%	9.6%
Ysgol Gyfun Gymraeg Plasmawr	73%	6.4%
Ysgol Gyfun Gymraeg Bro Eder	65%	9.7%
Cardiff West Community High School	28%	45.6%
Eastern High	37%	44.4%
St. Illtyd'S Catholic High School	36%	28.5%
Mary Immaculate High School	49%	27.9%
Bishop Of Llandaff Church In Wales High School	82%	8.3%
St Teilo'S C-In-W High School	58%	23.2%
Corpus Christi Catholic High School	69%	12.1%
Whitchurch High School	70%	11.8%
<b>Cardiff</b>	<b>60%</b>	
<b>Wales</b>	<b>55%</b>	



## Appendix 2 Performance in the Foundation Phase

- 2.1 The 2017/18 reception cohort were the first children to be formally assessed against the revised statutory Foundation Phase framework. Comparisons of Foundation Phase outcomes with previous years should, therefore, be avoided as they are not measured on a comparable basis.
- 2.2 The proportion of pupils achieving the expected levels at the end of the Foundation Phase is 85.2%, this compares to 84.7% across the Central South Consortium and 82.6% across Wales.
- 2.3 The strongest area of learning continues to be Personal and Social Development (PSD) and the weakest area Language, Literacy and Communication – English (LLCE). This is the case for both outcome five (the expected level) and outcome six. Performance in all areas of learning are above the Central South Consortium averages.



### Performance of Key Groups - Gender

- 2.4 In 2018, the performance of boys achieving the expected level is 82.4%, the performance of girls is 88.2%. Girls' performance is stronger than boys in all areas of learning. The greatest difference between boys and girls remains in Language, Literacy and Communication - English (6.3ppts). The smallest gap is in Mathematical Development (2.7ppts).



- 2.5 The table below shows that both boys' and girls' performance in Cardiff is above the CSC and Welsh averages. The gap in attainment is also slightly smaller in Cardiff.

	<b>Cardiff 2018</b>	<b>CSC 2018</b>	<b>Wales 2018</b>
<b>FPI Boys</b>	82.4%	81.3%	78.4%
<b>FPI Girls</b>	88.2%	88.3%	86.9%
<b>FPI Total</b>	85.2%	84.7%	82.6%
<b>Boys Vs Girls</b>	5.8ppts	7ppts	8.5ppts

	<b>Cardiff 2018</b>	<b>CSC 2018</b>	<b>Wales 2018</b>
<b>LCE Boys</b>	30.5%	29.3%	28.3%
<b>LCE Girls</b>	39.5%	40.0%	39.1%
<b>LCE Total</b>	34.8%	34.4%	33.5%
<b>LCE Boys Vs Girls</b>	9ppts	10.7ppts	10.8ppts

	<b>Cardiff 2018</b>	<b>CSC 2018</b>	<b>Wales 2018</b>
<b>LCW Boys</b>	88.8%	85.3%	81.5%
<b>LCW Girls</b>	93.2%	92.9%	90.4%
<b>LCW Total</b>	91.0%	89.2%	86.1%
<b>LCW Boys Vs Girls</b>	4.4ppts	7.6ppts	8.9ppts

	<b>Cardiff 2018</b>	<b>CSC 2018</b>	<b>Wales 2018</b>
<b>MDT Boys</b>	87.1%	86.2%	84.2%
<b>MDT Girls</b>	89.8%	89.8%	89.0%
<b>MDT Total</b>	88.4%	88.0%	86.6%
<b>MDT Boys Vs Girls</b>	2.7ppts	3.6ppts	4.8ppts

	<b>Cardiff 2018</b>	<b>CSC 2018</b>	<b>Wales 2018</b>
<b>PSD Boys</b>	91.9%	91.5%	90.6%
<b>PSD Girls</b>	96.0%	96.5%	96.3%
<b>PSD Total</b>	93.9%	93.9%	93.4%
<b>PSD Boys Vs Girls</b>	4.1ppts	2.6ppts	5.7ppts



- 2.6 In the higher outcome six+, both boys' and girls' perform above the national average in the higher outcome six +, in all four areas of learning.
- 2.7 At the higher outcome six+, the outcomes for girls exceeded the outcomes for boys by more than 10ppts in nearly all the areas of learning. The exception is in Mathematical development, where boys' performance is 0.1ppts higher than that of girls. In PSD, performance of girls is 18.5ppts above that of boys.

### **Performance of Key Groups - More Able and Talented (MAT) pupils**

- 2.8 The proportion of pupils reaching outcome six (O6+) is above the national averages in all areas of learning.

<b>Foundation Phase Areas of Learning (O6+)</b>			
	<b>Cardiff 2018</b>	<b>CSC 2018</b>	<b>Wales 2018</b>
<b>LCE</b>	34.8%	34.4%	33.5%
<b>LCW</b>	37.7%	32.6%	33.2%
<b>MDT</b>	36.2%	34.7%	33.9%
<b>PSD</b>	60.5%	58.5%	59.4%

### **Performance of Key Groups – Looked After Children**

- 2.9 The proportion of all children who are looked after by Cardiff Council achieving the Foundation Phase Indicator (FPI) is 69.4% (25 out of 36 pupils). The Wales figure for children who are looked after as at the Children In Need Census for 2017 is 61%. Of the cohort, 52.8% (19 out of 36 pupils) have an Additional Learning Need.
- 2.10 The proportion of looked after children educated in a Cardiff school achieving the Foundation Phase Indicator (FPI) is 75% (18 out of 24 pupils). Of the cohort, 50.0% (12 out of 24 pupils) have an Additional Learning Need.
- 2.11 The cohort is constantly changing due to adoption and children moving in and out of care. The above cohorts are for looked after children in year two, as at January 2018 PLASC (pupil census).

### **Performance of Key Groups – Pupils Eligible for Free School Meals**

- 2.12 In 2017/18, the performance of eFSM pupils in Cardiff is 74.2%, compared to 71.9% across the CSC and 67.9% across Wales. The performance of nFSM pupils is 88.3%, compared to 88.1% across CSC and 86.1% across Wales. The gap in attainment is 14.1ppts, compared to 16.2ppts across CSC and 18.2ppts across Wales.



	Cardiff eFSM 2018	Cardiff nFSM 2018	Wales eFSM 2018	Wales nFSM 2018	Cardiff All Pupils 2018
<b>Foundation Phase Indicator</b>	74.2%	88.3%	67.9%	86.1%	85.2%

## Performance of Key Groups – Ethnicity

2.13 The table below shows the performance of ethnic groups. Some ethnic groups performed above the average of all Cardiff pupils (85.2%). The lowest performing group continues to be Traveller/Romany. The performance of All Ethnic Groups is slightly below all pupils. Small cohort sizes affect the overall percentage performance.

Foundation Phase	FPI 2018 Cardiff	FPI 2018 CSC
Any other ethnic background	80.30% (132 pupils)	80.98% (163 pupils)
Arab	74.68% (79 pupils)	73.81% (84 pupils)
Bangladeshi	83.20% (125 pupils)	83.08% (130 pupils)
Black Caribbean	77.78% (9 pupils)	80% (10 pupils)
Chinese or Chinese British	95.35% (43 pupils)	95.92% (49 pupils)
Mixed	85.42% (384 pupils)	84.92% (610 pupils)
Not known	91.30% (23 pupils)	86.11% (36 pupils)
Other Asian	89.92% (119 pupils)	90.85% (164 pupils)
Other Black	84.51% (142 pupils)	84.81% (158 pupils)
Pakistani	89.51% (143 pupils)	90% (150 pupils)
Somali	78.43% (51 pupils)	79.25% (53 pupils)
Traveller/Romany	70.83% (24 pupils)	67.86% (28 pupils)
White European	75.49% (253 pupils)	79.47% (375 pupils)
White UK	86.52% (2775 pupils)	85.01% (9396 pupils)
<b>All Ethnic Groups</b>	<b>83.1%</b>	<b>83.7%</b>
<b>All Pupils</b>	<b>85.2%</b>	<b>84.7%</b>

## Performance of Key Groups – EAL Pupils

2.14 The table below shows the performance of learners with English as an Additional Language (EAL) in 2018. The gap is widest for pupils New to English and Early Acquisition.

	FPI 2018 Cardiff	FPI 2018 CSC
<b>New to English (A)</b>	35.24% (105 pupils)	45.39% (141 pupils)
<b>Early Acquisition (B)</b>	74.30% (323 pupils)	75.71% (387 pupils)



<b>Developing competence (C)</b>	94.44% (396 pupils)	94.07% (472 pupils)
<b>Competent (D)</b>	98.16% (163 pupils)	98.05% (205 pupils)
<b>Fluent (E)</b>	98.00% (50 pupils)	97.47% (79 pupils)
<b>No EAL</b>	87.02% (3229 pupils)	85.70% (10026 pupils)
<b>All Pupils</b>	<b>85.17%</b> (4323 pupils)	<b>84.7%</b> (11446 pupils)

### Performance of Key Groups – Pupils with Additional Learning Needs

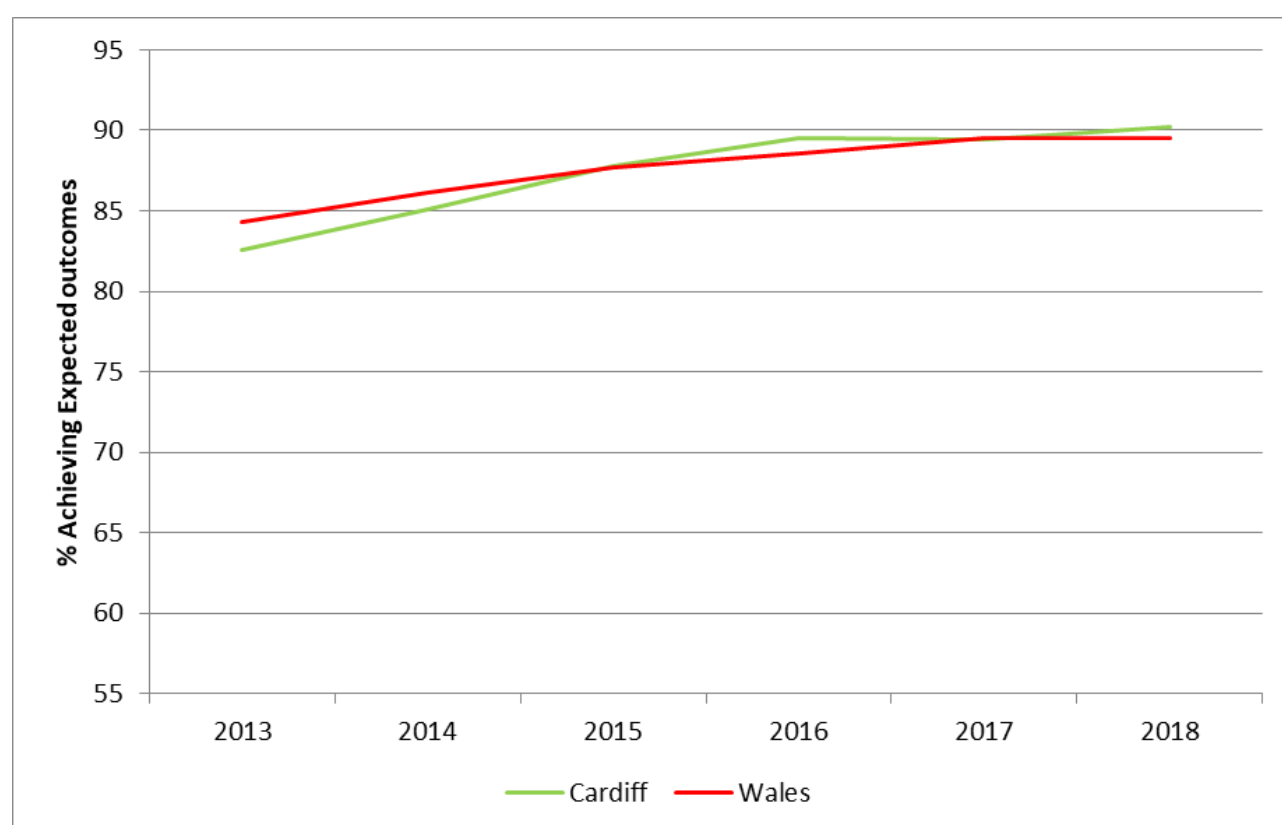
2.15 There continues to be a wide gap between the performance of pupils with additional learning needs (ALN) and non-ALN pupils in the Foundation Phase. The gap is widest for Statemented pupils, and the gap narrows for those at School Action Plus and School Action.

<b>2018 Cardiff</b>	<b>FPI</b>	<b>LCE</b>	<b>LCW</b>	<b>MDT</b>	<b>PSD</b>
<b>Statemented</b>	15.57% (122 pupils)	19.17% (120 pupils)	-	22.13% (122 pupils)	19.67% (122 pupils)
<b>School Action Plus</b>	41.85% (270 pupils)	47.43% (253 pupils)	35.29% (17 pupils)	53.70% (270 pupils)	67.78% (270 pupils)
<b>School Action</b>	64.17% (600 pupils)	69.03% (507 pupils)	65.59% (93 pupils)	71.00% (600 pupils)	91.00% (600 pupils)
<b>No SEN</b>	95.26% (3310 pupils)	95.88% (2767 pupils)	97.42% (543 pupils)	97.01% (3310 pupils)	99.40% (3310 pupils)
<b>All pupils</b>	<b>85.2%</b>	<b>86.1%</b>	<b>91.0%</b>	<b>88.4%</b>	<b>93.9%</b>

<b>2018 CSC</b>	<b>FPI</b>	<b>LCE</b>	<b>LCW</b>	<b>MDT</b>	<b>PSD</b>
<b>Statemented</b>	11.93% (243 pupils)	16.03% (237 pupils)	16.67% (6 pupils)	18.11% (243 pupils)	17.28% (243 pupils)
<b>School Action Plus</b>	40.27% (745 pupils)	45.49% (688 pupils)	40.35% (57 pupils)	50.87% (745 pupils)	63.49% (745 pupils)
<b>School Action</b>	63.96% (1881 pupils)	67.97% (1611 pupils)	62.96% (270 pupils)	71.77% (1881 pupils)	91.02% (1881 pupils)
<b>No SEN</b>	95.34% (8537 pupils)	96.23% (7181 pupils)	96.76% (1356 pupils)	96.91% (8537 pupils)	99.46% (8537 pupils)
<b>All pupils</b>	<b>84.7%</b>	<b>85.9%</b>	<b>89.2%</b>	<b>88.0%</b>	<b>93.9%</b>



## Appendix 3 Performance at Key Stage Two



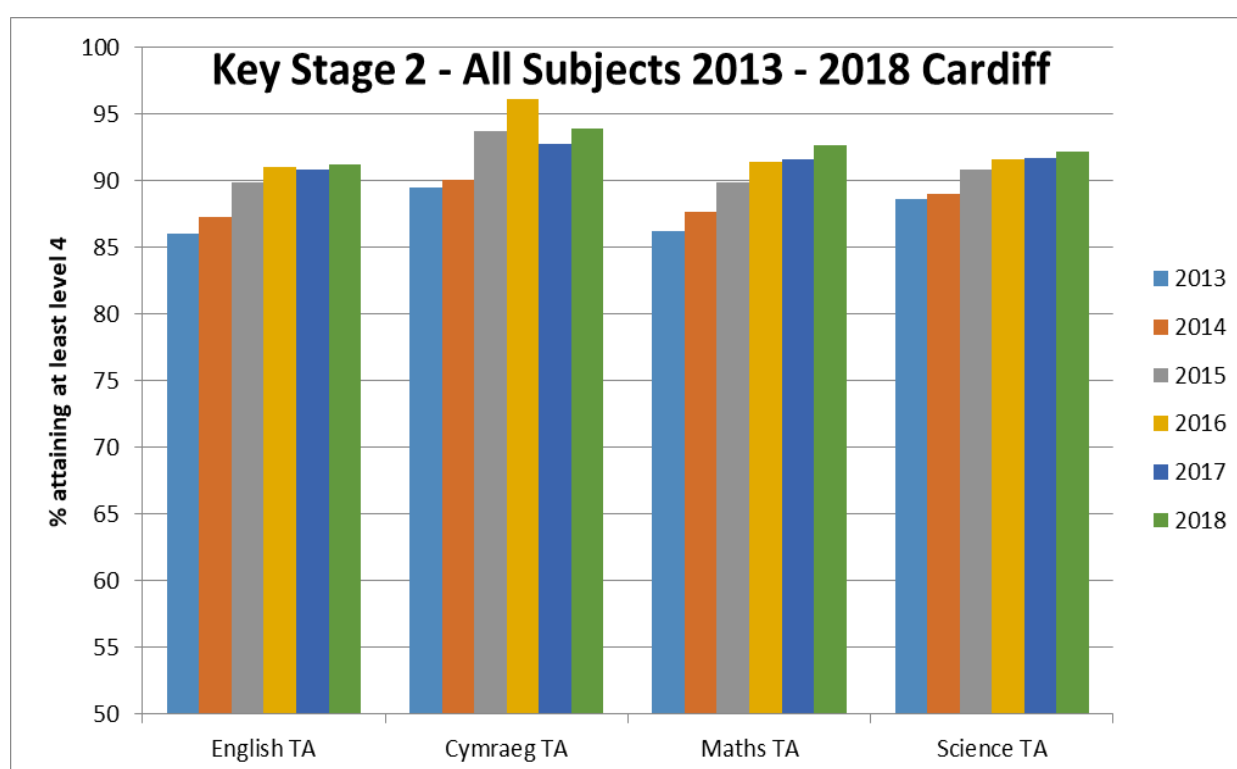
- 3.1 In 2017/18, the proportion of pupils achieving the Core Subject Indicator at the end of Key Stage 2 is 90.2%. This represents a marginal increase of 0.8ppts compared to the previous year. Performance is slightly higher than the national average of 89.5%. The CSC average is 90.3%.
- 3.2 At the expected level and the higher level, the strongest performance is in Welsh first language. English has the lowest performance at this Key Stage. Around 48% of pupils attain the higher level in all subjects, which is higher than the proportion of pupils across Wales as a whole.
- 3.3 Performance in Welsh as a first language is above the CSC and Welsh averages, by 0.3ppts and 4.2ppts respectively. In Mathematics, performance is above the CSC averages, by 0.2ppts and 0.9ppts.
- 3.4 In 2017/18, performance in English is 91.2%, which is a 0.4ppt increase compared to 2016/17. This is higher than the Welsh average of 91.1% but slightly lower than the CSC average of 91.6%. In Welsh first language, performance is 93.9%, which is slightly below the 2016/17 figure of 92.8%. This is higher than the Welsh average of 89.7% and the CSC average of 93.6%.
- 3.5 In Mathematics, performance is 92.7%, which is a 1.1ppt increase compared to 2016/17. This is higher than the Welsh average of 91.8% and the CSC average of 92.5%. In Science, performance is 92.2%, which is a 0.2ppt increase



compared to 2016/17. This is higher than the Welsh average of 92.1% but slightly lower than the CSC average of 92.4%.

- 3.6 The table below shows Cardiff's comparative performance over the last three years.

<b>Key Stage 2 – Expected Level (4+)</b>				
	English TA	Cymraeg TA	Maths TA	Science TA
2016	91.0%	96.1%	91.4%	91.6%
2017	90.8%	92.8%	91.6%	91.7%
2018	91.2%	93.9%	92.7%	92.2%



### Performance of Key Groups - Performance of Looked After Children

- 3.7 The proportion of all children looked after by Cardiff Council achieving the Core Subject Indicator at the end of Key Stage Two is 84.2%, 77% (32 out of 38 in the cohort), a 7.2ppt increase compared to 2016/17. This is above the Wales figure for 2017, which is 69%. Of the cohort, 47.4% have an Additional Learning Need.
- 3.8 The proportion of looked after children educated in a Cardiff school achieving the Core Subject Indicator is 91.2% (31 out of 34 pupils). This is an increase of 13.2ppts compared to 2016/17. Of the cohort, 44% (15 pupils) have an Additional Learning Need.



- 3.9 The cohort is constantly changing due to adoption and children moving in and out of care. The above cohorts are for looked after children in year six, as at January 2018 PLASC (pupil census).

### Key Groups - Pupils Eligible for Free School Meals

- 3.10 In 2017/18, the performance of eFSM pupils in Cardiff is 82.7%, which is a 3.6ppt increase compared to 2016/17. The performance of nFSM pupils is 92.3%, which is 0.2ppt increase compared to 2016/17.
- 3.11 The gap in performance between eFSM pupils and nFSM pupils has reduced again this year to 9.6ppts, compared to 13ppts in 2016/17. The gap across Wales is 14.2ppts.
- 3.12 The gap has continued to reduce over the last five years, as eFSM pupils' performance is improving at a faster rate than the performance of nFSM pupils.

	Cardiff eFSM 2018	Cardiff nFSM 2018	Wales eFSM 2018	Wales nFSM 2018	Cardiff All Pupils 2018
<b>Key Stage 2 Core Subject Indicator</b>	82.7%	92.3%	77.9%	92.1%	90.2%

### Performance of Key Groups - More Able and Talented Pupils

- 3.13 Cardiff's performance in the above expected levels is higher than the CSC and Welsh averages in all core subjects.

Key Stage 2 Core Subject Indicator Level 5+	Cardiff 2015	Wales 2015	Cardiff 2016	Wales 2016	Cardiff 2017	Wales 2017	Cardiff 2018	Wales 2018
<b>English</b>	40.89%	40.76%	44.70%	42.00%	47.0%	44.7%	48.9%	45.9%
<b>Welsh</b>	45.66%	37.97%	47.60%	38.00%	48.4%	41.5%	44.5%	40.4%
<b>Mathematics</b>	42.39%	41.24%	45.30%	43.20%	49.9%	47.0%	51.1%	47.8%
<b>Science</b>	41.15%	41.14%	45.30%	42.50%	47.8%	46.4%	48.4%	46.5%



## Performance of Key Groups - Gender

- 3.14 At Key Stage 2 in the CSI, the gap in attainment between boys and girls is 5ppts. This is slightly larger (by 1.5ppts) than 2016/17. However, the performance of both boys and girls improved in 2017/18. The difference in attainment between boys and girls is smaller in Cardiff than across Wales and the CSC.

	<b>Cardiff 2017</b>	<b>Cardiff 2018</b>	<b>CSC 2018</b>	<b>Wales 2018</b>
<b>CSI Boys</b>	87.7%	87.8%	87.7%	87.0%
<b>CSI Girls</b>	91.2%	92.8%	93.0%	92.1%
<b>CSI Total</b>	89.4%	90.2%	90.3%	89.5%
<b>Boys Vs Girls 2018</b>	3.5ppts	5ppts	5.3ppts	5.1ppts

- 3.15 At the expected level, girls' performance is stronger than boys in all of the core subjects. The greatest difference of more than 6.3ppts is in Welsh first language, but is smaller than in 2016/17. The gender gap is smaller than the national gender gap in all core subjects, except Mathematics. However, both boys and girls perform above the Welsh averages in Mathematics.
- 3.16 The table below shows the performance of boys and girls achieving the expected level in the core subjects over the last 2 years, and the Wales averages.

	<b>2017 girls</b>	<b>2017 girls Wales</b>	<b>2017 boys</b>	<b>2017 boys Wales</b>	<b>2018 girls</b>	<b>2018 girls Wales</b>	<b>2018 boys</b>	<b>2018 boys Wales</b>
<b>English</b>	92.7%	93.7%	88.9%	88.7%	93.5%	94.0%	89.0%	88.3%
<b>Welsh</b>	96.4%	94.6%	89.1%	88.6%	96.9%	92.9%	90.6%	86.4%
<b>Mathematics</b>	92.9%	93.1%	90.4%	90.3%	94.5%	93.4%	90.9%	90.3%
<b>Science</b>	93.1%	94.0%	90.3%	90.6%	94.1%	94.1%	90.5%	90.1%

- 3.17 Girls' performance at the expected level is the same if not slightly higher than the Welsh averages, in all subjects apart from English which is 0.5ppts below. In 2016/17, performance was slightly below the Welsh averages in all of the core subjects apart from Welsh first language. Boys' performance is above the national averages in all of the core subjects. In 2016/17, performance was above the national averages in all core subjects apart from Science.
- 3.18 At the higher levels, outcomes for both boys and girls exceed the national averages. Girls' performance is higher than boys in English, Welsh and Science, and the same in mathematics.



## Performance of Key Groups – Ethnicity

3.19 The table below shows the performance of ethnic groups. Some ethnic groups performed above the average of all Cardiff pupils (90.2%). The performance of All Ethnic Groups improved in 2017/18. Cohort sizes have affected the overall percentage performance of some groups.

Key Stage 2	CSI 2017 Cardiff	CSI 2018 Cardiff	CSI 2018 CSC
Any other ethnic background	94.29% (35 pupils)	87.18% (117 pupils)	88.61% (158 pupils)
Arab	81.82% (132 pupils)	86.11% (72 pupils)	85.14% (74 pupils)
Bangladeshi	91.34% (127 pupils)	89.05% (137 pupils)	89.80% (147 pupils)
Black Caribbean	100.00% (11 pupils)	77.78% (9 pupils)	80.00% (10 pupils)
Chinese or Chinese British	100.00% (14 pupils)	100% (10 pupils)	100% (19 pupils)
Mixed	88.24% (272 pupils)	89.15% (295 pupils)	91.20% (466 pupils)
Not known	100.00% (14 pupils)	100% (9 pupils)	93.33% (30 pupils)
Other Asian	92.86% (98 pupils)	96.97% (99 pupils)	96.30% (135 pupils)
Other Black	85.05% (107 pupils)	88.52% (122 pupils)	88.24% (136 pupils)
Pakistani	91.61% (155 pupils)	90.98% (122 pupils)	90.85% (142 pupils)
Somali	88.89% (81 pupils)	87.80% (82 pupils)	88.51% (87 pupils)
Traveller/Romany	66.67% (24 pupils)	82.61% (23 pupils)	77.14% (35 pupils)
White European	80.24% (167 pupils)	80.41% (194 pupils)	84/57% (324 pupils)
White UK	90.33% (2584 pupils)	91.43% (2683 pupils)	90.54% (8840 pupils)
<b>All Ethnic Groups</b>	<b>87.5%</b>	<b>88.1%</b>	<b>89.2%</b>
<b>All Pupils</b>	<b>89.3%</b>	<b>90.2%</b>	<b>90.2%</b>

## Key Groups - English as an Additional Language

3.20 The table below shows the performance of learners with English as an Additional Language in (EAL) 2018. The gap is widest for pupils New to English and Early Acquisition.



	<b>2015 Cardiff</b>	<b>2016 Cardiff</b>	<b>2017 Cardiff</b>	<b>2018 Cardiff</b>	<b>2018 CSC</b>
<b>New to English (A)</b>	36.36% (33 pupils)	23.80% (21 pupils)	13.33% (15 pupils)	28.57% (7 pupils)	37.50% (16 pupils)
<b>Early Acquisition (B)</b>	67.43% (261 pupils)	68.83% (215 pupils)	51.22% (123 pupils)	38.10% (84 pupils)	46.60% (103 pupils)
<b>Developing competence (C)</b>	95.93% (270 pupils)	94.63% (354 pupils)	91.46% (316 pupils)	86.51% (304 pupils)	86.76% (370 pupils)
<b>Competent (D)</b>	98.29% (117 pupils)	100% (202 pupils)	100.00% (283 pupils)	99.42% (342 pupils)	99.27% (412 pupils)
<b>Fluent (E)</b>	91.40% (93 pupils)	98.11% (106 pupils)	100.00% (108 pupils)	100% (151 pupils)	100% (247 pupils)
<b>No EAL</b>	89.03% (2630 pupils)	91.20% (2763 pupils)	91.44% (2920 pupils)	92.26% (3035 pupils)	91.47% (9340 pupils)
<b>All Pupils</b>	<b>87.76%</b>	<b>89.50%</b>	<b>89.38%</b>	<b>90.2%</b>	<b>90.3%</b>

### Performance of Key Groups – Pupils with Additional Learning Needs

3.21 There continues to be a wide gap between the attainment of pupils with Additional Learning Needs (ALN) and non-ALN pupils. As in the Foundation Phase, the gap is widest for statemented pupils, and the gap narrows for those at School Action Plus and School Action.

### Key Stage 2 - Percentage achieving Level 4 or above

<b>2018 Cardiff</b>	<b>English</b>	<b>Welsh</b>	<b>Maths</b>	<b>Science</b>	<b>CSI</b>
<b>Statemented</b>	24.50% (151 pupils)	37.50% (8 pupils)	28.48% (151 pupils)	27.15% (151 pupils)	20.53% (151 pupils)
<b>School Action Plus</b>	61.68% (274 pupils)	55.0% (40 pupils)	69.34% (274 pupils)	68.61% (274 pupils)	58.39% (274 pupils)
<b>School Action</b>	85.57% (596 pupils)	86.49% (74 pupils)	87.42% (596 pupils)	87.42% (596 pupils)	82.05% (596 pupils)
<b>No SEN</b>	98.68% (2953 pupils)	99.55% (449 pupils)	99.29% (2953 pupils)	98.81% (2953 pupils)	98.54% (2953 pupils)
<b>All pupils</b>	<b>91.2%</b>	<b>93.9%</b>	<b>92.7%</b>	<b>92.2%</b>	<b>90.2%</b>



### Key Stage 2 - Percentage achieving Level 4 or above

2018 CSC	English	Welsh	Maths	Science	CSI
<b>Statemented</b>	20.41% (294 pupils)	25% (12 pupils)	21.77% (294 pupils)	20.75% (294 pupils)	15.99% (294 pupils)
<b>School Action Plus</b>	59.71% (747 pupils)	59.14% (93 pupils)	65.46% (747 pupils)	63.86% (747 pupils)	54.75% (747 pupils)
<b>School Action</b>	82.73% (1627 pupils)	81.53% (222 pupils)	85.25% (1627 pupils)	85.19% (1627 pupils)	78.92% (1627 pupils)
<b>No SEN</b>	99.09% (7935 pupils)	99.64% (1109 pupils)	99.23% (7935 pupils)	99.21% (7935 pupils)	98.75% (7935 pupils)
<b>All pupils</b>	<b>91.6%</b>	<b>93.6%</b>	<b>92.5%</b>	<b>92.4%</b>	<b>90.3%</b>

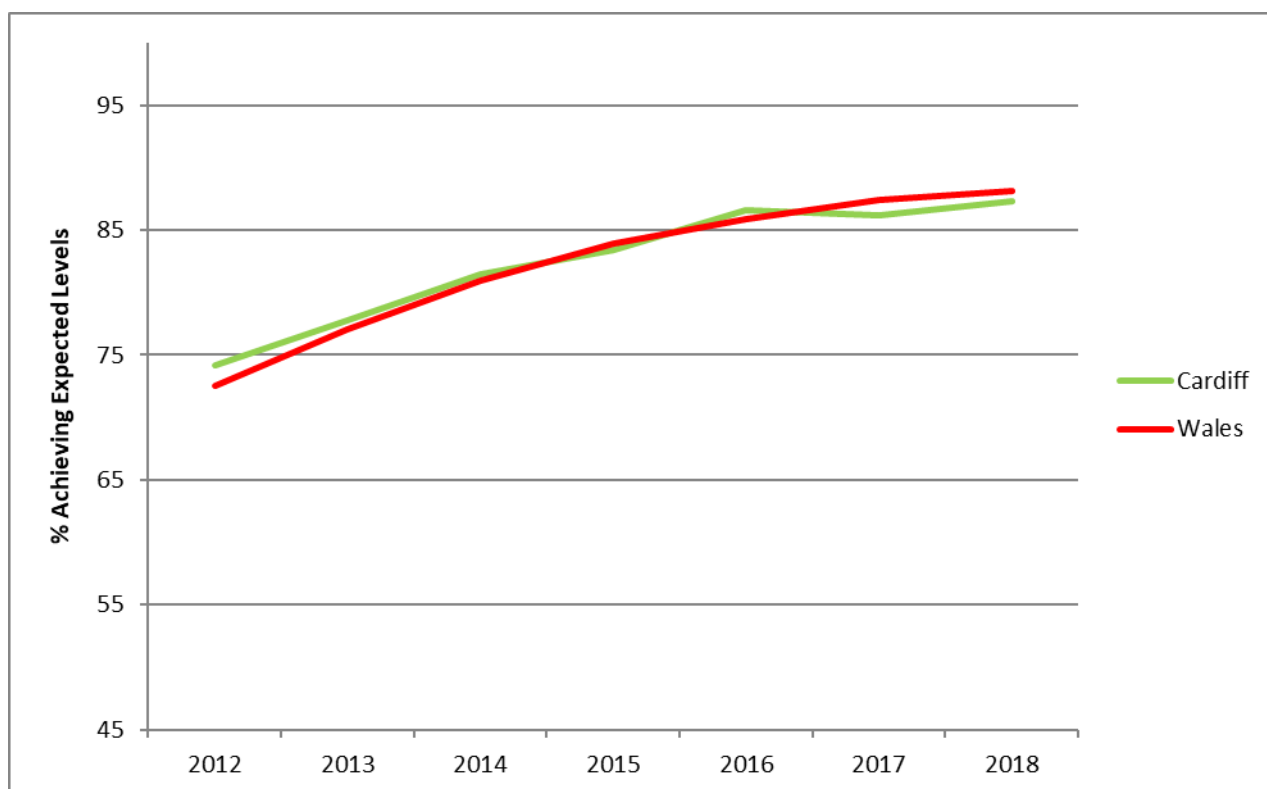
### Key Stage 2 - Percentage achieving Level 4 or above

2017 Cardiff	English	Welsh	Maths	Science	CSI
<b>Statemented</b>	25.49% (153 pupils)	44.44% (9 pupils)	30.07% (153 pupils)	27.45% (153 pupils)	23.53% (153 pupils)
<b>School Action Plus</b>	57.61% (276 pupils)	50.00% (42 pupils)	62.32% (276 pupils)	63.04% (276 pupils)	51.81% (276 pupils)
<b>School Action</b>	83.42% (573 pupils)	82.19% (73 pupils)	84.64% (573 pupils)	86.04% (573 pupils)	79.76% (573 pupils)
<b>No SEN</b>	99.11% (2817 pupils)	99.55% (441 pupils)	99.25% (2817 pupils)	99.22% (2817 pupils)	98.69% (2817 pupils)
<b>All pupils</b>	<b>90.76%</b>	<b>92.76%</b>	<b>91.60%</b>	<b>91.68%</b>	<b>89.38%</b>



## Appendix 4 Performance at Key Stage Three

- 4.1 In 2017/18, the proportion of pupils reaching the expected level at the end of Key Stage 3 is 87.3%, which is 1.1ppts higher than the previous year. This is slightly below the Wales average of 88.1%. Outcomes at Key Stage 3 are based on teacher assessment.



- 4.2 Ten schools out of eighteen maintained, or improved in this indicator. The largest increase was 8.9ppts. In the remaining seven schools, the proportion of pupils achieving the CSI fell by, on average, 3.8ppts. Performance in one secondary school fell by 15.7ppts, one school fell by 4.1ppts, and the remaining schools performance fell by less than 2.5ppts.
- 4.3 2017/18 is the first year of results for Cardiff West Community High School. When compared to results for Michaelston Community College and Glyn Derw High School, both of which were closed in August 2017, results are 9.9ppts higher.
- 4.4 The highest performance is in Welsh first language and the lowest performance is in English. Performance at the expected levels in English and Maths improved slightly when compared to 2016/17, by 0.7ppts and 1.3ppts. Performance in Welsh first language fell slightly by 0.8ppts, and in Science by 0.9ppts.



<b>Core Subjects</b>	<b>Cardiff</b>			<b>Wales</b>
<b>Level 5+</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2018</b>
<b>English</b>	90.5%	90.8%	91.5%	91.2%
<b>Welsh First Language</b>	93.1%	95.4%	94.6%	93.8%
<b>Mathematics</b>	90.8%	89.3%	90.6%	91.6%
<b>Science</b>	93.7%	93.7%	92.8%	93.7%

- 4.5 In 2018, performance in five of the non-core subjects improved or stayed the same. Performance in Geography, Music, History and Physical Education fell slightly. This information is no longer published by Welsh Government, so Welsh average figures for 2018 are not available.

<b>Non-Core Subjects</b>	<b>Cardiff</b>					<b>Wales</b>
<b>Level 5+</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2017</b>
<b>Art</b>	92.2%	90.1%	93.9%	92.2%	93.7%	93.6%
<b>Design &amp; Technology</b>	90.1%	90.7%	92.8%	89.8%	90.7%	93.3%
<b>Geography</b>	86.7%	87.3%	90.2%	89.5%	89.4%	92.0%
<b>History</b>	87.1%	86.8%	91.2%	90.4%	89.6%	91.9%
<b>Information Technology</b>	91.3%	90.1%	91.6%	90.1%	90.5%	93.9%
<b>MFL</b>	81.6%	80.9%	85.5%	82.2%	83.5%	86.7%
<b>Music</b>	90.9%	88.7%	93.0%	92.0%	90.3%	93.3%
<b>Physical Education</b>	88.5%	90.8%	92.2%	92.9%	93.2%	93.3%
<b>Welsh 2nd Language</b>	76.7%	80%	80%	83.4%	83.4%	83.8%

### **Performance of Key Groups - Looked After Children**

- 4.6 The proportion of all children looked after by Cardiff Council achieving the Core Subject Indicator at the end of Key Stage 3 is 70.7% (29 out of 41 pupils). This is higher than the Wales figure of 60%, and higher than the previous year (53%). Of the 2018 cohort, 73.2% (30 pupils) have an Additional Learning Need.
- 4.7 The proportion of looked after children educated in a Cardiff school achieving the Core Subject Indicator is 71.9% (23 out of 32 pupils). This is slightly higher than the previous year (71%). Of the pupils, 65.6% have an Additional Learning Need.



- 4.8 The cohort is constantly changing due to children moving in and out of care. The above cohorts are for looked after children in year nine, as at January 2018 PLASC (pupil census).

### Key Groups - Performance of Pupils Eligible for Free School Meals

- 4.9 The difference in performance between eFSM and nFSM pupils is greater, than in the primary phase. The gap in attainment in Cardiff is 20.1ppts, the gap across Wales is 13.1ppts.
- 4.10 The performance of eFSM pupils has improved by 2.6ppts, nFSM pupils has improved by 0.5ppts.

	Cardiff eFSM 2018	Cardiff nFSM 2018	Wales eFSM 2018	Wales nFSM 2018	Cardiff All Pupils 2018
Key Stage 3 Core Subject Indicator	70.8%	91.5%	72.1%	91.6%	87.3%

### Performance of Key Groups - More Able and Talented Pupils

- 4.11 Performance at the higher levels continues to compare well with the national averages.

2018 Key Stage 3		Level 6+	Level 7+
English TA	Cardiff	65.5%	28.6%
	Wales	61.6%	23.4%
Cymraeg TA	Cardiff	70.3%	24.9%
	Wales	63.8%	22.5%
Maths TA	Cardiff	66.8%	36.3%
	Wales	66.3%	32.7%
Science TA	Cardiff	67.1%	29.4%
	Wales	67.1%	28.0%

### Performance of Key Groups – Gender

- 4.12 At the expected level, the attainment gap between boys and girls has reduced to 4.3ppts in 2017/18 compared to 6.3ppts in 2016/17. The attainment gap across Wales is 7ppts.



- 4.13 Boys are performing slightly above the national average at the expected level. Girls are performing slightly below.

	2015	2016	2017	2018	Wales 2018 Actual
<b>CSI Boys</b>	80.5%	83.7%	83.2%	85.2%	84.7%
<b>CSI Girls</b>	86.7%	89.8%	89.4%	89.5%	91.7%
<b>CSI Total</b>	83.4%	86.6%	86.2%	87.3%	88.1%
<b>Boys vs. Girls</b>	6.25ppts	6.1ppts	6.3ppts	4.3ppts	7ppts

- 4.14 The table below shows the performance of boys and girls achieving the expected level in the core subjects over the last three years, and the Wales averages for 2017.

	2016 girls	2016 boys	2017 girls	2017 boys	2018 girls	2018 Boys	2018 girls Wales	2018 boys Wales
<b>English</b>	93.4%	88.0%	93.6%	88.1%	94.5%	88.5%	94.8%	87.8%
<b>Welsh</b>	96.4%	90.2%	97.9%	92.5%	97.9%	91.0%	96.6%	91.0%
<b>Mathematics</b>	92.4%	89.4%	91.2%	87.5%	91.5%	89.7%	93.7%	89.6%
<b>Science</b>	96.0%	91.6%	95.5%	91.9%	94.9%	90.9%	96.1%	91.5%

- 4.15 Girls are performing slightly below the Welsh average at the expected level in Mathematics. Boys are performing slightly below in Science. Welsh first language is the strongest performing of the core subjects.
- 4.16 Girls' performance is stronger than boys in all of the core subjects. The gender gap is greatest in Welsh first language (6.9ppts), and smallest in Maths (1.8ppts).

### Performance of Key Groups – Ethnicity

- 4.17 The table below shows the performance of ethnic groups. Some ethnic groups performed above the average of all Cardiff pupils (87.3%). The performance of All Ethnic Groups improved in 2017/18.

Key Stage 3	CSI 2017 Cardiff	CSI 2018 Cardiff	CSI 2018 CSC
Any other ethnic background	79.31% (29 pupils)	89.89% (89 pupils)	90.77% (130 pupils)
Arab	85.87% (92 pupils)	89.58% (48 pupils)	88.68% (53 pupils)
Bangladeshi	93.33% (120 pupils)	94.29% (105 pupils)	94.78% (115 pupils)
Black Caribbean	66.67% (6 pupils)	83.33% (6 pupils)	85.71% (7 pupils)



Chinese or Chinese British	80.00% (*)	90.91% (11 pupils)	92.59% (27 pupils)
Mixed	87.50% (208 pupils)	89.24% (223 pupils)	89.84% (364 pupils)
Not known	88.24% (17 pupils)	90.91% (22 pupils)	83.87% (31 pupils)
Other Asian	92.06% (63 pupils)	91.23% (57 pupils)	91.57% (83 pupils)
Other Black	82.76% (87 pupils)	86.05% (86 pupils)	86.54% (104 pupils)
Pakistani	87.50% (120 pupils)	89.91% (109 pupils)	90.97% (144 pupils)
Somali	83.12% (77 pupils)	81.82% (66 pupils)	84.62% (78 pupils)
Traveller/Romany	11.11% (9 pupils)	44.44% (9 pupils)	28.57% (14 pupils)
White European	77.62% (143 pupils)	76.33% (169 pupils)	82.08% (279 pupils)
White UK	86.78% (2382 pupils)	87.84% (2335 pupils)	89.02% (8140 pupils)
<b>All Ethnic Groups</b>	<b>85.0%</b>	<b>86.7%</b>	<b>87.8%</b>
<b>All Pupils</b>	<b>86.2%</b>	<b>87.3%</b>	<b>88.7%</b>

### Performance of Key Groups - English as an Additional Language

4.18 The table below shows the performance of learners with English as an Additional Language (EAL) in 2018.

	<b>2016 Cardiff</b>	<b>2017 Cardiff</b>	<b>2018 Cardiff</b>	<b>2018 CSC</b>
<b>No EAL</b>	88.70% (2567 pupils)	87.92% (2666 pupils)	89.17% (2614 pupils)	93.74% (8494 pupils)
<b>All Pupils</b>	<b>86.60%</b>	<b>86.19%</b>	<b>87.3%</b>	<b>88.7%</b>

	<b>2016 Cardiff</b>	<b>2017 Cardiff</b>	<b>2018 Cardiff</b>	<b>2018 CSC</b>
<b>New to English (A)</b>	28.57% (7 pupils)	0.00% (*)	-	36.36% (11 pupils)
<b>Early Acquisition (B)</b>	36.78% (87 pupils)	28.07% (57 pupils)	40% (50 pupils)	58.14% (86 pupils)



<b>Developing Competence (C)</b>	83.54% (243 pupils)	77.96% (186 pupils)	82.19% (247 pupils)	58.14% (309 pupils)
<b>Competent (D)</b>	97.37% (190 pupils)	97.79% (272 pupils)	93.68% (269 pupils)	97.48% (318 pupils)
<b>Fluent (E)</b>	97.94% (97 pupils)	98.43% (127 pupils)	99.10% (111 pupils)	97.97% (197 pupils)

### Performance of Key Groups - Performance of pupils with Additional Learning Needs

4.19 There continues to be a wide gap between the attainment of pupils with Additional Learning Needs (ALN) and non-ALN pupils.

<b>Key Stage 3 - Percentage achieving level 5 or above</b>					
<b>2018 Cardiff</b>	<b>English</b>	<b>Welsh</b>	<b>Maths</b>	<b>Science</b>	<b>CSI</b>
<b>Statemented</b>	36.96% (138 pupils)	-	35.51% (138 pupils)	42.03% (138 pupils)	31.16% (138 pupils)
<b>School Action Plus</b>	66.67% (264 pupils)	62.86% (35 pupils)	66.67% (264 pupils)	75.38% (264 pupils)	53.79% (264 pupils)
<b>School Action</b>	85.84% (459 pupils)	86.44% (59 pupils)	83.01% (459 pupils)	87.80% (459 pupils)	75.60% (459 pupils)
<b>No SEN</b>	98.38% (2474 pupils)	99.46% (368 pupils)	97.78% (2474 pupils)	98.67% (2474 pupils)	96.44% (2474 pupils)
<b>All pupils</b>	<b>91.47%</b>	<b>94.62%</b>	<b>90.60%</b>	<b>92.84%</b>	<b>87.32%</b>

<b>Key Stage 3 - Percentage achieving level 5 or above</b>					
<b>2018 CSC</b>	<b>English</b>	<b>Welsh</b>	<b>Maths</b>	<b>Science</b>	<b>CSI</b>
<b>Statemented</b>	29.93% (294 pupils)	-	29.59% (294 pupils)	34.01% (294 pupils)	25.51% (294 pupils)
<b>School Action Plus</b>	66.48% (719 pupils)	54.72% (53 pupils)	66.20% (719 pupils)	73.71% (719 pupils)	54.52% (719 pupils)
<b>School Action</b>	84.81% (1442 pupils)	80.59% (170 pupils)	84.54% (1442 pupils)	90.36% (1442 pupils)	76.70% (1442 pupils)



<b>No SEN</b>	98.66% (7114 pupils)	98.60% (998 pupils)	98.58% (7114 pupils)	99.07% (7114 pupils)	97.37% (7114 pupils)
<b>All pupils</b>	<b>91.99%</b>	<b>94.04%</b>	<b>91.88%</b>	<b>93.78%</b>	<b>88.75%</b>

<b>Key Stage 3 - Percentage achieving level 5 or above</b>					
<b>2017</b>	<b>English</b>	<b>Welsh</b>	<b>Maths</b>	<b>Science</b>	<b>CSI</b>
<b>Statemented</b>	34.78% (138 pupils)	0.00% (*)	26.81% (138 pupils)	42.75% (138 pupils)	23.19% (138 pupils)
<b>School Action Plus</b>	69.37% (271 pupils)	77.78% (36 pupils)	62.73% (271 pupils)	75.65% (271 pupils)	54.98% (271 pupils)
<b>School Action</b>	83.01% (471 pupils)	88.33% (60 pupils)	77.71% (471 pupils)	92.78% (471 pupils)	71.55% (471 pupils)
<b>No SEN</b>	97.74% (2478 pupils)	99.15% (355 pupils)	97.86% (2478 pupils)	98.75% (2478 pupils)	96.00% (2478 pupils)
<b>All pupils</b>	<b>90.76%</b>	<b>95.37%</b>	<b>89.27%</b>	<b>93.66%</b>	<b>86.19%</b>

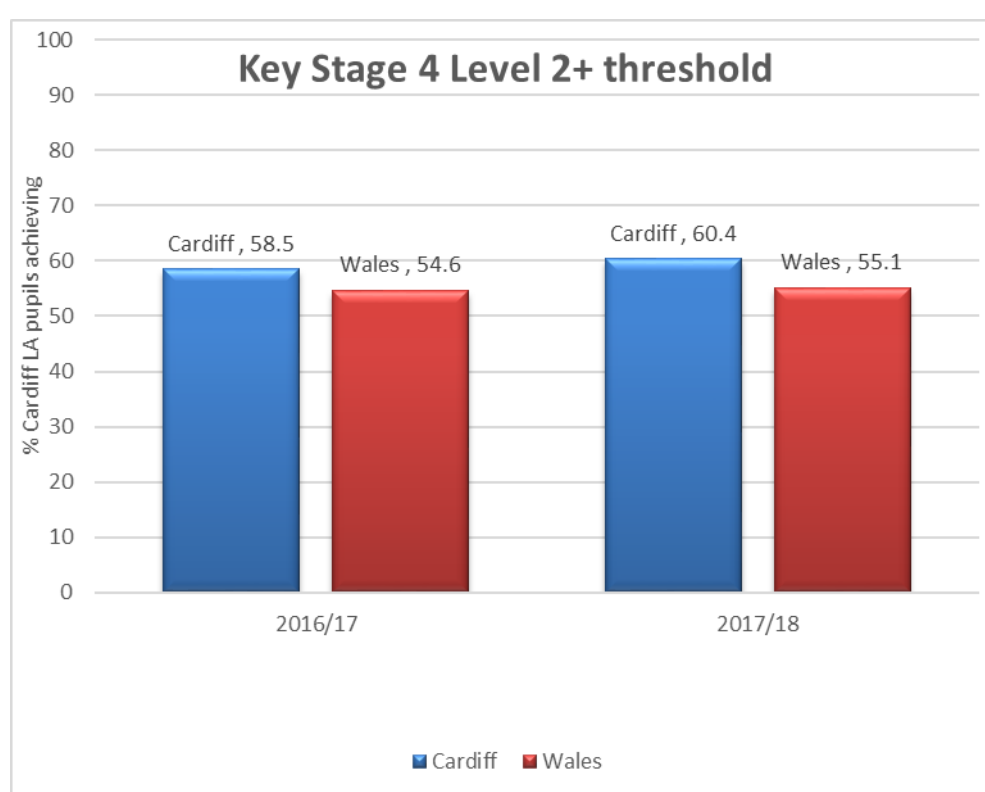


## Appendix 5 Performance at Key Stage Four

- 5.1 In 2016/17, a new set of GCSE qualifications in Wales for mathematics, numeracy, English language, Welsh language, English literature and Welsh literature were introduced. New rules for reporting school performance measures were also been introduced in 2017. 2017/18 results show an improvement on 2016/17 in all of the headline indicators, and compare well with CSC and Welsh averages.

### Performance in the Level Two + Threshold (Five GCSEs A\*-C including English or Welsh and Maths)

- 5.2 In 2018, at Key Stage 4, provisional results show that 60.4% of pupils achieved the Level 2+ threshold, a 1.9ppt increase compared to 2016/17. This is 5.3ppts above the Welsh average and 2.8ppts above the CSC average.



- 5.3 In 2017/18, less than half of the pupils achieved the Level 2+ threshold in seven secondary schools. Four of the schools improved when compared to 2016/17 results. Eastern High had the greatest improvement in this threshold (7.73ppts).
- 5.5 Cardiff West Community High School opened as a new school in September 2017 and 28% of pupils achieved the Level 2+. This is an improvement on outcomes at Michaelston Community College and Glyn Derw High School in 2017.



- 5.6 Performance in the Level 2+ is 9.4ppts above modelled expectations, based on pupils eligible for FSM. This is the largest difference in Wales.

### **Performance in the Level Two threshold (Five GCSEs A\*-C)**

- 5.7 Performance in the Level 2 threshold is 72.1%, which is 2.2ppts improvement compared to 2016/17 and 5.2ppts above the Welsh average. Performance in this threshold has been affected most by the assessment changes due to a limit on vocational options. This is similar across Wales.

### **Performance in the Level One threshold (Five GCSEs A\*-G)**

- 5.8 In 2017/18, performance in the Level 1 Threshold increased to 94.2%, compared to 93.2% in 2016/17. For the first time, performance in this threshold is above the Welsh average, which is 93.7%.
- 5.9 Of the 3,106 pupils entered for exams at a mainstream secondary school, 89 didn't achieve the Level 1 threshold. This represents 2.87%. In 2017/18, 17 learners from Cardiff West Community High School didn't achieve the Level 1 threshold. In 2016/17, 44 pupils from Michaelston Community College and Glyn Derw High School didn't achieve this threshold.

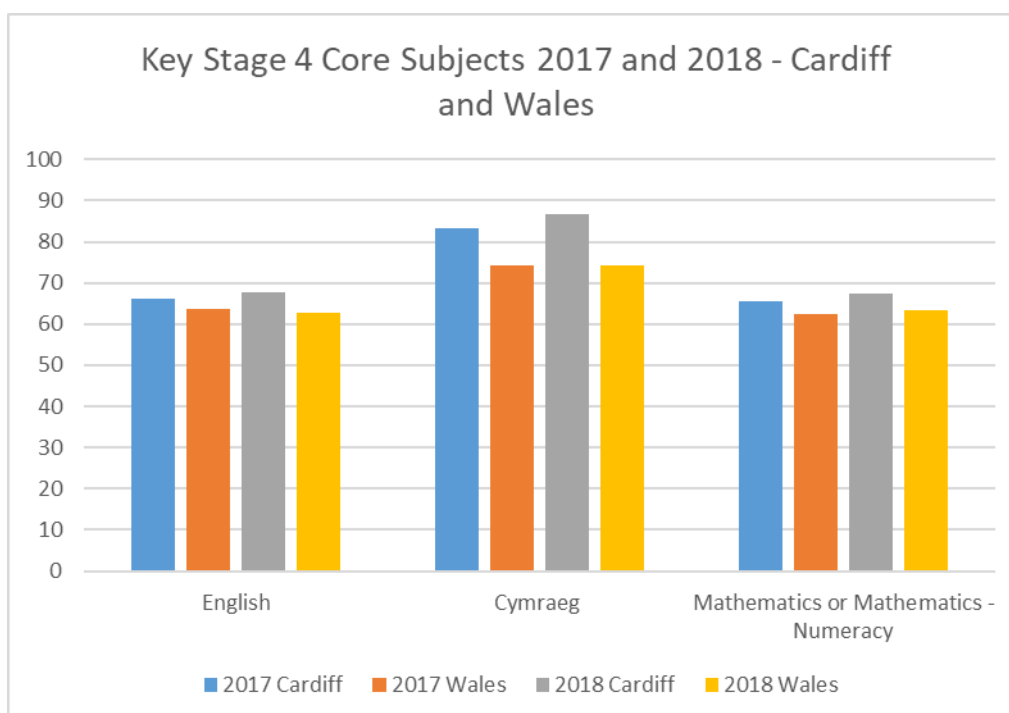
### **Performance in the Capped Nine Points Score**

- 5.10 The Capped 9 Points Score was introduced in 2016/17, which focuses on pupil's results from 9 of the qualifications available in Wales. Performance in this threshold increased to 366, compared to 360.7 in 2016/17. The Welsh average is 349.5.
- 5.11 Cardiff is performing 25.7 points above modelled expectations in the Capped 9 Points Score, which is the largest difference in Wales.

### **Performance in Core Subjects**

- 5.12 Performance in English is 67.7%, a 1.5ppt increase compared to 2016/17 and 5.1ppts above the Welsh average. Performance in Welsh first language is 86.7%, a 3.4ppt increase compared to 2016/17 and 12.4ppts above the Welsh average.
- 5.13 Performance in Science is not comparable to 2016/17, due to changes in assessment introduced in 2017/18. Performance in 2017/18 is 65.4%, which is 2.4ppts above the Welsh average.



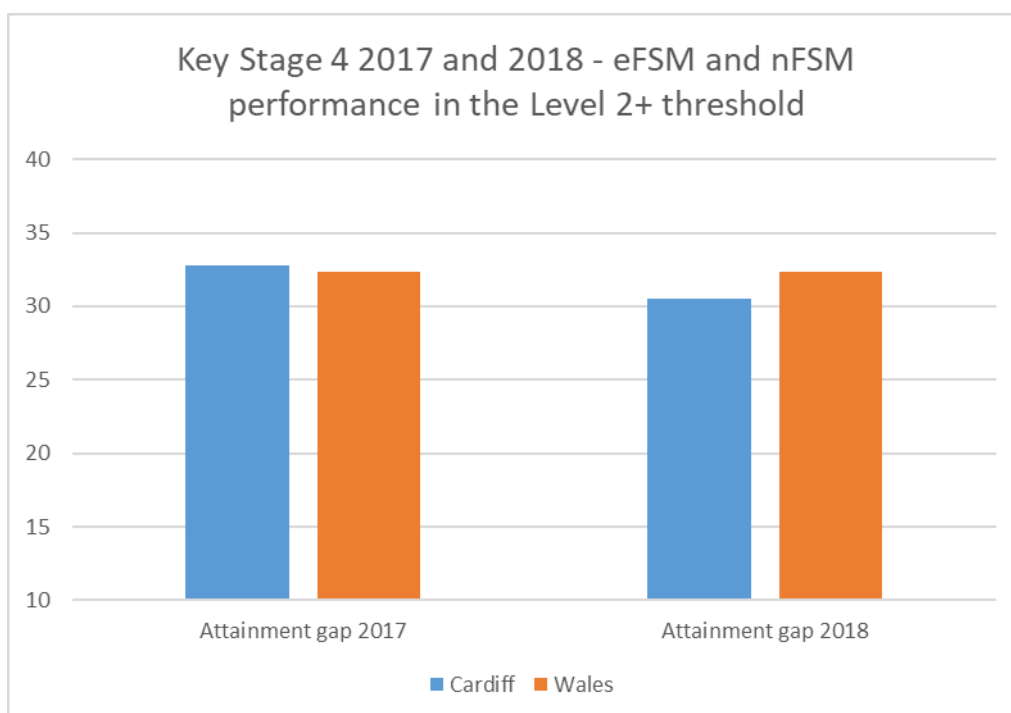


Subject	Cardiff 2017/18	Wales 2017/18
English	67.7%	62.6%
Welsh	86.7%	74.3%
Mathematics	63.7%	59.4%
Mathematics-Numeracy	62.0%	58.0%
Mathematics or Mathematics - Numeracy	67.5%	63.5%
Science	65.4%	63.0%

### Performance of Key Groups - Pupils Eligible for Free School Meals

- 5.14 In 2018, results show that 37.2% of pupils eligible for free school meals (eFSM) in Cardiff achieved the Level 2+ threshold. This is a 3.3ppt increase compared to 2016/17. Performance of eFSM pupils in Cardiff is 7.7ppts higher than the performance across Wales, which is 29.5%.
- 5.15 The gap in attainment between eFSM and nFSM pupils is smaller in Cardiff than it is across Wales in 2017/18. (30.5ppt/32.2ppt). The gap was slightly larger in 2016/17.





- 5.16 The performance of Cardiff's eFSM pupils is higher than across Wales in the Level 2+, Level 2, Level 1 thresholds and Capped 9 Points Score. Performance of eFSM pupils in the Level 1 threshold is higher than across Wales for the first time in 2017/18.
- 5.17 The gap in performance between eFSM and nFSM pupils is smaller than across Wales in the Level 2+, Level 2, Level 1 thresholds and Capped 9 Point Score. There continues to be marked variations between schools in the attainment of eFSM pupils. Performance of eFSM and nFSM pupils in 2016/17 and 2017/18 can be seen in the table below:

	Level 2+ Cardiff	Level 2+ Wales	Level 2 Cardiff	Level 2 Wales	Level 1 Cardiff	Level 1 Wales
<b>2017/18 eFSM</b>	37.2%	29.5%	50.9%	41.8%	91.3%	88.3%
<b>2017/18 nFSM</b>	67.8%	61.7%	41.8%	73.9%	98.1%	97.4%
<b>Difference 2018</b>	30.5ppt	32.2ppt	28.7ppt	32.2ppt	6.8ppt	9.1ppt



	<b>Level 2+ Cardiff</b>	<b>Level 2+ Wales</b>	<b>Level 2 Cardiff</b>	<b>Level 2 Wales</b>	<b>Level 1 Cardiff</b>	<b>Level 1 Wales</b>
<b>2016/17 eFSM</b>	33.9%	28.6%	46.2%	41.3%	88.0%	88.4%
<b>2016/17 nFSM</b>	66.7%	61.0%	78.3%	73.6%	97.3%	97.5%
<b>Difference 2017</b>	32.8ppt	32.3ppt	32.1ppt	32.3ppt	9.5ppt	8.9ppt

5.18 The performance of eFSM and nFSM pupils in the core subjects is shown in the table below. Cardiff's eFSM pupils perform above the Welsh average in all of the core subjects. The gap in attainment is also smaller than across Wales in all of the core subjects.

	<b>English Cardiff</b>	<b>English Wales</b>	<b>Welsh Cardiff</b>	<b>Welsh Wales</b>	<b>Maths-Numeracy Cardiff</b>	<b>Maths-Numeracy Wales</b>	<b>Maths-Cardiff</b>	<b>Maths-Wales</b>	<b>Science Cardiff</b>	<b>Science Wales</b>
<b>2017/18 eFSM</b>	45.4%	38.7%	64.3%	46.9%	47.8%	39.3%	44.0%	35.0%	41.6%	38.3%
<b>2017/18 nFSM</b>	75.0%	68.9%	88.4%	77.0%	74.2%	70%	70.3%	65.9%	73.2%	69.6%
<b>Difference 2018</b>	29.6ppt	30.2ppt	24.1ppt	30.1ppt	26.4ppt	30.7ppt	26.2ppt	30.9ppt	31.6ppt	31.3ppt

	<b>English Cardiff</b>	<b>English Wales</b>	<b>Welsh Cardiff</b>	<b>Welsh Wales</b>	<b>Maths-Numeracy Cardiff</b>	<b>Maths-Numeracy Wales</b>	<b>Maths-Cardiff</b>	<b>Maths-Wales</b>
<b>2016/17 eFSM</b>	43.2%	38.5%	60.7%	53.8%	43.3%	38.3%	40.1%	34.9%
<b>2016/17 nFSM</b>	74.2%	70.0%	85.3%	76.3%	73.3%	68.6%	69.9%	64.7%
<b>Difference 2017</b>	31.0ppt	31.5ppt	24.6ppt	22.6ppt	29.9ppt	30.3ppt	29.8ppt	29.7ppt



## Performance of Key Groups – EOTAS Pupils

5.19 The table below shows the performance of pupils in 2018 who were educated other than at school (EOTAS). Performance of this group remains too low.

	Level 1	Level 2	Level 2+
The percentage of all pupils on EOTAS PLASC (some pupils would have been registered on a school roll as at annual census but receiving EOTAS provision) (cohort is 109 pupils)	27.8% (20 out of 109 pupils)	0.9% (*)	0 pupils

5.20 Of the 109 pupils registered as EOTAS, as at the Pupil Census:

- 107 of the pupils are on the LA EOTAS Central Roll, the remaining two pupils were on roll at a mainstream secondary school
- 57.8% are male, 42.2% were female
- 75.2% have additional learning needs
- 68.8% are eligible for free school meals
- 11% are looked after
- 78% are WBRI

## Performance of Key Groups - Looked After Children

5.21 At the end of Key Stage 4, seven Cardiff Council Looked After Children achieved the Level 2 + threshold (5 GCSEs A\*-C including English or Welsh and Mathematics). This represents 14.3% (cohort is 49 pupils). In 2016/17, no Cardiff Council Looked After Children achieved this threshold (cohort was 53 pupils). 63.3% achieved the Level 1 threshold (31 pupils) and 22.4% (11 pupils) achieved the Level 2 threshold. 65% (32 pupils) have an Additional Learning Need.

5.22 The proportion of looked after children educated in a Cardiff school achieving the Level 2+ is six pupils of a cohort of 24. This represents 25%. 87.5% achieved the Level 1 threshold (21 pupils), 37.5% (nine pupils) achieved the Level 2 threshold. 62.5% of pupils have an Additional Learning Need (15 pupils).

5.23 The cohort is constantly changing due to children moving in and out of care. The above cohorts are for looked after children in year eleven, as at January 2018 PLASC (pupil census).



### Performance of Key Groups - More Able and Talented Pupils

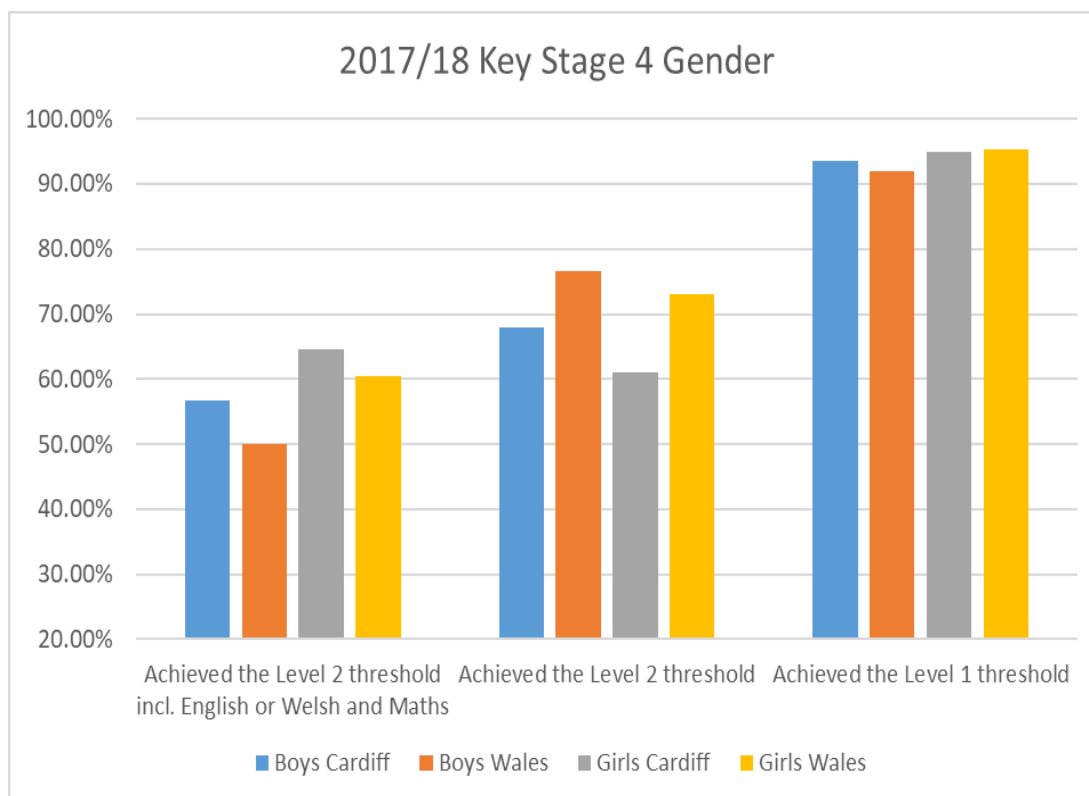
- 5.24 The percentage of pupils achieving 5+ A\*-A grades at the end of Key Stage 4 is greater in Cardiff than across Wales.

<b>KS4 5+ A*-A or equivalent achieving (5)</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>
Cardiff	19.9%	22.3%	24.7%
Wales	15.9%	16.8%	18.0%

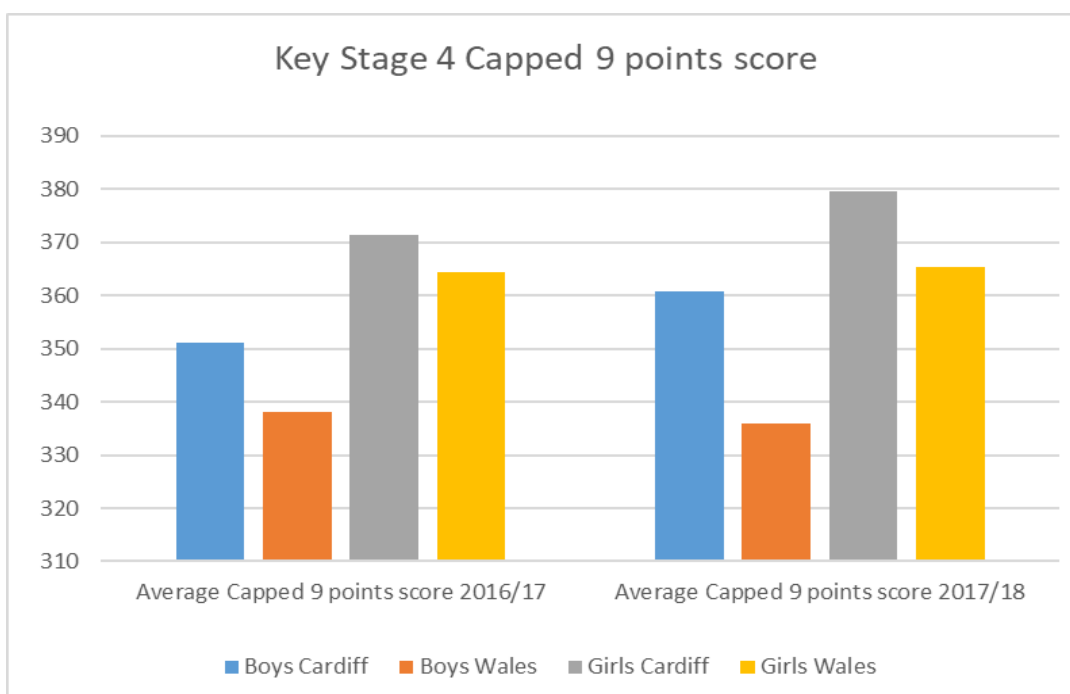
### Performance of Key Groups – Gender

- 5.25 At the Level 2 + threshold, the performance of boys is 6.6ppts above the Welsh average (56.7%/50.1%). Boys are also performing above the Welsh average in the Level 2 threshold (67.9%/61.1%).
- 5.26 At the Level 2+ threshold, performance of girls is 4.1ppts above the Welsh average. Girls are also performing above the Welsh average in the Level 2 threshold (76.7%/73.1%).
- 5.27 In the Level 1 threshold, boys' performance is 1.7ppts above the Welsh average (93.6%/91.9%). The performance of boys has previously been below the Welsh average in this measure. Girls' performance is slightly below the Welsh average (94.9%/95.3%).





5.28 The performance of boys and girls is above the Welsh averages in the Capped 9 points score, and the gap in attainment is smaller than across Wales.





## Cardiff 2018

Key Stage 4	Achieved the Level 1 threshold	Achieved the Level 2 threshold	Achieved the Level 2 threshold incl. English or Welsh and Maths	Average Capped 9 points score
Boys	93.6%	67.8%	56.6%	356.4
Girls	95.0%	76.7%	64.6%	376.8
Difference	1.4ppts	8.9ppts	8ppts	20.4ppts

## Wales 2018

Key Stage 4	Achieved the Level 1 threshold	Achieved the Level 2 threshold	Achieved the Level 2 threshold incl. GCSE grade A*-C in English or Welsh and Maths	Average Capped 9 points score
Boys	92.1%	61.2%	50.1%	335.4
Girls	95.4%	73.2%	60.5%	364.6
Difference	3.4ppts	12ppts	10.5ppts	29.2ppts

## Performance of Key Groups – Ethnicity

5.29 Performance of ethnic groups is the same as all pupils in the Level 2+ threshold in 2018. The performance of ethnic groups is higher than all pupils in the Level 2 and Level 1 thresholds. The lowest performing group is Traveller/Romany.

Key Stage 4	L2+ 2017 Cardiff	L2+ 2018 Cardiff	L2+ 2018 CSC
Any other ethnic background	74.1% (27 pupils)	68.00% (100 pupils)	72.18% (133 pupils)
Arab	54.7% (95 pupils)	81.58% (38 pupils)	79.55% (44 pupils)
Bangladeshi	67.6% (108 pupils)	68.63% (102 pupils)	70.09% (117 pupils)
Black Caribbean	50.0% (6 pupils)	85.71% (7 pupils)	69.23% (13 pupils)
Chinese or Chinese British	76.9% (13 pupils)	90.00% (10 pupils)	83.33% (18 pupils)
Mixed	50.0% (206 pupils)	57.07% (198 pupils)	60.00% (295 pupils)
Not known	76.0% (25 pupils)	68.75% (16 pupils)	66.67% (27 pupils)
Other Asian	81.8% (44 pupils)	70.59% (51 pupils)	71.83% (71 pupils)
Other Black	49.2% (63 pupils)	55.84% (77 pupils)	59.30% (86 pupils)
Pakistani	65.4%	66.28%	69.83%



	(104 pupils)	(86 pupils)	(116 pupils)
Somali	64.6% (79 pupils)	51.95% (77 pupils)	52.75% (91 pupils)
Traveller/Romany	10.0% (10 pupils)	22.22% (9 pupils)	18.18% (11 pupils)
White European	45.6% (114 pupils)	46.10% (141 pupils)	53.71% (229 pupils)
White UK	59.0% (2365 pupils)	61.41% (2278 pupils)	57.73% (7727 pupils)
<b>All Ethnic Groups</b>	<b>57.5%</b>	<b>60.4%</b>	<b>63.0%</b>
<b>All Pupils</b>	<b>58.8%</b>	<b>60.4%</b>	<b>57.6%</b>

Key Stage 4	L2 2017 Cardiff	L2 2018 Cardiff	L2 2018 CSC
Any other ethnic background	81.5%	79.00% (100 pupils)	81.95% (133 pupils)
Arab	72.6%	94.74% (38 pupils)	93.18% (44 pupils)
Bangladeshi	85.2%	81.37% (102 pupils)	82.91% (117 pupils)
Black Caribbean	66.7%	85.71% (7 pupils)	76.92% (13 pupils)
Chinese or Chinese British	84.6%	100.00% (10 pupils)	94.44% (18 pupils)
Mixed	65.5%	72.73% (198 pupils)	72.54% (295 pupils)
Not known	88.0%	87.50% (16 pupils)	81.48% (27 pupils)
Other Asian	86.4%	78.43% (51 pupils)	80.28% (71 pupils)
Other Black	63.5%	84.42% (77 pupils)	86.05% (86 pupils)
Pakistani	77.9%	79.07% (86 pupils)	82.76% (116 pupils)
Somali	75.9%	62.34% (77 pupils)	63.74% (91 pupils)
Traveller/Romany	10.0%	22.22% (9 pupils)	27.27% (11 pupils)
White European	58.8%	60.99% (141 pupils)	69.00% (229 pupils)
White UK	69.5%	72.21% (2278 pupils)	69.17% (7727 pupils)
<b>All Ethnic Groups</b>	<b>71.3%</b>	<b>74.7%</b>	<b>76.4%</b>
<b>All Pupils</b>	<b>70.1%</b>	<b>72.1%</b>	<b>69.2%</b>



Key Stage 4	L1 2017 Cardiff	L1 2018 Cardiff	L1 2018 CSC
Any other ethnic background	100.0%	99.00% (100 pupils)	99.25% (133 pupils)
Arab	97.9%	100.00% (38 pupils)	100.00% (44 pupils)
Bangladeshi	99.1%	100.00% (102 pupils)	100.00% (117 pupils)
Black Caribbean	100.0%	100.00% (7 pupils)	100.00% (13 pupils)
Chinese or Chinese British	100.0%	100.00% (10 pupils)	100.00% (18 pupils)
Mixed	94.7%	93.94% (198 pupils)	94.92% (295 pupils)
Not known	96.0%	93.75% (16 pupils)	92.59% (27 pupils)
Other Asian	100.0%	100.00% (51 pupils)	100.00% (71 pupils)
Other Black	92.1%	98.70% (77 pupils)	98.84% (86 pupils)
Pakistani	97.1%	98.84% (86 pupils)	99.14% (116 pupils)
Somali	97.5%	98.70% (77 pupils)	98.90% (91 pupils)
Traveller/Romany	60.0%	66.67% (9 pupils)	72.73% (11 pupils)
White European	90.4%	92.91% (141 pupils)	94.76% (229 pupils)
White UK	92.9%	94.86% (2278 pupils)	95.59% (7727 pupils)
<b>All Ethnic Groups</b>	<b>95.5%</b>	<b>96.7%</b>	<b>97.1%</b>
<b>All Pupils</b>	<b>93.6%</b>	<b>94.2%</b>	<b>94.5%</b>

### Performance of Key Groups – Pupils with Additional Learning Needs

5.30 The performance of pupils with Additional Learning Needs (ALN) at the end of Key Stage 4), can be seen in the table below.

Key Stage 4 - Percentage achieving threshold measures			
2018 Cardiff	Level 1 threshold	Level 2 threshold	Level 2 threshold incl. E/W & M
<b>Statemented</b>	78.6% (103 pupils)	30.1%	16.5%
<b>School Action Plus</b>	81.1% (190 pupils)	23.2%	16.3%
<b>School Action</b>	96.0% (378 pupils)	86%	22.2%
<b>No SEN</b>	99.1% (2443 pupils)	39.7%	74.4%



Key Stage 4 - Percentage achieving threshold measures			
2018 CSC	Level 1 threshold	Level 2 threshold	Level 2 threshold incl. E/W & M
Statemented	59.2% (228 pupils)	20.2%	12.7%
School Action Plus	86.5% (586 pupils)	30.7%	20.8%
School Action	94.9% (1067 pupils)	40.0%	23.5%
No SEN	99.2% (6913 pupils)	81.6%	70.1%

Key Stage 4 - Percentage achieving threshold measures			
2017 Cardiff	Level 1 threshold	Level 2 threshold	Level 2 threshold incl. E/W & M
Statemented	62.0% (108 pupils)	28.7%	20.4%
School Action Plus	68.1% (257 pupils)	18.7%	11.3%
School Action	88.5% (445 pupils)	37.1%	25.6%
No SEN	98.7%	83.4%	71.5%

### Comparative Performance with other Local Authorities

- 5.31 At Key Stage 4, over half of the schools are in quarter one for the Level 2+ and Level 2 threshold. There has also been an increase in the proportion of schools in quarter one in the Level 1 threshold.
- 5.32 The same number of schools are in quarter 4 for the Level 2+ threshold and Level 1 threshold. There has been an increase of 1 school in quarter 4 for the Level 2 threshold. In 2017/18, 72% of schools are in quarter 1 for the Capped 9 Points Score, which is an increase of two schools compared to 2016/17.

	Key Stage 4 2018			
Performance Measure	Q1	Q2	Q3	Q4
Level 1 threshold	39% 7 schools	11% 2 schools	22% 4 schools	28% 5 schools
Level 2 threshold	56% 10 schools	22% 4 schools	6% 1 school	17% 3 schools
Level 2 inc Eng/Wel & Maths	61% 11 schools	17% 3 schools	11% 2 schools	11%



				2 schools
<b>Capped 9 Points Score</b>	72% 13 schools	6% 1 school	6% 1 school	17% 3 schools

#### 2017 Key Stage 4 – Percentage of Cardiff schools in upper & lower Quarters

	<b>Key Stage 4 2017</b>			
<b>Performance Measure</b>	<b>Q1</b>	<b>Q2</b>	<b>Q3</b>	<b>Q4</b>
<b>Level 1 threshold</b>	26% 5 schools	32% 6 schools	16% 3 schools	26% 5 schools
<b>Level 2 threshold</b>	53% 10 schools	21% 4 schools	5% 1 school	21% 4 schools
<b>Level 2 inc Eng/Wel &amp; Maths</b>	58% 11 schools	21% 4 schools	11% 2 schools	11% 2 schools
<b>Capped 9 Points Score</b>	58% 11 schools	11% 2 schools	16% 3 schools	16% 3 schools



## Appendix 6 Performance at Key Stage 5

- 6.1 The proportion of pupils achieving the Level 3 threshold, equivalent to the volume of 2 A levels at grade A\*-E, is 98.4%.

	2014	2015	2016	2017	2018
	Level 3	Level 3	Level 3	Level 3	Level 3
<b>Cardiff</b>	96.8%	96.9%	97.6%	97.5%	98.4%
<b>Wales</b>	97.1%	97.0%	98.0%	97.1%	97.6%

- 6.2 The proportion of pupils achieving 3 A levels A\* to C is 66.8%, a 4.7ppt increase compared to 2017, and above the Welsh average.

	2014	2015	2016	2017	2018
	3 A*/C	3 A*/C	3 A*/C	3 A*/C	3 A*/C
<b>Cardiff</b>	/	/	/	62.1%	66.8%
<b>Wales</b>	/	/	/	54.7%	58.1%

- 6.3 The proportion of pupils achieving 3 A\*-A grades increased by 3.1ppts in 2018, and remains above the Welsh average by 5.8ppts.

	2014	2015	2016	2017	2018
	3 A*/A	3 A*/A	3 A*/A	3 A*/A	3 A*/A
<b>Cardiff</b>	12.2%	10.2%	10.2%	16.1%	19.2%
<b>Wales</b>	8.9%	7.9%	6.7%	10.4%	13.4%

- 6.4 The overall trend in performance in the average wider points score is shown in the table below. Performance has increased by 12.5 points in the Average Wider Points Score, and remains above the Welsh average of 45.7 points.

YEAR 13	RESULTS					Wales
	2014	2015	2016	2017	2018	2018
Average wider points score for pupils aged 17	833	866	870	772.2	784.7	739.0

### Value-Added Performance in Cardiff Sixth Forms

- 6.5 Cardiff uses the Alps tools for identifying the value-added schools bring to student achievements. It compares the performance of approximately 270,412 students taking over 724,829 A levels. 2018 data is based on a four year summary.
- 6.6 973 students completed 2 or more A Level examinations in 2018, slightly less than 2017 which was 924 students. The total number of examination entries, excluding General Studies, is 2,643, which represents an increase of 104 entries.



- 6.7 One entry, 45.6% of students had an average GCSE score of or over 48.4 points, 33.9% of students had an average GCSE score of between 43.0-48.4 points, and 20.5% had an average GCSE score of less than 43.0 points. The average GCSE score on entry is 6.27, which is similar to 2017.
- 6.8 Depending on the QCA Score, each student has a UCAS points target set on entry. ALPs compares the actual performance in terms of the UCAS points against the UCAS target. In Cardiff, 263 students who scored between 38.2-44.8 (QCA score) significantly underperformed when compared with their UCAS points target. Ten students who scored between 10.0-34.0 (QCA Score) also significantly underperformed when compared with their UCAS points target. The performance of these three groups places Cardiff in the bottom 25% of Local Authorities. The performance of the remaining groups places Cardiff below average in six of the groups, and satisfactory to good in one of the groups.
- 6.9 On points per subject, no pupils performed in the bottom 25% in relation to the total A Level UCAS points per subject against the benchmarks based on the national data set. The performance of 10 groups places Cardiff between 50%-75% of Local Authorities in Wales. The performance of one group places Cardiff between 25%-39%.
- 6.10 There are 12 secondary schools in Cardiff reporting results in 2018 for A level. 2019 will be the first year that Ysgol Gyfun Gymraeg Bro Edern report A level results. The largest provider in 2018 is Cardiff High and the smallest is for Cantonian High School.
- 6.11 The Three Year T score compares A Level performance of pupils at one school with those in other schools nationally. The Alps data shows that six schools performed in the top 25% of Local Authorities in 2018. No schools performed in the bottom 25%. The Alps QI indicator provides a view of how the curriculum has performed overall in that year. In 2018, eight schools performed in the top 25%. One school performed in the bottom 75%
- 6.12 The ten highest performing subjects in relation to value-added are shown below. Results for these subjects are above the 75% benchmark and indicate excellent or outstanding achievement.

<b>Highest Performing A Level Subjects</b>	
<b>Subject</b>	<b>No of Entries</b>
Health and Social Care	17
History	201
Maths (further)	55
Physical Education	64
Physics	138
Portuguese	2
Welsh 1 <sup>st</sup> Language	12
WBQ – Advanced Skills	1,025
Challenge Cert	



- 6.13 The lowest performing subject are shown below. Results for these subjects are below the 25% benchmark nationally and indicate relatively weak performance.

<b>Lowest Performing A Level Subjects</b>	
<b>Subject</b>	<b>No of Entries</b>
Italian	2
Polish	2
Travel & Tourism	11

- 6.14 The A Level subject with the highest number of entries is Welsh Bacc, Mathematics, History and Biology.

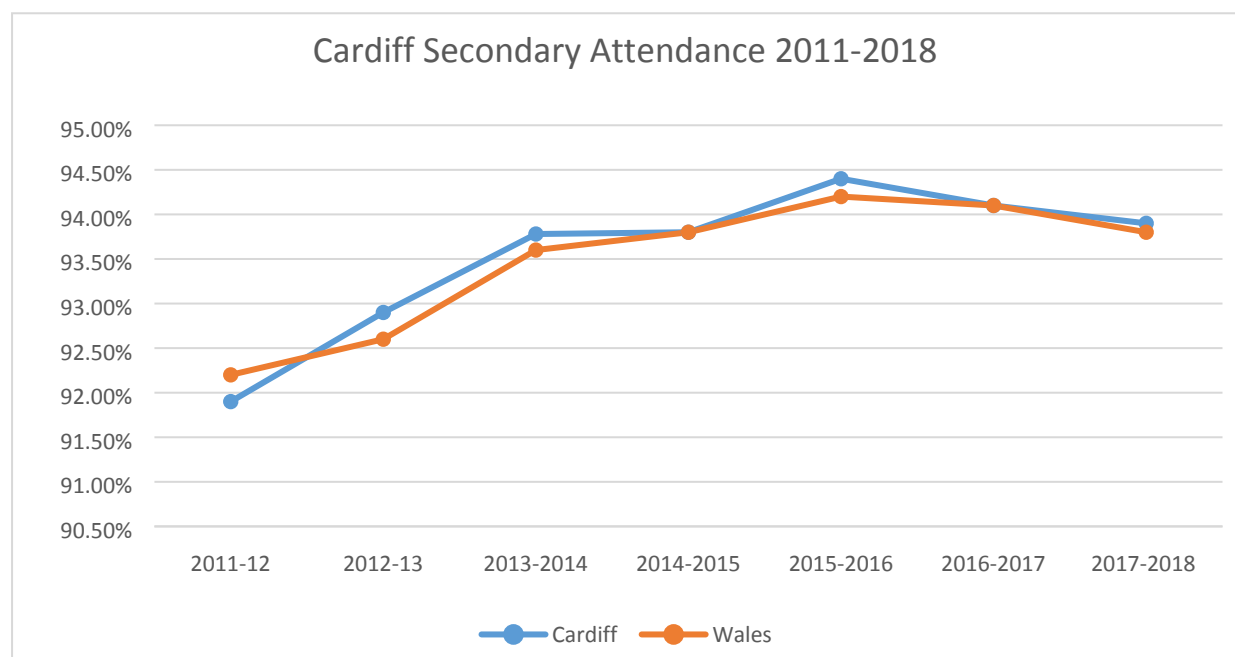
<b>Largest number of A Level Entries</b>	
<b>Subject</b>	<b>No of Entries</b>
WBQ – Advanced Skills Challenge Cert	1,025
Mathematics	343
Biology	208
History	201
Sociology	197
Chemistry	176
English Literature	140
Geography	140
Physics	138
Business Studies	120
Psychology	110
Religious studies	92



## Appendix 7 Attendance at School

### Secondary Schools

- 7.1 The 2017/18 overall attendance figure for secondary attendance, including special schools, was 94.0%, which was a 0.2ppt decrease on the previous year.
- 7.2 This is slightly above the Welsh average of 93.9% and places Cardiff 10th out of the 22 local authorities in Wales for secondary school attendance compared with 11<sup>th</sup> in 2017. This is an improved ranking as attendance dropped slightly across all Welsh LA's. This is above the Central South Consortium's average of 93.6%. In relation to similar authorities, Cardiff's attendance rate is better than Newport, but below Swansea.



- 7.3 The attendance of children who are looked after (LAC) is generally good and at secondary level was 94.9% overall, compared with 93.9% for all pupils.
- 7.4 The attendance of eFSM pupils in Cardiff's secondary schools decreased by 0.4ppts to 93.9%. This is slightly above the CSC average of 89.4% and also the Welsh average of 89.6%. However, overall their attendance is below that of non-FSM pupils.



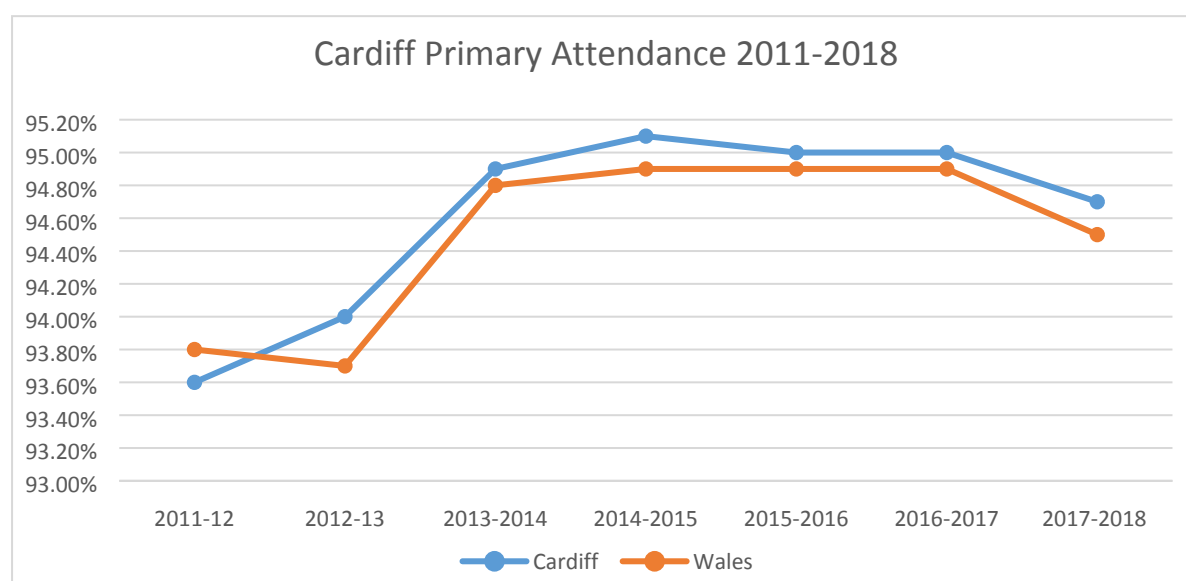
<b>Secondary Attendance</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>
FSM pupils - Cardiff	90.19%	89.82%	90.70%	90.50%	90.1%
FSM pupils - Wales	89.30%	89.75%	90.20%	90.10%	89.6%
Non-FSM pupils - Cardiff	94.84%	94.94%	95.50%	95.20%	95.0%
Non-FSM pupils - Wales	94.55%	94.55%	95.00%	94.90%	95.0%
Difference (non-FSM%-FSM%) - Cardiff	4.65ppts	5.12ppts	4.8ppts	4.7ppts	4.8ppts
Difference (non-FSM%-FSM%) - Wales	5.25ppts	5ppts	4.7ppts	4.8ppts	5.0ppts

## Primary Schools

- 7.5 The 2017/18 overall attendance figure for primary schools was 94.9% which was a 0.1ppt decrease on the previous year.
- 7.6 Welsh Government aggregate both primary special school and primary school attendance data which has reduced the overall attendance to 94.8%. Although attendance has decreased on last year's position, this picture is mirrored across Wales and the ranking has improved to 7<sup>th</sup> out of 22 Local Authorities compared to 8<sup>th</sup> in 2016/17. Cardiff's primary attendance is above the Wales primary average of 94.55% (94.9% in 2016/17). Cardiff's attendance is also above the average for the Central South Consortium of 94.55%.
- 7.7 The attendance of children who are looked after (CLA) is very good and at primary level was 97% overall, compared with 94.9% for all pupils. This is above the Central South Consortium's average of 96.6%.
- 7.8 The attendance of eFSM pupils in Cardiff primary schools has improved by 1.73ppt since 2012/13, compared to 1.15ppt for non-FSM pupils. However, their attendance is significantly below that of non-FSM pupils.



- 7.9 Attendance improved in 44.6% of primary schools, with 48.4% of all primary schools achieving an attendance rate over 95% and 22.3% of schools achieved attendance of 96% or above.



- 7.10 The attendance of eFSM pupils in Cardiff's primary schools has improved by since 2012/13, compared to 1.1ppts for non-FSM pupils. However, their attendance is below non-FSM pupils.

Primary Attendance	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
FSM pupils - Cardiff	91.70%	92.80%	93.10%	92.90%	93.00%	92.3%
FSM pupils - Wales	91.40%	92.60%	92.90%	92.70%	92.70%	92.1%
Non-FSM pupils - Wales	94.30%	95.30%	95.50%	95.50%	95.40%	95.5%
Non-FSM pupils - Cardiff	94.70%	95.60%	95.80%	95.60%	95.70%	95.1%
Difference (non-FSM%-FSM%) - Cardiff	3ppts	2.8ppts	2.7ppts	2.7ppts	2.7ppts	3.1ppts
Difference (non-FSM%-FSM%) - Wales	2.9ppts	2.7ppts	2.6ppts	2.7ppts	2.7ppts	3.0ppts



## Appendix 8 Exclusions

8.1 There has been an increase in fixed term exclusions in 2017/18. The overall rise is due to increases in the primary phase. The figures are slightly lower than the national figures for 2016/17.

### Fixed Term Exclusions 5 days or fewer

A YEAR	SCHOOL TYPE	Total Days	Number of Exclusions	Av Days Lost	Total Pupils	Exclusions Per 1000 Pupils	Days lost Per 1000 Pupils
2014/15							
	Primary	328.50	229	1.43	23700	9.66	13.86
	Secondary	2217.50	1279	1.73	16591	77.09	133.66
	Special	221.00	121	1.83	442	273.76	500.00
	Total	2767.00	1629	1.70			
2015/16							
	Primary	354.75	229	1.55	24402	9.38	14.54
	Secondary	1418.50	916	1.55	16546	55.36	85.73
	Special	203.50	116	1.75	459	252.72	443.36
	Total	1976.75	1261	1.57			
2016/17							
	Primary	381.50	244	1.56	24918	9.79	15.31
	Secondary	1572.00	909	1.73	16721	54.36	94.01
	Special	278.50	164	1.70	472	347.46	590.04
	Total	2232.00	1317	1.69			
2017/18							
	Primary	526.50	339	1.55	25292	13.40	20.82
	Secondary	1692.00	835	2.03	17104	48.82	98.92
	Special	173.00	103	1.68	477	215.93	362.68
	Total	2391.50	1277	1.87			

### Primary Phase

8.2 There has been a significant rise in the number of short, fixed term exclusions in the primary phase. This is due to an increase in young people with complex behavioural, emotional and social difficulties and is not attributable to specific schools.

8.3 The average days lost (five days or fewer) decreased and remained within recommended limits, which is below three days.



- 8.4 Wellbeing classes have recently been established to support learners at risk of exclusion in the Foundation Phase and Key Stage 2.
- 8.5 Schools are adopting the wellbeing and resilience strategy which will strengthen their awareness and therefore their support for pupils with adverse experiences, trauma attachment difficulties.

### Secondary Phase

- 8.6 The number of exclusions (5 days or fewer) in the secondary phase continued to decrease in 2017/18. Fixed term exclusions (five days or fewer) per 1000 pupils decreased significantly.
- 8.7 The average days lost (five days or fewer) increased slightly. As in the primary phase, it is recommended that this is below three days.
- 8.8 Most secondary schools have low or very low exclusions. Three schools have very high exclusion rates (St Illtyd's, Willows and Cardiff West Community High Schools).

### Fixed Term Exclusions greater than 5 days

A YEAR	SCHOOL TYPE	Total Days	Number of Exclusions	Av Days Lost	Total Pupils	Exclusions Per 1000 Pupils	Days lost Per 1000 Pupils
2014/15							
	Primary	69.00	8	8.63	23700	0.34	2.91
	Secondary	765.50	80	9.57	16591	4.82	46.14
	Special	43	5	8.60	442	11.31	97.29
	Total	877.50	93	9.44			
2015/16							
	Primary	52.00	6	8.67	24402	0.25	2.13
	Secondary	264.00	18	14.67	16546	1.09	15.96
	Special	52	6	8.67	459	13.07	113.29
	Total	368.00	30	12.27			
2016/17							
	Primary	35	4	8.75	24918	0.16	1.40
	Secondary	417.50	41	10.18	16721	2.45	24.97
	Special	36	4	9.00	472	8.47	76.27
	Total	488.50	49	9.97			
2017/18							
	Primary	31.00	4	7.75	25292	0.16	1.23



	<b>Secondary</b>	385.00	37	10.41	17104	2.16	22.51
	<b>Special</b>	39	5	7.80	477	10.48	81.76
	<b>Total</b>	455.00	46	9.89			

### Primary Phase

8.9 The number of longer exclusions in this phase remains low, with 4 in total.

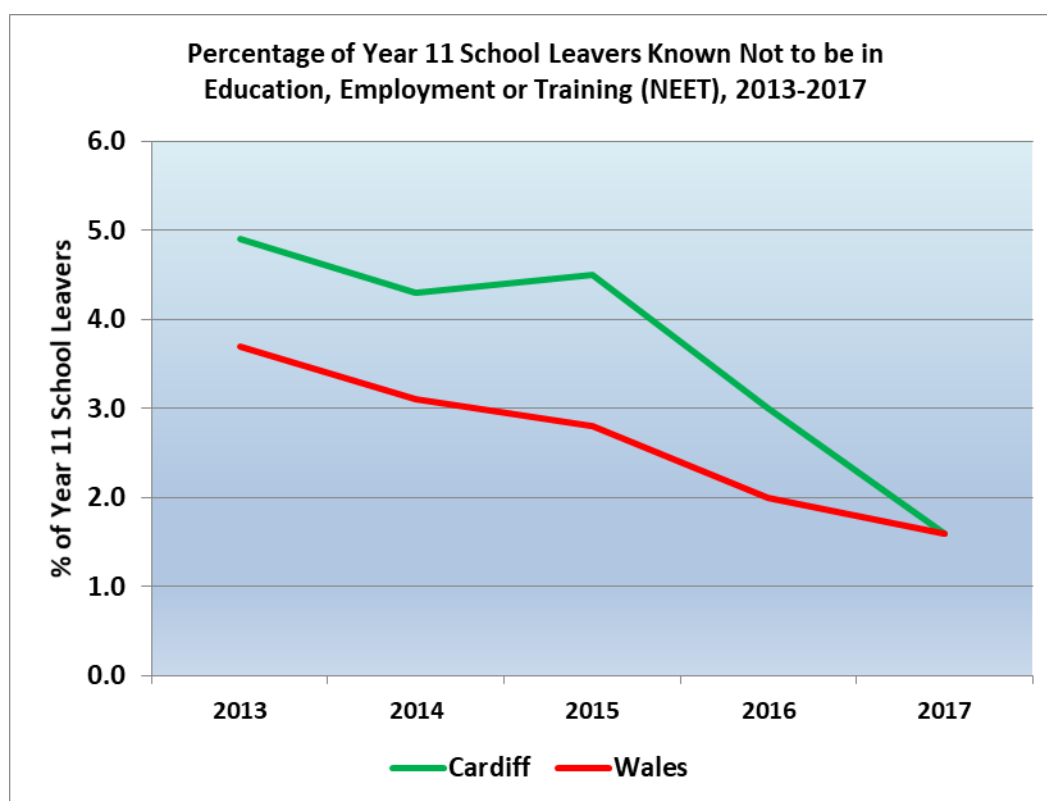
### Secondary Phase

8.10 The number of incidents and therefore exclusions per 1000 pupils fell.



## Appendix 9 Not In Education, Employment or Training (NEET)

- 9.1 Significant progress had been made in reducing the number of young people who leave school and do not make a positive transition to Education Employment, Training (EET) in Cardiff. In 2017, Cardiff achieved its highest ever percentage of Year 11 leavers progressing into EET (98.4%, which represents 50 school leavers), compared to 97% (100 school leavers) in 2016. Provisional 2017/18 data collated by the LA indicates that the year 11 EET figure is 98.1% (61 out of 3,163 school leavers).
- 9.2 Of the remaining pupils that left a Cardiff school in 2018, 592 progressed into education, 31 into employment, and 118 into training. 11 pupils moved out of county and one pupil repeated the year.
- 9.3 An additional 109 pupils were registered as EOTAS (education other than at school). Of the cohort, 44 pupils progressed into education, four entered employment and 29 entered training. Six pupils moved out of county, one pupil repeated the year, and 25 were NEET. This represents 22.9%.
- 9.4 Of the 49 year 11 pupils looked after by Cardiff Council as at January 2018 (PLASC census date), provisional data indicates that seven pupils did not progress into EET. This represents 14.3%.
- 9.5 There has been a significant reduction in the numbers of Year 11 leavers designated as NEET from 4.9% in 2013 to 1.9% (provisional figure) in 2018. In 2017, Cardiff's EET figure is in line with the Welsh average.



Source:



Careers Wales Pupil Destinations from Schools in Wales. This indicator is based on a snapshot taken at the end of October each year and data relates to whether a young person was engaged in EET on the day of the count.

<b>Year 11 School Leavers: NEET (Careers Wales)</b>					
<b>LEA (%)</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>
Cardiff	4.9	4.3	4.5	3.0	1.6
Wales	3.7	3.1	2.8	2.0	1.6

<b>LEA (No.)</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>
Cardiff	174	151	152	100	50
Wales	1334	1040	911	619	491

- 9.6 As part of the ongoing commitment to improve opportunities for young people to make a successful transition into Education, Employment or Training, the vulnerability assessment tool has been redeveloped to offer a more detailed analysis of those learners who are most at risk. A VAP specific to EOTAS learners has also been developed. This will help to inform early intervention and support for these young people.
- 9.7 Work is also ongoing to deliver the objectives of the ‘Cardiff Commitment’ to youth engagement and progression. The aim of the strategy is to ensure that young people in Cardiff are provided with the support, choices and opportunities they need to be personally successful, economically active and engaged citizens.



## Appendix 10 Outcomes of Inspections

10.1 In September 2017, new arrangements for inspecting all schools, independent specialist colleges, pupil referral units and work-based learning, providers came into effect. Schools are being judged in five inspection areas:

- Standards
- Wellbeing and attitudes to learning
- Teaching and learning experiences
- Care, support and guidance
- Leadership and management

10.2 Outcomes from Estyn inspections are reported, using a four-point scale:

- Excellent – Very strong, sustained performance and practice;
- Good – Strong features, although minor aspects may require improvement;
- Adequate and needs improvement – Strengths outweigh weaknesses, but important aspects require improvement;
- Unsatisfactory and needs urgent improvement – important weaknesses outweigh strengths.

### Primary overview

10.3 During the 2017/18 academic year, Estyn inspected sixteen primary schools. An overview of the primary school outcomes from the five key inspection areas can be seen in the table below:

<b>Cardiff Primary Schools</b>	<b>Standards</b>	<b>Wellbeing and attitudes to learning</b>	<b>Teaching and learning experiences</b>	<b>Care, Support and Guidance</b>	<b>Leadership and Management</b>
<b>Excellent</b>	3	2	2	4	3
<b>Good</b>	11	13	9	11	9
<b>Adequate and needs improvement</b>	2	1	5	1	5
<b>Unsatisfactory and needs urgent improvement</b>	0	0	0	0	0

10.4 Of the sixteen schools, six were asked to submit case studies for their excellent practice. Four of the schools went into Estyn Review following the visit – Roath Park Primary School, Hawthorn Primary School, Ysgol Coed y Gof and Ton-Yr-Ywen.



- 10.5 Of the primary schools inspected in previous academic years, as at November 2018, two schools remain in Estyn follow up (Baden Powell Primary School and St Fagans Primary School). Pentyrch Primary School has been removed from Special Measures and Glan-Yr-Afon has been removed from Estyn monitoring.
- 10.6 Since September 2018, seven primary schools have been inspected or have received notice of inspection (Ysgol Pen Y Pil, St Peters', Meadowlane, Marlborough, Bishop Childs', Radyr and Grangetown Primary Schools). Inspection reports have been published for two of the schools. Reports have been published for two of the schools, Ysgol Pen Y Pil and St Peters' RC Primary School. Ysgol Pen Y Pil were judged to be "good" in four of the inspection areas. St Peters' has been placed into Special Measures.

### **Secondary overview**

- 10.7 During the 2017/18 academic year, Estyn inspected three secondary schools (Ysgol Bro Edern, The Bishop of Llandaff and Willows High School). An overview of the secondary school outcomes can be seen in the table below:

<b>Cardiff Secondary Schools</b>	<b>Standards</b>	<b>Wellbeing and attitudes to learning</b>	<b>Teaching and learning experiences</b>	<b>Care, Support and Guidance</b>	<b>Leadership and Management</b>
<b>Excellent</b>	1	2	2	1	1
<b>Good</b>	1	0	0	2	1
<b>Adequate and needs improvement</b>	1	1	1	0	1
<b>Unsatisfactory and needs urgent improvement</b>	0	0	0	0	0

- 10.8 Of the three schools, two were asked to submit case studies for their excellent practice. One school went into Estyn Review- Willows High School.
- 10.9 Of the secondary schools inspected in previous academic years, as at November 2018, no schools are in an Estyn follow up category.
- 10.10 Since September 2018, one school has been inspected (Cardiff West Community High School). The report has not yet been published.

### **Special overview**

- 10.11 No special schools were inspected in the 2017/18 academic year, or have received notice of inspection since September 2018.



## Appendix 11 Explanation of Frequently Used Terms

<b>Foundation Phase (FP)</b>	This covers pupils aged 3-7 (nursery, reception, year 1 and year 2)
<b>Key Stage 2 (KS2)</b>	Years 3 – 6 of primary schools, pupils aged 7 – 11
<b>Key Stage 3 (KS3)</b>	Years 7 – 9 of secondary schools, pupils aged 11 – 14
<b>Key Stage 4 (KS4)</b>	Years 10 – 11 of secondary schools, pupils aged 14 – 16
<b>Post 16</b>	Years 12 and 13
<b>SEN</b>	Additional Learning Needs
<b>ALN</b>	Additional Learning Needs
<b>MAT</b>	More Able and Talented
<b>EAL</b>	English as an Additional language
<b>LAC</b>	Looked After Children
<b>eFSM</b>	Eligible for free school meals
<b>nFSM</b>	Not eligible for free school meals

**Foundation Phase Outcome Indicator** – the percentage of pupils achieving the expected outcomes in each of language, literacy and communication – English (LCE) or Welsh (LCW), mathematical development (MDT) and personal, social cultural diversity and well-being development (PSD).

**Core Subjects** - In the National Curriculum, the core subjects are, in English-medium schools, English, mathematics and science. In Welsh-medium schools there is an additional core subject of Welsh (first language).

**Core Subject Indicator** - The core subject indicator is the percentage of pupils achieving the expected level of attainment in each of the core subjects in combination(English or Welsh, mathematics and science).

**Expected Outcome** – There are expected levels of attainment that the majority of children will reach at the end of each key stage - Foundation Phase outcome 5, Key Stage 2 level 4, Key Stage 3 level 5.

**Threshold Indicators** - The level 2 threshold indicator including English or Welsh and mathematics is 5 grades A\*-C including these subjects, the level 2 threshold is 5 grades A\*-C and the level 1 threshold indicator is 5 grades A\*-G. The threshold



indicators include all approved qualifications not just GCSE that are the equivalent of:  
level 1: grades D-G; level 2: grades A\*-C.

**Level 3 threshold** - Equivalent to the volume of 2 A levels at grade A-E.

**Benchmarking Quarter** – The Welsh Government places schools into five groups based on proportions of FSM pupils. Each group is then divided into four quarters based on the performance of schools within each group.

**Modelled Expectations** – There is a strong relationship between FSM and achievement; this is modelled each year to show the “expected” performance at any given FSM level based on the statistical relationship.

**Average Capped Nine Points Score** - The calculation is based on pupil’s results from nine of the qualifications available in Wales.



**CABINET MEETING: 24 JANUARY 2019**

**CORPORATE SAFEGUARDING BOARD PROGRESS REPORT**

**FINANCE, MODERNISATION & PERFORMANCE (COUNCILLOR  
CHRIS WEAVER)**

**AGENDA ITEM: 5**

**Reason for this Report**

1. For Cabinet to formally accept the Corporate Safeguarding Board Progress Report.

**Background**

2. Corporate Safeguarding is the activity required by all Council Directorates to effectively protect the health, wellbeing and human rights of children and adults so that they are able to live free from harm, abuse and neglect. In accordance with the legislative requirements of the Social Services and Well-being (Wales) Act (2014) (SSWBA).
3. Safeguarding is everybody's business and the SSWBA now imposes a duty on local authorities and other statutory partners to report all safeguarding concerns to relevant safeguarding departments. This means the whole workforce must understand their duty to report. In order to effectively implement these duties and activities, the Board must seek to ensure that all staff are compliant and fully understand their duties under the Act.
4. In line with the expectations of the Corporate Safeguarding Board a report should be submitted to Cabinet, at least annually, informing them of progress to date and emerging actions and themes across the authority.

**Issues**

5. The progress report provides an overview of Safeguarding within Cardiff for the last 18 months. In future all reports will be on an annual basis, or more frequent if particular issues arise. Future reports will be based on a performance data set which allows reporting of progress and impact against a suite of measures which together allow a meaningful analysis to be made of the effectiveness of Corporate Safeguarding.



## **Reason for Recommendations**

6. To accept the progress report and its contents.
7. To guide and promote the work of the Corporate Safeguarding Board.

## **Scrutiny Consideration**

8. This issue was considered by Community & Adult Services Scrutiny Committee on 9 January 2019 and the Children and Young People's Scrutiny Committee on 15 January 2019. The letter from the Chair of Community & Adult Services Scrutiny Committee is attached as Appendix B. The letter from the Chair of the Committee will be circulated at the Cabinet meeting.

## **Financial Implications**

9. The progress report set out in Appendix A contains an update on the 2018/19 action plan which forms the work programme for the Corporate Safeguarding Board for 2018/19. The costs associated with the delivery of the action plan can be contained within the overall directorate budget. However, in the event of any costs arising from the delivery of these outcomes, then funding sources will need to be identified before those actions can be progressed.

## **Legal Implications**

10. There are no legal implications arising directly from this report.

## **HR Implications**

11. There are a number of requirements of employees outlined in the progress report and there will need to be clear communication of what those requirements are. In addition, it is identified that a review is to take place with regards to safer recruitment practices and this will need to be done in conjunction with HR.

## **RECOMMENDATIONS**

Cabinet is recommended to approve the Corporate Safeguarding Board, Corporate Safeguarding Progress Report (Appendix A)

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>CLAIRE MARCHANT</b> <b>DIRECTOR SOCIAL SERVICES</b>
	18 January 2019

*The following appendices are attached:*

**Appendix A** – Cardiff Council Corporate Safeguarding Progress Report

**Appendix B** – Letters from Chair of Community & Adult Services Scrutiny Committee and Chair of Children & Young People's Scrutiny Committee



**Cardiff Council**

# **Corporate Safeguarding Board**

## **Corporate Safeguarding Progress Report**

**January 2019**



## **Chair's Foreword**

"I am pleased to have taken on the role of chairing the Council's Corporate Safeguarding Board, as part of my overall portfolio. Effective Corporate Safeguarding arrangements are a fundamental aspect of good corporate governance. I recognise the challenges that officers have encountered in bringing forward effectively developed tools to demonstrate good safeguarding practice across the entire Council. Clearly this requires culture and practice change which will require time to develop and embed. Safeguarding practice has changed fundamentally as a result of the new Social Services & Well-Being Act (2014). There are areas of the Council where safeguarding practice is really well developed – in social services and education. This is evidenced by regular and meaningful contributions to the work of the Corporate Safeguarding Board. Alignment with HR and Risk Management processes is also improving. Other parts of the council need further support in understanding and acting upon their safeguarding responsibilities. I have been pleased to see the development of a new e-learning module that is central to awareness raising amongst all staff and managers, and combined with a newly revised policy framework, this should now be ready to make progress and sustain improvements on this critical area of responsibility".

### **Councillor Chris Weaver**

Chair, Corporate Safeguarding Board

## **Executive Summary**

As Director of Social Services one of my most important statutory responsibilities is leadership of safeguarding children and adults at risk in Cardiff. This is a considerable accountability which I can only start to fulfil effectively if the responsibility that everybody has for safeguarding adults at risk and children is understood in real terms as colleagues across the council undertake their duties. Underpinning good safeguarding practice at a corporate level are the following cornerstones:

- Good governance
- Safe workforce
- Robust protection
- Safe services
- A preventative approach

Corporate safeguarding has obviously developed considerably in recent years through the work of the leadership of the Corporate Safeguarding Board and the development of a Corporate Safeguarding Policy. It is clear in the priorities set by the Council to support the well-being of vulnerable people and prevent escalation of need that safeguarding is at the heart of many services and service developments. Building on this progress, it is



also important to recognise where we need to strengthen the understanding and embedding of safeguarding practice and culture further. A safe workforce means that people have been safely recruited but also trained to the right level to support them to understand their individual responsibilities to report concerns regarding children and adults at risk. Managers who are Designated Lead Managers for safeguarding need to understand fully their role and be supported to fulfil it within their directorate. Each directorate needs to evaluate its safeguarding strengths and areas for development, understand its safeguarding risks, and ensure that safeguarding is properly reflected in commissioning and partnership arrangements. These are the priorities for the next reporting period, and a refreshed policy provides the basis to sustain and accelerate progress to safeguard our most vulnerable citizens and will be presented to Cabinet alongside this progress report. The commitment that colleagues across the Council have shown to embedding preventative approaches which keep people – adults and children – safe and well means I can have confidence that we can embed safeguarding across all service areas – through leadership and clarity in the next reporting period. The right measures to demonstrate progress, linked to an evaluate approach based on evidence, will be important and a priority for the next year's action plan. This demonstrates the impact of Corporate Safeguarding on outcomes for adults at risk and children will make it meaningful for all directorates.

Claire Marchant  
Director of Social Services

## **1. Introduction**

The Corporate Safeguarding Board (CSB) was established in March 2015 in response to specific recommendations from the Wales Audit Office (WAO). This is the second report of the Board and is structured to provide an overview of the Boards' actions and activities over the past 18 months and to reflect on the progress made to date. The initial part of the report relates to background information that is helpful in understanding the Board's function and purpose. This is then followed by the main body of the report that summarises the key activity and achievements of the Board during the period April 2017 to December 2018 in line with the recommended actions identified by the Wales Audit Office. The final part notes conclusions from the Board and priority actions for the coming year.

## **2. Background**

### **2.1 Corporate Safeguarding**

Corporate Safeguarding is the activity required by all Council Directorates to effectively protect the health, wellbeing and human rights of children and adults so that they are able



to live free from harm, abuse and neglect. Under the SSWBA, safeguarding is everybody's business and the Act imposes a duty on local authorities and other statutory partners to report all safeguarding concerns to relevant safeguarding departments. In order to effectively implement these duties and activities, the Corporate Safeguarding Board must seek to ensure that all staff are compliant and fully understand their duties under the Act.

## **2.2 The corporate safeguarding objective**

Cardiff Council's 'Capital Ambition Our Commitments for Cardiff' lays out a five-year plan for the City of Cardiff. It is evident that the goals within the plan aim to ensure that individuals and communities across the city are supported to be as independent, active and as safe as possible. The Leader's foreword to the plan notes:

Tackling poverty and inequality will therefore be at the heart of this Administration. We will hold a relentless focus on education and jobs, resolute in our belief that securing an equality of opportunity can help people lift themselves out of poverty. And we will also ensure we get the basics right in how we care for the vulnerable and elderly in our city.

In that vein, it should be clear that safeguarding remains a thread that runs throughout the Capital Ambition and guides all staff, elected members and commissioned services. This reinforces the principle that safeguarding must be considered throughout all aspects of the work of the Council.

## **2.3 Wales Audit Office – Corporate Safeguarding Standards**

The Corporate Safeguarding Board action plan (Appendix 1) has been developed to incorporate the recommendations made under seven key headings within the thematic Wales Audit Office Review of Corporate Safeguarding Arrangements in Welsh Councils, (2015). Whilst the Wales Audit Office (WAO) review concentrated specifically on children, the work of the Cardiff Corporate Safeguarding Board and agreed action plans have widened to include both adults at risk and children consistently. Over recent months, further actions for the local authority have now been added to the plan to strengthen safeguarding priorities across the council.

The seven headings developed by WAO to explain Corporate Safeguarding are:

- Corporate Leadership
- Corporate Policy
- Safer Recruitment of Staff
- Training and Development
- Partners, Volunteers and Commissioned Services



- Systems
- Scrutiny and Assurance

This report will discuss the key achievements and activity of the Corporate Safeguarding Board to date under the above seven key headings.

### **3. Governance**

Improving the work of the Council's scrutiny committees to ensure they are providing assurance on the effectiveness of the Council's corporate safeguarding arrangements was an improvement proposed by the WAO for Cardiff. The Corporate Safeguarding Board was established to strengthen governance across the Council. The Board has operated according to the Terms of Reference attached (Appendix 2).

Recent discussions with the WAO have highlighted that a review of corporate safeguarding arrangements in Cardiff is planned. To prepare for the follow up review, a self-assessment exercise is being undertaken which will analyse the effectiveness of arrangements across the Council and highlight priorities for improvement.

#### **3.1 Risk Management Arrangements:**

The Council has in place a Risk Management Policy that establishes a dynamic approach to risk management and based on risk identification, risk mitigation, risk monitoring and reporting and a process of escalating the most significant risks through Directorate Risk Registers to the Corporate Risk Register. A key outcome of the Council's approach to Risk Management is that there is ownership and accountability within directorates with the Directors and Senior Management Team having a clear picture of the risks identified, and how they are being managed across the Council.

The Corporate Risk Register identifies the strategic risk relating to safeguarding. It is important that safeguarding risks are also identified across the Council, managed and controlled at other levels within the overall risk management system, including directorate risk registers and through individual risk assessments.

In light of this, the Corporate Safeguarding Board meeting agreed that the Corporate Safeguarding Board will establish and maintain a Safeguarding Risk Register that brings together the Safeguarding risks from individual service delivery plans, projects and directorate risk registers linked to the Corporate Safeguarding Policy. It is also proposed that specific processes and arrangements to support directorates to identify and manage risks are put in place including:

- SBARs (Situation Background Analysis Review) - these enable service areas to



identify risks, oversee mitigating action plans arising from significant event analyses in respect of compliance with the Council's safeguarding policy.

- A system of self-evaluation to be introduced in all directorates on their safeguarding performance from 2019/20. Self-evaluation to be triangulated in a number of ways including via an internal audit programme.
- At a regional level, the Cardiff and Vale Safeguarding Children Board and Safeguarding Adults Boards fulfil the statutory responsibilities set out in the Social Services and Wellbeing (Wales) Act. A local operational group is being established for Cardiff to enable multi-agency leadership of safeguarding to be actively undertaken and report to the Regional Boards.
- External regulatory reports from Estyn, Care Inspectorate Wales and Wales Audit Office, along with quality assurance and internal audit reports.

## **4. Key Achievements**

### **4.1 Corporate Leadership**

During the period of this report, the Corporate Safeguarding Board has met quarterly with the objective of ensuring that all Council directorates comply with key safeguarding requirements.

The current Terms of Reference and supporting action plan require the Board to identify and support a named person at senior level to promote the importance of safeguarding. In Cardiff, this named person is the statutory Director of Social Services. The Chair of the Board is the Cabinet Member for Finance, Modernisation and Consultation, Councillor Chris Weaver. The main objective of the Chair is to raise the profile of the Board and Safeguarding awareness across the Council including amongst elected members.

The Terms of Reference further require the Board to ensure that all Council Directorates comply with key safeguarding requirements and promote effective cross directorate through information sharing, data collection, front-line operational awareness, staff training and wider partnership engagement. The revised Safeguarding Policy recommends revision of the Board's membership to reflect the roles and responsibilities set out in the policy. Assurance will be sought from all Directors regarding their directorates understanding and engagement in safeguarding policies, procedures and training.

The Corporate Safeguarding Policy states, the Council should identify designated officers with responsibility for safeguarding within each directorate. Within the Corporate



Safeguarding Policy, Operational Managers, or equivalent roles across all directorates of the Council, undertake the role of the Directorate Lead Safeguarding Officer (DLSO). This is identified as the most effective option given that the previous model of identifying named individuals in each area, with repeated key changes in departmental structures and staff, proved to be one that required constant review and updating. By agreeing that all Operational Managers undertake the role ensures, a continued and consistent approach across the Council is promoted.

The role of the DLSO has been clarified as:

- To promote Safeguarding within their Directorate.
- To act as the key point of contact for advice and support relating to Safeguarding matters and issues within their Directorate.
- To collect and collate relevant information to support their Director in discharging their safeguarding responsibilities.

In order to support the key officers in their role, train, develop their understanding and knowledge of safeguarding matters, and promote good safeguarding practice across the authority, a Designated Lead Safeguarding Officers forum has been created and the inaugural meeting took place in November 2018. The meeting presented initial Safeguarding training and awareness for attendees, and also engaged in a positive discussion around staffing and safe recruitment issues within individual directorates. Attendees were also asked to comment on the revised Safeguarding Policy. Future agenda items will concentrate on self-evaluation, safeguarding risks across all areas, specific case scenario discussions and ensuring that the Safeguarding policy is embedded across all Directorates.

## **4.2 Corporate Policy**

In November 2017, as part of the National Safeguarding Week events, the Board published and shared its first formal Corporate Safeguarding Policy across the council for all staff. The policy covers the work of all relevant Council services including workforce, Members, volunteers, partners and contractors. Whilst internal arrangements emanating from the policy are in the process of implementation, wider work to ensure that all external volunteers and commissioned services are supported to comply with the policy duties and objectives is needed.

To this end, and as agreed within the Corporate Safeguarding Board action plan, the Corporate Safeguarding Policy will be reviewed annually, and a new and revised policy is presented to Cabinet as a separate agenda item alongside this progress report. The revised policy aims to strengthen and widen the scope and activity of the Council to meet all of its safeguarding functions and set out more clearly roles and responsibilities across the Council.



### 4.3 Safer recruitment of Staff

Sourcing, recruiting and training the right people to work with children and adults at risk can be difficult. The WAO review found that most councils, including Cardiff, have established systems for the safe recruitment of staff that will come into contact with children, adults at risk and their families. Whilst examples of good practice exist, it was also found that there were some common weaknesses such as these arrangements not being consistently applied across all relevant Council services.

Cardiff Council has current policies in place for (i) Recruitment and Selection and (ii) Disclosure and Barring Service (DBS); although both policies are currently under review. The council ensures that Disclosure and Barring Service checks and compliance with safe recruitment policies cover all services that come into contact with children and adults at risk. Paragraph 2.8 the Council's Recruitment & Selection Policy states:

*All appointments to jobs within the Council will be subject to the receipt of satisfactory written references together with medical checks and any other vetting checks deemed necessary for the role. Cardiff Council is committed to safeguarding and promoting the welfare of children and young people and expects all employees and volunteers to share this commitment.*

The Council's application form also contains a self-declaration question for all applicants about previous convictions. The WAO review stressed the need for the consequences of not complying with the councils safeguarding policy being made clear to staff and members and linked to the council's disciplinary process. The Council's Disciplinary Policy states the following as examples of potential gross misconduct:

- Being an accessory to, condoning or failing to report a serious, potentially criminal disciplinary offence, e.g. an incident of abuse/suspected abuse of a child or vulnerable adult;
- Failing to report that a colleague was obtaining financial or other reward from Council clients
- Behaved in a way that has harmed a child / vulnerable adult, or may have harmed a child / vulnerable adult
- Behaved towards a child / vulnerable adult in a way that indicates that they are unsuitable to work with children / vulnerable adults

The aim, however, is to strengthen the need for compliance with the Safeguarding Policy further as part of the imminent review of the Safer Recruitment policies.

New guidance on improved online DBS processes were shared with all departments in August 2017. Within the Council, all staff registered with the Social Care Wales (SCW) are required to update their DBS checks every three years. No other roles within the authority require routine timely renewals.



As part of the work of the Corporate Safeguarding Board, it was identified that current DBS guidance does not request Councils to ensure that School Governors have current DBS checks. In order to raise this matter nationally, the Chair of the Regional Board has written to the National Independent Safeguarding Board expressing their dismay at this lack of vetting and scrutiny and requesting they take the matter on board nationally. To date, the National Board's response has not clarified the position further.

#### **DBS Compliance:**

Between 1<sup>st</sup> April 2017 and 31<sup>st</sup> March 2018 there were a total of 947 completed DBS checks applications completed. The following table highlights the time scales for completion of the checks across the authority:

#### **DBS Applications completed on RCT online application between 1st April 2017 and 31st March 2018**

Time Taken	Applications	Percentage
Less than a week	445	47%
One to two weeks	374	39%
More than two weeks	128	14%
<b>Total</b>	<b>947</b>	

Of the above 115 applications were done within a day, 3 applications took more than 40 days and these took 77,80 and 101 days respectively. Specific issues were highlighted in the three cases that explain the delays in completing the checks appropriately. The DigiGOV system prompts managers when the three-year checks are required. This requirement, as noted above, is only for posts where the post holders are subject to registration with the Social Care Wales.

#### **4.4 Communication and Engagement:**

During recent months, key officers across the authority have been developing a Communication Project Plan to promote Safeguarding and to encourage staff to undertake the Safeguarding E-learning Training Module. The aim of the plan is to deepen all employees understanding of what to look for when children or adults may be experiencing or at risk of harm or abuse, and how to report concerns. The campaign will



link in with the Corporate Safeguarding Policy and promote the Directorate Lead Safeguarding Officers (DLSO) role within each department. A strong campaign identity will be vital in engaging staff and will utilise on static collateral, intranet pages, training booklets, pop-up banners, posters, and the Council staff app.

There will be four key audiences we must target successfully:

- Internal – staff
- Schools- teaching community including cleaners, ground keepers etc.
- Management- to communicate and engage with staff
- Front facing staff- hard to reach, frequently engage with the public

A roll out of the Communication will commence in January 2019 with the main objectives of the plan being as follows:

- Encourage all staff to complete the Safeguarding E-learning Training Module
- Ensure all staff know how to report a safeguarding concern (process)
- Ensure all staff know their Directorate Lead Safeguarding Officer
- Ensure all staff know the role of their Directorate Lead Safeguarding Officer
- Increase awareness of the Safeguarding Policy
- Ensure all staff are aware that they have a statutory duty to report concerns about abuse and neglect.
- Highlight that all services within the Council have a key role to play and have to take full ownership of their safeguarding responsibilities.

## **5. Training and Development**

5.1 The WAO proposed that the Council should ensure that all elected Members and staff who encounter children on a regular basis receive training on safeguarding, child protection issues and the Council's corporate policy on safeguarding. As noted previously, in Cardiff, this now incorporates adults, and training which is relevant for staff who encounter adults and children similarly.

Training was offered in the period 2016 to April 2017, but in light of the low take-up, it was agreed that other forms of training should be explored. As a result a programme for 2017-18 was developed including e-learning and Members training.

As part of the activities of National Safeguarding Week 2017, a council wide Safeguarding e-learning module was launched. The Corporate Safeguarding Policy mandates that all staff and elected Members within the Council should undertake the training. It is also identified that the training should be included as standard into the Council's staff induction programme. Further work has been identified by the Board to gather an accurate picture of all staff within departments who have successfully completed the training.



As at December 2018 1709 members of staff across the authority had completed the training. Renewed promotion of the training, wider communication and engagement and agreement from the Corporate Safeguarding Board that the training is mandatory across all directorates should ensure increased staff trained across the authority. A power-point based presentation is also developed so that the training session can be provided to staff who do not have access to e-learning resources.

Safeguarding training for elected Members was also reviewed during the year, and a new training programme was presented to elected members on the 9<sup>th</sup> of October 2017. 15 members attended, and arrangements are in hand to present the training as part of an annual rolling programme with additional dates agreed for 2018-19.

As part of a wider review of the Education Safeguarding Action Plan, Education Safeguarding Officers (ESOs) will be providing maintained schools with direct safeguarding training and a suite of documents from which the Schools can develop safeguarding policies relevant to their establishments. The suite of documents include

- Estyn pre-inspection framework document
- Safeguarding Education Group toolkit
- Child Protection guidance document

These documents have been shared with all schools with a view to being adopted and utilised.

## **5.2 Education:**

Developments within the Education Directorate over that last 18 months have evidenced a greater understanding and strengthening of safeguarding measures across all schools. Developments have been made in the following areas:

- a. Education Safeguarding Officers are available for consultation with all schools on a case by case basis when required
  - Schools' safeguarding arrangements are reviewed and audited by the Education Safeguarding Officers in partnership with the school's
  - Pro-active offer to schools who are going into an inspection period, to review its safeguarding procedures
  - Engagement and support provided to the school's when safeguarding concerns or issues arise.

### **b. Operation Encompass:**

Operation Encompass is a Police and Education early intervention safeguarding partnership, which supports children and young people exposed to domestic abuse. The intervention has already been implemented across many Police Forces and Local Authorities nationally and was rolled out in Cardiff in September 2018. The process



involves reporting to schools, before the start of the next school day, when a child or young person has been involved or exposed to a domestic abuse incident the previous day/evening.

The Police send through the information each school-day morning to the Education Welfare Service (EWS) who then contact the schools that the child or young person attends before the start of the school day if they are named in the police information. The contact phone call will only share very basic information, and merely advise the school of the incident. The information is given in strict confidence to a school's Designated Safeguarding Person (DSP) in the first instance; if they are unavailable, then it is shared with their deputy or a member of Senior Management Team.

The purpose of the call is to ensure that the school can support the pupil appropriately, whether this is overt/covert; to enable staff to understand the pupil's behaviour/emotion/presentation on that day; and to ensure that the school is able to make provision for possible difficulties. Initial feedback from schools has been positive and potential long-term benefits for the child have been highlighted in the process.

## **6. Partners, Volunteers and Commissioned Services**

6.1 The Corporate Safeguarding Board's action plan notes the following expectations as regards partners, volunteers and commissioned services:

- There is a process of engagement, where appropriate, with partners on safeguarding issues to ensure common agreements, mutual learning and development of good practice
- The Council has written minimum standards for safeguarding for working with partners, volunteers and contractors
- The Council requires safe recruitment practices by partners, volunteers and contractors who provide services commissioned and/or used by the Council
- The Council requires relevant staff in partner organisations who are commissioned to work for the council in delivering services to children, young people and adults to undertake safeguarding training

To date, work in this area has been limited primarily to Social Services, Education and Housing Services by virtue of the services they provide directly to adults at risk and children. Where appropriate, however, tender and contract documentation for other directorate areas do include clauses to ensure compliance with the Council's Safeguarding Policy and wider legislation.

6.2 To promote wider directorate activity in these areas, initial discussions have commenced with the Shared Regulatory Services and Neighbourhood Services to align the current Taxi and Private Licensing Policy with the Corporate Safeguarding Policy.



This was highlighted as a necessity when safeguarding issues had been raised regarding a number of separate taxi drivers across the city.

To strengthen arrangements, the following have been agreed:

- Operational Manager Safeguarding sits on the Licensing appeal panel.
- Members training to include reference concerning taxi licensing and safeguarding
- All documents, contracts and policies concerning taxi licensing process etc. to be reviewed by the Operational Manager Safeguarding to ensure that safeguarding is adequately covered in all documentation
- Agreement that the Education Safeguarding Officers ensure that safeguarding training with schools reminds attendees to ask to check taxi drivers' badges etc. and report immediately any omissions or concerns.

6.3 In March 2017, Cardiff Council became the first public body to sign the Welsh Government's Code of Practice: Ethical Employment in Supply Chains. The Code's 12 commitments include tackling Modern Slavery and Human Trafficking. The Council has developed a Modern Slavery Statement to be adopted from the 1<sup>st</sup> of April 2019, which sets out the action that the council has taken, and will take, to ensure that there is no Modern Slavery and Human trafficking in its own business or supply chains. To this end the Council is working in partnership with Welsh Government, the wider public sector, suppliers, service providers and others to address Modern Slavery challenges and drive collaborative action with a view to reducing risks and incidence of modern slavery. In order to achieve compliance with the Modern Slavery Act Section 54 it is acknowledged that there should be agreement on the following:

- (i) A clear mandate from Senior Management around the need for all Council employees to receive appropriate Modern Slavery training relevant to their role within the organisation.
- (ii) That the Chief Executive and Lead Cabinet Member sign-off the Modern Slavery statement both now and in the future.

## **7. Systems**

The WAO proposed that the Council should improve the range, quality and coverage of safeguarding performance reporting to provide adequate assurance that corporate arrangements are working effectively. In response to this, the Board's Terms of Reference require the Board to review and develop appropriate corporate safeguarding performance measures.

The WAO review requires that the Council has systems in place to record and monitor compliance levels on Disclosure and Barring Service checks, and the ability to track and monitor the attendance figures for staff attendance at Safeguarding training. As



discussed above, current systems within the authority including Digigov and supporting HR systems are in place to gather the relevant DBS data. In addition, as noted above, attendance figures for the newly launched e-learning module are now also being gathered. These training figures will be shared with the Board on a quarterly basis to ensure that all relevant staff have undertaken the training.

Current arrangements across the authority as regards what performance data is required for safeguarding is underdeveloped, and previous arrangements to gather some data directly from directorates proved ineffective. The following performance data provides examples that can be provided, but it is envisaged that future progress and annual reports will contain an agreed Performance Dataset across the whole authority:

### **Source of Contact/Referral between Q1 2017/18 and Q3 2018/19**

<b>Source/Quarter</b>	<b>Q1 2017/18</b>	<b>Q2 2017/18</b>	<b>Q3 2017/18</b>	<b>Q4 2017/18</b>	<b>Q1 2018/19</b>	<b>Q2 2018/19</b>	<b>Q3 2018/19</b>
<b>Emergency Duty Team</b>	0	0	101	140	217	265	184
<b>LA Housing Dept. or Housing Association</b>	82	117	81	59	69	74	75
<b>Legal</b>	0	0	11	3	19	5	34
<b>Local Authority's own Social Services Dept.</b>	539	424	268	151	144	121	129
<b>Other Departments of own or other LA</b>	176	297	261	171	181	148	142
<b>School</b>	601	404	768	668	707	430	858
<b>Grand Total</b>	<b>1398</b>	<b>1242</b>	<b>1490</b>	<b>1192</b>	<b>1627</b>	<b>1043</b>	<b>1422</b>

The above figures highlight the source of referrals that have been received from directorates within the authority over the last 15 months. Current figures demonstrate that the majority of the referrals continue to come from what are seen as traditional sources i.e. housing, education/schools and other social services areas. The reasons for this can be noted as primarily twofold; firstly, other directorates remain unaware or unclear of the need to refer, and increased awareness of safeguarding requires action to ensure that all directorates are clear of the need to report cases appropriately, and; secondly, data gathering is currently limited to only capturing the data from specific directorates. This requires changing so that we are able to capture the full range of referral sources. The latter will ensure correct analysis of the referrals and the need to escalate any directorate concerns where required. It is, however, encouraging to note that there are clear referring mechanisms embedded across the authority in the directorates highlighted above.



## Adult Protection and Child Protection Performance:

### Adult Protection Performance Data Q1 2018-19

Number of Contacts and Referrals - Adults	
Total number of adult protection enquiries completed in the year	337
The number of adult protection enquiries completed in the year that were completed within seven days	299
Result	89%

All initial enquiries to the Adult Safeguarding Team should be completed within statutory 7 working days of the receipt of a safeguarding concern. Figures for Q1 onwards have evidenced a drop in the figures and below the 99% target set for the year. As a result, an in depth review has been undertaken and remedial actions undertaken.

### Child Protection Performance Data Q1 2018-19:

Children on the Child Protection Register:

Category of abuse	Under 1	1 - 4	5 - 9	10 - 15	16 - 18	Total
Neglect	6	32	32	42	2	114
Physical abuse	2	3	11	14	2	32
Sexual abuse	1	4	2	3	0	10
Financial abuse	0	0	0	0	0	0
Emotional / psychological abuse	7	28	39	26	1	101
<b>Total</b>	16	67	84	85	5	257

In line with All Wales procedures all children on the Child Protection Register must have one or more category/categories of abuse clearly identified from the list above. The numbers of different categories of abuse above have highlighted the small number of cases which are identified as suffering sexual abuse in comparison to other categories of abuse. National research and wider work within the authority clearly demonstrates that this category is often under-reported, with professionals wary of using the category, or insufficient confirmed evidence to endorse the use of the category. This is an issue that has been highlighted by the Regional Safeguarding Children Board for wider audit of the issue.



## Childrens Services Assessments for Q1 2018-19:

1	Number of children and families who received advice or assistance from the information advice and assistance service during the quarter	167
2	Number of assessments of need for care and support undertaken during the quarter	762
2.1	Of those, the number that led to a care and support plan	60
3	Number of assessments of need for support for young carers undertaken during the quarter	2
3.1	Of those, the number that led to a support plan	0
4	Number of assessments of need for care and support for children undertaken during the quarter whilst in the secure estate	2
4.1	Of those, the number that led to a care and support plan	2

The high number of assessments undertaken during one quarter clearly demonstrates the increasing demand on social service resources to ensure children are safe and supported within the city. As highlighted within Welsh Government legislation and the Council's capital ambition, safeguarding must encompass wider well-being needs of children and adults at risk, in addition to child and adult protection investigations.

## 8. Scrutiny and Assurance

Safeguarding works closely with Internal Audit to agree an appropriate internal audit work programme. In the last year there have been audits of the Regional Safeguarding Board business unit and Corporate Safeguarding. The Corporate Safeguarding Board action plan (Appendix 1) identifies the work required in identifying and undertaking a rolling programme of internal audit systems testing and compliance reviews on the councils safeguarding practices.

In accordance with the Internal Audit Plan, an audit of the corporate safeguarding arrangements was undertaken with the fieldwork commencing in October 2018. The overall purpose of the audit is to provide assurances to senior management that there is a sound system of internal control within the area under review. The objectives of the audit will be to assess the levels to which:

- a) There is effective corporate oversight of safeguarding arrangements.
- b) Directorates have assessed their services for safeguarding risks and opportunities where safeguarding issues may be identified by their services.



- c) Directorates have defined measures and reporting mechanisms in place to contribute to the corporate oversight of safeguarding.

The areas highlighted in the Internal Audit report around systematic policy implementation are addressed in the revised policy and action plan presented alongside this report to Cabinet.

## **9. Evaluation**

To date Corporate Safeguarding Board members have reflected on the Board's operation during the previous years. The following themes have emerged from the discussion.

Members of the Board reflect that, in their opinion, the new Current Corporate Safeguarding Board is significantly more effective than a predecessor Board that was disbanded several years previously. This has been attributed to greater focus and structure in the Board's operation and the appointment of a Cabinet Member as Chair. This leadership is felt to provide a sense of gravitas and raised the profile of the Board significantly.

The key challenge is a perception that some directorates initially found it difficult to understand their role in safeguarding, and this ultimately influenced participation in the safeguarding process. The Board empathises that this has in part been heightened by a context of considerable corporate change and modernisation across the Council, but also highlighted that Corporate Safeguarding needs to be fundamental to those wider changes.

There is now a strong and committed response by the Chair and Directors to address any gaps in these Directorate commitment to the Board and this has resulted in improved engagement. Members of the Board believe that key to the success of the Board will be that when the training, monitoring and governance arrangements are embedded, all employees of the Council will understand their responsibility and what is required of them. The Chair and Board members are more confident that there is now a good platform for ensuring the effective implementation of the improvement Action Plan.

The agreed action plan and a newly formed Directorate Lead Safeguarding Officers forum will provide a firm base for systematically guiding and implementing the work of the Corporate Safeguarding Board.

The 2017/18 work programme concentrated on the continued implementation of a full action plan which met all actions identified in the Wales Audit Office review of Corporate Safeguarding 2015. As noted previously, the action plan covered the 7 key areas identified in the review:



- Corporate leadership
- Corporate policy
- Safer recruitment of staff
- Training and development
- Partners, volunteers and commissioned services
- Systems
- Scrutiny and assurance

## **10. Future work programme**

The 2018-19 work programme will include the following:

1. The Corporate Safeguarding Board will establish and maintain a safeguarding risk register which brings together the safeguarding risks from individual service delivery plans, projects and directorate risk registers
2. Develop a revised Corporate Safeguarding Learning and Development Strategy and accompanying training plan.
3. Tracking, monitoring and reviewing staff uptake of the e-learning Safeguarding training module across all departments within the Council.
4. Implement a performance framework which enables progress and impact to be measured effectively and will inform the Corporate Safeguarding Board and the Council.
5. Implement safeguarding self-evaluation across every directorate to understand fully the effectiveness of Corporate Safeguarding arrangements in every part of the Council.
6. Implement a Communication and Engagement Strategy to ensure that all council staff and elected members have a clear awareness, understanding of, and compliance with the Corporate Safeguarding Policy
7. Review all current safer recruitment policies and protocols within the council, to ensure that all posts recruited to by the authority comply with and adopt a safe and effective recruitment process.
8. The Board to implement and regularly review a revised action plan in line with the DLSO Forum priorities.

## **11. Appendices:**

1. Action Plan
2. Terms of Reference



**CARDIFF COUNCIL**  
**CORPORATE SAFEGUARDING ACTION PLAN**  
**2017-18**

★ Numbers in brackets denote the WAO Review recommendation number

	<b>Action</b>	<b>CCC Action Plan 2016-17</b>	<b>Lead Officer</b>	<b>Timescale</b>	<b>Update</b>
<b>1.</b>	<b>Corporate Leadership</b>				
1.1 (1.3)	The council regularly disseminates and updates information to all staff and stakeholders concerning the appointments of the named person at senior management level who promotes the importance of safeguarding and the welfare of children and adults throughout the organisation		Senior Communications Officer CS sub-group	On-going	Sub –group and Communications team to agree programme of updates on these appointments and CSP and training
1.2. (1.4)	The council regularly tests awareness and understanding of the corporate leadership roles i.e. Lead member for safeguarding and senior manager lead.		Head of Service	On-going	Corporate Safeguarding Policy notes all Heads of Service to ensure this action is undertaken.



1.3	The Council undertakes a communication and engagement plan across the authority for all staff		DLSO Communications Officer	January 2019	Project plan in place to guide and support the process. Overarching logo and poster agreed.
1.4	A council wide Designated Lead Safeguarding Officers (DLSO) Group to be convened to take forward all operational safeguarding actions across the Directorate		Director of Social Services OM Safeguarding	November 2018	Inaugural meeting arranged for the 25 <sup>th</sup> November 2018.
<b>2.</b>	<b>Corporate Policy</b>				
2.1	The Schools Safeguarding Policies is checked to ensure consistency with the council wide policy on safeguarding		Education Safeguarding Officers	May 2018	Education Safeguarding Officers will provide maintained schools with a suite of documents from which Schools will be able to develop their bespoke safeguarding policies. The suite of documents will be sent to maintained schools by 23 <sup>rd</sup> April 2018 and include <ul style="list-style-type: none"> <li>• Estyn pre-inspection framework document</li> <li>• Safeguarding Education Group toolkit</li> <li>• Child Protection guidance document updated April 2018</li> </ul>
2.2	The policy is publicised, promoted and distributed widely	2.2 Develop a communications plan as in 1.3	Sub-group & Senior Communications Officer	January 2019	Operational Managers and sub-group to agree plan in line with Communications team in 1.3 and 1.4



2.3	The policy is reviewed annually or whenever there is a significant change in the organisation or in relevant legislation		Corporate Safeguarding Board	October 2018	Draft updated policy now available and to be taken to full Council in December 2018
2.4 (2.5)	The policy is approved and signed by the Cardiff and Vale Regional Safeguarding Boards		OM Safeguarding Business Manager RSBs	March 2019	CSP to be presented to the Regional Boards on the 21 <sup>st</sup> of March 2019
2.5 (2.7)	All staff, members, volunteers, partners and contractors are required to comply with the policy – there are no exceptions		Operational Manager Procurement and Supplies	On-going	Procurement to ensure that all future contractual arrangements state compliance with the Council's CSP
2.6 (2.8)	The council regularly tests awareness and understanding of the policy		CSB Sub-group	On-going	DLSO group to be convened to identify key auditing, training and review actions required to support the Corporate Safeguarding Board's duties. First meeting of the group in November 2018.
2.7	A corporate Volunteer Policy to be developed to ensure that all volunteer organisations utilised by the council meet agreed council requirements as regards safeguarding issues.		HR	March 2019	
<b>3.</b>	<b>Safer Recruitment of Staff</b>				
3.1 (3.3)	The council ensures that Disclosure and Barring Service checks and compliance with safe recruitment policies cover all services that come into contact with children and adults	1.3 Review effectiveness of DBS arrangements for school governors.	Operational Manager (HR People Partner)	On-going	As in 3.1 & 3.2 above.  All staff registered with Social Care Wales require updated DBS check every three years.



					Letter sent by Director of Social Services concerning DBS checks for school governors to the Chair of the National Safeguarding Board. Further letter sent by the Chair of the CSB December 2017.
<b>4.</b>	<b>Training and Development</b>				
4.1 (4.2)	Safeguarding is included as standard on council wide induction programmes		Academi Training	March 2019	DLSO group to ensure that mandatory Safeguarding awareness to be undertaken by all new staff
4.2 (4.3)	Safeguarding training is mandated and coverage extended to all relevant council service areas	2.2 (ii) Implement agreed training and awareness programme for elected members throughout the year.	Operational Manager Safeguarding Training and Development Officer	On-going annual programme	Elected members training undertaken on the 9 <sup>th</sup> of October 2017 . Additional dates for 2018-19 to be agreed.
4.3 (4.4)	The consequences of not complying with the councils safeguarding policy are made clear to staff and members and linked to the council's disciplinary processes		Operational Manager (HR People Partner)		The Council's Disciplinary Policy contains examples of gross misconduct which may cover this action, but requires improvement to ensure that a specific reference is included in the policy as regards safeguarding concerns.
<b>5.</b>	<b>Partners, Volunteers and commissioned Services</b>				
5.1	There is a process of engagement, where appropriate, with partners on safeguarding issues to ensure common		Corporate Safeguarding Board	January 2019	DLSO group to identify and agree the process and to also identify the key partners this action refers to.



	agreements, mutual learning and development of good practice				
5.2	The council has written minimum standards for safeguarding for working with partners, volunteers and contractors		Strategy and Development Manager Commissioning and Procurement Services	March 2019	
5.3	The council requires safe recruitment practices by partners, volunteers and contractors who provide services commissioned and/or used by the council		Strategy and Development Manager Commissioning and Procurement Services	March 2019	
5.4	The council requires relevant staff in partner organisations who are commissioned to work for the council in delivering services to children, young people and adults to undertake safeguarding training		Strategy and Development Manager Commissioning and Procurement Services	March 2019	
<b>6.</b>	<b>Systems</b>				
6.1	There is an integrated council wide system to record and monitor compliance levels on Disclosure and Barring Service checks		Operational Manager (HR People Partner)	On-going	Digigov and supporting HR systems in place to gather this data
6.2	The council can identify, track and monitor compliance with attendance safeguarding training in all council	1.2 Finalise the corporate safeguarding	Operational Manager Improvement and Information	On-going	Data to be gathered ¼erly and fed back to the CSB



	departments, elected members, schools, governors and volunteers	performance monitoring framework			
<b>7.</b>	<b>Scrutiny and assurance</b>				
7.1	<p>The council regularly reports safeguarding issues and assurances to Scrutiny Committee(s) against a balanced and council wide set of performance information. This covers:</p> <ul style="list-style-type: none"> <li>• benchmarking and comparisons with others</li> <li>• conclusions of internal and external audit/inspection reviews</li> <li>• relevant service based performance data</li> <li>• key personnel data such as safeguarding training, and DBS recruitment checks</li> <li>• the performance of contractors, partners, volunteers and commissioned services on compliance with council safeguarding responsibilities</li> </ul>	3.2 Collect data to report against the new corporate safeguarding indicators.	Operational Manager Improvement and Information	On-going	
7.2	Risks associated with safeguarding are considered at both a corporate and service level in developing and agreeing		Director Social Services OM Safeguarding	On-going	Agreed at CSB October 2018 that Safeguarding Risk Register is adopted across all Directorates.



	risk management plans across the council. The Corporate Safeguarding Board establishes and maintains a safeguarding risk register that brings together the safeguarding risks from individual service delivery plans, projects and directorate risk registers				
7.3	A rolling programme of internal audit systems testing and compliance reviews are undertaken on the councils safeguarding practices	<p>3.1 Roll out of the Directorates' Safeguarding Information Return.</p> <p>3.3. Agree corporate safeguarding audit programme.</p> <p>3.4 Audit compliance with the new Directorates' Safeguarding Information Return.</p>	<p>Operational Manager Improvement and Information</p> <p>Principal Auditor</p> <p>Principal Auditor</p>	January 2019	In accordance with the Internal Audit Plan, an audit of the corporate safeguarding arrangements is being undertaken with the fieldwork commencing in October 2018.



## CORPORATE SAFEGUARDING BOARD - TERMS OF REFERENCE JULY 2018

### OVERALL PURPOSE

The Corporate Safeguarding Board (CSB) will:

1. Ensure the compliance of all Council Directorates with key safeguarding requirements in relation to children and adults.
2. Ensure that all directorates within the council are aware of their contribution to keeping children, young people and adults at risk safe and free from harm or abuse.
3. Agree, implement and review clear actions for the group within a ratified annual action plan.
4. Support the Statutory Director of Social Services in the discharge of his/her wider safeguarding duties.
5. Review and develop relevant corporate safeguarding standards and policy.
6. Support HR in the delivery of a robust Safer Recruitment process to include key vetting and barring requirements and workforce development.
7. Provide an Annual Corporate Safeguarding Report, setting out the performance of all Directorates, in relation to vetting and barring, staff safeguarding training, and the operation of front-line services in terms of their effectiveness in identifying and referring safeguarding concerns.
8. To identify clear areas of safeguarding risk, and agree how the risks will be managed within the authority and by whom.
9. Review and develop appropriate corporate safeguarding performance measures.
10. Ensure that Safeguarding training is promoted and mandated across all Directorates within the authority.
11. Advise the Head of the Paid Service and recommend relevant action in relation to corporate safeguarding standards and policy.
12. Promote effective cross Directorate safeguarding practice particularly in terms of information sharing and data collection, front-line operational awareness, staff training and wider partnership engagement. Receive and consider recommendations and learning from Child / Adult Practice / Domestic Homicide Reviews.



## MEMBERSHIP

Members will include the Director of Social Services; the Monitoring Officer, or senior nominee; the Operational Manager for Safeguarding and Independent Review; a relevant Operational Manager for each Directorate; Operational Manager for Improvement and Information who will also represent the SIRO; a lead officer from ICT; a Senior Auditor.

## CHAIRING

The Board will be chaired by the relevant nominated Cabinet member.

## FREQUENCY OF MEETINGS

The Board will meet quarterly.



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My Ref: Scrutiny/Correspondence/Cllr McGarry

15 January 2019

Councillor Chris Weaver  
Cabinet Member for Finance & Modernisation and Chair of the  
Corporate Safeguarding Board  
County Hall  
Cardiff  
CF10 4UW



Dear Chris,

**COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE – 9 JANUARY 2019  
– SAFEGUARING POLICY REVIEW AND PROGRESS REPORT**

As Chair of the Community & Adult Services Scrutiny Committee, I wish to thank you and officers for attending Committee and providing Members with an opportunity to consider the draft proposals in relation to Safeguarding Policy Review and Progress Report, prior to its consideration by Cabinet on the 24<sup>th</sup> January 2019. Members of the Committee have requested that I feed back the following comments and observations to you.

The Committee considered the Cabinet Proposal and concluded that it supports the proposals and commends the report to Cabinet. Other issues raised by Members included:

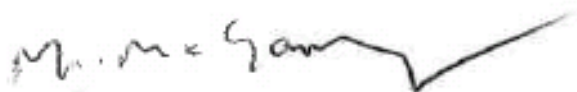
- Members noted that the Social Services and Well-being Act had brought about significant changes in legislative terms, including strengthening the position regarding vulnerable adults and the duty to report. Members acknowledged that there had been increased recognition that Safeguarding needed to be strengthened; there had been serious incidents that had occurred nationally and incremental escalation over many years; and the Act consolidated all previous legislation and made the position regarding Safeguarding clear.
- Members were assured, by responses from yourself and officers, that Safeguarding has been given the recognition and priority required and that you had stated that you are committed to ensuring that this remains the case, particularly in terms of ensuring the sustainability and effective operation of the Corporate Safeguarding Board.



- Members were concerned with issues relating to ensuring that incidents were reported and recorded centrally within the Council as this had not been the information provided to them previously. Members noted, from the report, that there was a recognition for everyone to fully understand their duty to report, so would recommend, as a matter of priority, an audit of sources of referrals and also work with Communications to generate further publicity, across the Council and schools, about it being everyone's duty to report, and who they should report to.
- At the meeting, Members asked whether there was a central database where all referrals were recorded and, if so, how this was managed. Members noted that, currently, a spreadsheet of referrals is in operation, but would recommend that a system that is fit for purpose is introduced as a matter of priority.
- At the meeting, Members were advised that Audit Committee had proved very useful in this area and would strongly urge that you and officers continue to work with Scrutiny on this issue to assist you in your work.

Thank you again to you and officers for attending. I hope you find the Committee's comments useful. I do not require a response to this letter.

Yours sincerely,



**COUNTY COUNCILLOR MARY M<sup>c</sup>GARRY**

**Chairperson - Community & Adult Services Scrutiny Committee**

Cc: Claire Marchant (Director of Social Services)  
Alys Jones (Operational Manager, Safeguarding)  
Cabinet Support Office



My Ref: Scrutiny/CYP/MJH

Date: 16 January 2019



Councillor Chris Weaver  
Cabinet Member for Corporate Services and Performance  
County Hall  
Cardiff  
CF10 4UW

Dear Chris

Thank you for attending the Children and Young People Scrutiny Committee on 15 January 2019 to provide the opening statement on the draft **Cabinet report on the Safeguarding Progress Report and Policy Review**. The Committee would also like me to thank Claire Marchant, Director of Social Services and Alys Jones, Operational Manager, Safeguarding.

The Committee was very happy with the progress that the Directorate had made over the past 18 months and welcomed the commitment to bring future reports to this Committee on an annual basis. In addition the Committee was pleased to see that the Corporate Safeguarding Policy had been revised and strengthened. As such the Committee agreed to **Commend the reports to Cabinet**.

The Members acknowledged that the safeguarding of children and adults is every bodies business and as such the Policy will cover not only the Council workforce and Elected Members, but also partner organisations.

During the way forward at the end of the meeting the Members wished to recommend that:

- The raising awareness and training should be extended to all Cardiff's schools, both pupils; and staff.
- A progress briefing paper be provided to the Committee, on the level of compliance of the safeguarding training across the Council, in the summer.



Finally I would like to thank the Officers for all their hard work and dedication in ensuring that children and adults are safeguarded, as such this letter does not require a formal response.

Yours sincerely

A handwritten signature in black ink, appearing to be 'L. BRIDGEMAN', written on a light-colored background.

**COUNTY COUNCILLOR LEE BRIDGEMAN**  
**Chair – Children and Young People Scrutiny Committee**

Cc

Claire Marchant, Director of Social Services

Alys Jones, Operational Manager, Safeguarding

Jo Watkins, Cabinet Office Business Manager



**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 24 JANUARY 2019**

**CORPORATE SAFEGUARDING BOARD POLICY**

**FINANCE, MODERNISATION & PERFORMANCE (COUNCILLOR  
CHIRS WEAVER)**

**AGENDA ITEM: 6**

**Reason for this Report**

1. The purpose of this report is to recommend Cabinet approval of Cardiff Council's Corporate Safeguarding Policy "Safeguarding People in Cardiff".

**Background**

2. Corporate Safeguarding is the activity required by all Council directorates to effectively protect the health, wellbeing and human rights of children and adults at risk so that they are able to live free from harm, abuse and neglect. In accordance with legislative requirements set out in the Social Services and Well-being (Wales) Act (2014) (SSWBA).
3. Safeguarding is everybody's business and the SSWBA imposes a duty on local authorities, all Members and employees, and other statutory partners to report all safeguarding concerns to relevant safeguarding departments. This is known as the duty to report. In order to effectively implement these duties and activities, the council must ensure that all staff are compliant with, and fully understand their duties under the SSWBA.
4. In November 2017, the Corporate Safeguarding Board (CSB) published its first Corporate Safeguarding Policy (CSP). The policy covers the work of all Council services staff, members, volunteers, partners and contractors. The CSB action plan requires, the CSP to be reviewed annually, and in line with this, a new and revised policy is attached. The revised policy aims to strengthen and widen the scope and activity of the local authority to meet all of its safeguarding functions. It aims to make clear the roles and responsibilities of officers and Members, and establish governance arrangements to support effective discharge of safeguarding responsibilities.
5. The policy incorporates the council's statutory duties in respect of Modern Day Slavery as required by the Modern Day Slavery Act (2015). The Council was the first signatory to the Welsh Government's



Code of Practice: Ethical Procurement in Supply Chain, which includes a commitment to produce an annual Modern Slavery Statement. The Council has incorporated its Modern Slavery Statement into its Corporate Safeguarding Policy in recognition of the interconnections between safeguarding and modern day slavery. There is also operational alignment.

6. The CSP is a 3 year policy but will be reviewed annually, and revised as required.

### **Issues**

7. The inaugural CSP required strengthening and further development to fully set out all aspects of corporate safeguarding and clarify roles and responsibilities.

### **Reason for Recommendations**

8. To comply with the action stated in the CSB 2017/18 plan which requires the CSP to be reviewed annually.
9. To strengthen and widen the scope of the policy and activity of the Council directorate's to meet all of its safeguarding functions.
10. To comply fully with the requirements of the Social Services and Well-being (Wales) Act 2014.

### **Scrutiny Consideration**

11. This issue was considered by Community & Adult Services Scrutiny Committee on 9 January 2019 and the Children and Young People's Scrutiny Committee on 15 January 2019. The letter from the Chair of Community & Adult Services Scrutiny Committee is attached as Appendix C. The letter from the Chair of the Committee is attached at Appendix D.

### **Financial Implications**

12. The CSP covers the whole Council workforce (including Elected Members). The costs associated with the workforce carrying out their duties in conformance to this policy will be contained within the respective directorate budgets. In the event of identifying any unbudgeted costs to carry out any action that is needed in order to conform with the policy then the funding budget needs to be identified before committing to the spend.

### **Legal Implications**

13. There are no legal implications arising directly from this report.



## **HR Implications**

14. There are a number of requirements of employees outlined in the progress report and there will need to be clear communication of what those requirements are. In addition, it is identified that a review is to take place with regards to safer recruitment practices and this will need to be done in conjunction with HR.

## **RECOMMENDATIONS**

Cabinet is recommended to approve the Cardiff Council Corporate Safeguarding Policy (2018-2021), including the Council's Modern Slavery Statement.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>CLAIRE MARCHANT</b> <b>DIRECTOR SOCIAL SERVICES</b>
	18 January 2019

*The following appendices are attached:*

- Appendix A – Cardiff Council Corporate Safeguarding Policy (2018-2021)  
Appendix B – Modern Slavery Statement (1 April 2019 to 31 March 2020)  
Appendix C – Letter from Chair of Community & Adult Services Scrutiny Committee  
Appendix D – Letter from Chair of Children & Young People's Scrutiny Committee



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# Safeguarding People in Cardiff

CARDIFF COUNCIL  
CORPORATE SAFEGUARDING POLICY  
2018-2021



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## **1. INTRODUCTION**

**Safeguarding children and adults at risk from abuse is everybody's responsibility.**

Safeguarding is the process of ensuring that across Cardiff:

- Every child and adult, regardless of their background, culture, age, disability, gender, ethnicity or religious belief, has a right to participate in a safe society without any actual or threatened violence, fear, abuse, bullying or discrimination.
- Every child and adult has the right to be protected from harm, exploitation and abuse.

Cardiff Council (the Council) is committed to ensuring that people living in Cardiff are safe and protected and that its statutory duties to safeguard and protect children, young people and adults at risk are discharged effectively.

For the purposes of this policy, children and young people are defined as anyone who has not yet reached their 18th birthday. This does not exclude a young person who is 16 years of age in Further Education, or a member of the Armed Forces, in hospital, in a young offender's institution, or in prison. This policy applies to all children.

An adult at risk is defined as an adult who is experiencing, or who is at risk of, abuse or neglect, has needs for care and support (whether or not the Council is meeting any of those needs), and as a result of those needs is unable to protect himself or herself against the abuse or neglect or the risk of it.

The Council's workforce shares a responsibility, both collectively and individually, to ensure that children and adults at risk are protected from harm. Council employees, Elected Members, volunteers and contractors who come into contact with children or adults at risk in the course of their duties are expected to understand their responsibility and where necessary take action to safeguard and promote the welfare of vulnerable people.

## **2. SCOPE**

For the purposes of this policy 'workforce' is defined as those engaged by the Council, including permanent and temporary employees, students, volunteers, workers employed by employment agencies, contractors and consultants.

The policy covers the whole workforce and Elected Members, and whilst all have varied levels of contact with children, young people and adults at risk everybody should be aware of potential indicators of neglect and abuse and be clear about what to do if they have concerns.

## **3. OBJECTIVES**



The policy provides a framework which ensures that the who Council workforce are clear on their obligations to safeguard children and adults at risk, and ensures that all policies and practices within the Council are consistent and in line with stated values, which must underpin all work with children, young people and adults at risk.

The intention of this policy is to support good governance, promote good practice and enables services to be delivered in a way that ensures children, young people and adults at risk are safe from harm and are able to fulfil their potential and live the lives they want to live.

This policy is intended to be enabling; to ensure that all parts of the Council understand how to put effective safeguards in place. This is a policy for a positive, preventative and proactive approach to safeguarding. To be effective, the policy must be owned and implemented across the Council and promoted in wider communities. The policy is intended as an enabler of a positive culture of proactively identifying, mitigating, managing and removing risks to safety, whilst ensuing decisive and timely action to address serious concerns.

The policy will be underpinned by the self-assessment process and tool as the core control for overseeing the safeguarding processes. It will be applied across all Directorates to ensure that all safeguarding matters and concerns are reported on, and monitored, to ensure effective action planning and improvements are put in place.

#### **4. PRINCIPLES OF THE POLICY**

This policy is underpinned by the Council's vision to build sustainable and resilient communities and the 7 wellbeing objectives:

- Cardiff is a great place to grow up
- Cardiff is a great place to grow older
- Supporting people out of poverty
- Safe, Confident and Empowered Communities
- A Capital City that Works for Wales
- Cardiff Grows in a Resilient Way
- Modernising and Integrating Our Public Service

There is an expectation that all of the workforce, Elected Members and partners share an objective to help keep children, young people and adults at risk safe by contributing to:

- Creating and maintaining a safe environment
- Identifying where there are concerns and taking action to address them in partnership with other agencies
- Prevent unsuitable people from working with children, young people and adults at risk
- Ensure the whole workforce understands safeguarding and their accountabilities and responsibilities
- Promote safe practice and challenge poor and unsafe practice

The policy sets out a preventive approach which ensures safeguards are proactively



put in place to prevent abuse and neglect occurring

The Council requires a competent workforce who are able to identify instances in which there are grounds for concern about the welfare of a child or adult at risk and initiate or take appropriate action to keep them safe.

The policy requires effective partnership working between all those involved with children, young people and adults at risk.

## **5. LEGISLATIVE CONTEXT**

The Council is committed to the 1945 Declaration of Human Rights, the UN Convention on the Rights of a Child, as well as the United Nation's Principals for Older People.

The Care Quality Commission (2014) defined Safeguarding as "protecting individual's health, wellbeing and human rights, and enabling them to live free from harm, abuse and neglect."

The Social Services and Well-being (Wales) Act (2014) (SSWBA) built on safeguarding practice in Wales to ensure that people are able to live their lives to the full. The act contains an overarching duty to promote the well-being of people who need care and support together with an emphasis on shared responsibility and partnership working.

"Whilst the Council is the organisation in making enquiries to identify whether an individual is at risk of harm, or abuse, and co-ordinating a response it should be clear that safeguarding is everyone's business and to this end this responsibility cannot be achieved in isolation and without clear and accountable leadership." (Social Services and Wellbeing Act (Wales) 2014 (SSWBA))

In the SSWBA, well-being is defined through eight aspects, one of which is protection from abuse and neglect. In relation to a child, well-being also includes their physical, intellectual, emotional, social and behavioural development; and their welfare (ensuring they are kept safe from harm).

**Appendix 1** gives further related legislation, policy and guidance and key contacts within the Council.

## **6. GOVERNANCE ARRANGEMENTS**

(a) Regional Safeguarding Boards

The **Cardiff and Vale Regional Safeguarding Adults Board (C&VRSAB)** has the statutory responsibility to provide the strategic leadership of safeguarding adults at risk and the promotion of their well-being, as enshrined in the SSWBA and accompanying guidance, 'Working Together to Safeguard People Volume 1'. The **C&VRSAB** purpose is to lead, co-ordinate and ensure the effectiveness of multi-



agency safeguarding adult practice in the region. Cardiff Council is accountable to the **C&VRSAB** as a key statutory partner and as such must contribute fully to the work streams of the Board, and ensure good alignment with the Council's work programmes.

The **Cardiff and Vale Regional Safeguarding Children Board (C&VRSCB)** has the statutory responsibility to provide the strategic lead in the region in relation to the safeguarding of children and promotion of their welfare, as enshrined in the Children Act (2004) and the SSWBA and accompanying guidance, 'Working Together to Safeguard People Volume 1. The **C&VRSCB** purpose is to lead, co-ordinate and ensure the effectiveness of multi-agency safeguarding children practice in the region. Cardiff Council is accountable to the **C&VRSCB** as a key statutory partner and as such must contribute fully to the work streams of the Board, and ensure good alignment with the Council's work programmes.

The **Violence Against Women, Domestic Abuse and Sexual Violence (VAWDASV) Regional Board** was established as a statutory requirement of the VAWDASV Act 2015 in order to strategically lead the implementation of the Act in the region.

Cardiff Council is a key statutory partner on the Board and contributes fully to its work streams and ensures good alignment between the Board and the Council's work programmes.

#### (b) Statutory Director of Social Services

The Statutory Director of Social Services has legal accountability for ensuring the Council has appropriate safeguarding measures in place to protect children, young people and adults at risk. The Director is responsible for reporting the effectiveness of these arrangements on a corporate level to the Chief Executive, Senior Management Team, Cabinet, Council and the Corporate Safeguarding Board (CSB).

The Director of Social Services is the point of contact for all other Directors to report serious safeguarding concerns which may occur in their service area. The Director of Social Services is responsible for ensuring appropriate action is taken including reporting to the Chief Executive and Lead Cabinet Member as necessary.

#### (c) The Chief Executive

The Chief Executive has overall responsibility for ensuring arrangements for safeguarding of children and adults at risk are effective across the Council. The Chief Executive is responsible for developing effective governance arrangements and ensuring there is a safeguarding policy in place.

Through one to one meetings with the Director of Social Services, the Chief Executive is kept informed of relevant safeguarding issues.



(d) The Leader

The Leader of the Council is overall responsible for providing political leadership to ensure the Council fulfils its duties and responsibilities for safeguarding.

(e) Cabinet Members

Cabinet Member for Finance, Modernisation and Consultation is Chair of the Corporate Safeguarding Board and the cabinet member with overall responsibility for the effectiveness of Corporate Safeguarding.

The Cabinet Member for Finance, Modernisation and Consultation will have regular one to one meetings with the Director of Social Services and be kept informed and updated on progress with regard Corporate Safeguarding.

The Cabinet Member for Social Care, Health and Well-being is the cabinet member responsible for the protection of adults at risk. The Cabinet Member for Children and Families is the cabinet member responsible for child protection.

The Director of Social Services will brief these cabinet members on the effectiveness of adult protection/child protection arrangements and sensitive cases which may become the subject of an adult practice or child practice review, or may otherwise become a matter of public interest.

(f) Directors

Directors are responsible for ensuring and assuring the effectiveness of safeguarding arrangements within their service area.

Directors are responsible for reporting any serious safeguarding concerns that may arise in their service area to the Director of Social Services. Directors will brief their respective Cabinet Members on any safeguarding issues and on the general effectiveness of safeguarding arrangements.

Directors are responsible for ensuring the workforce within their Directorates are appropriately trained to identify and respond to safeguarding concerns.

Directors are responsible for ensuring that they have safeguarding operational procedures in place and Safeguarding Self Evaluation Audits are undertaken for the relevant service areas within their Directorate.

Directors are required to report to the Corporate Safeguarding Board on safeguarding risks in their service area and the effectiveness of their directorate safeguarding arrangements.

(g) Assistant Director of Children's Services and Assistant Director of Adult Services

The Assistant Directors ensure the Director of Social Services is informed of any safeguarding issues in their one to one meetings and ensure that any serious



concerns are raised immediately.

The Director of Social Services and Assistant Directors of Services represent the Council on the Cardiff and Vale of Glamorgan Regional Safeguarding Children Board (C&VRSCB) and the Cardiff and Vale of Glamorgan Regional Safeguarding Adult Board (C&VRSAB) and are responsible for ensuring appropriate representation on any respective Sub Groups. The Assistant Directors will brief the Director of Social Services, the Senior Management Team, Scrutiny Committees, Cabinet, Council and Corporate Safeguarding Board on Child or Adult Practice Reviews and the resultant action plans.

#### (h) Operational Manager Safeguarding

The Operational Manager Safeguarding has operational and strategic management responsibility for the Safeguarding and Quality Assurance Unit which works across the Council to provide assurance and support to corporate safeguarding and operationally leads child protection and adult safeguarding processes.

## **7. ROLES AND RESPONSIBILITIES**

#### (a) Elected Members

All Elected Members must familiarise themselves with this Policy, access training on their responsibilities and seek advice from the Director of Social Services if they are unclear about their responsibility for safeguarding. The Corporate Safeguarding Policy will be communicated as part of the mandatory induction programme for all new Elected Members. Elected Members duties will be keep children, young people and adults who are at risk, safe by:

- Ensuring that everyone understands their safeguarding accountabilities and responsibilities;
- Contributing to the creation and maintenance of a safe environment;
- Promoting safe practice and challenging poor or unsafe practice;
- Identifying where there are concerns and taking appropriate action to address them

#### (b) The Community & Adult Services Scrutiny Committee, and the Children & Young People Scrutiny Committee

The role of the Scrutiny Committees is to review and scrutinise decisions and make reports or recommendations in connection with the discharge of any of the Council's functions whether by the Cabinet or another part of the Council. The role is to provide



constructive challenge to the Council about its safeguarding activity in an impartial and independent manner.

(c) All Staff

Every service area of the Council has a role to play and must take full ownership of their safeguarding responsibilities. The Council expects every member of the workforce to take all reasonable steps to ensure the safety of any child or adult at risk involved in Council activity.

Managers must proactively analyse where risks to safeguarding are most likely to arise in their particular service(s) and ensure they have appropriate operational procedures and supporting systems in place to manage these well. They are accountable for understanding the training needs of their workforce and ensuring there are appropriate operational arrangements for people to access the right training.

Any person responsible for, or working with, children or adults at risk in any capacity, whether paid or unpaid, has a duty of care towards them both legally and contractually and as a responsible moral citizen. This includes a duty to behave in a manner that does not threaten, harm or put people at risk of harm from others.

All parts of the workforce have a responsibility to conduct themselves in their private lives in a manner that does not compromise their position in the workplace or call into question their suitability to work with children or adults at risk.

All members of the workforce should:

- Be alert to the possibility of harm, abuse and neglect whether this is in the workplace during working hours or in areas of their private and public lives.
- Participate in relevant safeguarding training and multi-agency working to safeguard children and adults at risk.
- Be familiar with local procedures and protocols for safeguarding and follow the Council's Code of Conduct and other professional codes.
- Report any concerns about the safety or welfare of a child or adult at risk.

Everybody working for or on behalf of the Council has a duty to report any concerns they may have for the welfare and/or protection of children and adults at risk. The duty to report is a legal requirement and failure to report appropriately will be considered a serious matter under the Council's personnel policies. (See Appendix 2 for how to make a referral and Appendix 1 for contact information).

Each Directorate will have Directorate Safeguarding Lead Officers (DSLO) responsible for safeguarding. Appendix 3 sets out the roles and responsibilities of DSLOs. The DSLOs will work and liaise with the Safeguarding and Quality Assurance Unit to deal with any safeguarding concerns about a child or adult at risk including allegations against members of staff. The DSLOs will be expected to



attend quarterly safeguarding forums with the Director of Social Services to support them in the discharge of their responsibilities.

(d) Safeguarding Unit

The Council's Safeguarding Unit provides safeguarding support to all service areas and settings in Cardiff covered by this policy. This is alongside the unit's operational role in respect of statutory adult and child protection.

The Unit will support, challenge and hold to account all directorates, schools, service areas and partner agencies in respect of their safeguarding practices in the following ways:

- Facilitate directorates, service areas, schools and partner agencies to undertake an annual audit of safeguarding arrangements.
- Undertake regular review meetings / visits to Directorate Management Teams and other settings to discuss safeguarding procedures and practices
- Provide support and challenge to directorates regarding their safeguarding arrangements
- Provide professional advice and consultation regarding safeguarding or child / adult protection issues
- Support the Corporate Safeguarding Board in delivering its activity programme
- Support the Corporate Safeguarding Board in implementing a quality assurance framework for safeguarding
- Support the development of a Corporate Safeguarding Forum for all DSLOs to support them in the effective discharge of their duties
- Work with HR People Services in relation to safe recruitment and HR Practices and the development of a training plan
- Provide safeguarding training across the Council to support services in meeting their training requirements
- Follow up any allegations against professionals in partnership with others.

(e) Assistant Directors

All Assistant Directors are responsible, through their Departmental Management Teams (DMTs) for ensuring that the workforce is aware of the Corporate



Safeguarding Policy and that the annual self-evaluation is undertaken and actions addressed.

All Assistant Directors must ensure that safe recruitment practices are adopted particularly in relation to reference checks and where relevant, checks through the Disclosure and Barring Service (DBS). They should ensure the workforce are trained to the appropriate level.

All Assistant Directors must report any safeguarding concerns.

(f) Directorate Lead Safeguarding Officers (Operational Managers)

All Operational Managers (1 & 2 level) are mandatory 'Directorate Lead Safeguarding Officers' (DLSO) and will deal with all children and adult safeguarding issues that arise in their service area. Each service must ensure that all staff within their departments are notified of all DLSOs across the service and how to contact them. The DLSOs are responsible for:

- acting as an overarching and key source of advice and support for other staff in their Service regarding safeguarding concerns; this will support and guide staff to make onward referrals where appropriate or to deal with any urgent or immediate issues they encounter in the course of their work;
- being familiar with the Council's Corporate Safeguarding Policy ensuring that there are effective internal procedures to deal with concerns within the service by working closely with Social Services to achieve this;
- representing their service on the Council's Corporate Safeguarding Forum;
- attending the relevant training for 'Directorate Lead Safeguarding Officers';
- ensuring staff within their area have had the relevant information/training;
- reminding staff via team meetings, circulars etc. that any member of staff with concerns regarding the behaviour of a colleague towards children or an adult should contact the DLSO within the service immediately;
- ensuring the safeguarding responsibilities are highlighted during the induction process, team meetings, supervision sessions, PPDR process and staff briefings.
- delegating their Safeguarding duties and responsibilities to an appropriate officer within their department to undertake the role on their behalf

(g) Line Managers and Supervisors

Every line manager / supervisor is responsible for ensuring that the workforce for whom they are responsible (including agency, consultants and volunteers) receive



the training they need, proportionate to their role and responsibilities.

(h) Contractors, Sub Contractors or organisations funded by the Council

All contractors, sub-contractors or other organisations funded by the Council are responsible for arranging checks through the safe recruitment process and for ensuring that staff comply with regulatory and contractual arrangements relating to their safeguarding responsibilities. All contractors, sub-contractors and other organisations are responsible for informing relevant Managers within the Council of any safeguarding concerns they may have.

(i) Agency Workers

The Council requires all Employment Agencies to undertake the relevant safe recruitment checks and references on any staff members offered employment / placements within the Council. However, it is the responsibility of the Directorate/ line manager to draw the Agency Workers attention to the Corporate Safeguarding Policy as part of their induction process.

## **8. QUALITY ASSURANCE**

a) Reporting and Monitoring

The Council has an effective governance framework supported by a performance reporting system that is transparent, on line and capable of providing information for challenging scrutiny by Officers, Elected Members and Regulators.

At a corporate level, the responsibility for monitoring the effectiveness of safeguarding arrangements across the Council is delegated to the Corporate Safeguarding Board. Terms of Reference for the Corporate Safeguarding Board can be found at **Appendix 4**.

The Corporate Safeguarding Board will produce a report at least annually for Senior Management Team, Cabinet and Scrutiny. This report will provide an overview of the Council's safeguarding performance. This will provide an opportunity for Elected Members to scrutinise and challenge the work of the Corporate Safeguarding Board.

A clear line of sight on reporting of safeguarding performance is also available through Directorate Improvement Plans (DIPs) which are subject to scrutiny by the Leader of the Council, Cabinet Member, Chief Executive, Senior Management Team and the Policy and Performance Unit. Safeguarding information pertinent to the service area must be included in all DIPs.

Observations of Cabinet, Scrutiny, Internal Audit and external regulators will steer and influence the priorities of the Corporate Safeguarding Board.

All reports prepared for Members will include a section and explanation to any safeguarding implications in the same way as Finance and Legal.

The Director of Social Services will ensure the activities of the regional boards will



be reported to Cabinet on a formal, regular basis.

The Senior Management Team (SMT) Meetings will have safeguarding as a regular agenda item and will be a forum to raise awareness about safeguarding and to cascade information.

Departmental Management Team meetings (DMT) will have safeguarding as a regular item on their agenda and will escalate risks, issues and training needs to the relevant DSLOs.

Every Service in the Council will report on their safeguarding guidelines to the Corporate Safeguarding Board through their Directors.

#### b) Safeguarding Self- Evaluation Audit Framework

The Self- Evaluation audit tool (See Appendix 5) will be used to review and analyse compliance with the Safeguarding Policy by all DMTs, schools and other settings working with children, young people and adults at risk. The audit will be undertaken on an annual basis and information gathered will be used to improve safeguarding for children, young people and adults at risk.

The audit tool is based on legislation and is set out in sections which require service areas to critically consider their own practice, procedures, systems and culture. The tool includes a safeguarding action plan which enables the service area to establish a programme of activity to address any improvements indicated through the self-evaluation. Different Directorates, dependent on the service they deliver will have greater or lesser detail within specific self-evaluation documents. The Safeguarding Unit will provide support and follow up review, to services in completing and delivering their self-evaluations.

The tool is an important mechanism in the safeguarding of children, young people and adults at risk.

#### c) Internal Audit / External Regulators

Internal Audit will consider reviewing safeguarding on a cyclical basis in accordance with their normal planning and risk assessment process along with all other services of the Council which could be subject to an audit review.

### **9. SAFE WORKFORCE**

#### a) Recruitment, selection and management of the workforce

The Council will implement safe recruitment and employment standards in accordance with Safeguarding Children Board and Adult Safeguarding Board regional guidance and as set out in the Cardiff Recruitment and Selection Policy and Guidance.



The Council's Disciplinary Procedures set out what action will be taken against any member of the workforce who does not comply with the Council's policies and procedures, including those in place to safeguard and promote the well-being of children and adults at risk.

To promote safe recruitment and HR practices the Council will:

- Ensure that the safe recruitment policy is applied equally to the volunteer and our payroll workforce
- Review its recruitment and selection procedures regularly and will carry out regular auditing on safe recruitment practices for the whole workforce
- Ensure that managers responsible for recruitment receive safe recruitment training which is updated on a regular basis
- Ensure that safe recruitment procedures are made accessible to and used by all managers
- Ensure that safe recruitment standards are applied and monitored within the contractual arrangements in services that are commissioned by the Council or supported through grants.
- Monitor staff compliance with its policies for safeguarding and promoting the welfare of children, young people and adults at risk through training and auditing of HR processes

#### b) Whistleblowing

Whistleblowing is defined as:

‘The disclosure by a member of staff or professional of confidential information which relates to some danger, fraud or other illegal or unethical conduct connected with the work place, be it of the employer or his/her fellow employees’ (Public Concern at Work Guidelines 1997).

The Council has an agreed [Whistleblowing Policy \(1.C.015\)](#) which refers to the reporting, by any member of the workforce, of suspected misconduct, illegal acts or failure to act within the Council. The whistleblowing policy can be used for confidential reporting of any abusive, inappropriate or unprofessional behaviour against any children, young people or adults at risk, or any conduct that breaches criminal law or statute; compromise health and safety, breaches accepted professional code of conduct, or otherwise falls below established standards of practice in relation to children, young people or adults at risk.

The Council expects the highest standards of conduct from the workforce, and encourages the workforce and others with serious concerns about any aspect of the Council's work to come forward and voice those concerns in a safe environment. The Whistleblowing policy enables members of the workforce to raise concerns at



an early stage and in the correct way.

The Policy explains:

- The types of issues/disclosures that can be raised
- How the person raising a concern will be protected from victimisation and harassment
- How to raise a concern
- What the Council will do.

c) Allegations against Adults who work with Children, Young People or Adults at Risk

It is essential that all allegations of abuse are dealt with fairly, quickly and consistently, providing effective protection for the child or adult at risk while supporting the person who is the subject of the allegation. Allegations should be dealt with in line with the All Wales Child Protection Procedures 2008, Regional Safeguarding Board Guidelines and All Wales Interim Policy and Procedures for the Protection of Vulnerable Adult's.

Referral forms can be found for Adults and Children at:

[www.cardiffandvalersb.co.uk](http://www.cardiffandvalersb.co.uk)

Child/ Adult Protection enquiries take priority over disciplinary investigations and determine whether investigations can be carried out concurrently.

The sharing of information about an allegation must be handled sensitively and must be restricted to those who have a need to know in order to:

- Protect children/ adults at risk
- Facilitate enquiries, or
- Manage disciplinary / complaints aspects

Information about the child / adult at risk must not be shared with an individual against whom the allegation was made or anyone representing them.

On the completion of Police and Social Services investigations, if formal disciplinary action is not required, appropriate action should be taken as soon as practicable.

Any member of the Cardiff Council workforce or employee of a contractor or sub-contractor who believes that allegations or suspicions are not being investigated properly has a responsibility to escalate their concern to a higher level within the Council or via the Council Whistleblowing Policy – See above.

d) Training

All members of the workforce, whether permanent or temporary, Elected Members



and volunteers who work with children and adults at risk in Cardiff will be given access to this policy and the name and contact details of the DSLO as part of their induction when they commence work.

All of the workforce will be expected to undertake the e-learning safeguarding training module and any other training relevant to the position that they hold and to renew their qualifications to the highest level. Workers without access to electronic systems will receive face to face training within team meetings and other appropriate venues.

All members of the workforce are responsible for their own Continuous Professional Development and to ensure that their safeguarding training is current and up to date. The Council's Safeguarding Unit will be responsible for informing Directorates of the Training Programmes. Attendance at training courses will be monitored through self-evaluation audits and reported back by each Directorate to the Corporate Safeguarding Board.

#### e) Volunteering

This Policy applies to all volunteers who engage with adults at risk, children and young people in their volunteering role and will be covered within the initial induction.

Disclosure and Barring Service (DBS) checks must be obtained by all those volunteering with or around children, young people or adults at risk. Measures will be taken to monitor volunteers' relationship with the clients throughout their involvement in any project.

If required for the role and prior to a volunteer starting they must complete an Occupational Health questionnaire. This is to ensure the volunteer is fit to carry out their duties.

References are an essential tool when assessing potential volunteers' suitability as it gives current and qualitative feedback.

## **10. PREVENTATIVE APPROACH**

One of the Council's corporate priorities is to support Cardiff residents to be safe, stay well and to live independently within their community. With regard to this the Council is committed to the development and commissioning of early intervention and preventative approaches to enhance the well-being of children and adults at risk.

Services operating within the Council will be expected to respond to the needs of children and adults at risk, understand how to establish a positive culture of safeguarding and adhere to the principles of partnership working in promoting prevention and early intervention. Critical to these approaches is understanding the potential safeguarding risks and addressing these proactively in the design of the service.



## Counter Terrorism and the Risk of Radicalisation

The PREVENT Public Sector Duty came into place in July 2015. The Counter Terrorism and Securities Act (2015) places an expectation on the Council when exercising its functions, to have due regard to the need to prevent people from being drawn into terrorism. PREVENT covers all forms of extremism including religious extremism, extreme far-right, militant, animal rights etc. The aim of PREVENT is to safeguard those who may be vulnerable to extremist influence and provide support to those who are at risk. If anybody has PREVENT concerns, they should raise with the PREVENT Lead for the Council.

Initial referrals are made via the Multi Agency Safeguarding Hub (MASH) before a PREVENT referral is submitted. Once it is ascertained that the referral is not subject to any other police investigations, a multi-agency panel known as the Channel Panel is held and a support plan is developed for the individual.

## Child Sexual Exploitation

Child sexual exploitation is the coercion or manipulation of children and young people into taking part in sexual activities. It is a form of sexual abuse involving an exchange of some form of payment which can include money, mobile phones and other items, drugs, alcohol, a place to stay, 'protection' or affection. The vulnerability of the young person, and grooming process employed by perpetrators, renders them highly vulnerable to the exploitative nature of relationships and unable to give informed consent.

The Council strives to create a hostile environment to child sexual exploitation and actively works with partners to identify and protect children at risk and prevent this form of abuse.

## Self-Harm / Suicide

Self-harm is the name given to any deliberate act of self-injury or behaviour intended to cause harm to someone's own body.

The Suicide and Self Harm Prevention Strategy and associated action plan sets out the strategic aims and objectives to prevent and reduce suicide and self-harm in Wales over the period 2015-2020. It identifies priority care providers to deliver action and confirms the national and local action required.

## Modern Slavery / Trafficking

Modern Day Slavery encompasses slavery, sexual exploitation, human trafficking, forced labour, and domestic servitude. Traffickers and slave masters use whatever means they have to coerce, deceive, and force the individual into a life of abuse, servitude and inhumane treatment. The Modern Slavery Act came into law in 2015



and allows the courts to pass down severe sentences on the perpetrators, and to place restrictions on people from harm. The Council has a Duty under S 52 of the Act to advise the Secretary of State of any individual who may be identified as a victim of Slavery, or Trafficking. In March 2017, Cardiff Council became the first public body to sign the Welsh Government's Code of Practice: Ethical Employment in Supply Chains.

The Council acts in accordance with the relevant Modern Slavery and Trafficking legislation and guidance, and promotes practices to identify and safeguard victims of these crimes, and ensure transparency of supply chains. To this end the council is working in partnership with Welsh Government, the wider public sector, suppliers, service providers and others to address Modern Slavery challenges and drive collaborative action with a view to reducing risks and incidence of modern slavery.

### Violence Against Women, Domestic Abuse and Sexual Violence (VAWDASV)

Domestic Abuse is recognised to impact both adults and children and can have life changing effects. The VAWDASV Act (Wales) 2015 aim's to improve arrangements for the prevention of gender based violence, abuse, and sexual violence. The Act requires the Council to train all staff in a principle based approach to targeted enquiry for these issues across the Public Service known as "Ask and Act" in order to signpost victims and potential victims to support services.

## **11. ROBUST PROTECTION**

### a) Child Protection

Child Protection is an essential part of safeguarding and promoting welfare. It refers to the activity which is undertaken to protect children who are suffering, or at risk of suffering significant harm, as a result of abuse or neglect.

The categories of abuse recognised within Child Protection are

- Physical Abuse
- Sexual Abuse
- Emotional Abuse
- Neglect
- Financial Abuse

The definitions of categories of abuse are outlined in **Appendix 6**

The primary legislation and guidance which shape's Child Protection Practice and Procedures is:

- Children Act 1989
- Children Act 2004
- All Wales Child Protection Procedures 2008
- Social Services and Wellbeing Act (Wales) 2014 (SSWBA)



Whilst Statutory Social Service's Departments are the Lead Agency in Child Protection matters, there is a wider duty on all agency's to work together to protect and safeguard children. All members of the workforce have a duty to report child protection concerns.

b) Adult Protection

Adult Safeguarding is on a statutory basis under the SSWBA. Adult protection duties are undertaken in accordance with the "All Wales Interim Policy and Procedures for the Protection of Vulnerable Adult's".

The SSWBA refers to an 'adult at risk from abuse or neglect' which is defined as an adult who:

- Is experiencing or is at risk of abuse or neglect,
- Has needs for care and support (whether or not the authority is meeting any of those needs), and
- As a result of those needs is unable to protect himself or herself against the abuse or neglect or the risk of it.

Adult safeguarding takes into account the capacity of adults to make decisions in accordance with the Mental Capacity Act (2005). If an adult is deemed to have capacity, then consent must be sought for the safeguarding process. The exception to this are when an alleged abuser is a potential risk to other vulnerable people or there is a wider public interest or a criminal offence is suspected.

The SSWBA also places a 'duty to report' on all staff to report actual or suspected abuse or neglect of adults at risk. It provides for the use of Adult Protection Safeguarding Orders (APSO) to allow Designated Officers to enter a premises where it is suspected an adult is at risk and speak to them alone to establish if they are safe

Appendix 7 sets out a flowchart outlining adult protection referral process.

c) Allegations or Concerns against adults who work with children and adults at risk

Allegations or concerns in regard to adults working with children and/ or adults at risk must be referred and investigated in a fair, timely and consistent manner in order to effectively protect those at risk.

Policy and guidance which clarifies Council staff members duty to report concerns relating to other staff members, professional, and volunteers, and offers support in this process includes:

- All Wales Child Protection Procedures;
- Wales Interim Policy and Procedures for the Protection of Vulnerable Adults from Abuse;
- The Council's Whistle Blowing Policy (See Section 8)



The sharing of information must be sensitively handled and be restricted to those agencies who have a need to know in order to:

- Protect adults and children;
- Facilitate enquiries:
- Manage disciplinary and/ or complaint's aspects.

On the completion of the investigation, should an individual be dismissed or removed from working with children or adults at risk (in a Regulated Activity) the Council has a duty to refer the individual to the DBS (Safeguarding Vulnerable Group's Act 2006).

The Council has an obligation to refer certain information about an employee's conduct and matter's relating to safeguarding to professional regulatory bodies if the employee is a registered professional.

d) Professional Strategy Meetings

All Professional Strategy Meetings for children and adults at risk will be convened and chaired by the Safeguarding Unit in accordance with regional guidance.

## **12. SAFE SERVICES**

a) Commissioning Arrangements

Any new service provider commissioned to provide services to children or adults at risk will be required to undergo an accreditation process. The accreditation process is designed to ensure that the service is fit for purpose and has the necessary arrangements in place to safeguard those it is supporting and deliver a quality service. As part of the accreditation process checks will be made with other local authorities, regulating bodies and financial enquires. Providers will be required to provide information confirming their safeguarding policy and procedures.

Contract monitoring activity, either planned or unplanned, will include satisfying the Council that the provider is managing their responsibilities in regard to safeguarding and are operating in line with legislation, policy and procedures. Where required, confirmation will be sought of the services performance regarding safe recruitment practices, DBS checking and safeguarding referrals.

From April 2019, the Council will annually publish a Modern Slavery statement. The statement will be signed off by the Chief Executive and Lead Cabinet Member and will:

- Set out the action taken in the previous year, and the actions to be taken, to ensure that there is no Modern Slavery and Human Trafficking in its own business or supply chains
- Include details of the targeted Modern Slavery training that will be available to Council employees.



- Include a commitment that, where appropriate, the Council's tender and contract documentation will include clauses to ensure compliance with the Council's Safeguarding Policy and wider legislation

A targeted training programme will be developed for roll out across Directorates from April 2019.

#### b) Lettings and Hiring

With almost all casual lettings the Council will not be contracting the services of hirers. The Council nonetheless will allow its premises to be used for activities that may involve children, young people or adults at risk.

Therefore Managers have a duty to ensure, as far as is reasonable, that these activities also comply with safeguarding responsibilities. Members of the public may reasonably assume that because an activity is taking place within a Council setting, the Council has had due regard to safeguarding in entering into the arrangement.

In allowing use of Council premises, the onus must remain upon the hirer to ensure that safeguarding measures are maintained throughout. This is something that organisations are made aware of under safeguarding legislation and through their own organisational governing body, if applicable.

Managers should request to see and retain copies of relevant safeguarding documentation as proof that hirers and their staff comply with such measures on receipt of applications.

Managers must also consider reporting any concerns about an individual's suitability to work with children, young people and adults at risk.

In the case of 'one off' children's events, for example, a private birthday party, safeguarding legislation exempts such uses from the processes mentioned above but nonetheless this policy requires managers to be able to properly demonstrate due regard to safeguarding risks in agreeing any hiring arrangements.

#### c) Licensing

The Cardiff Council statement of Licensing Policy (2016-2021) includes "the protection of children from harm" as one of its four licensing objectives.

The current licensing arrangement in Cardiff is under review and the policy will be revised and updated to strengthen requirements around children and adults at risk.

All staff within the Licensing Section should undertake safeguarding training to enable them to work with the taxi trade to gather information to safeguard children young people and adults at risk and be able to share relevant information with Police and Social Services.

Whilst the Council is unable to insist on safeguarding training as part of the condition of a licence with the alcohol and entertainment industry, the licensing department will continue to work with the Police to provide free training to those



working in the industry and continue to improve information sharing.

The Council will continue to work with traders who require licenses e.g. takeaway outlets to provide assistance on how to recognise possible safeguarding issues.

d) Education Establishments Roles and Responsibilities in Schools

(i) The role of the Governing Body in Maintained Schools in Cardiff

Governing bodies of maintained schools, governing bodies (Corporations) of FE institutions, and proprietors of independent schools in Cardiff should ensure that their respective organisations: (See in Keeping learners safe - The role of local authorities, governing bodies and proprietors of independent schools under the Education Act 2002 2.21)

- Have effective child protection policies and procedures in place that are:
  - In accordance with local authority guidance and locally agreed interagency procedures
  - Inclusive of services that extend beyond the school day (e.g. boarding accommodation, community activities on school premises, etc.)
  - Reviewed at least annually
  - Made available to parents or carers on request
  - Provided in a format appropriate to the understanding of children, particularly where schools cater for children with additional needs
- Operate safe recruitment procedures that take account of the need to safeguard children and young people, including arrangements to ensure that all appropriate checks are carried out on new staff and unsupervised volunteers who will work with children, including relevant DBS checks
- Ensure that the head teacher/principal and all other permanent staff and volunteers who work with children undertake appropriate training to equip them with the knowledge and skills that are necessary to carry out their responsibilities for child protection effectively, which is kept up-to date by refresher training
- Give clear guidance to temporary staff and volunteers providing cover during short-term absences and who will be working with children and young people on the organisation's arrangements for child protection and their responsibilities
- Ensure that the governing body/proprietor remedies without delay any deficiencies or weaknesses in regard to child protection arrangements that are brought to its attention
- Ensure that the designated senior person (DSP) for child protection, the designated governor and the chair of governors undertakes training in inter-



agency working that is provided by, or to standards agreed by, the Safeguarding Children Board and refresher training to keep their knowledge and skills up to date, in addition to basic child protection training.

(ii) Additional responsibilities of community Focussed Schools, Pre and Post School Learning and Out of Hours Learning Providers in Cardiff.

The governing body of a school controls the use of the school premises both during and outside school hours, except where a trust deed allows a person other than the governing body to control the use of the premises, or a transfer of control agreement has been made. Governing bodies can enter into transfer of control agreements in order to share control of the school premises with another body, or transfer control to it. The other body, known as the “controlling body”, will control the occupation and use of the premises during the times specified in the agreement.

Transferring control of the premises to local community groups, sports associations and service providers can enable school facilities to be used without needing ongoing management or administrative time from school staff.

Where the governing body provides services or activities directly under the supervision or management of school staff, the school’s arrangements for child protection will apply. Where services or activities are provided separately by another body, the governing body must confirm that the body concerned has appropriate policies and procedures in place in regard to safeguarding children and child protection and there are arrangements to liaise with the school on these matters where appropriate.

(iii) Responsibilities of Head teachers

Head teachers and principals of all schools should ensure that all staff (including supply teachers and volunteers):

- Are aware of child protection policies and procedures adopted by the governing body or proprietor are fully implemented and followed by all staff
- Can access sufficient resources and time to enable them to discharge their responsibilities, including taking part in strategy discussions and other inter-agency meetings, and contributing to the assessment of children
- Understand the procedures for safeguarding children, and feel able to, raise concerns about poor or unsafe practice and that such concerns are addressed sensitively and effectively in a timely manner in accordance with agreed Welsh Government Procedures for Whistleblowing in Schools and Model Policy
- As part of their induction, are given a written statement about the school’s policy and procedures, and the name and contact details of the DSP for child protection when they start work in a new establishment



#### (iv) Role of the Designated Person in Schools

The designated senior person for safeguarding in Cardiff fulfils an essential role in developing and implementing policies that help to safeguard adults and children from all forms of abuse and create a safe environment.

(For schools please also refer to Keeping Learners Safe 2:6)

Each setting should identify a Designated Senior Person (DSP) with lead responsibility for managing adult and child protection and safeguarding issues and cases.

The DSP should know how to recognise and identify the signs of abuse and neglect and know when it is appropriate to make a referral to the relevant investigating agencies.

The role involves providing advice and support to other staff, making referrals to and liaising and working with other agencies as necessary. The DSP role is not to investigate allegations, but they must keep the head teacher informed of all adult/child protection issues in the establishment.

The DSP must be a senior officer at the setting or part of the senior leadership team with the status and authority within the organisation to carry out the duties of the post, including committing resources to child protection matters, and where appropriate directing other staff. Dealing with individual cases may be a responsibility of other staff members, but it is important that a senior member of staff takes responsibility for this area of work.

In many schools and settings a single designated person will be sufficient, but a deputy should be available to act in their absence. In establishments which are organised on different sites or with separate management structures, there should be a designated person for each part or site. In large organisations, or those with a large number of adult/child protection concerns, it may be necessary to have a number of deputies to deal with the responsibilities.

The establishment must also make arrangements to cover the role of the DSP when that person is unavailable. In many cases, there will be a deputy DSP in place and larger schools may have a team of staff working together.

The DSP does not have to be an expert in the area of adult/child protection but will take responsibility for the establishment's adult/child protection practice, policy, procedures and professional development working with other agencies as necessary. The head teacher should ensure that the DSP:

- is given sufficient time and resources to carry out the role effectively, which should be explicitly defined in the post holder's job description
- has access to required levels of training and support to undertake the role, has time to attend and provide reports and advice to case conferences and other interagency meetings as required.



#### (v) Referrals

The DSP should act as a point of contact and a source of support, advice and expertise within the setting establishment when deciding whether to make a referral by liaising with relevant agencies.

The DSP is responsible for making referrals about allegations of suspected abuse to the relevant investigating agencies. Where these relate to cases of suspected abuse or allegations of abuse against staff or volunteers, the process for referral and enquiries is set out in the relevant procedures

DSPs have a responsibility to ensure that:

- The children's social care contact details for the originating authorities of all service users are sourced and displayed in an area which is accessible to all staff;
- In the event of a safeguarding concern a referral is made both to the duty officer in the person's home authority and to the Cardiff Multi Agency Safeguarding Hub (MASH).
- In the event of an allegation against a professional the Safeguarding and Quality assurance Unit is informed at the same time as the above referral/s.

#### (vi) Role of Independent Settings and Residential Establishments

Proprietors of residential and/or independent settings should ensure that:

- They comply with the requirements of their regulatory body
- They fulfil all responsibilities for safeguarding adults and children (including those at risk).

#### (vii) The Role of the Manager of Early Years Settings/ Nurseries/ Playgroups/ Before & After School Care Settings

Managers of Early Years Settings and all partner agencies in Cardiff providing services for children should:

- Act as or appoint a DSP to take the lead role in safeguarding and protecting the children in their care.
- Ensure that they have an up to date Safeguarding/child protection policy and procedures which have been adopted by the proprietor/managing body and are fully implemented and followed by all staff;
- Ensure that sufficient resources and time are allocated to enable the designated person and other staff to discharge their responsibilities including taking part in strategy discussions and other inter-agency meetings, and contributing to the assessment of children; and



- All staff and volunteers understand the procedures for and are supported in raising concerns with regard to children in their care

#### Record of Appendices

Appendix 1	Relevant Legislation and Council Contacts
Appendix 2	Referral Process – Children
Appendix 3	Roles and Responsibilities Directorate Safeguarding Leads
Appendix 4	Terms of Reference Whole Authority Safeguarding Group
Appendix 5	SAFE Auditing Tool
Appendix 6	Categories of abuse - Definition
Appendix 7	Flow chart adult referrals



## **Appendix 1**

### **Relevant Legislation and Contact Details**

- Social Services and Wellbeing Act (Wales) 2014
- Children Act 1989, 2004
- Carers Act 2004
- Human Rights Act 1998
- Equalities Act 2010
- Modern Slavery Act 2015
- Code of Practice: Ethical Employment in Supply Chains
- Framework for Assessing Children and their Need (2001)
- Stronger Partnership's for Better Outcomes (2006)
- Wales Interim Policy & Procedures for the Protection of Vulnerable Adults from Abuse (2010)
- Mental Capacity Act 2005
- All Wales Child Protection Procedures (2008)
- NSF for Children, Young People and Maternity Services
- Direct Payment's Guidance
- Violence against Women, Domestic Abuse and Sexual Violence Act 2015
- Data Protection Act
- United Nations Convention on the Rights of the Child 1989
- VAWDASV Regional Service
- PREVENT  
[www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/445977/3 799 Revised Prevent Duty Guidance England Wales V2-Interactive.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/445977/3_799_Revised_Prevent_Duty_Guidance_England_Wales_V2-Interactive.pdf).

### **Relevant Contacts**

Multi-Agency Safeguarding Hub (MASH)	029 2053 6490
Adult Protection – Adult Services Multi-Agency Safeguarding Hub (MASH)	029 22330888 02920536490
Children and Adults Social Care Emergency Duty Team – Out of Hours	029 2078 8570
PREVENT Multi-Agency Safeguarding Hub (MASH)	<a href="mailto:prevent@south-wales.pnn.police.uk">prevent@south-wales.pnn.police.uk</a> Referrals: 02920536490
Cardiff and Vale of Glamorgan Regional Children's Safeguarding Board	<a href="https://www.cardiffandvalersb.co.uk/Children/">https://www.cardiffandvalersb.co.uk/Children/</a>
Cardiff and Vale of Glamorgan Regional Adult Safeguarding Board	<a href="http://www.cardiffandvalersb.co.uk/adults/">www.cardiffandvalersb.co.uk/adults/</a>
Modern Slavery /Trafficking Referrals Modern day slavery helpline Online reporting	02920536490 (MASH) 0800121700 <a href="http://www.moderndayslaveryhelpline.org/report">www.moderndayslaveryhelpline.org/report</a>

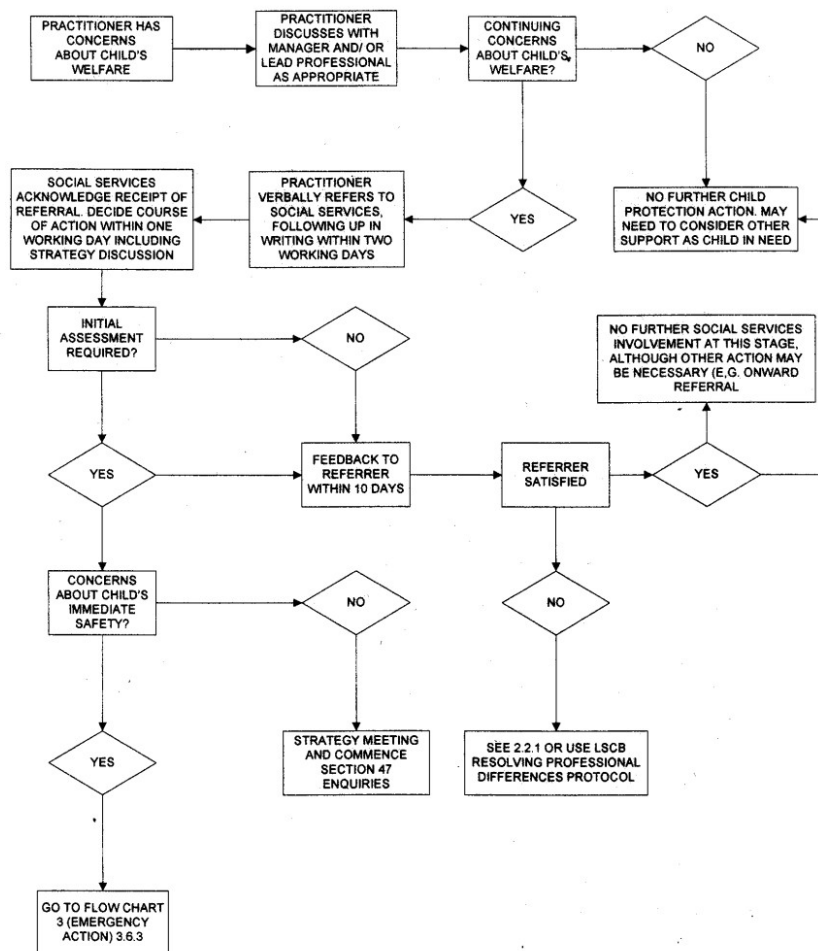


Training and Victim Support	BAWSO <a href="http://www.bawso.org.uk">www.bawso.org.uk</a> .
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## **Referral Process - Children**

### 3.2.5 Flowchart 1: referral





### **Appendix 3**

#### **Role Description for Directorate Safeguarding Lead Officer (DSLO)**

Every Directorate within the Council is required to nominate a Directorate Safeguarding Lead (DSL) for dealing with safeguarding children and adult's issues. The DSL is responsible for:

- Acting as an overarching and key source of advice and support for other staff in their Service on all safeguarding issues
- Ensuring robust arrangements are in place for staff to access day to day practice advice and support for safeguarding from their line managers
- Support staff or take the lead in referring safeguarding concerns to Social Care and Health as appropriate
- Being familiar with the Councils Corporate Safeguarding Policy and the All Wales Procedures as they relate to Children's and Adult's safeguarding
- Ensuring the Operational Procedures for safeguarding within the directorate are compliant with legislation and statutory guidance and are issued to all staff
- Representing their Directorate on the Corporate Safeguarding Board
- Ensuring compliance with policies and guidance within their directorate services areas and reporting this to the Corporate Safeguarding Board
- Attending relevant training
- Ensuring members of the workforce within their Services attend training at levels appropriate to their roles and functions and maintain management information in relation to attendance on training
- Ensuring safeguarding responsibilities are highlighted through staff induction processes, team meetings, supervision and staff briefings



## **Appendix 4**

### **Terms of Reference for Corporate Safeguarding Board**

The Corporate Safeguarding Board will:

1. Ensure the compliance of all Council Directorates with key safeguarding requirements in relation to children and adults.
2. Ensure that all directorates within the Council are aware of their contribution to keeping children, young people and adults at risk safe and free from harm or abuse.
3. Agree, implement and review clear actions for the group within a ratified annual action plan.
4. Support the Statutory Director of Social Services in the discharge of his/her wider safeguarding duties.
5. Review and develop relevant corporate safeguarding standards and policy.
6. Support HR in the delivery of a robust Safer Recruitment process (including volunteer workforce) to include key vetting and barring requirements and workforce development.
7. Provide an Annual Corporate Safeguarding Report, setting out the performance of all Directorates, in relation to vetting and barring, staff safeguarding training, and the operation of front-line services in terms of their effectiveness in identifying and referring safeguarding concerns.
8. To identify clear areas of safeguarding risk, and agree how the risks will be managed within the authority and by whom.
9. Review, develop and monitor appropriate corporate safeguarding performance measures.
10. Ensure that Safeguarding training is promoted and mandated across all Directorates within the authority.
11. Advise the Head of the Paid Service and recommend relevant action in relation to corporate safeguarding standards and policy.
12. Promote effective cross Directorate safeguarding practice particularly in terms of information sharing and data collection, front-line operational awareness, staff training and wider partnership engagement.
13. Receive and consider recommendations and learning from Child / Adult Practice / Domestic Homicide Reviews.

#### **MEMBERSHIP**

Membership of the Corporate Safeguarding Board is all Council Directors.

#### **CHAIRING**

The Board will be chaired by the relevant nominated Cabinet member.

#### **FREQUENCY OF MEETINGS**

The Board will meet quarterly.



## **CARDIFF COUNCIL** **CORPORATE SAFEGUARDING**

### **Appendix 5**

#### **CARDIFF SAFEGUARDING SELF-EVALUATION TOOL**

In accordance with Cardiff's Safeguarding Policy, all organisations that provide services for or work with adults at risk, children, young people and families are expected to carry out an audit of their safeguarding practices, based on a process of self-evaluation.

The following audit framework is set out in sections related to different standards and requires you to think about your own practices and procedures within your setting. It is designed to give you an understanding of safeguarding in your own service area/ establishment and how these might be developed. In addition the audits provide Cardiff Council with an overview of safeguarding practices across the county.

The audit tool is based on Social Services and Wellbeing Act 2014.

**Please undertake the following audit and return it to the named officer below for your Directorate:**

Please think carefully about your own practices and procedures in your setting; complete the audit to the best of your knowledge and think about how you will evidence your responses. Please complete the RAG System (Red, Amber or Green – see below) and produce an action plan with any actions that are required to improve safeguarding in your school. See page 11.

We review the information you give us and will provide follow up advice and support where appropriate. Our review of the information helps to inform Cardiff Council in developing safeguarding practices at a wider level.

We aim to undertake a follow up audit every year. Please try to be as realistic and honest as you can be and use this document to help you to identify your current position regarding safeguarding and set targets/actions to improve.



**CARDIFF COUNCIL**  
**CORPORATE SAFEGUARDING**

**ORGANISATION / SERVICE AREA / SCHOOL / ESTABLISHMENT NAME.....**

**PERSON COMPLETING THIS AUDIT..... ROLE/POSITION.....**

**DATE COMPLETED..... DATE RETURNED TO LA.....**

Please list below ALL the individual services / organisations / establishments that you are responsible for and reporting on in this audit. Where relevant be specific in your audit regarding which service is being commented upon. (for e.g. Leisure Centre, Day Service, Care Home, Social Work Team Primary School, Comprehensive School, Nursery, Breakfast Club, After School Club, Sports Activities, etc. )

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STANDARD	EVIDENCE	RAG RATING	FURTHER ACTIONS REQ'D
<b>STANDARD 1.</b> <b>Designated Safeguarding Lead Officers</b> <b>Designated Safeguarding Lead Officers fulfil an essential role in developing and implementing policies that help to protect children and adults at risk from all forms of abuse and create a safe environment. Designated Safeguarding Leads take responsibility in their setting for managing issues and concerns about adults and children at risk.</b>			
1.1 All OM 1&2 in each directorate undertake the DSLO role and all staff know who those persons are.			
1.2 DSLOs in each Directorate will act in the absence of colleagues in their Directorates, and staff will know who these persons are.			



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1.3 The role of the Designated Safeguarding Lead Officer is clearly defined in a job description which sets out their responsibilities in safeguarding.			
1.4 The DSLO and deputy DSLOs are adequately trained and supported to fulfil their roles.	Provide details of safeguarding courses attended with dates:		
<b>STANDARD 2. Policies and Procedures</b>			
2.1 Your setting has adopted the Cardiff Safeguarding Policy (formally via governing body/trustee / management body if appropriate).	Give Date when adopted:		



**CARDIFF COUNCIL**  
**CORPORATE SAFEGUARDING**

2.2 The LA policy has been communicated to all staff members and is implemented in your setting/organisation.			
2.3 Your setting has its own written safeguarding policies and procedures which are reviewed regularly (at least every 3 years)	List any relevant policies with dates including date of reviews and of next review:		
2.4 All staff and volunteers are made aware of all safeguarding policies and procedures and how these are applied within the setting			
2.5 Everyone using your service are made aware of all safeguarding policies and procedures and how these are applied within the setting			



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2.6 We are confident that every service we commission delivers a safeguarding standard consistent with our service.			
<b>STANDARD 3. Accountability</b>			
3.1 All staff understand to whom they are directly accountable with regards to the well-being of adults at risk and children, and the level of accountability they have.	Is this discussed at team meetings and staff appraisals? How is this recorded?		
3.2 All Job descriptions are explicit and recognise responsibilities regarding safeguarding and promoting the well-being of children and adults at risk.			
<b>STANDARD 4: LISTENING AND RESPONDING</b>			
4.1 Children and adults at risk are			



**CARDIFF COUNCIL**  
**CORPORATE SAFEGUARDING**

encouraged to express their wishes and feelings including any concerns they might have over harm and abuse			
4.2 Appropriate decisions are made in order to protect children, young people and adults at risk from harm			
4.3 Children, young people and adults at risk feel safe in your setting and that their well-being is promoted.			
4.4 We reflect on what has gone well and areas for improvement, and ensure that new learning is embedded.	How is this achieved?		



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**STANDARD 5: Effective inter-agency working to safeguard and promote the welfare of children and adults at risk**

5.1 Staff participate in multi-agency meetings and fora to consider the needs of and provide support for individual children and their families and adults at risk.	List the relevant meetings your setting is involved:		
5.2 Staff are able to recognise when children and adults at risk need additional support and are able to make the appropriate referral	Provide numbers of referrals made to e.g. adult/children's services		
5.3 Any decisions made or actions taken in relation to the protection or safeguarding of individuals are recorded appropriately and maintained confidentially.			



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5.4 Arrangements are in place to ensure that personal and confidential information is appropriately shared across settings / services.	Is information securely available across varying levels of need? How do you know this is being complied with?		
<b>STANDARD 6: Staff and Volunteer Training</b>			
6.1. All staff and volunteers receive appropriate training (at the relevant levels) to enable them to discharge their safeguarding duties.	Describe your record keeping arrangements and how this is monitored by your setting. What arrangements are in place for updates and renewals		
6.2 All staff and Volunteers are assessed in relation to safeguarding training needs.	How is this achieved?		



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6.3 There is a record kept of all adult/child protection and safeguarding training and this is updated as appropriate.	Provide a copy of your training record		
6.4 Arrangements are in place to evaluate the impact and effectiveness of training and the identification of adult/child protection and safeguarding training.			
<b>STANDARD 7: Safe Recruitment</b>			
7.1. All staff and volunteers have DBS checks prior to employment if they are engaged in regulated activity.	Describe how you monitor DBS arrangements:		
7.2. All staff who have contact with children, young people and	Provide information about any DBS		



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<p>adults at risk are selected in accordance with the Safe Recruitment Policy and have appropriate checks in line with current legislation and guidance:</p> <ul style="list-style-type: none"> <li>- References are always taken up prior to appointment.</li> <li>- Identity and qualifications are verified.</li> <li>- Professional registration is in place</li> <li>- Face to face interviews are carried out.</li> <li>- Previous employment history is checked.</li> <li>- Any anomalies or discrepancies are followed up.</li> </ul>	<p>risk assessments that you have undertaken since the last audit: how can you be confident that sound decisions are made?</p>		
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- Necessary checks are carried out before the employee takes up the post (e.g. DBS if they are engaged in regulated activity).			
7.3 There is a Safe Recruitment policy in place.			
7.4 Those people involved in recruitment within your setting have undertaken Safe Recruitment Training	Provide details of any training undertaken:		
<b>STANDARD 8: Handling Allegations Against Workers and Volunteers</b>			
8.1 There is a named senior officer with responsibility in respect of allegations against staff and volunteers. All staff			



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know who this person is.			
8.2 There is a written procedure for handling allegations against staff and volunteers in place.			
8.3 Incidents and allegations of professional abuse are recorded appropriately and maintained confidentially.	Provide numbers of professional concerns and any issues referred:		
<b>STANDARD 9: Safeguarding in the Building</b>			
9.1 Do you know and monitor public access points in the building(s) so that you know if people are entering or leaving the building?			
9.2 Are Parents / Carers / Visitors monitored whilst they are in the building			



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including signing in and out procedures if appropriate? Are badges issued to visitors?			
9.3 Do you have policies and procedures in place to maintain safeguarding when other people/vehicles not involved with your organisation use/visit the premises at the same time as your organisation?			
9.4 Are safeguarding issues reported to the relevant lead officer and the building's management, as appropriate?			
9.5 Do you risk assess for safeguarding and general safety when using premises other than your own and have a reporting system in place for issues identified?			



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<b>STANDARD 10: E-Safety</b>			
10.1 Children, young people or adult at risk who have access to the internet via any means in your setting can do so safely.	Provide details of any e-safety awareness activity that is undertaken within your setting:		
10.2 Do you have and implement a policy for the safe use of internet access by service users, staff and volunteers?	Tell us where this policy is available:		
<b>STANDARD 11: Commissioning</b>			
11.1 Contractual arrangements reflect safeguarding obligations of contractors	Provide details of model contract		
11.2 Contract monitoring arrangements include monitoring the effectiveness of contractors safeguarding arrangements	Contract monitoring template		



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**Designated Safeguarding Lead Officer's Summary Report**

**Describe any key challenges and successes that you have experienced over the last year. Relate this both to your individual role and to the wider setting.**

**Please identify what support might be helpful to you in your role as Designated Safeguarding Lead Officer or to assist with the development of safeguarding within your setting.**



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**RAG RATING**

Green

Means everything is in place, up to date, and meets the required minimum standard

Amber

Means that something requires review or improvement

Red

Means something needs to be developed as a matter of urgency

**Part 2: Action Plan**

**INSERT YOUR COMPLETED / UPDATED ACTION PLAN FROM YOUR PREVIOUS AUDIT**

Ensure that any actions from your previous action plan that have not been completed are incorporated into your current plan as below.

No	Standard Identified	RAG Rating	Action Needed / Evidence of Completion	Timescale / Date of completion	Lead Officer and Contact Details



# **CARDIFF COUNCIL**

## **CORPORATE SAFEGUARDING**

### **Appendix 6**

#### **Definitions of Abuse**

##### **Physical abuse**

Physical abuse may involve hitting, shaking, throwing, poisoning, burning or scalding, drowning, suffocating, or otherwise causing physical harm to a child.

Physical harm may also be caused when a parent or caregiver fabricates or induces illness in a child whom they are looking after.

##### **Emotional abuse**

Emotional abuse is the persistent emotional ill treatment of a child such as to cause severe and persistent adverse effects on the child's emotional development. It may involve conveying to a child that they are worthless or unloved, inadequate or valued only in so far as they meet the needs of another person. It may feature age or developmentally inappropriate expectations being imposed on children. It may involve causing children frequently to feel frightened or in danger, for example by witnessing domestic abuse within the home or being bullied, or, the exploitation or corruption of children. Some level of emotional abuse is involved in all types of ill treatment of a child, though it may occur alone.

##### **Sexual abuse**

Sexual abuse involves forcing or enticing a child or young person to take part in sexual activities, whether or not the child is aware of what is happening. The activities may involve physical contact, including penetrative or non-penetrative acts. They may include non- contact activities, such as involving children in looking at, or in the production of, pornographic material or watching sexual activities, or encouraging children to behave in sexually inappropriate ways.

##### **Neglect**

Neglect is the persistent failure to meet a child's basic physical and/or psychological needs, likely to result in the serious impairment of the child's health or development. It may involve a parent or caregiver failing to provide adequate food, shelter and clothing, failing to protect a child from physical harm or danger, or the failure to ensure access to appropriate medical care or treatment. It may also include neglect of, or unresponsiveness to, a child's basic emotional needs.

In addition, neglect may occur during pregnancy as a result of maternal substance misuse.

##### **Financial Abuse**

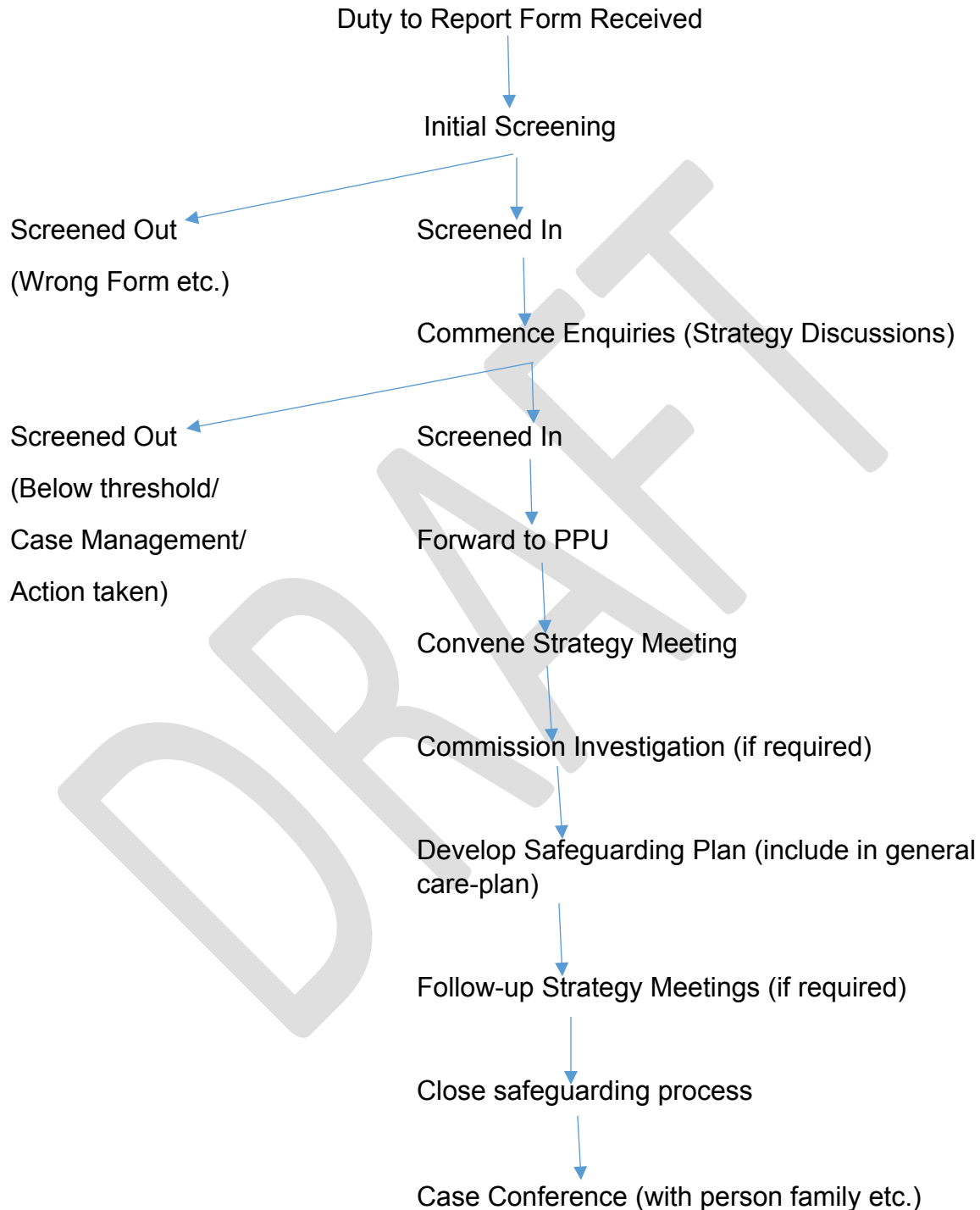
Financial or material abuse is any theft or misuse of a person's money, property or resources by a person in a position of, or expectation of, trust to a vulnerable person. Common forms of financial abuse are misuse by others of a vulnerable adult's state benefits or undue pressure to change wills. Financial/material abuse may also be perpetrated by one vulnerable adult upon another.



**CARDIFF COUNCIL**  
**CORPORATE SAFEGUARDING**

**Appendix 7**

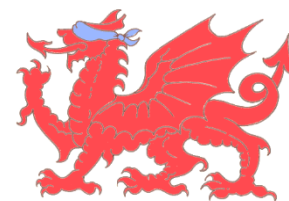
**Adult Safeguarding Process**





## Modern Slavery Statement

Financial Year: 1 April 2019 to 31 March 2020



### 1. Overview

Cardiff Council delivers a wide range of statutory and discretionary public services, provided directly through our own workforce, and through over 8,000 private and third sector organisations.

In March 2017, Cardiff Council became the first public body to sign the Welsh Government's [Code of Practice: Ethical Employment in Supply Chains](#). The Code's 12 commitments include tackling Modern Slavery and Human Trafficking. This Statement sets out the action that the Council has taken, and will take, to ensure that there is no Modern Slavery and Human Trafficking in its own business or supply chains.

Cardiff Council is fully committed to providing visibility to its Modern Slavery Statement and ensuring 'Transparency in Supply Chains'. To this end the Council is working in partnership with Welsh Government, the wider public sector, suppliers, service providers and other to address Modern Slavery challenges and drive collaborative action with a view to reducing risks and incidence of modern slavery.

### 2. What is Modern Slavery?

In the UK, the Modern Slavery Act 2015 defines criminal offences of slavery, servitude and forced or compulsory labour and of human trafficking, and includes measures for the protection of potential victims.

Slavery is any system in which principles of property law are applied to people, allowing individuals to own, buy and sell other individuals.

Victims are trafficked all over the world for little or no money – including to and within the UK. They can be forced to work in the sex trade, domestic servitude, forced labour, criminal activity or have their organs removed to be sold.

In 2017, the National Crime Agency recorded 193 potential victims of trafficking in Wales, an increase of 57% on 2016 (National Referral Mechanism statistics). The numbers continue to rise with 182 potential victims identified in Wales in the first 9 months of 2018.

There is no typical victim and some victims do not understand they have been exploited and that they are entitled to help and support. Victims are often trafficked



to a foreign country where they are unable to speak the language, have their travel and identity documents removed and are told that if they try to escape, they or their families will be harmed.

### 3. Our Policies

Cardiff Council's five-year plan [Capital Ambition](#) puts tackling poverty and inequality at the heart of the Administration's priorities. The Council is an accredited Living Wage employer and we encourage our suppliers and contractors to pay the 'real' Living Wage.

The Council's over-arching [Corporate Safeguarding Policy](#) (which incorporates this Modern Slavery Statement) sets out the Council's duty and commitment to safeguard and promote the wellbeing of children, young people and adults at risk and to ensure that effective practices are in place throughout the Council and its commissioned services. The policy covers all functions and services of the Council and applies to all Council employees, elected members, foster carers, individuals undertaking work placements and volunteers working within the Council.

The other key strategies and policies include:

- The Council's [Procurement Strategy 2017-2020](#) sets a clear vision and the key organisational outcomes that implementation of the Strategy is looking to deliver. This includes delivery of the [Welsh Government's Code of Practice on Ethical Employment in Supply Chains](#) and the elimination of Modern Slavery, so that Cardiff Council plays a leading role in making Wales hostile to modern slavery. The Council's other key Policies in this area include:
- The Council's [Socially Responsible Procurement Policy](#) which sets out the Council's commitment to Ethical Employment, the Opening Doors Charter and the delivery of Community Benefits. The Council wants to work with organisations that share its values.
- The [Whistleblowing Policy](#) enables Council staff and employees of the Council's contractors / suppliers to report unethical employment practices to the Council.
- **Employee Code of Conduct** makes it clear to employees the actions and behaviour expected of them when representing the Council. In performing their duties, they must act with integrity, honesty, impartiality and objectivity. The organisation strives to maintain the highest standards of employee conduct and ethical behaviour in all its operations and when managing our supply chain.
- **Recruitment policy** - the Council aims at all times to recruit the person who is most suited to the particular job. The Council has robust recruitment processes, which includes document checks to ensure that candidates are allowed to work in the UK.



- **Agency workers** – the Council sources all agency workers and temporary staff either through Cardiff Works (Council owned agency) or via Matrix SCM who are a managed service provider whose Modern Slavery Statement sets out their zero tolerance approach to modern slavery.

#### 4. **Our supply chains**

The Council spends over £430 million annually with over 8,000 suppliers who provide a broad range of goods and services. Over 99% of our spend is with UK based companies. However, the Council recognises that our supply chains spread across the world, and that parts of the supply chain could be engaged in modern slavery. The Council has limited resources to monitor and manage our supply chains and so will focus on our direct suppliers and will require our suppliers to ensure that their supply chain is free from modern slavery.

The high-risk sectors for Modern Slavery include agriculture, leisure, hospitality, catering, cleaning, clothing, construction and manufacturing. A review of Council spend has shown that for the majority of the high-risk areas the Council provides the service in-house, utilises national frameworks and/or local suppliers. The risk of modern slavery and human trafficking by our direct suppliers is considered low.

The Council will ensure that our direct suppliers are aware of our commitment to tackle modern slavery and human trafficking and that they also understand their obligations as a supplier or contractor of the Council.

The Council undertakes due diligence when considering taking on new suppliers and regularly reviews its existing suppliers through its contract management arrangements. The due diligence and reviews include:

- Mapping the supply chain in high risk areas to assess risks (geographical and product) of modern slavery and human trafficking.
- Evaluating the modern slavery and human trafficking risks of each new supplier.
- Conducting supplier assessments on an annual basis to create a risk profile focussing on financial stability and also covering insurance and compliance with various employment policies including the Welsh Government's Code of Practice: Ethical Employment in Supply Chains.
- Taking steps to improve sub-standard supplier practices, including the provision of advice to suppliers and requiring them to implement Action Plans; for example to demonstrate compliance with safer recruitment guidelines.
- Participating in collaborative initiatives focused on human rights and socially responsible procurement policies in general and modern slavery and human trafficking in particular.
- Invoking sanctions in respect of suppliers who fail to meet our expectations or to improve their performance in line with an Action Plan, which includes a provision to terminate the business relationship.



- With all invitations to tender for business with Cardiff Council over £1 million there will be an expectation for the supplier to be signed up to the Welsh Government's Code of Practice: Ethical Employment in Supply Chains. This will also be encouraged in all other tenders.

## 5. Employee training

Cardiff Council is committed to developing and delivering tailored training to our employees, including the Commissioning and Procurement Team, in order to raise awareness of modern slavery, human rights abuses and blacklisting. Corporate training will be included as part of the rolling programme of training on the Contract Standing Orders and Procurement Rules.

A generic **Safeguarding Children and Adults Awareness Raising** online training module already exists and all Council employees are expected to complete it.

We will publicise what the Council is doing to tackle Modern Slavery to all staff and highlight the <https://www.gov.uk/government/collections/modern-slavery> site to all our employees.

The Modern Slavery Training addresses:

- The Council's purchasing practices, which influence supply chain conditions and which should therefore be designed to prevent purchases at unrealistically low prices, the use of labour engaged on unrealistically low wages or wages below a country's national minimum wage or the provision of products by an unrealistic deadline.
- How to assess the risk of slavery and human trafficking in relation to various other aspects of the business, including resources and available support.
- How to identify the signs of slavery and human trafficking and action to be taken to report concerns and/or suspicions.
- The initial steps to be taken if slavery or human trafficking is suspected.
- How to escalate potential slavery or human trafficking issues to relevant parties within the Council (Multi-Agency Safeguarding Hub).
- The external help that is available, including the [Modern Slavery Helpline](#), [Gangmasters and Labour Abuse Authority \(GLAA\)](#) and the Labour Market Enforcement Unit.
- The messages, business incentives or guidance that can be provided to suppliers and other business partners and contractors to implement anti-slavery policies.
- The steps the Council should take if suppliers or contractors do not implement anti-slavery policies in high-risk scenarios or to implement changes in business practices arising from an Action Plan, including the termination of the business relationship.



## 6. What the Council has done

We have:

- Become the first public body in Wales to sign the Code of Practice: Ethical Employment in Supply Chains.
- Appointed Anti-Slavery and Ethical Employment Champion – Councillor Chris Weaver.
- Established a Social Responsibility Board, one of who's tasks is to oversee the implementation of the Code of Practice.
- Started the process of reviewing our supply chains to identify high risk areas.
- Commenced a review of contract and tender clauses.
- Developed a Socially Responsible Procurement Policy.
- Undertaken a corporate review of the Modern Slavery Training being delivered across the Council and developed a Training Programme for 2019/2020
- All Category Management Teams have undertaken Welsh Government's Code of Practice: Ethical Employment Training.
- Cardiff is the only Partnership in Wales (and the UK) that has a lead officer to address human exploitation, including Modern Slavery which has led to Cardiff leading the way in Wales in terms of effective multi-agency response to the management of victims and the development of systems and processes to support the agenda.
- Supported Welsh Government to Promote the Code of Practice

## 7. What the Council will do

Cardiff Council will take the following action in our efforts to ensure that there is no Modern Slavery or Human Trafficking.

Ref	Action	Lead
1	Complete a review and update the Council's tender documentation to ensure Modern Slavery and Human Trafficking issues are fully addressed. This will include clauses to: <ul style="list-style-type: none"><li>• Check that contractors who have a turnover above £36million have a Modern Slavery Statement</li><li>• Include the Code of Practice: Ethical Employment in Supply Chains as a part of our tender documents.</li></ul>	C&P
2	Complete a review and update the Council's standard T&Cs to ensure employment practices are considered as part of the procurement process:	C&P



	<ul style="list-style-type: none"> <li>• Review supplier contracts and map supply chains through due diligence – with an option to include sanctions or a termination clause if Modern Slavery is suspected.</li> <li>• Ensure absence of undue time and cost pressures which could result in unethical treatment of staff.</li> <li>• Embed a zero-tolerance approach to Modern Slavery.</li> </ul>	
3	<p>In line with clause 7 of the Code of Practice ensure that the Council carries out a regular review of expenditure and undertakes a risk assessment. We will:</p> <ul style="list-style-type: none"> <li>• Identify any high risk suppliers and monitor for human rights abuses and unethical employment practices which will become a standard agenda item in contract meetings and reviews.</li> <li>• Investigate any supplier identified as high-risk through direct engagement with staff.</li> <li>• Work with our Tier 1 suppliers to raise awareness of Modern Slavery to prevent it from occurring.</li> </ul>	C&P
4	<p>Utilising the Code of Practice – Ethical Employment in Supply Chains - develop a Modern Slavery Communication Strategy to ensure awareness is raised across the Council and with partners.</p> <ul style="list-style-type: none"> <li>• Share learning and best practice across the Council, with other public sector bodies, partners and look to learn from their experiences.</li> </ul>	C&P
5	<p>Training</p> <ul style="list-style-type: none"> <li>• The Council already provides formal training to social care staff through the Cardiff &amp; Vale Safeguarding Hub.</li> <li>• We shall continue to keep records of who has undertaken training across the various directorates.</li> <li>• We shall continue to identify staff requiring training in ethical employment practices – and seek to build capacity - including those in Human Resources, Housing, Waste Management and other front-facing members of staff working in the Community.</li> </ul>	TBA
6	<p>Review and update where necessary the Modern Slavery Statement annually and report progress on this Action Plan.</p>	C&P



7	Publish our Modern Slavery statement annually on our website and on TISC.	C&P
8	Develop measures to identify Key Performance Indicators which will include: <ul style="list-style-type: none"> <li>• The number of staff trained.</li> <li>• A review of the system for supply chain verification.</li> <li>• Development of the process for the evaluation of existing suppliers.</li> </ul>	SRPB
9	We shall seek to 'go the extra mile' and participate in campaigning and collaborative Human Rights initiatives aimed specifically at Modern Slavery and Human Trafficking. Consideration will be given to participation in proactive initiatives – supporting victims of Modern Slavery and encouraging others to do so – and lobbying for better victim support.	TBA
10	Consider the commissioning of an independent review and scrutiny of the progress made in the development of the Council's Modern Slavery Statement.	TBA
11	Update our Whistleblowing Policy.	Legal

## 8. Supporting Material / Resources

<https://www.gov.uk/government/publications/modern-slavery-training-resource-page/modern-slavery-training-resource-page>

This Statement has been approved by Cardiff Council's Senior Management Team and will be reviewed and updated annually.

Signed by.....

Name.....

Position within Organisation.....



Date signed off.....



My Ref: Scrutiny/Correspondence/Cllr McGarry

15 January 2019

Councillor Chris Weaver  
Cabinet Member for Finance & Modernisation and Chair of the  
Corporate Safeguarding Board  
County Hall  
Cardiff  
CF10 4UW



Dear Chris,

**COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE – 9 JANUARY 2019  
– SAFEGUARING POLICY REVIEW AND PROGRESS REPORT**

As Chair of the Community & Adult Services Scrutiny Committee, I wish to thank you and officers for attending Committee and providing Members with an opportunity to consider the draft proposals in relation to Safeguarding Policy Review and Progress Report, prior to its consideration by Cabinet on the 24<sup>th</sup> January 2019. Members of the Committee have requested that I feed back the following comments and observations to you.

The Committee considered the Cabinet Proposal and concluded that it supports the proposals and commends the report to Cabinet. Other issues raised by Members included:

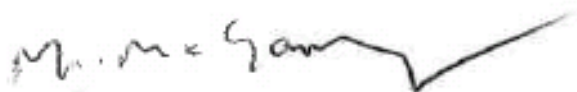
- Members noted that the Social Services and Well-being Act had brought about significant changes in legislative terms, including strengthening the position regarding vulnerable adults and the duty to report. Members acknowledged that there had been increased recognition that Safeguarding needed to be strengthened; there had been serious incidents that had occurred nationally and incremental escalation over many years; and the Act consolidated all previous legislation and made the position regarding Safeguarding clear.
- Members were assured, by responses from yourself and officers, that Safeguarding has been given the recognition and priority required and that you had stated that you are committed to ensuring that this remains the case, particularly in terms of ensuring the sustainability and effective operation of the Corporate Safeguarding Board.



- Members were concerned with issues relating to ensuring that incidents were reported and recorded centrally within the Council as this had not been the information provided to them previously. Members noted, from the report, that there was a recognition for everyone to fully understand their duty to report, so would recommend, as a matter of priority, an audit of sources of referrals and also work with Communications to generate further publicity, across the Council and schools, about it being everyone's duty to report, and who they should report to.
- At the meeting, Members asked whether there was a central database where all referrals were recorded and, if so, how this was managed. Members noted that, currently, a spreadsheet of referrals is in operation, but would recommend that a system that is fit for purpose is introduced as a matter of priority.
- At the meeting, Members were advised that Audit Committee had proved very useful in this area and would strongly urge that you and officers continue to work with Scrutiny on this issue to assist you in your work.

Thank you again to you and officers for attending. I hope you find the Committee's comments useful. I do not require a response to this letter.

Yours sincerely,



**COUNTY COUNCILLOR MARY M<sup>c</sup>GARRY**

**Chairperson - Community & Adult Services Scrutiny Committee**

Cc: Claire Marchant (Director of Social Services)  
Alys Jones (Operational Manager, Safeguarding)  
Cabinet Support Office



My Ref: Scrutiny/CYP/MJH

Date: 16 January 2019



Councillor Chris Weaver  
Cabinet Member for Corporate Services and Performance  
County Hall  
Cardiff  
CF10 4UW

Dear Chris

Thank you for attending the Children and Young People Scrutiny Committee on 15 January 2019 to provide the opening statement on the draft **Cabinet report on the Safeguarding Progress Report and Policy Review**. The Committee would also like me to thank Claire Marchant, Director of Social Services and Alys Jones, Operational Manager, Safeguarding.

The Committee was very happy with the progress that the Directorate had made over the past 18 months and welcomed the commitment to bring future reports to this Committee on an annual basis. In addition the Committee was pleased to see that the Corporate Safeguarding Policy had been revised and strengthened. As such the Committee agreed to **Commend the reports to Cabinet**.

The Members acknowledged that the safeguarding of children and adults is every bodies business and as such the Policy will cover not only the Council workforce and Elected Members, but also partner organisations.

During the way forward at the end of the meeting the Members wished to recommend that:

- The raising awareness and training should be extended to all Cardiff's schools, both pupils; and staff.
- A progress briefing paper be provided to the Committee, on the level of compliance of the safeguarding training across the Council, in the summer.



Finally I would like to thank the Officers for all their hard work and dedication in ensuring that children and adults are safeguarded, as such this letter does not require a formal response.

Yours sincerely

A handwritten signature in black ink, appearing to read 'L. BRIDGEMAN', with a long horizontal stroke extending to the right.

**COUNTY COUNCILLOR LEE BRIDGEMAN**  
**Chair – Children and Young People Scrutiny Committee**

Cc

Claire Marchant, Director of Social Services

Alys Jones, Operational Manager, Safeguarding

Jo Watkins, Cabinet Office Business Manager



**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 24 JANUARY 2019**

**NON-DOMESTIC RATES - WRITE OFFS**

**FINANCE, MODERNISATION AND PERFORMANCE  
(COUNCILLOR CHRIS WEAVER)**

**AGENDA ITEM: 7**

***Appendices A and B to this report are exempt from publication by virtue of paragraph 14 of Part 4 and paragraph 21 of Part 5 of Schedule 12A of the Local Government Act 1972***

**Reason for this Report**

1. The purpose of this report is to obtain formal authorisation to write off Non-Domestic Rate debts which exceed £100,000 in value. This request is made in accordance with Part 3, section 2, of the Cardiff Council Constitution, Executive Decision making function number 20

**Background**

2. Cardiff Council has a statutory obligation to levy and collect business rates from all relevant non-domestic properties in its area. There are around 13,000 rating assessments currently shown in the Rating List leading to rate liabilities varying in size from £250 to over £1.75 million per year. All business rate income collected is paid into a National Pool for Wales and redistributed back to local authorities on a per capita basis. This year Cardiff Council is responsible for billing and collecting approximately £200 million worth of business rates and inevitably there are occasions where collection of the full tax is not possible resulting in the writing off the outstanding debt. This course of action is taken only after all possible recovery options have been exhausted. These include sending reminders, final notices, and the obtaining of liability orders from the Magistrate's Court, which then entitles the authority to instigate further action such as bankruptcy/liquidation proceedings or the ability to levy distress, (the distraining and selling of taxpayer's goods, the proceeds then being used to offset against the debt).

**Issues**

3. The confidential appendices detail accounts which have an outstanding rate liability in excess of £100,000 and give a brief back-ground to the cases. The liability relates to both occupied and unoccupied property rate charges and despite Officer's best efforts it is highly unlikely that the



outstanding debt will ever be recovered. (If any money is subsequently received the accounts will be adjusted accordingly).

#### **Reason for Recommendations**

4. It is recommended that the debts are written off as they are irrecoverable

#### **Financial Implications**

5. Business rates are collected on behalf of the Welsh Government. All collections are pooled and redistributed back to local government on a per capita basis. The cost of all write offs are borne by the pool and not directly by the Council.

#### **Legal Implications**

6. Authorisation is required from the Cabinet to write off the debts as they exceed the level that Officers have delegated powers to write off.

#### **RECOMMENDATIONS**

Cabinet is recommended to authorise the write off debts amounting to £527,447.35

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>CHRISTINE SALTER</b> <b>CORPORATE DIRECTOR RESOURCES</b>
	18 January 2019

*The following confidential appendices are attached:*

Appendix A – Summary of debts to be written off  
Appendix B – Details of the case



By virtue of paragraph(s) 14, 21 of Part(s) 4 and 5 of Schedule 12A of the Local Government Act 1972.

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By virtue of paragraph(s) 14, 21 of Part(s) 4 and 5 of Schedule 12A of the Local Government Act 1972.

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**DRAFT ECONOMIC STRATEGY “WHITE PAPER”**

**INVESTMENT & DEVELOPMENT (COUNCILLOR RUSSELL GOODWAY)**

**AGENDA ITEM: 8**

**Reason for this Report**

1. To seek authority to publish the draft Economic Strategy “White Paper” in advance of its formal approval by Cabinet to enable a debate at the January 2019 meeting of Full Council.

**Background**

2. In late 2017 the Economic Strategy Green Paper: *More and Better Jobs* was published to initiate a three-month public consultation exercise. The paper considered a range of issues for the city’s economy, including proposed projects. The document also outlined a proposed spatial strategy for the future development of the economy.

**Issues**

3. The consultation process was a qualitative exercise which aimed to secure input to the Council’s Economic Strategy “White Paper” from a broad range of communities and stakeholders. Responses were received from the following representatives and a report on their contributions and views is attached as Appendix 1:
  - Local Councillors
  - Large businesses
  - SMEs
  - Local residents
  - Organisations representing the city’s diverse populations
  - Third sector organisations
  - Business Improvement District
  - Neighbouring local authorities
  - City-region organisations
  - Business representative organisations
  - Universities



4. Following on from the Green Paper consultation, it is proposed to undertake a debate of the proposals put forward in the draft Economic Strategy “White Paper” at the meeting of Full Council on 31 January 2019. The debate will provide an opportunity for all local members to make a contribution to the development of this important piece of strategic Council policy and for the views and comments of all local members to be properly considered before a final report is approved by Cabinet.
5. It is intended that the final draft of the “White Paper” will be presented to Cabinet for formal approval at the Cabinet meeting scheduled for March 2019. In advance of that, the paper will be the subject of pre-decision scrutiny by the Council’s Economy and Culture Scrutiny Committee.

### **Reason for Recommendations**

6. To provide authority for the draft Economic Strategy “White Paper” to be published in advance of formal approval by Cabinet to enable a debate at Full Council.

### **Financial Implications**

7. The report proposes taking the draft Economic “White Paper” – Building More and Better Jobs to Council for debate and therefore has no direct financial implications.

### **Legal Implications**

8. As and when individual proposals within the draft “White Paper” are developed legal advice should be obtained, legal implications may arise if and when the matters referred to in the draft paper are implemented, with or without any modifications. The Green Paper was subject to consultation. Consultation gives rise to the legitimate expectation that the outcome of the consultation will be duly considered when subsequent decision are made. Accordingly, in considering this matter due regard should be had to the consultation feedback received.
9. In considering this matter and in developing the proposals regard should be had, amongst other matters, to:
  - (a) the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards;
  - (b) the Councils’ duties under the Well –being of Future Generations (Wales) Act 2015; (Consideration to aspects concerning the Act are described in Appendix \*), and
  - (c) Public sector duties under the Equalities 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: a. Age; b. Gender reassignment; c. Sex; d. Race – including ethnic or national origin, colour or nationality; e. Disability; f. Pregnancy and maternity; g. Marriage and civil partnership; h. Sexual orientation; i. Religion or belief – including lack of belief.

## RECOMMENDATIONS

Cabinet is recommended to authorise the publication of the draft Economic Strategy “White Paper” in advance of formal approval by Cabinet to enable submission of this report to, and for the draft “White Paper” to be debated at, the January 2019 meeting of Full Council.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>NEIL HANRATTY</b> Director of Economic Development
	18 January 2019

*The following appendices are attached:*

Appendix 1: Economic Green Paper Consultation Summary  
Appendix 2: Economic Green Paper



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# Appendix 1



## Economic Green Paper **Consultation Summary**



# Economic Green Paper Consultation

## Consultation Response Summary

A public consultation was held based on the Economic Green Paper *Building More and Better Jobs*. The paper was available on the Council's website and publicised through local and social media.

In addition, specific representative groups were engaged to ensure a broad coverage of Cardiff's communities.

A number of sessions have also been held with businesses and other key stakeholders to consider the Green Paper.

Overall responses have been received from representatives of business, education, the third sector, sport, arts and culture and local government.

Respondents were not required to answer all or indeed any of the questions included in the paper. These were intended to prompt thoughts and discussion. The feedback received therefore varied considerably in length and detail. A summary of the responses is provided below.







# Headline Issues

Overall, responses to the Green Paper were positive. Generally respondents supported the content, both strategically and in terms of project detail. However there were a number of issues raised that were either felt to be omitted, or require additional consideration. A summary of the 'key issues' section is provided below:

**Transport and Connectivity** – a large number of responses cited the importance of reducing and mitigating for congestion, as well as the need to improve transport links within the city and between cities generally. Congestion was seen as both an inhibitor to growth, whilst improvements in transport would aid both productivity growth and the accessibility of jobs. Digital infrastructure was also identified as an area in need of improvement. The Metro was also raised as an area of potential, and that more needs to be done to fit in with the opportunities this would present.

**Support Business Development** – it was highlighted that whilst major projects are important for Cardiff, there also needs to be more consideration of small and medium sized businesses in Cardiff. The abundance of small and medium-sized businesses throughout Cardiff's communities, including in district centres and suburban locations, were highlighted as areas of potential.

**Cluster Development** – it was suggested that Cardiff needs to consider areas of cluster development in Cardiff, partly to respond to the UK's Industrial Strategy, but also in terms of developing specialities to improve productivity growth. In particular the creative and digital sectors were identified as sectors with current strengths and the potential to grow. For example, the National School of Journalism and Media, the BBC R&D facility in the city centre and the burgeoning production sector presents an impressive offer to government and industry. Similarly, data analytics and cyber security are increasingly significant sectors and Cardiff has a key opportunity to build on its success with HMRC's new data analytics department and Alert Logic.

**Inclusive Growth** – it was identified that more recognition needs to be paid to under-represented groups, and especially those groups performing poorly economically. Whilst the Green Paper did talk of inclusive growth it was felt that more was required to respond to these issues. It was noted, for example, that employment rates for disabled people, transgender people, some BAME people, and Muslim women are far lower than average. Overall, the idea of inclusive growth struck a chord with many respondents, recognising the challenge of ensuring everyone in Cardiff can benefit from its development and success.

**Skills** - the support for inclusive growth ties in with a number of comments received around business and jobs, but also highlighted the importance of building a skilled workforce that can take advantage of new jobs, and connecting people with businesses. There was agreement that strengthening the presence of the knowledge economy in the city is imperative to its success, through the role of Higher Education in providing an educated labour force and promoting economic and commercial innovation.

**Wellbeing** – it was also highlighted that we should not look at the economy in isolation from factors such as education, health and social care, and that there needs to be alignment with the city's Local Well-being Plan. It was also noted that there needs to be consideration of environmental issues – not just in terms of the impact on local residents, but also in terms of economic opportunity.



## Selected Responses

“It is great that the Council sees Cardiff growing in the future but I would be more interested in hearing about how it plans to tackle our road and transport problems which are a big issue right now.”

“Overwhelmingly, the three primary concerns for SMEs responding to us [from their survey] are:

**Congestion:** A large number of respondents highlighted broad congestion issues in the city, and occasionally more localised issues. A number of respondents positively welcomed moves to decrease car usage in the city by investing in public transport, however a small minority were vocally opposed to increased provision of bus and bike lanes in the city centre. In general, plurality of respondents felt that congestion and public transport were key needs for the city.

**Provision of infrastructure:** Comments indicated that this included business premises, public transport infrastructure and digital infrastructure. Some responses suggested that the council should focus on the provision of digital infrastructure and public transport to reflect the changing nature of work.

**Inequality:** There is a strong sense that the benefits of economic growth and regeneration haven't been shared equitably in the city, both in terms of geographic and demographic spread.”

“The Green Paper omits any mention of one of the most important issues, and opportunities; how to move to a zero-carbon economy.”

“I query the overarching focus on jobs - especially the claim that jobs growth in itself is a positive - and worry that Cardiff Council may seek to achieve growth in this area indiscriminately. Quality jobs in sustainable sectors offer many gains, but I would prefer to see a broader aim to support wellbeing in the city and to explore the role of mechanisms such as timebanking to tackle the major challenges facing our city and society more generally. I therefore welcome the steps outlined in the section on making Cardiff an Inclusive Capital but would like to see a more transformational ambition and a more imaginative approach.”

“We need people to have more money, so job creation is vital and paying people fairly is vital. Unless people have more money to spend, they won't be able to spend money in Cardiff to help the economy. While inward investment in jobs will help, the council could help more by paying people fairly and delivering a decent pay rise to the public sector.”

“There is little recognition or explicit mention of inequalities and addressing this in Cardiff. We welcome the specific case studies and recognition of socio-economic inequalities in the city. However, employment rates for disabled people, trans\* people, some BME people, and Muslim women in particular are far lower than average. Evidence of these disparities in Wales includes EHRC and Joseph Rowntree Foundation reports. These issues have not been addressed through improving educational attainment in schools alone.

We recognise that this is a strategic, high level paper. It is, however, important to identify inequalities in relation to employment and earnings and to ensure that specific, targeted actions are taken to address workplace attitudes to some groups, including pregnant women, and to support people into employment. It is also vital to address gender segregation in careers, and to ensure that access to training and career development is equitable. Some protected groups with relatively high employment rates experience disadvantage in career progression and are under-represented at higher grades in organisations.

We feel it is vital that the action plan and implementation of this strategy engages diverse communities and include targeted and specific actions to address the different experiences of diverse communities across the protected characteristics.”

“NRW advocates sustainable development, informed by recent Welsh Government legislation. This would entail a focus upon total economic value (TEV), as recommended by The Economics of Ecosystems and Biodiversity (TEEB) and integrated wealth accounting such as that being developed by the World Bank.”



# What should be the key indicators of success for Cardiff?

**Jobs Growth** - Jobs growth was recognised as core indicator of success, however it was noted that the quality and sustainability of jobs was also important. One response felt that jobs might be too crude a measure and suggested the following:

- average level of pay to indicate the quality of jobs
- demographics of those in or not in work, for example in terms of gender, race, disability
- type of work, for example part time or full time

**GVA per Head** - Gross Value Added (GVA) per head was recognised as a valuable indicator, along with productivity. There was also concern from some that GVA may not fully reflect the economic picture in Cardiff.

**Investment** - one respondent cautioned against indicators for levels of investment, feeling that although investment contributes to a strong economy, it is not an end in itself and could be counterproductive if in the wrong areas.

**Visitor economy** - visitor spend was highlighted as a better indicator than visitor numbers as it was more accurately represented the economic impact of tourism. Conversely high visitor numbers, without spend, could simply result in added congestion.

**Business Development** - it was highlighted that no indicators were included that reflected the growth in the number or performance of Cardiff businesses, and that some measure that reflected entrepreneurial performance was required. It was proposed that some of the measures in the Global Enterprise Monitor reports could be considered.

**Wellbeing** - it was noted that indicators should align with those used in the Local Well-Being Plan.

**Inclusive Growth** - there were suggestions of using the Joseph Rowntree Foundation's 'Inclusive Growth Monitor' or something similar as an indicator. This also emerged in response to Question 7: How can everyone benefit from growth?



## **Selected Responses**

“The aim of economic development should not be reduced to the number of jobs created but measured in people who lead healthy, fulfilling and connected lives. Economic activity is not an end in itself but is, rather, about creating the conditions for these outcomes to materialise. An economically successful city is one in which measures of health and well-being are high. Health, happiness and well-being are sound indicators and can be measured (e.g. great place to work surveys). It is therefore noticeable and regrettable that the word ‘health’ is used just once in the Green Paper and that simply in a passing reference to the health board. Unless we are using economic activity to reduce health inequalities, we will fail to meet one of our fundamental purposes.

We should also consider wealth inequality as a key indicator. One potential and simple measure could be the difference between the top and bottom 10% in the city. We don’t want growth that only benefits the already wealthy. As an important aside, the concern should be about wealth not income inequality in order to deter policies to inflate asset prices (e.g. houses).

Finally, the green paper is too silent on environmental concerns. We would want to see measures that account for how economic growth is delivered in a sustainable manner.”



# What should Cardiff's role be in the city-region?

There was overall agreement that the city-region concept was important for the future of Cardiff.

**Leadership** - responses suggested that Cardiff should take a leadership role while also building relationships and reaching out to the surrounding communities that support it. Cardiff must also ensure that the economic successes of the city spread out to the city-region.

**Scale** - it is important to acknowledge that for Cardiff to compete on the international scale it requires the larger urban agglomeration of the region in order to be successful. It was felt that Cardiff can position itself to compete in terms of inward investment with London, Bristol, Birmingham, and the Northern Powerhouse, but only as part of a city-region.

**Governance** - it was recommended that any issues beyond Cardiff that could affect the ability of the paper's proposals to succeed should be identified, be that in the City Region, Wales, or the UK. Furthermore, it was suggested that the city-region should lobby Welsh Government to support more regional working, and that Cardiff should share its experience and expertise in economic development with its partners. There is, however, a need for strong governance, which better reflects democratic accountability.

**City-region relationships** - there was a sense that the paper should have a greater emphasis on the role of and potential benefits for the city-region. It was also suggested that more opportunities for people and businesses outside of Cardiff to feel benefits would create stronger buy-in from the wider city-region.

**Transport** - predictably transport has been identified as a core focus for development for the city-region, both in terms of the impact on Cardiff's transport infrastructure (and in particular the impact on inbound commuting on Cardiff residents) as well as its ability to share the proceeds of growth in Cardiff. The role of the city-region ports was also noted as important.

**Gateway** - Cardiff was also identified as the gateway to Wales, and has a significant role to play in both attracting visitors to sign-post to the city-region, as well as developing a core for businesses that could link in with the supply chain across the city-region.



## **Selected Responses**

“The vision could be strengthened by giving more opportunities and hooks for people and businesses outside of Cardiff to feel the benefit and it needs a stronger focus on the whole regional benefit of this vision to create stronger buy in and enable the wider city region to get behind this.”

“ABP has three ports within the Capital Region at Barry, Cardiff and Newport. The Green Paper should therefore recognise the role that ABP can play in the regional economy and provide support for the continual improvement of port and dock facilities and operations and by encouraging development of energy and infrastructure projects that are compatible with dock operations and the attraction of inward investment for manufacturing and other industries in locations that are conveniently co-located with the Port, as well as supporting the provision of appropriate transport links to the Port.”

“One of the most important developments which is on the table is the Metro system and yet this involves a lot of strategic planning, so any major development which could interfere or severely restrict this possibility, should be part of the strategic planning objectives, when major planning decisions are before us.”

“My fear and suspicion is that Councils such as your own are not sufficiently incentivised to work together with others, for fear of seeing the plaudits for any collaboration reflected in the economic data for the other councils, rather than your own.”

“The city region concept will not succeed if Cardiff seeks, and indeed achieves, growth almost in isolation from adjacent areas. Therefore, the economies of adjacent local authority areas are relevant to Cardiff’s strategy, and the city must adopt an approach that emanates from a strategic, regional one that identifies each as having a complementary role.”



# How do we engage with Europe in a post-Brexit era?

There was general support for the concept that Cardiff needs to ensure it has an international outlook and continues to engage with partners in Europe. It was also identified that Cardiff needs to work to identify new sources of funding for projects in a post-Brexit world.

**Funding** - it was felt that active participation by organisations within Cardiff in programmes such as Horizon 2020 and Erasmus+ will go some way to ensuring that the city remains open and tolerant post-Brexit.

**Trade** - the concept of a Free Trade Zone (FTZ) for Cardiff was suggested, in which goods could be imported, manufactured, processed and re-exported without the payment of import taxes. A FTZ could help to incentivise businesses to remain in the UK (rather than re-locate to the EU) or even attract new investment from foreign companies that could expand by using the UK as a base for their operations.

**Current Links** - there was support for maintaining and developing Cardiff's twinning links, and consulting with universities on any educational, economic, and cultural synergies within these. Beyond Europe, engagement with China and Africa were also suggested, with reference to Welsh Government's Wales for Africa programme.

**Sport and Culture** - culture, sport, exchanges between young people and tourism were cited as ways to continue engagement with Europe.

## Selected Responses

"The report rightly refers to the threat from the impact of Brexit on the ability to attract and retain skilled workers but offers no proposals to deal with this. Equally, much non-skilled work is carried out by EU citizens and we need urgent plans in place to deal with the anticipated drop in these numbers. We must, however, continue to pursue European cultural engagement as much as possible outside the EU framework. A key driver for this will be with our universities where huge amounts of international collaboration takes place. We should, therefore, place universities at the forefront on our ongoing engagement."







# What can we do to improve connectivity?

Transport was cited as one of the most significant themes emerging from responses. It was seen by both businesses and residents as the main inhibitor of growth, as well as being the issue that is most sensitive to growth itself.

**Cardiff Airport** - Several responses indicated the need for improved links between the airport and city. There is desire for further development of Cardiff Airport, including greater frequency of flights and exploration of the possibility for more long-haul flights.

**Rail** - There was widespread support for proposed new railway provision at St Mellons. The Queen Street to Cardiff Bay train was viewed as inadequate, whilst it was also thought that Queen Street station could offer a more welcoming environment. The potential of the Metro to radically change and improve sustainable transport throughout the City Region was recognised.

**Bus** - Bus was seen as an underperforming resource, with concerns around fares and confusing routes.

**Roads and Congestion** - It was acknowledged that the recently opened Ocean Way link has offered a new route to the Bay area but respondents felt that other roads around the city have been neglected. Residential parking was also cited as an issue, in particular in the Bay. Doubts were expressed about the effectiveness and safety of traffic-slowness measures, including speed humps. It was also acknowledged that a major shift away from private cars is important but the car is not going to disappear. Responses recognised the opportunity for a significant modal shift in transport and the associated impacts on quality of life and public health.

**Trams** - A number of respondents proposed a tram system for Cardiff, citing that many UK cities have modern tram systems, including Sheffield and Birmingham.

**Cycling** - There were numerous calls to make cycling a priority, and to place less focus on increasing road capacity and car focussed infrastructure that would only decelerate modal shift.

**Walking** - In terms of city centre movement, it was reported that fewer people now cut through the arcades because of the Central Square development work. Signage therefore is and will be especially important. An audit of signage was recommended to acknowledge changes of names and highlight new areas.



## **Selected Responses**

“It is essential that the airport is a vibrant and connected part of the infrastructure, to reduce the current tendency of many to gravitate towards Bristol Airport.”

“I took the opportunity last week to present this Green Paper to 50 businesses and I asked the businesses present to share one thought on the plan and I wonder if you can guess what it was - infrastructure. Every single business in that room was concerned that this City cannot cope with the growth that is planned, it is our job as a Council to reassure them that we can.”

“The Capital City Region Metro is a potential game changing proposal, which aims to radically change and improve sustainable transport throughout the City Region. Whilst it is obviously important that Cardiff, as the capital city and largest economic entity within the City Region, realises a significant modal shift towards sustainable transport, it is equally important for Cardiff residents that accessibility and connectivity is similarly enhanced outside the city boundaries. Whilst Cardiff will provide a significant number of jobs within the city, there are many times more employment opportunities outside of Cardiff that the residents of Cardiff can, and in fact do, take advantage of. As a result Metro improvements will need to improve accessibility across the region, not just within the city itself, in order to provide appropriate transport provision for Cardiff’s residents and workers. This needs to be specifically addressed in the Green Paper, which currently only addresses internal and incoming movements.”



# How can everyone benefit from growth?

**Inclusive Growth** - there was recognition that the benefits of economic growth and regeneration have not been spread equitably in the city, both in terms of geographic and demographic reach. Sharing benefits with people and places across Cardiff was encouraged, as was engagement with the third sector, local charities and social enterprises. One response suggested that to try to address this, a shared understanding of what Inclusive Growth means would be needed, as well as a meaningful set of metrics with which to measure it.

**Social Enterprise** - the Green Paper's commitment to an expanded social enterprise sector to support the Council's estate management and other services was welcomed. It was stated that social businesses can be at the centre of strong, local economies, playing a key role in creating more balanced economies and delivering sustainable growth, while fostering positive social change and innovation. Increased commitment to the Living Wage was encouraged as a way of ensuring basic fairness.

**Foundational and Circular economies** - the Foundational and Circular economies were also suggested as ways to make an impact on equality in economic growth. It was urged that the public sector in Cardiff spends as much of its purchasing power as possible within the local economy to ensure that the benefits remain in the city and region.

**Local Business Development** - one response urged consideration of a new approach focused on developing an inclusive economy through greater emphasis on building local economies. There was concern that there is too little support for small, local traders and producers, whose profits can potentially contribute more to the local economy than large chains. On a similar note, it was suggested that if Cardiff could retain more of the business rates it generates, especially given levels of growth, the additional money could be targeted to ensure that everyone can benefit, whichever part of the city they live in.

**Public Procurement** - further suggestions for ensuring an inclusive economy were to explore the community benefits of public procurement beyond the transactional elements currently monitored and to develop public private partnerships that could have an important effect on some of the most deprived parts of the city.

**Education and Skills** - it was felt that raising the levels of education and skills of children and young adults, especially in literacy and numeracy, was needed in order for them to benefit from opportunities. Furthermore, this work needed to be in close partnership with local communities, and address equality issues including gender and ethnic background. The importance of skills was also highlighted in the context of the workplace and urged that small and medium sized businesses have access to support and funding to improve the skills development of their workforces. There was support to continue promoting and even to expand the Cardiff Commitment as a way to ensure benefits of growth can be shared with young people across the city through job opportunities.

**Diverse Communities** - some felt it was vital to engage with diverse communities in implementing economic strategy. It was noted that some groups with relatively high employment rates can experience disadvantage in career progression and are under-represented at higher grades in organisations, demonstrating the need to identify inequalities in relation to employment and earnings and to ensure that targeted actions are taken to address workplace attitudes.



## Selected Responses

“Research shows that poverty very often severely limits the life chances of children and adults. Amgueddfa Cymru has been strongly committed, for the last decade and more, to changing these outcomes for children and communities through cultural participation. Research shows that this can be highly effective as a strategy. We lead the research and evaluation of the Welsh Government’s Fusion Programme on Culture and Poverty, and would welcome a strategic role in our work with Cardiff Council as well.”

“We would encourage all organisations to be Living Wage employers – we have been an accredited Living Wage employer since 2014 – as this is one way of ensuring basic fairness that all people who work should get a wage which is enough to live on. A commitment towards the Foundational economy and the circular economy will also make an impact. We would encourage the public sector in the city/Wales to spend as much of its purchasing power within the Welsh economy to ensure that as much of the benefits as possible stick to the city/regional/national economy.”

“The Green Paper’s proposals around creating a more inclusive capital city are welcomed. We believe that in order to create more inclusive economic growth which benefits people and places equally across Cardiff, a new approach focused on building an inclusive economy is needed through greater emphasis on building local economies. We would urge the Council to consider this.

The Council could also consider how it could support social businesses in other ways, including:

- Ensure clear signposting for the co-operative option and specialist support through any other business advice support offered by the Council
- Supporting pre and new start social businesses as current support focuses on social businesses looking to grow.
- Ensure that social businesses are given business rates relief to give them the same economic advantage as registered charities.
- Use public sector procurement regulations to stimulate opportunities for social businesses. This includes making it easier for social businesses to bid for contracts; making use of reserved contract; and embedding social business within the community benefits reporting process.

Social businesses can be at the centre of strong, local economies, playing a key role in creating more balanced economies as ways of doing business that deliver sustainable economic growth while fostering positive social change and innovation. The Green Paper’s commitment to an expanded social enterprise sector to explore establishment of community-based social enterprises to support the Council’s estate management and other support services is welcome. To fully deliver the potential of this approach, we would urge the Council to consider learning from the Evergreen Co-operative Initiative in Cleveland, Ohio and a recent similar initiative in Preston, England.”

“I think we also need to see more about how we are going to invest in local communities, whether that is local regeneration schemes rather than the bigger projects or whether that is investment in for example our local district shopping centres, again I think that is something that I’d like to see more detail about.”



# How can we create more and better jobs?

**Better jobs** - it was acknowledged that rather than just more jobs, which may be low-paid and lacking in training and development opportunities or career progression, it is appropriate to have an emphasis on better jobs.

**District and local centre development** - new office space around key city transport hubs was suggested to encourage smaller employment areas outside of the city centre. The importance of district and local centres in generating employment was highlighted, alongside attracting national and international business to come to the city.

**Local Procurement** - it was noted that there is no mention in the Green Paper of local procurement and how local business can both support and benefit from this plan.

**Range and Choice** - incentives for independent start-ups and SMEs would be welcomed by some respondents, however the need for these terms to be favourable to the public interest was also emphasised.

**Creative economy** - it was felt that investment in the creative economy and cultural sector would make the city region an attractive destination for all business, as a thriving arts sector makes a place more desirable in terms of quality of life.

**Cardiff Commitment** - continuing the Cardiff Commitment was endorsed as a way to help link young people with appropriate jobs.

**Inward Investment** - attracting more national and international businesses to the area was recognised as important for creating jobs.

## Selected Responses

“New office space around key city transport hubs would encourage also smaller employment areas outside of the city centre. In addition, local and district centres could be encouraged to have a more diverse range of shops. Whilst rightly aiming for national and international business to come to the city, Cardiff Council should also bear in mind the importance of its district and local centres in generating employment.”

“Subsidise businesses locating to Cardiff (long term); set up a science park; work in partnership with university education sector to attract start-ups; invest in creative economy and cultural sector to make the city region an attractive destination for all business (thriving arts sector makes a place highly desirable)”

“To a large extent, this is the consequence of all the other measures captured in our responses elsewhere. By and large, it is not councils that create jobs but businesses. That said, we could set Cardiff up as an ideal location to base the extra civil servants who will be needed post-Brexit to replicate the administrative work currently carried out by EU agencies. As one of the existing political centres in the UK, Cardiff would be ideally placed to do this. This aside, our role is an enabling one, creating the infrastructure for businesses and ambitious entrepreneurs to thrive.

We have to look to the sectors that are growing rather than declining, such as digital, technology and online. We need to encourage small and medium businesses to diversify rather than fight against these trends. We need plans for developing a strategy to work with employers on workforce planning.”



# How can we become a smarter city?

**Leadership Role** - the smart agenda was recognised as an important area and one in which Cardiff could demonstrate a key leadership role for the region. One response queried whether Cardiff's Smart City officer could also advise the broader region.

**Infrastructure** - ensuring basic technological infrastructures, particularly broadband, are in place across the city and the region was recognised as essential for a Smart City to work. It was noted that some areas of slow internet access remain, potentially including parts of the city centre. Conversely one response recognised how much digital capacity Cardiff already has and how it is currently underutilised. It was felt that other cities would envy the amount of fibre that Cardiff has, making it a significant selling point for the city. As with the question on connectivity, there was mention of electric cars being part of succeeding as a Smart City.

**Smart Working** - flexible working was also highlighted as key to future success as it will lessen demand for transport, especially at peak times, enable house-bound residents to contribute to the economy, and could make Cardiff even more attractive to business in terms of fibre capacity.

**Citizen Engagement** - there was enthusiasm for a broad public debate about data ownership issues involved in this area, and it was suggested that opportunities could be explored for using technology to increase and enhance citizen involvement.

## Selected Responses

"Finally I'd like to turn to the section on Smart Cities, Smart Cities are about how Cities use technology or data and how we use those and how we deliver services; it's about modern cities right at the forefront of development. So how are we doing at present? Well, one indication is the UK smart cities index published just in October last year by HUAWEI, and that ranks the twenty cities in the UK that are taking forward the smart cities agenda, and sadly Cardiff was ranked 19/20, we are languishing a long way behind."



# What should Cardiff's spatial strategy be?

**Investment Zones** - there was general support for the proposed spatial strategy, with the proposed zones seen as complimenting the city's strengths and with the potential to focus and attract investment aligned with the proposed zones. Overall, the rationale for the cluster approach was welcomed by many respondents.

**'Fuzzy' boundaries** - it was noted that we could not be overly specific or prescriptive in terms of activities within each zone. For example, it was also highlighted that the civic centre of Cathays Park, including a number of Cardiff's most significant heritage buildings, along with Cardiff Castle and Bute Park, are designated as part of the city centre business zone. Similarly, Cardiff Bay still has a commercial focus and this needs to be reflected.

**Local Centres** - in addition to the proposed spatial strategy, it was indicated that possible designation of some local and district centres could be explored and that this could help with promoting the local economy.

**Green Spaces** - some respondents wanted to see greater commitment to incorporating green spaces and community spaces into these developments to provide vital environments for people and wildlife.



## Selected Responses

“The idea of zones around the City seems a good idea. Whilst I think, and I’m sure many will feel the same, that this in principle is a very good plan, before you even begin to think about any developments, Cardiff must get its act together and sort out the horrendous traffic congestion”

“The character and charm of the Edwardian city centre must not be lost; they are central to Cardiff’s quality as a good place to live. Historic character is a key part of Dublin’s image and success. No more characterless development projects, of the type that could be anywhere on the planet.”

“I have on a number of occasions in this Chamber spoke about, what is nobody’s fault, is a historical development, the geographical problem Cardiff faces is that its cultural commercial and industrial weight, sinks to its geographical South, and this map in a way demonstrates that problem. The developments identified are geographically to the South, and what the City faces is a sort of residential layering on top or above that that cultural commercial and industrial centre.”

“We feel that the 5 subdivisions of the City economy are too crude to be meaningful for the purposes of analysis or to make sense to either citizens or visitors.”

“We’re concerned about the zoning impulse behind this green paper. For a start, we think it’s hard to manage. By way of example, there is proposal for an innovation zone in north Cardiff, presumably heavily based around the city’s universities, and yet we see the universities building new campuses in the south central part of the city. It is therefore not clear how you can shoe-horn independent businesses and organisations to fit into neat lines on a map.”

“I believe that cities should develop organically. The council should concentrate on providing the infrastructure to enable this rather than restricting certain activities to certain areas.”

“Finally we welcome the developing spatial strategy for the city and the focus on innovation in particular.”



# What can we do to support business development in the City Centre?

**Metro Central** - the role of the regional transport interchange, based around Cardiff Central station, was recognised as vital to supporting business development in the city centre.

**Connecting the City Centre** - it was felt by some that although developments including Central Square have transformed the centre of the city, this has to some extent been at the expense of areas such as Queen Street and the Capitol Centre. It was suggested that these areas could be better connected with nearby student residences and also the cultural and business environment for example around City Road. There was also a suggestion of expanding the Business Improve District (BID) to include City Road, or possibly creating a smaller, localised BID around this area.

**Heritage** - there were concerns that in the course of new developments Cardiff's heritage buildings should not be lost, as they are key to the city's character and quality as a place to live environments for people and wildlife.

## Selected Responses

"Central Station has potential reputational damage, e.g. on match days, capacity issues, homelessness. The Central Square development represents a big opportunity. City Deal funding is in the right direction and will help provide a good first impression. We must also address the length of stays decreasing – impact on retail etc."

"The movement of Brains Brewery seems like a necessity in order to achieve the above however i'm conflicted as i'm astonished as to how little value the council sees in a key part of the city's heritage and what could be such a core tourist attraction. If it must be moved, can aspects of its architectural heritage be maintained? How can it become a core attraction in a position linking the city and the bay? Could it emulate the success of the Guinness factory in Dublin?"

"Some very positive proposals in the consultation document re the City Centre. In addition, it would make sense to see the west side of Plasnewydd ward, in particularly the City Road area, counted as part of the City Centre and coming under its umbrella policy-wise Going forwards i'd like to see the Council exploring a possible mini-Business Improvement District for City Road (maybe also including Crwys Road) or, alternatively, seeing if City Road can be incorporated into the body of the main BID when/if it's renewed in a few years' time."



# What can we do to support leisure activities in the Bay?

**Indoor Arena** - there was support for a new, larger arena to attract more visitors to Cardiff but a number of respondents highlighted the need for improved transport infrastructure to support this. There were some concerns about the potential impact on other businesses of moving the arena away from the city centre.

**Events** - it was suggested that the Bay would be an ideal location for festivals and open-air performances and events. Views were expressed about some of the events that regularly take place in the Bay and it was felt that there should be more emphasis on supporting home-grown talent.

**Active Travel** - it was noted that the journey from Cardiff centre to the Bay could be improved and people could be encouraged to walk if the route was more attractive and mixed use, whereas now it was described as “windswept and unwelcoming”. Many responses recognised the need for improved sustainable transport options between the city centre and the Bay.

**Culture** - there was strong support from many respondents for a new contemporary art space in Cardiff Bay, including the potential benefits for tourism, communities, education and the creative industries. The importance of visual arts, and art and culture more generally, were highlighted, including for well-being, physical and mental health, social mobility, and educational attainment. It was felt that Cardiff is well-placed to host a major annual or biennial visual arts project that could act as a catalyst for different organisations and individuals to come together and present exhibitions in a range of formats, including a strong element of community engagement and the creation of opportunities for diverse communities to become producers of artistic content.

**Cardiff Story** - it was felt that the proposed move of Cardiff Story from its current city centre location to the Bay would be a significant change in Cardiff’s cultural offer and would need careful consideration. It was noted that the current location in the Old Library building makes it accessible to shoppers and tourists, who may combine a visit with other nearby cultural attractions such as Cardiff Castle and Amgueddfa Cymru. Subsequently any development around this needs careful consideration with all key stakeholders. It was however recognised that a move to Cardiff Bay could be positive for the Cardiff Story Museum, provided it is supported with sufficient resources and as part of a wider cultural redevelopment. Cardiff Bay could provide the potential for a larger venue with specialist galleries and increased storage facilities, enabling the museum to better tell the story of Cardiff.

**Mixed Use** - there was some concern that, while the focus of the Green Paper for the Bay is understandably on leisure, the already significant desirable office space, studios, and creative hubs in the Bay are barely mentioned. It was felt that a successful waterfront regeneration scheme requires more than just tourism to be sustainable, and that there needs to be recognition of what is already in place and careful master planning for the Bay to flourish. It was also suggested to better join up different sections of the Bay that may currently be perceived as quite separate, for example between the Sports Village peninsula and the Mermaid Quay area.



## Selected Responses

“What can we do to support leisure activities in the Bay?

- Make it more possible for small independent cafes and restaurants to set up in Cardiff Bay. The chains are boring and of fairly low standard. So it would be great to see more around Mount Stuart Square
- Great idea to develop the area around the Graving Docks - Take inspiration from the many stories around the transformational power of major high quality Contemporary Art Galleries e.g. Guggenheim in Bilbao, Tate Liverpool, Jerwood Gallery Hastings, Turner Contemporary Margate and create such a space in Cardiff and link in a Cardiff Contemporary that matches the best that we know - Edinburgh Festival, Venice Biennale....
- Continue with your excellent Marathons - they bring fresh dynamic energy to the area
- Pedestrianise the bottom of Bute St from the Cardiff Bay train station to Mermaid Quay, add some trees and out door seating .
- Make the walk from the city centre to the Bay more attractive. Once upon a time Lloyd George Avenue was going to be the new Ramblas. Couldn't this long straight walk way have markets?
- Make Cardiff Bay a place that you want to explore - it has so much history and culture already”

“Successful European Capital Cities have a strongly developed, modern cultural infrastructure. Despite some having two national cultural venues (St Fagans and the Millenium Centre) of truly international standard, and one other (National Museum Cardiff) with outstanding internationally significant collections but otherwise poor facilities, Cardiff as a whole does not have a cultural infrastructure that is up to European standards.”

“I agree that the institution should have a contemporary focus however I would suggest it could take the form of a museum that covers both contemporary art and design from 20th century onwards. Why add design? It's all around us – in everything we do, own and experience. By including design and design education in Wales' agenda we open up key opportunities for engaging visitors, and crucially local communities with design education that supports long term business opportunities and economic growth.”

“A landmark contemporary art gallery is about so much more than the visual arts. It displays a bold confidence from a city which, in part, says that the city is stepping up in to a national and international dialogue around arts and culture that extends way beyond city or country borders.”

“I would suggest that, despite challenging financial circumstances, a long-term objective should be for Cardiff to have a more distinctive 21st century space or spaces of scale which would generate real excitement amongst artists and audiences, and enable Cardiff's contemporary arts offer to be more visible within the national and international landscape.”

“Cardiff Bay offers a unique and inspiring waterside setting for businesses within our coastal capital, both supporting and flourishing alongside its impressive culture and leisure offering. Established commercial residents include international players such as ARUP, Atradius, Lloyds Bank and KPMG as well as an eclectic mix of creative, financial and professional services companies of all sizes. They have chosen it for its open space, inspiring views, easy access, safe and secure atmosphere and choice of excellent accommodation.”



“A significant improvement to the cultural offer is imperative to increase visitors and keep them returning. Galleries are an excellent way to celebrate a culture and the other cultures of the world as well as posing challenging ideas and offering a platform for discussion. The gallery and museum offer in Cardiff is small in comparison to all other European and UK cities.”

“[The Bay] lacks a heart and the opportunity to browse shops. Whilst appreciating the trend to on-line shopping, many consumers (particularly when they are visiting an area) like to shop for unique products that are not widely available from retail chains. This could be an opportunity for the development of Cardiff Bay.”

“I support the development of the area near to the Coal Exchange and think encouraging young, vibrant, independent businesses is key to assisting the bay to achieve the ‘cool’ edge its drastically missing. I’d be keen to understand how the council will support small/local businesses through reduced business rates - not just in the initial year but over a decent period which would allow businesses to thrive and create long term economic development in the area.”

“Bringing international professional artistic exhibitions to the city would also bring people to Wales. For example, the way in which the FA cup broadened the city’s reach for Sport, a contemporary art gallery that could house shows from London, New York, Paris, would bring people from all over the UK and Europe to see the exhibitions bringing a massive investment into the city through local businesses. Contemporary art is a massive part of everyone’s daily life and has to be an integral part of the development of a capital city. So please build a new contemporary art space and let the city be known for culture.”

“Galleries are successful at attracting a broad range of visitors; they are particularly effective at attracting younger and older visitors as well as those from minority ethnic groups.”

“What has been done to the Cardiff Bay railway station, nothing absolutely nothing a true disgrace. So I will object as usual, I know it is a waste of time but I do my duty as a concerned citizen standing up against the money men destroying our environment.”

“There is already significant desirable office space - much of which has recently been sold to a large investor - and there are also the BBC studios / Gloworks creative hub which barely get a mention. A successful waterfront regen scheme needs more than just tourism to be sustainable, and if the Bay is to flourish suggest there needs to be a recognition of what is already in place and properly considered masterplanning for the future.”

“The ‘High Line Nine’ galleria, a subset of this new gallery collection, was inspired by European gallerias but takes the concept to a new level. It is a collection of nine full service and highly amenitized boutique exhibition spaces, ranging from 650 sf to 1800 sf, located along a central thoroughway directly under the High Line. All of the spaces in the ‘High Line Nine’ have skylights over art walls ranging from 13’ to 22’ high and ability to add private offices and/or storage. Centralized restrooms are provided and there is even a wine bar/café and catering kitchen to service all of the many events.”



# What can we do to develop Cardiff West as a sporting destination?

**Role of Sport** - Cardiff's role in sport, particularly in terms of high-profile events, was not disputed. Attracting large-scale sporting events was recognised as important for Cardiff and its development as a sporting destination. It was suggested however that the city could give greater recognition to facilities elsewhere in the region that seek to promote community-based sporting activity in conjunction with professional organisations. The Centre for Sporting Excellence in Ystrad Mynach, was given as an example of a community-focused approach yet serves the needs of both local and professional clubs active within the region through its establishment of links with the FAW, WRU and the Dragons region. It was also felt by some that sport is already at saturation point as an economic asset for Cardiff and that greater emphasis should be given to arts and culture.

**Spatial Strategy** - there was some concern that the spatial strategy does not acknowledge the existence of important sporting clusters in the city centre such as the Principality Stadium, Arms Park Stadium and the former SWALEC stadium in Sophia Gardens. It was felt that this significant cluster of facilities should be mentioned in addition to sporting infrastructure in Cardiff West.

**Infrastructure and Development** - the existing transport infrastructure afforded by the Cardiff Bus depot and Ninian Park railway station was noted as a valuable asset for Cardiff West's sporting offer. There was agreement with the proposal to redevelop Sport Wales, investing in facilities fitting for a capital city setting. It was acknowledged from some that the potential for a new stadium for the Cardiff Blues should be explored but it was felt that this should not be a 'multi-purpose' venue that might compete with other venues including the proposed multi-purpose arena and lead to saturation in Cardiff.



## **Selected Responses**

“Sport Wales needs major investment – the facilities are tired and not what you would expect of a capital city.”

“The International Sports Village area currently lacks character and identity and the arena could help boost transport links to this part of the city which needs more development than the preferred site.”

“Cardiff West, especially around Leckwith Road/Sloper Road is developing as a sporting destination already. With the Cardiff Bus depot and Ninian Park railway station located in the vicinity any future developments can use this easy transportation access to get supporters to and from their event.”



# What opportunities are there to support industry in Cardiff East?

**Spatial Strategy** - there was some concern around the exact extent of the industrial area proposed in the spatial strategy, and whether this would include streets to the south of the railway line. It was felt that key central roads in the area such as Splott Road and Clifton Street have huge potential for small businesses in existing units but are often perceived as areas where no investment takes place, with the exception of the new rail bridges. One response hoped that industrial development would maintain historical parts of the area and support the growth of small businesses.

**Sector focus** - it was felt by some that an industrial strategy should focus on a shift to sustainable industries of the future and transitioning away from fossil fuel-based industries.

**Transport links** - it was seen as vital that transport infrastructure is improved so that goods can be more easily moved from this area, largely eastward from Cardiff towards England. It was felt that congestion around Rover Way needs to be addressed and the Eastern Bay Link Road completed. There was widespread support for the proposed new rail infrastructure at St Mellons, strengthening the position of industry in Cardiff East, but desire for assurance that this would be sensibly placed so as not to disrupt key residential areas of Splott. It was acknowledged that the location of the Port of Cardiff and Euro Freight Railway Terminal make East Cardiff an advantageous site for manufacturing and logistics firms, and that this development would build on existing uses and occupiers.

**Trade** - The Free Trade Zone (FTZ) idea that was suggested as part of engagement with Europe post-Brexit could have benefits for industry, encouraging businesses to remain in the Cardiff or event attracting new investment from foreign companies that could expand by using Cardiff as a UK base for their operations.

## Selected Responses

“It is essential that the transport infrastructure is improved so that goods can be moved more easily from this area mainly towards the east of Cardiff (towards England). In this sense congestion around Rover Way has to be addressed and the need for the Eastern Bay Link Road to be completed is high, particularly as new investment in facilities in this area will add to the congestion. Sufficient land in close proximity is needed to support the organic growth of existing industrial companies. In order to provide the right competitive conditions for the types of businesses desired, give an incentive by way of reduced business rates for recycling companies.”

“ABP recognises and supports that the East of Cardiff area is proposed to be the key industrial and logistics employment area of the City (associated with the Port and the Rail Freight Terminal). The proximity of the port to the East of Cardiff area, providing multimodal facilities (rail, road and sea) to the UK, ensures a significant opportunity for the City and Capital Region to locate value added manufacturing near to the port as a key logistics hub.

It is important however that the Green Paper recognises that in support of the employment proposals in the East of Cardiff, that appropriate key transport infrastructure is delivered linking such areas with the Port.”

“Any industrial strategy should focus entirely on a shift to sustainable industries of the future and transitioning away from dirty, fossil-fuelled industries.”

“You need to concentrate on the people of Splott the long term residents give them grants to do up their properties and maintain them”



# What opportunities are there to support innovation in North Cardiff?

**Spatial Strategy** - the proposed Innovation Campus was welcomed as a good idea and a high priority for the city. Cardiff's dominance within the region in terms of knowledge-based industries was recognised and it was agreed that the city needs to operate as strongly as it can in these areas in order to maximise benefits not only for the city but also the region as a whole. New development of this type in the north of the city was supported as it will consolidate Cardiff's role within the regional context.

**Approach to Innovation** - The development of co-working campus environments was encouraged, as it was felt the commercial model is increasingly based on flexible, attractive workplaces that cluster companies around common goals and sectors. It was suggested that an open and innovative approach to investment models would be required and there could be income stream opportunities from both public and private sector occupiers for more flexible lease packages and easy access to common areas.

## Selected Responses

"Our Innovation Campus, reputation for world leading research and impact, and our ability to attract and recruit the best talent (Wales, UK and internationally) to the city are just three examples of where we can work more strategic with the Council to leverage greater, and mutual, added-value to the City and regional economy."



# How should we use events to support the city's economy?

**More 'Local' Events** - responses included recognition of the success and impact of major international events but also highlighted the potential for more home-grown, local events that can deliver for the people of Cardiff and build on the success of City of the Unexpected. One response emphasised that major sporting events should not prevent local traders from earning their living.

**Hotel Space** - in addition to transport concerns, some respondents felt that hotel stock in Cardiff is insufficient for major events, leading to large price increases at times of key demand. In particular, the lack of high quality 5\* hotel provision in the city was noted.

**Culture** - it was felt by some that there is a tendency to focus on sports events and that the wider cultural offer should also be developed, in order to enhance Cardiff's reputation and enable the city to compete on the international cultural stage.

**Transport** - there were concerns around transport provision for major events, suggesting that a more coordinated approach may be needed between relevant partners to ensure an adequate transport offer for residents and visitors.

**Music Strategy** - Cardiff's Music Strategy was supported and described as a good example of the Council listening to its community. Securing the future of live music in Womanby Street was recognised as significant and the opportunity to feed into the music strategy to reflect the music community as a whole. There was enthusiasm for Cardiff to bid for UNESCO City of Music status as an outcome of the strategy.



## Selected Responses

“While we believe it is important to attract major cultural events into the city, we welcome the focus on developing home grown events and festivals to deliver for the people of Cardiff and the desire to build on the success of City of the unexpected. Securing the future of live music in Womanby Street is crucial and Creative Cardiff has appreciated the opportunity to feed into the music strategy which will reflect all of the music community. We are also keen that Cardiff bid for UNESCO City of Music status as an outcome of the strategy.”

“One of the key areas where Cardiff needs to develop is with its accommodation, which has lagged behind the increase number of major events. To get a hotel room during events is often difficult and certainly expensive. This sector needs to be enhanced with additional hotel rooms enabling more visitors (both during and outside of events) to Cardiff.”

“Major events are vital to the city’s economy and tourism. Greater collaboration with local businesses is needed to ensure the likelihood of major events having a positive impact is increased. Open consultation with local residents and academics / Universities is also needed to evaluate the success of events and calculate their economic impact e.g. UEFA 2017 Final.”

“Major sporting events shouldn’t prevent local traders from earning their living. The Sunday Riverside market has had to be cancelled multiple times, including at short notice, due to major sporting events. This shutting out of small trader means that it’s predominantly the massive companies that benefit from these events.

“The lack of support for local farmers’ markets is disgraceful, in my opinion. Despite the noise made about increasing sustainability, it feels like the Council are not actually interested in supporting those traders who work far harder and contribute far more to the local economy - as more of local producer’s profits return locally, as opposed to large chains whose profits are squirrelled away elsewhere.”

“The wider cultural offer must be developed, as there is a tendency to focus on Sports events. Without a strong cultural sector, Cardiff will struggle to compete on the international cultural stage.”



# Creative and Cultural Cardiff

In addition to the issues identified above there were a lot of responses that suggested that Cardiff should promote and develop its cultural and creative sectors. A selection of relevant comments have been provided below:

## Selected Responses

“Extensive research (for example in London) has demonstrated that a city’s creative economy depends upon two other crucial requirements:

- (i) A creative society
- (ii) A strong cultural sector”

“We would broadly agree with the strengths, weaknesses, opportunities and threats outlined. Cardiff’s cultural assets are a huge strength; from the National Companies to Artes Mundi, the UK’s biggest contemporary arts prize based in the historic National Museum which houses one of the largest impressionist collections in the world.

We believe there is real scope for growth in the city’s creative sector. In the period since the formation of Creative Cardiff in 2015 we’ve seen an uplift in the number of creative economy jobs listed on our website and have noted the creation of many small creative industries businesses, as well as the phenomenon of coworking spaces where freelancers and micro businesses can thrive. Our planned research for 2018 includes mapping creative hubs for British Council Wales and with a team of Cardiff University researchers, re-mapping Cardiff’s creative economy to note growth since our 2015 findings of 2,788 creative companies, organisations and freelancers in the Cardiff area.”

“How can the city host or facilitate growth for the creative sector and financial and professional services? Is there another city which has been an active rather than a passive partner in this process? Many other cities that I have looked into almost appear to have achieved this by accident, and those that have tried to play an active role have lacked authenticity and engagement from the community they seek to support.”

“The creative sector is ambitious and international, with vision beyond its borders. The art school is producing some talented young artists and excellent research from the staff. However, there are currently not enough spaces in the city to support the growth of the creative community”

“The sector where Cardiff has the strongest employment specialisation is Music, performing and visual arts, with 1.2x as much activity as the UK average although this is felt to be made up of performing arts, where Cardiff performs strongly. The visual arts need further support and investment to compete and contribute on a larger scale.”

“A centre for contemporary art in Wales should invest in its creative community and act as a learning resource/educational outreach space with schools, colleges and universities, but also the professional art community. It should act as a hub, with multiple spaces for artists of varying career levels - including a collection of works, test bed spaces for emerging ideas and accomplished exhibitions of more resolved ideas.”

“For the purpose of this consultation we propose to place art into a larger context of “creative placemaking,” a term that holds pivotal meaning for durational social, economic and regeneration projects. Through exploring how the creative placemaking construct is playing out in the larger field of arts and culture we can see how this can intersect the benefits of arts and culture with the economic development of Cardiff.

We believe that the arts can not only engage in the City’s development but if positioned as a strategic partner can help shape the social, physical and cultural identity and its people by supporting economic development and the future well-being of communities. We believe that rather than standing outside plans and developments looking in, arts and cultural organisations



(existing and new) can step inside it and be a strategic partner for Cardiff Council from the onset working with agents in transport, regeneration, housing, environment, health and well-being and additional systems necessary for a stronger, more equitable City.”

“We urge that, as a result of the Consultation, Cardiff will expand its economic strategy to include a Cultural Strategy. Otherwise Cardiff will continue to be deprived of one of the most significant drivers of economic growth and jobs, and will lag behind every other successful Capital City in its development.”



# General Comments

**International Branding** - increased communication with the outside world based on a strong social media offering was suggested, to encourage both businesses and potential visitors to consider Cardiff. A number of responses suggested the need for Cardiff to improve its international promotion

**Third Sector** - it was felt that the third sector needed to be better consulted and integrated into plans for Cardiff's economic development.

**Community Engagement** - local projects should ensure they are developed in consultation with their neighbouring communities.

**Tourism** - some responses focused particularly on tourism in Cardiff and it was proposed that the city could act more as gateway for tourism to the rest of Wales. There was some concern that the length of visitors' stays in Cardiff is decreasing, which in turn has an impact on other elements of the economy including retail and food and drink.

**Well-being** - there was also a wider recognition of the need for the economic agenda to be more closely aligned with areas such as health and well-being.

**Sustainable development** - sustainable development was seen as both a necessary requirement of interventions, as well as an area of opportunity. In particular the movement towards a zero carbon agenda was seen as an area that Cardiff could develop a competitive advantage in.

**Governance** - it was also recognised that local authorities currently have very little flexibility in resourcing economic development objectives, and that new ways of supporting development should be explored.

**Industrial Strategy** - Cardiff needs to provide a coherent and deliverable response to the UK's Industrial Strategy

**Waterways** - Cardiff should not forget that it is a waterfront city and should explore how it can connect more with its waterfronts.



## Selected Responses

“We need to ramp up the communication to the outside world. Both businesses around the initiatives in the report and to potential visitors via a strong social media offering. I live here and I’m active across all of SM. I’ve yet to see a sponsored (PPC) link for any event in Cardiff or surrounding areas.”

“Centre for Research on Socio-Cultural Change researchers have argued that the provision of foundational goods and services has been overlooked by industrial and economic policy in the UK and Wales, whose focus tends to be on high-tech processes and sectors.”

“We view Cardiff’s Economic strategy as an opportunity to build upon its growing reputation as a City that can deliver for both Government and emerging innovative sectors in the creative digital, cyber security and fin tech sectors. This is at a time when Government is beginning to once again invest in its property requirements, growing into new roles in regulation and looking to have a proactive industrial strategy that links up with strong growth clusters. We have 3 principal recommendations to the questions set out in the consultation

1. Maintain a strategic and senior relationship with UK Central Government at a pivotal time in Brexit planning. Cardiff to build upon its proactive approach to Government around relevant national policy areas as set out above.
2. Building Blocks Offerings; Build an offering to Government and Innovative Industry sectors from existing assets and success stories. For instance the National School of Journalism and Media, the BBC R&D facility in the City Centre and the burgeoning production sector present building blocks towards securing relocation of not just Channel 4 but wider Departmental requirements from DCMS. Similarly, all parts of Government are investing in data analytics and cyber security and Cardiff has a tremendous opportunity to build upon its success stories with HMRC’s new data analytics department in Cardiff and Alert Logic.
3. Develop Co-Working Campus Environments; The future commercial occupancy model is increasingly predicated upon flexible, attractive, centrally located workplaces that clusters companies around common goals and sectors. This requires an open and innovative approach to investment models and for Cardiff Council there will be income stream opportunities from both Government and Private sector occupiers willing to pay a premium rent in return for a more flexible lease package that provides easy access to common areas.”

We believe that the arts can not only engage in the City’s development but if positioned as a strategic partner can help shape the social, physical and cultural identity and its people by supporting economic development and the future well-being of communities. We believe that rather than standing outside plans and developments looking in, arts and cultural organisations (existing and new) can step inside it and be a strategic partner for Cardiff Council from the onset working with agents in transport, regeneration, housing, environment, health and well-being and additional systems necessary for a stronger, more equitable City.”

“We urge that, as a result of the Consultation, Cardiff will expand its economic strategy to include a Cultural Strategy. Otherwise Cardiff will continue to be deprived of one of the most significant drivers of economic growth and jobs, and will lag behind every other successful Capital City in its development.”









# Building More & Better Jobs

## Consultation Green Paper



CARDIFF  
CAERDYDD

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Cover image courtesy of Lee Smith



# Building more and better jobs

## Cardiff is no ordinary British city:

## Key facts:

We are growing faster than any other UK city



Faster growth in projected population than any of the UK Core Cities

We are creating more and more jobs



Faster jobs growth than any of the UK Core Cities - 15,000 new private sector jobs in past 2 years

We are attracting a bigger increase in international visitors than any other city.



Fastest increase in international visitors of any UK Core City

We have one of the UK's most skilled workforces



45% of the working age population have a qualification at NVQ4 or above

We are second to none in terms of quality of life



UK's number one city for quality of life

We have a growing reputation for world class research



Cardiff University ranked 6th in the recent Research Excellence Framework

We have strengths in creative industries, finance, tech and advanced manufacturing



Hub of Wales' creative sector, and over 60,000 employed in finance, business and communications

We are the heart of the Welsh economy



90,000 daily commuters, and more than half of the visitors to the city region

We are a city that has delivered. However, we know there is more to do.

Thousands of people in the city are still looking for work



Almost 10,000 people looking for work, with a 7% unemployment rate for 20-24 year olds

Income inequality persists



The top 10% of earners bring home 3 times as much as the bottom 10%

Productivity lags behind other cities



Productivity lags Core City average

We know that the city needs to find a higher gear...



Cardiff's regeneration story has been a remarkable one. It has transformed itself from a city weighed down by deindustrialisation in the 1970s to one of the most competitive in the UK. It is a young and talented city with a growing business base, a bustling start-up culture and a thriving visitor economy.

If we are to continue to deliver for the people of Cardiff and Wales however we cannot stand still. We must continue to drive forward investment in our city, and we must put in place the building blocks to fulfil our city's potential. We know that this potential is vast.

## We will have a relentless focus on delivering more, and better, jobs for the people of Cardiff.

We also know however that in Cardiff the gap between rich and poor continues to persist and that some of Cardiff's communities are amongst Wales' poorest. It is imperative that we can translate our good economic performance into better outcomes for everyone in our city. In an economic climate dominated by austerity, which has hit the most vulnerable areas hardest, we have a responsibility to continue our city's story, delivering more and better jobs for people in Cardiff and driving forward the Welsh economy.

Cardiff's role at the heart of the city-region and Welsh economy is also critical. As the global economy becomes increasingly competitive, our city offers the best prospect for Wales to promote itself as a prime location for business. However, we also know that cities in Wales are underperforming in comparison with our neighbours in England. Historically policy, skewed by EU funding priorities, has shifted resources away from Cardiff. This has meant that people and businesses in Cardiff have had less access to public funding to invest in skills and enterprise than in other parts of Wales. It has meant that whilst Cardiff has been growing at a rate far exceeding anywhere else in Wales, associated funding for infrastructure has gone elsewhere. It is therefore essential that a new city-region approach for Wales recognises the role of its cities, and especially its capital city.

We also know that Cardiff is an important UK city. Part of the national productivity problem relates to the fact that its cities outside of London

are underperforming, and that the future of the national economy is dependent on raising economic performance in its urban areas outside the UK's capital. The UK Industrial Strategy identifies the strategy to tackle this, and identifies ideas, people, infrastructure, business environment and places as the foundations that will drive productivity gains. It is essential that Cardiff is part of this agenda.

We are well placed to respond to the challenge. We know that across the world cities are the beating heart of national economies. Cities are at the centre of the modern knowledge economy where it is people, rather than capital, that business is reliant on.

To do this we will build a more **Connected Capital**, securing investment in the physical and digital infrastructure that unleashes the potential of our city's people. We need to upgrade our city infrastructure to support the development of more home grown business and attract more inward investment. Moving beyond City Deal, our role as the driver of the city-region economy must be promoted and exploited. Cardiff must also continue to be an outward looking, international city, acting as the connecting point between Wales and the world.

We will build on our success as a **Business Capital**, with a relentless focus on creating new jobs and opportunities for people in Cardiff and across the city-region, raising productivity for the city and for the nation. We know that whilst Cardiff has been successful in developing and attracting jobs we need to continue to climb the value chain. We also know that if we are to raise income levels we will need to become more productive.

We will develop a more **Inclusive Capital** by providing a range and choice of jobs across the city so that everyone can access an opportunity to reach their full potential. We must ensure big city projects translate into economic prosperity, and the benefits need to be felt in all of the city's communities.

We will build a **Smarter Capital**, working with partners to leverage the investment potential of key high-value sectors: the creative and digital industries, and financial and professional services - sectors in which Cardiff already has companies with international significance. Our universities need to become central to our ambitions in the way that they haven't been in the past. The Council also needs to engage more with business and embrace the full potential of public private partnerships which has served the city so well in the past.





# The Cardiff Economy

Examples of the strengths, weaknesses, opportunities and threats for the city's economy are provided below - but we want to know **your** views on where Cardiff performs well, where it doesn't, and where there is potential for the city to improve.

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Capital City Status – driver of the Welsh economy</li> <li>• Fast growing and dynamic economy - proven ability to create jobs in competitive sectors</li> <li>• Well qualified workforce – 2/5ths qualified to degree or equivalent</li> <li>• Number 1 in the UK for quality of life</li> <li>• World class university research – Cardiff University ranked 6th in the UK</li> <li>• Greater city-region alignment and established governance</li> <li>• Sporting and cultural assets – including Europe's biggest covered arena</li> <li>• Advanced digital infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>• Relatively low levels of productivity – which in turn affects earnings</li> <li>• Low numbers of HQ operations – impacting on innovation and competitiveness</li> <li>• Pressure on the city's transport infrastructure – which is only due to grow</li> <li>• Lags some UK competitors in visitor numbers – capacity to improve</li> <li>• Large wage disparities – need to support productivity improvement for everyone</li> <li>• Poor international connectivity – physical and digital</li> <li>• Lack of urban policy agenda in Wales – reduces impact of 'agglomeration'</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>• Scope for growth in key sectors including financial and business services and the creative sector</li> <li>• Improving business infrastructure such as the world class BBC Drama Studios in Cardiff Bay</li> <li>• Growing economy brings opportunities for wider markets</li> <li>• Investment in Metro will unite the city-region and provide more opportunities</li> <li>• Growing visitor economy – growing faster than any other UK city</li> <li>• Potential to exploit benefits from Brexit such as removal of Structural Funds boundaries</li> </ul>	<ul style="list-style-type: none"> <li>• Competition from other UK cities for mobile investment</li> <li>• Competition from other UK cities for mobile workforce – businesses are reliant on maintain a skilled workforce</li> <li>• Pressures of population growth will impact on infrastructure</li> <li>• Need to maintain and promote the 'Cardiff' brand in an increasingly competitive marketplace</li> <li>• Impact of Brexit on ability to attract and retain skilled workers</li> <li>• Need to keep pace with technological advances</li> </ul>

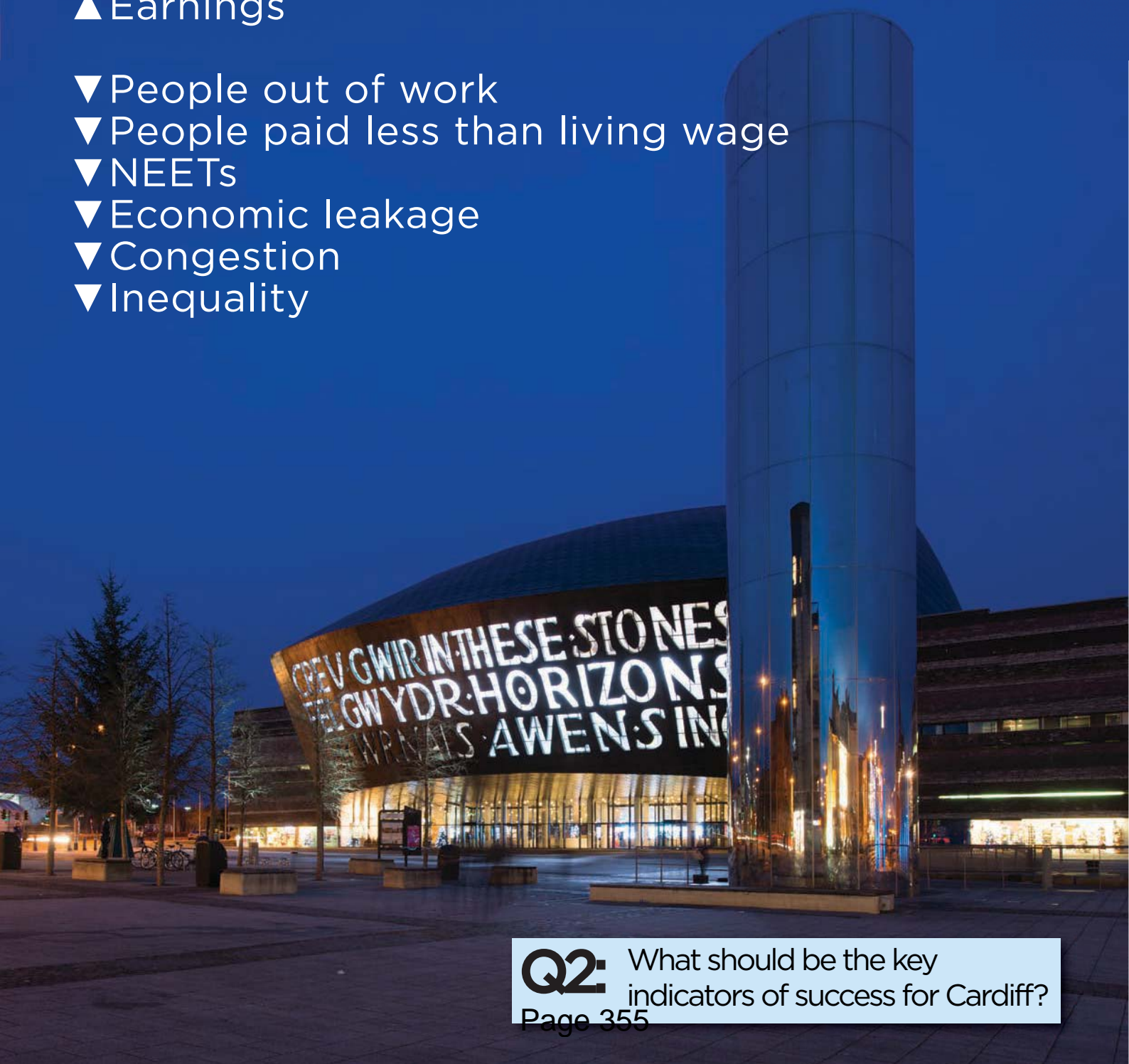
**Q1:** What are the key issues for the Cardiff economy?



# Our Aims

Key objectives for a competitive city economy include:

- ▲ Productivity
- ▲ Jobs
- ▲ Business Investment
- ▲ Investment in Communities
- ▲ Visitors
- ▲ Infrastructure Investment
- ▲ Earnings
- ▼ People out of work
- ▼ People paid less than living wage
- ▼ NEETs
- ▼ Economic leakage
- ▼ Congestion
- ▼ Inequality



**Q2:**

What should be the key indicators of success for Cardiff?

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# Our Role in the City-Region

Cardiff accounts for a third of the total economic output of the Cardiff Capital Region and around a third of all employment. It is also the focus for employment in high value added service sectors. However, one of the criticisms of Cardiff is that it fails to deliver the 'agglomeration' productivity benefits that it could for Wales due to a lack of density and scale. Subsequently, Welsh cities make the lowest proportional contribution to regional output in comparison with all other UK regions.

The need for competitive cities is backed up by a significant weight of international work. The OECD cites that "The larger the urban agglomeration within a region, the faster the growth the region experienced." It is important, therefore, that Wales can exploit this potential.

**"we found no examples of successful regions which had unsuccessful cities at their core"<sup>1</sup>**

Cities are important for their surrounding regions. They provide a critical mass to drive productivity growth and innovation. They are the focal point of the city-region, connecting within the region but also between cities. They provide a concentration of culture, leisure and sport, and they are the international brand that drives profile. Put simply, people think of cities and not regions as the foundries of the modern economy.

It is essential that city-region spatial planning arrangements recognise the role that the city at its core plays in driving forward the regional and national economy. Any city-region approach must reflect the unique potential and characteristics within its area and not simply seek to spread activity across the region. For too long a 'regional' approach in Wales has done little more than displace activity within the city-region at the expense of the public purse. Whilst a city-region approach is critical to the future of the Cardiff Capital Region, it can only do so if it acknowledges and supports the specific role that Cardiff plays.

Conversely, however, it is important to recognise the role of the wider city-region, which provides space for a greater range and choice for employment and residential purposes. It provides a bigger labour market and a wider skills base. And it provides distinctive urban centres with niche retail/leisure/cultural experiences.

Despite the fact that Cardiff has benefitted from significant private sector investment in recent years, public investment has typically lagged behind. Indeed, whilst there have been many benefits of EU membership, the reality is that funding has been skewed away from the city, with around ten times the amount of support invested in 'convergence' as opposed to 'competitiveness' areas in South East Wales.

**In simple terms, Wales needs to develop a greater appreciation of the role of its cities, and put policies in place to exploit them.**

**Q3:** What should Cardiff's role be in the city-region?

<sup>1</sup> Source: Competitive European cities: where do the core cities stand? (Urban Research Summary No. 13)



# A EUROPEAN CAPITAL

The UK's Core Cities have outlined the important role that cities play in the future success of the UK in a post-Brexit world. But for this to be the case we need to consider our response to Brexit, making sure we capture the opportunities that can accrue - and mitigate for the negative impacts.

We believe we will need to ensure that our businesses remain resilient, that they are not disadvantaged by a lack of access to markets, or that they find themselves in difficulty in recruiting skilled international workers.

We believe we need to make sure that Cardiff does not isolate itself from the world, and continues to show that although we will longer be part of the EU we can still be a proud European Capital. We also need to make sure that we get our fair share of the supposed financial benefits from the repatriation of the UK's contribution to Europe. And we must make sure that Cardiff remains an open and tolerant city.

**Q4:** How can we continue to engage with Europe in a post-Brexit era?





# City Comparators

## CONNECTED CITIES

Across the globe connectivity is more important than ever. As knowledge has become the main source of productivity growth, the movement of people rather than goods has underpinned competitive cities. This story isn't just about the world's megacities. Smaller cities like Copenhagen, Bilbao and Stuttgart have successfully managed to grow their economy and increase their standing on the world stage.

Transport in Cardiff however is currently dominated by private car journeys. The 2011 census showed that more people travelled to work by car or van than in any other Core City. A relatively small percentage of commuters use buses or trains to get to work. We also know that travel within the city is one of the most topical issues for our citizens. Over 60% of Cardiff citizens feel that travel and transport problems in Cardiff are serious or very serious.

Exemplar cities such as **Copenhagen** have shown how a step change away from a car dominated city can be achieved based on a shared vision and willingness to change. This is a city not unlike Cardiff. We have a similar size and scale, and we play a similar role in our national economy. **Bilbao's** story of transformation is equally well-known. However, their story wasn't just about the Guggenheim - it was as much a new metro system that stimulated the regeneration of the city. The Sir Norman Foster led development that opened in 1995 has been part of the city's successful transition from industrial decline to a modern regional capital.

**Q5:** What can we do to improve connectivity?

## BUSINESS CITIES

The UK lags many developed nations in terms of productivity. Whilst London can compete internationally, the UK's other cities and regions drag down the national average. Furthermore, two-thirds of the UK's workforce is employed in businesses with productivity that falls below their industry average, and this has knock-on effects for wages. If we are to make a step change nationally, it is the cities of the UK that need to move up a gear, and in the context of Wales this is even more prevalent.

Cities like Dublin and Helsinki, medium-sized cities comparable to Cardiff have transformed their city and national economies from amongst Europe's poorest, to its most competitive. This has been achieved through strong and decisive leadership, as well as establishing an environment conducive to investment, friendly to business, and underpinned by a skilled workforce.

**Dublin** led the rapid growth experienced during Ireland's Celtic Tiger boom. The Irish economy grew by almost 10% per year between 1995 and 2000, and then by over 6% per year until the global economic downturn. As well as a competitive offer for businesses, education was an important part of the Dublin story, where a generation of well-educated workers, aligned with international growth sectors, delivered a dramatic shift in city and national economic performance.

The **Helsinki** story is equally compelling, leading Finland's transition from an agricultural economy to a world-leader in technology. With a focus on R&D, the Finnish capital's reputation at the forefront of the knowledge economy revolution was again led by strong leadership and a focus on skills and education.

**Q6:** How can we create more and better jobs?



## INCLUSIVE CITIES

Since the 1980s inequality has not improved and is forecast to rise even higher in the coming years. Cities, in particular, have borne the consequences of inequality and there is growing concern at the wider impact of social and economic exclusion. Cardiff performs well in comparison with Core Cities and other parts of Wales across a range of factors which can affect a resident's wellbeing. However, as with other cities in the UK, significant and entrenched inequalities persist. Despite being the nation's commercial engine, over 60,000 people in Cardiff live in the 10% most deprived communities in Wales. Only two other local authorities in Wales – Merthyr Tydfil and Blaenau Gwent – have a higher percentage of their population living in the poorest communities. Almost a third of Cardiff households live in poverty, with a high percentage of children living in workless and low income households.

**Lille-Roubaix** have adopted an area-based policy to deal with infrastructure investment, making sure that it links economic inclusion activities in areas such as housing, education and training. The effectiveness of this approach is supported by including residents in the design and implementation of investment projects. It has also co-ordinated local initiatives to make sure there is a wider impact on local communities.

**Pittsburgh** successfully transitioned, like Cardiff, from an industrial to a service economy but its economic recovery was not felt by everyone. One area that suffered in particular was the Hill District, whose decline can be traced back to the 1960s when residents were displaced by big construction projects. Located between major employment zones in the city centre, residents were disconnected from the employment opportunities these zones delivered. The Pittsburgh Central Keystone Innovation Zone (PCKIZ) initiative sought to address this by linking local residents with the local high tech growth, providing direct support to link businesses in the area with the city's high tech clusters.

**Q7:** How can everyone benefit from growth?

## SMART CITIES

Smart cities use technology and/or data to improve how we use our cities, and how we deliver public services. Done well, a city with the right smart city infrastructure will become both a more competitive place to do business and a better place to live. Being a smart city doesn't just mean a digital response to every problem, it means an informed, intelligent response to problems.

**Barcelona** is an active smart city, with over 100 live projects, including smart traffic lights, telecare services and electric cars. Its leading role in the use of Internet of Things means that the supply and demand for services can be more closely aligned, so that limited resources can be used where they have the biggest impact, and that excess resources can be diverted to more productive areas. This approach includes streetlamps that only operate when someone is nearby, a telecare system that proactively monitors over 70,000 elderly and disabled people in the city, rain monitors that determine when to water the city's parks, and municipal bins are only emptied when sensors note they are full.

**Rotterdam** meanwhile is producing a model to simulate scenarios for city planning and management. The model will help to improve investment decisions for the city government, whether in terms of the impact on transport, or the environmental impact of capital investment.

**Q8:** How can we become a smarter city?



# Spatial Strategy

We want your views on developing a spatial strategy for the city...

Cardiff is undergoing a period of rapid growth. The effective management of that growth will be essential to provide clarity to the market and to ensure the city continues to function effectively.

Whilst development is becoming increasingly mixed use in nature, our intention is to concentrate investment, building on the city's recent successes, to achieve critical mass and to realise agglomeration effects.

Proposed areas for the spatial strategy could include:

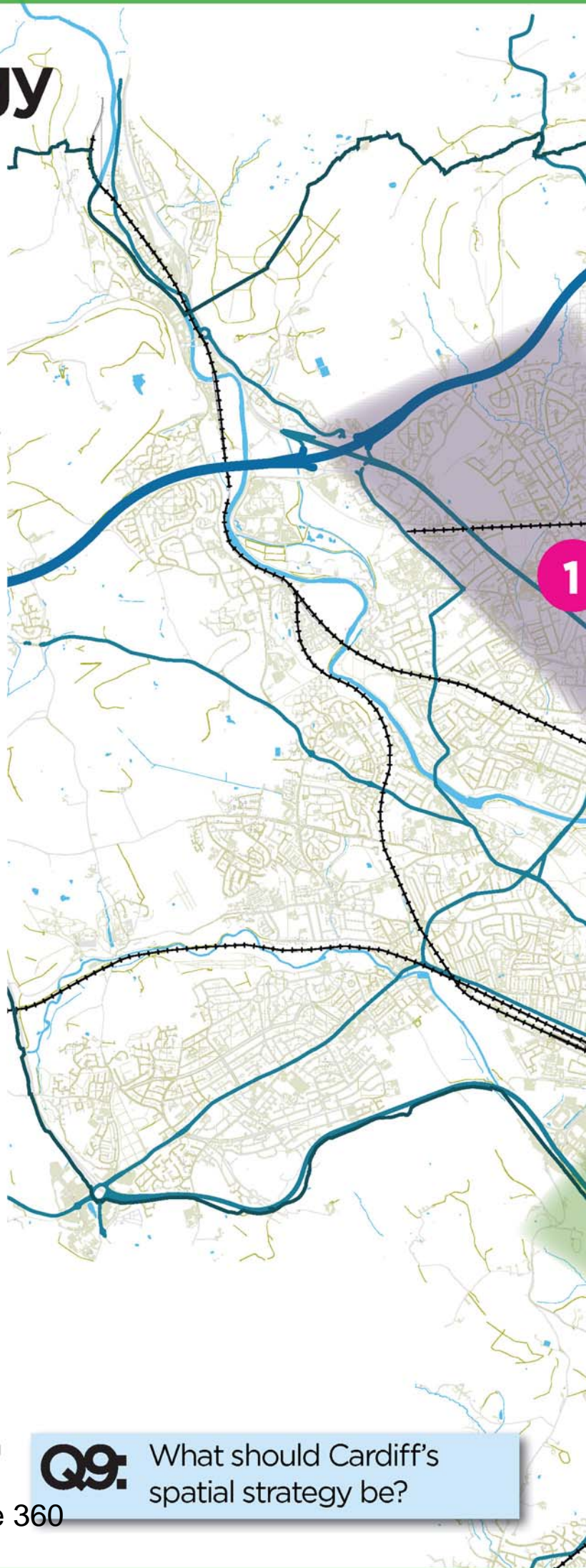
The **CITY CENTRE** is already the most important business cluster in the region. It is increasingly a place to live as well as work. Our intention is to encourage the continued expansion of the city centre southwards beyond the railway lines through office-led mixed use development.

**CARDIFF BAY** has already experienced a comprehensive transformation. It now needs a second push. We want the Bay to become a leading short break destination which will require further investment in leisure-led infrastructure.

**NORTH CARDIFF** is home to the city's knowledge institutions and some of the most R&D intensive businesses in the city. Both Cardiff University and Cardiff Met are investing in new facilities that will expand their footprint in the city. The Heath Hospital site and the knowledge cluster around Coryton offer opportunities for further growth.

**EAST CARDIFF**, south of the railway line, is an existing industrial centre primed for expansion. Benefitting from a range of high quality infrastructure, including the Port of Cardiff and the Euro Freight Railway Terminal, the area has significant potential to deliver more manufacturing, distribution and trade related jobs.

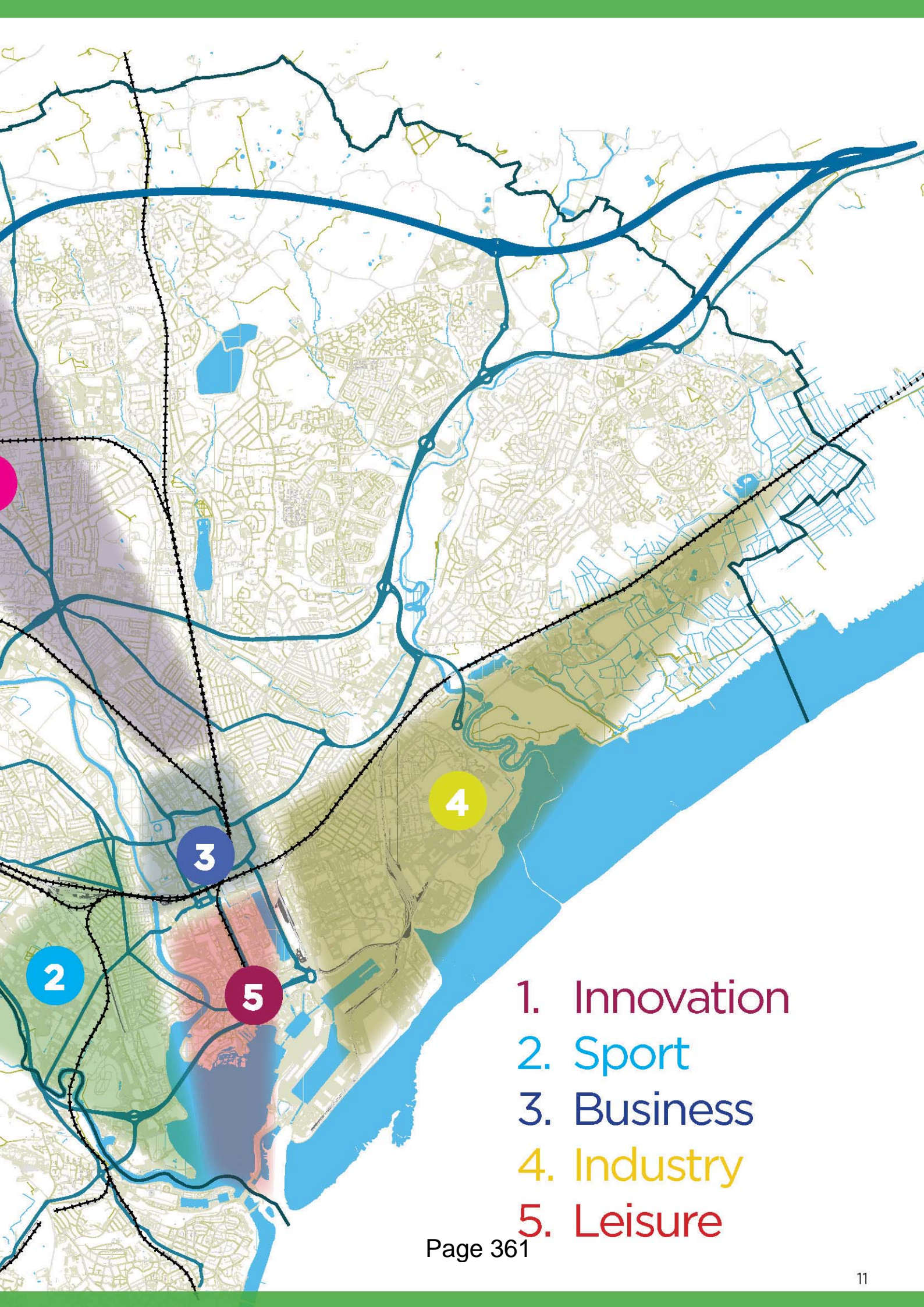
**WEST CARDIFF** already accommodates some of the city's premier sporting and recreational facilities. There is potential to build on the success of the new Cardiff City Stadium and House of Sport development to provide a cluster of sporting infrastructure for the benefit of elite sport and for local community use.



**Q9:**

What should Cardiff's spatial strategy be?





- 1. Innovation
- 2. Sport
- 3. Business
- 4. Industry
- 5. Leisure



# City Centre: Business

The city-centre plays a key role in any city, providing a focal point for employment and entertainment, as well as a connecting point to the city-region and wider world. Over the last two decades Cardiff's city-centre has been transformed. Unlike in competitor cities, where large developments have taken place on out-of-town green-field sites, in Cardiff major city projects such as the Millennium Stadium and the St David's shopping centre have been developed as part of, not separated from, the city-centre. These have been built on assets such as Cardiff Castle, existing and new university developments and a programme of pedestrianisation to create a vibrant and successful city-centre.

The next phase of the city centre's development has begun, with the Central Square development creating a place for business that can compete with the best in the UK. No other location has the ability to create as many jobs and opportunities as the areas surrounding Central Station, and no other location has the opportunity to be better connected with the city, the city's communities, the city-region and the rest of Wales and the UK.

We must also build on the strengths of our city centre as a place to visit. However the threat to retail from technology is real, and it is essential we ensure that the city centre remains a place people want to visit. Investment in our city centre will also help provide a range and choice of jobs, jobs for people with different skills, different abilities and different interests.

## Give us your views on our suggested priorities for the City Centre:

- The modernisation of **Central Station** sits at the heart of the Council's plans for the expansion of Cardiff city centre. Working with UK Government, Welsh Government and the private sector, we intend to bring forward proposals to increase the capacity of Central Station for trains and passengers and to transform Cardiff Central into a modern gateway befitting of a capital city.
- We are committed to continuing the regeneration of the area immediately surrounding the station to deliver the city's primary office destination.
- **Central Square** is well underway and when complete will deliver over 1 million square feet of Grade A\* office accommodation. A new bus station will be delivered, and proposals are starting to be progressed that will spread the benefit into surrounding areas such as Westgate Street and St Mary Street.
- New plans are emerging for the regeneration of the riverfront land **south of Cardiff Central**. Agreements are now in place between land owners to relocate Brains Brewery to make way for a major mixed use office-led development including significant new transport facilities linked to the improvement of Central Station.
- Making the most of the city's river frontage is a key part of the Council's vision and an important factor in the Council working to secure land at **Dumballs Road**. At 40 acres the site offers the opportunity to deliver a new residential-led mixed use urban centre within walking distance of all of the city centre facilities.
- The completion of **Callaghan Square**, extending the office district towards Capital Quarter, is a key priority. This will involve the intensification of development, with high quality design and new public spaces and could include a new public sector office quarter.
- **Capital Quarter** is one of the city's recent success stories. Linking directly into Callaghan Square, the development is progressing at pace and will extend the city's new office quarter whilst providing new facilities that improve the link between the city centre and the Bay.
- **St David's Square** - following the relocation of the Indoor Arena, a new office-led mixed use quarter could be created adjacent to the Admiral HQ, providing the opportunity for significant new city centre public spaces and leading to the improvement of adjacent city centre streets including Charles Street, Barrack Lane, Churchill Way and Station Terrace.

**Q10:** What can we do to support business development in the city centre?







# Cardiff Bay: Leisure

The last 30 years has seen a transformation of Cardiff Bay, regenerating over 1,000 hectares of derelict land and creating over 30,000 jobs. Projects such as the Wales Millennium Centre, Mermaid Quay and Roath Basin have created a new place to visit and do business. Walking, running and cycling have seen the barrage become a venue in itself and Roald Dahl Plas has become the go-to place for city celebrations.

However, as the city centre has thrived in recent years, buoyed by investment, the Bay has lost some of its momentum. It is now ready for the next phase of its development.

Cardiff Bay is already one of Wales' most visited locations. It now needs to become a primary UK weekend city break destination. This will require significant investment in leisure infrastructure. It will also require major improvements to the connectivity between the city-centre and the Bay across all modes of transport.

**Q11:**

What can we do to support leisure activities in the Bay?

Give us your views on our suggested priorities for Cardiff Bay:

- A new **Multi-Purpose Arena** will attract business and academic events and stimulate high spending business tourism, raising the profile of the city as a business location. Building on the success of the Wales Millennium Centre it will enable a broader range of events, significantly higher footfall and a spread of events that will support business to thrive in Cardiff Bay.
- The redevelopment of the Coal Exchange will **reinvigorate Mount Stuart Square**. Building on this investment we will bring forward a scheme to support its development as a vibrant district for small business.
- We will explore the delivery of a **new family attraction** to draw visitors to the Bay throughout the year.
- We will work with partners to explore options for a new attraction at the **Graving Docks**, including the potential for a contemporary art gallery, a science experience venue, and a new venue for the Cardiff Story.
- Whilst it's less than a mile in distance, relatively low numbers of people consider walking as a way of getting between the city centre and the Bay. A **'High Line'** development will create a more attractive route into the Bay, as well as being a destination in itself.
- A new **leisure transit system** linking the city-centre to the Bay must remain an important priority and ambition for Cardiff, supported by improved walking and cycling routes as part of the development of a 'Bay Loop'.







# Cardiff West: Sport

Cardiff has developed a deserved reputation as a sporting and cultural Capital City. From the Champions League to local park-runs, sport has an impact on all aspects of city life. Investment in sporting infrastructure has focussed on the west of the city, and opportunities remain to build on this to cement the city's position not only as a place where major sporting events take place, but also one with world class facilities for use by elite athletes through to those in the local community.

We will continue to invest in the city's sporting infrastructure, focusing on the west of the city, around the new Cardiff City Stadium, the House of Sport developments and the International Sports Village.

**Q12**

What can we do to develop Cardiff West as a sporting destination?

Give us **your views** on our suggested priorities for **Cardiff West**:

- We will work with **Glamorgan Cricket Club** to enhance their facilities, separating the sporting and conference infrastructure so that cricketing and commercial activity can take place all year round.
- We will explore the potential for a **new stadium for the Cardiff Blues**.
- We will take forward the next stage of development for the **International Sports Village**, securing new investment. In doing so we will create Wales' foremost location for sport, leisure and recreation in the heart of a city.
- The completion of the **House of Sport** development will ensure Cardiff has some of the best community sports facilities in the UK.
- This will link with further development of the **Athletic Stadium sports cluster**, providing more space for community sports development.
- We will take forward plans for a **redeveloped home for Sport Wales** to cement its position as the home of sport in Wales, improving facilities and site access.



# Cardiff East: Industry

Supporting the development of a new industrial zone in the east of the city will open new opportunities for those that live there, and improve access to other opportunities across the city and beyond. For too long the east of the city and its communities have not benefitted from the city's transformation.

An Eastern Industrial Zone will also provide a greater range and choice of employment land for Cardiff. We also know that we can't just rely on city centre opportunities for residents of Cardiff. The different options and choices that can be established by providing lower density employment opportunities will help those whose skills or experience may not match those found in a service focussed city-centre.

**Q13:** What opportunities are there to support industry in Cardiff East?

Give us your views on our suggested priorities for Cardiff East:

- **Industrial Strategy for East Cardiff :** We will develop a new industrial strategy to deliver new jobs and provide a range of opportunities for people in the east of the city and beyond.
- **A Cardiff Parkway:** A new railway station in the east of the city will open up new opportunities for residents and business.
- **The Eastern Bay Link:** Cardiff Council will work with partners to deliver the full completion of the Eastern Bay Link.
- **A new Business Park for the East:** Cardiff Parkway offers a unique opportunity for prospective companies looking to invest in the UK. A new 100,000m<sup>2</sup> business park will add an extra dimension to the Cardiff offer in terms of office supply.
- **Eastern Distribution Centre:** Investment in the road infrastructure, linking with the M4, will open up new opportunities for distribution. Market demand for facilities is on the rise across the UK, and it is important that Cardiff can capture any investment taking place to make sure that the people of our city benefit.





# Cardiff North: Innovation

Cardiff's greatest opportunity lies in the talent, attitude and industry of its people. The city's universities, in particular, have been fundamental to making Cardiff one of the most highly-skilled cities in the UK, providing a conveyor belt of talent in to the city economy. They are also a source of invention and creativity in the sciences, the arts and in business, and so need to become central to the city's ambitions in the way that they haven't been in the past.

In developing a Northern Knowledge Quarter we will provide a focal point for innovation in the city, building on the success of our universities.

Give us **your views** on our suggested priorities for the **Cardiff North**:

- **A New Innovation Campus:** We share Cardiff University's ambition to establish itself as one of the top 100 global universities and will work in partnership with the University to deliver the new Science and Innovation Campus. We will work with partners to develop a new Innovation Park covering Maindy Park and the Heath Hospital with Cardiff University and Cardiff and Vale University Health Board.
- **M4 Science Park:** We will work to develop a new science park at Coryton to support new advanced technology businesses, located near the junction of the M4 and A470 – creating potentially Wales' most accessible site.
- **Cardiff's Circle Line:** To complement the Science Park development we will also explore ways of completing the loop of the 'City Line' – creating a new Circle Line for Cardiff to provide regular and fast links between city communities.
- **North West Link:** We will improve access through the North West of the city to reduce the pressures on the transport system and to improve links with the rest of Cardiff.

**Q14:** What opportunities are there to support innovation in North Cardiff?





# Major Events

One of the major factors behind Cardiff's ability to attract and retain talent is the city's leisure and cultural offer. As a capital city Cardiff is home to major international sporting and cultural events, made possible by some of Europe's best cultural and sporting infrastructure. This will be further enhanced through the development of a new Multi-purpose Arena in the city-centre.

We are committed to continuing to deliver a programme of major international sporting and cultural events. Events aren't just about attracting new people to the city however, they are also about bringing new ideas and experiences to the people who already live here. Local festivals like Sŵn, Diffusion and Cardiff Contemporary and events such as the Roald Dahl 'City of the Unexpected' have given something new to the city, and we need to build on their success.

Give us **your views** on our suggested priorities for the **Major Events**:

- **Major Events:** We will work with Welsh Government the Business Improvement District and other partners to develop a new programme of major events, building on the success of the Champions League.
- **Wales' cultural heart:** We will work with partners to develop a programme of home grown events and festivals to create a year long series of events that not only drives tourism, but delivers for the people of Cardiff.
- **Womanby Street:** We will secure the future of live music in Womanby Street by working with the city's business and arts communities, investing in the street itself and delivering a music strategy for Cardiff.

**Q15:** How should we use events to support the city's economy?





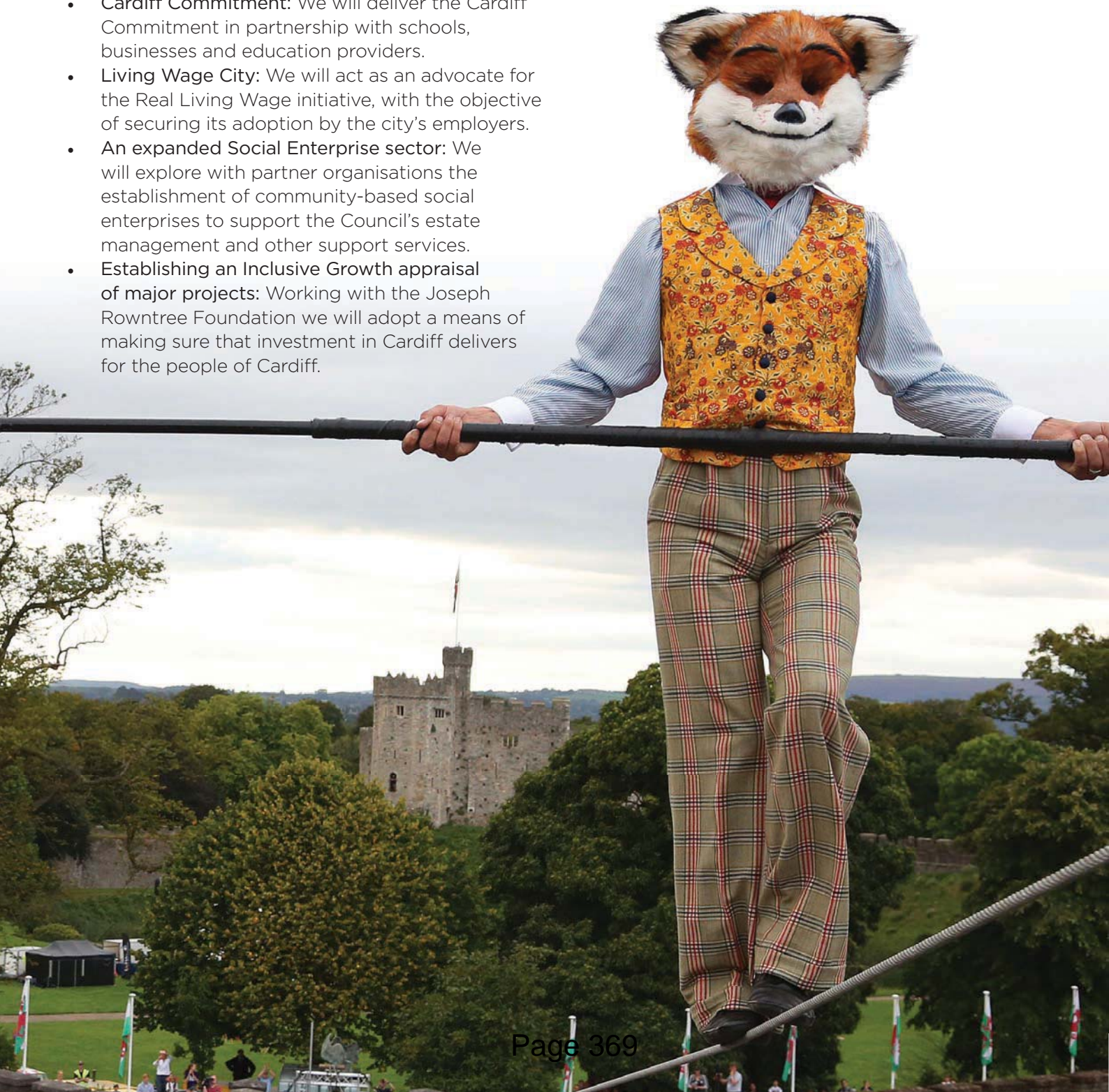
# Inclusive Capital

Whilst jobs growth in itself is a positive, we want to move one step beyond this and make sure that the proceeds of growth are enjoyed by the many, not the few, in Cardiff. In responding to this we will adopt new means of assessing projects to understand how they will deliver opportunities for everyone.

**Q16:** How can we make sure everyone benefits from growth in Cardiff?

Give us **your views** on our suggested priorities for Cardiff to become a more **Inclusive Capital**:

- **Cardiff Commitment:** We will deliver the Cardiff Commitment in partnership with schools, businesses and education providers.
- **Living Wage City:** We will act as an advocate for the Real Living Wage initiative, with the objective of securing its adoption by the city's employers.
- **An expanded Social Enterprise sector:** We will explore with partner organisations the establishment of community-based social enterprises to support the Council's estate management and other support services.
- **Establishing an Inclusive Growth appraisal of major projects:** Working with the Joseph Rowntree Foundation we will adopt a means of making sure that investment in Cardiff delivers for the people of Cardiff.







Please send responses to this Green Paper to:  
[econgreenpaper@cardiff.gov.uk](mailto:econgreenpaper@cardiff.gov.uk)

Alternatively you can write to:  
Economic Green Paper  
Economic Development Team  
Cardiff Council  
County Hall  
CF10 4UW





**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 24 JANUARY 2019**

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**THE SUPPORTED LIVING SERVICE FOR ADULTS WITH A  
LEARNING DISABILITY**

**SOCIAL CARE, HEALTH AND WELL-BEING (COUNCILLOR  
SUSAN ELSMORE)**

**AGENDA ITEM: 9**

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**Reason for this Report**

1. To ensure that formal and appropriate contract arrangements for the recommissioning of the existing supported living services for adults with a learning disability are in place for 1<sup>st</sup> November 2019.
2. To authorise the personal domiciliary care and the housing related support contractual arrangements for the provision of supported living services for adults with a learning disability as set out in the proposed recommendation.
3. To delegate authority to the Director of Social Services in consultation with the Cabinet Member (Social Care, Health and Well-Being), the Council's Section 151 Officer and the Council's Monitoring Officer, to determine all aspects of the procurement process and the supported living model (including approving the evaluation criteria to be used, and authorising the award of the contracts) and all ancillary matters pertaining to the procurement.

**Background**

4. On 2 April 2015, Cabinet authorised the award of the Personal Domiciliary Care Supported Living Services contracts and the Housing Related Support Supported Living Services contracts to the successful tenderers with contracts to commence on 1 August 2015.
5. The contracts were awarded for a fixed term of three years with the option to extend for a further period or periods equating to no more than two years provided that the contracts did not extend beyond 31 July 2020.
6. The Social Service Directorate reported on this matter to Cabinet on 18th May 2018. Cabinet approved the model for the provision of supported living for people with a learning disability and the extension of the Contract to 31<sup>st</sup> October 2019.



7. The Directorate has secured a sustainable supported living service model where the providers deliver services which meet the outcomes of individuals as set out in their support plans, offering people more choice, control and independence in their lives.
8. There has been full review of the service delivery and citizen consultation and engagement to ensure they are satisfied with how their care and support needs are being met and a high quality provision is being delivered. The supported living model of support is tailored to the needs, wishes and interests of citizens and in line with the requirements of the Social Services and Well Being (Wales) Act 2014.
9. The contract value for the domiciliary care element of the contract currently amounts to £16.3m per annum. Annual costs relating to the housing related support element of the contract amount to £1.9 million, funded via the Supporting People Programme Grant.
10. The domiciliary care and housing related support services are integral to the delivery of the supported living services to citizens. The Council has issued two contracts for these services which are co-dependent for the effective delivery of the service
11. The commissioned supported living service consists of 100 schemes providing shared and self-contained accommodation with support for 311 individuals across six localities within the city.
12. The current contracts have an expiry date of 31 October 2019.
13. The quality of delivered personal care is registered with, and regulated by, Care Inspectorate Wales (CIW). Social workers review care and support plans in conjunction with the supported living team who monitor the quality of services, with the citizen, and other interested parties such as families or health services.

### **The Supported Living Model**

14. The term 'Supported Living' describes a broad range of housing and support options. Supported Living can be defined as:
  - When an adult with a learning disability rents/buys somewhere to live and receives personal domiciliary care and support from a domiciliary support provider that is not the owner/landlord of the accommodation.
15. The model of service provision is grounded in the learning disability service principles of:
  - The right to an ordinary pattern of life within the community
  - The right to be treated as an individual
  - The right to additional help and support in developing maximum potential.



16. Supported living is an approach that is based on the belief that citizens have a right to decide where, how and whom they live with, and who should provide them with the support they need to do this. The fundamental principle is that citizens live in their own home, shared, with a partner, or on their own and receive the care and/or support that works for them.
17. Supported living services are often associated with small group homes with three or four citizens sharing accommodation, living in an ordinary house in the community. In Cardiff there is a model of core & cluster – where the core flat residents receive a higher level of care and support and the surrounding flats will receive targeted support. The development of this model has facilitated the closure of large scale institutional care.
18. The current model is divided into 6 geographical localities across the city to encourage identity and integration into community facilities. This enables citizens to be a full and active member of their community.
19. Supporting People Programme Grant funding is allocated to each citizen for housing related support. The current providers deliver both domiciliary support and housing related support to the citizens.
20. Social Services statutory obligation is to meet eligible assessed need; how that need is met will be through a variety of means, to be determined by the citizen with care and support, their family members and with the social worker. The aim is to enable citizens to remain as independent as possible, utilising a mix of support from universal services in their community as well as dedicated packages of care.
21. The Council's value-based principles for supported living are based on the principles of ensuring that there is an appropriate balance of arrangements, which offer greater choice and control of care and support for citizens, and connection to family networks, as well as offering best value.
22. The Council will work in partnership with stakeholders to identify creative solutions to promoting a sustainable future in communities for citizens with learning disabilities. Partners will ensure that opportunities across localities are offered to citizens to ensure inclusion, for example opportunities for citizens to volunteer in their local area.
23. This matter has been presented to the Community and Adult Services Scrutiny Committee on 9<sup>th</sup> January 2019. The recommendations arising from the Committee's feedback have been taken into account by the Directorate in developing the proposed supported living service model and the Committee supports the proposals and commends the report to Cabinet. A copy of Community & Adult Services Scrutiny Committee letter is attached at Appendix 2. A detailed response has been made to the specific issues raised by the Scrutiny Committee.



## Proposal

24. In order to ensure that formal and appropriate contract arrangements for the provision of supported living services for adults with a learning disability are in place for 1<sup>st</sup> November 2019, it is proposed that the contracts for supported living services (including the personal domiciliary care service and housing related support) will be delivered as a whole package. This will be achieved by issuing the opportunity to the market for organisations who are willing to tender for both elements of the service.
25. The Council's expenditure is significant, hence it is proposed to secure the future supported living service via a tender/ procurement process on the basis of the "most economically advantageous tender" (known as MEAT) using quality and price criteria. It is proposed that the tender evaluation weighting is 60% Quality and 40% Price. This will ensure that the successful bidder would be able to deliver a high quality service at a competitive price, offering best value.
26. The bidder will be required to submit their prices in line with the identified bandings of High, Medium, Moderate and Low. These bandings will reflect the care and support needs of the citizens receiving a service.
27. It is proposed to issue a longer term 8 year contract to secure the outcomes for citizens as directed in the Social Services & Wellbeing Act (Wales) 2014. The benefits of a longer term contract will allow the market to be sustainable, to work in partnership with the Council and be creative in delivering a strengths based practice approach, focusing on well-being, assessment, care and support planning and reviews
28. A key aspect of the Social Services & Well-being Act 2014 is that services should be co-produced. This is defined as follows: *co-production refers to a way of working whereby practitioners and people work together as equal partners to plan and deliver care and support. It is fundamentally about doing things 'with' rather than to people.*
29. The Directorate will continue to develop a sustainable supported living model with an outcome-based service provision, offering citizens more choice, control and independence in their lives. A key element of the new service will be to ensure that citizens have greater choice and control over their lives through access to universal services as well as specialist care. The Directorate will work with care provider organisations to ensure this happens and to promote inclusion for citizens, their families and the market place. The Directorate consider the supported living model would be the most effective and efficient way of delivering the service.
30. The Social Services & Well-being (Wales) Act 2014 includes a National Well-being Statement (described in overarching guidance) which describes the well-being outcomes that citizens who need care and support, and carers who need support, should expect in order to lead fulfilled lives. The approach to commissioning good lives aims to support citizens with learning disabilities and their families to experience these



outcomes including the suitability of living accommodation – ‘*I live in a home that bests supports me to achieve my wellbeing*’.

31. Cabinet is asked to authorise the delegation and authority to the Director of Social Services in consultation with the Cabinet Member (Social Care, Health and Well-Being), the Council's Section 151 Officer and the Council's Monitoring Officer, to determine all aspects of the procurement process and the supported living model (including approving the evaluation criteria to be used, and authorising the award of the contracts) and all ancillary matters pertaining to the procurement and proposals above.

## Issues

32. There have been Employment Appeal Tribunal rulings that have questioned the established practice regarding *sleep in* provision within Supported Living services by which staff are paid a standard amount to provide sleep-over cover. The two rulings concerned are *Esperon t/a Middle West Residential Care Home v Slavikowska* and *Whittlestone v BJP Home Support Ltd*. This is a developing area in terms of case law and the issue is being referred to the Supreme Court. The Court of Appeal judgement on 13 July 2018 ruled in favour of Mencap's appeal (**Royal Mencap Society v Tomlinson-Blake and Shannon v Rampersad -t/a Clifton House Residential Home**) against paying sleep-in shifts at the national minimum wage. This ruling has led to uncertainty for the market and commissioners of supported living services where sleep-in shifts are a usual aspect of the operating model.
33. In July 2015, the Chancellor of the Exchequer announced that from 1 April 2016, the UK Government would introduce a requirement for all employers to pay a mandatory National Living Wage (NLW) for workers aged 25 and above. The NLW increase has had a significant impact on the market and workforce. The Chancellor of the Exchequer has announced another increase of the NLW in 2019. It is anticipated the prices from the market will reflect this increase.
34. From April 2018 the law changed with the introduction of the Regulation and Inspection of Social Care (Wales) Act 2016. This will have an impact on registration, training, and qualifications for the workforce. The market estimate a 1.5% increase in cost to meet the above regulations.
35. The proposed recommendation number 3 is to approve delegating authority to the Director of Social Services. It is recognised that this is a substantial delegation which will make provision for the timescales in procurement timetable to be appropriately met. This level of delegation is consistent with the Council's scheme of delegation. The Cabinet may determine on any particular matter under consideration by the Cabinet pursuant to this Section 2, that a decision on any such particular matter (or any part thereof) may be delegated to a senior officer who is within the Assistant Director tier of management responsibility or above. The decision will need to be made in consultation with the relevant cabinet members and published (with call in attached).



## Consultation

36. A detailed communication plan will be put in place to ensure that all partners are informed of decisions and progress. The communication plan will seek to manage potential concerns raised by citizens, their families and stakeholders throughout this procurement process.

## Equality and Diversity

37. A full Equality Impact Assessment (EIA) and action plan has been developed for the supported living services project and a further EIA has been carried out on the supported living model. This is attached at Appendix 1.

## Reason for the Recommended decision:

38. To obtain the necessary approval in order to commence the procurement process to invite bids from the market in relation to supported living services, for citizens with a learning disability.
39. The procurement process will run in line with the Council's Standing Orders and Procurement Rules, as a "Part B" service. Although the Contract Regulations themselves do not require prior advertising of Part B services or any form of competitive tendering to be carried out for Part B services, they are still caught by general obligations such as **transparency, equal treatment and non-discrimination** that derive directly from the Treaty on the Functioning of the European Union (TFEU).
40. To seek Cabinet's agreement to delegate authority to the Director of Social Services in consultation with the Cabinet Member (Social Care, Health and Well-Being), the Council's Section 151 Officer and the Council's Monitoring Officer, to determine all aspects of the procurement process and the supported living model (including approving the evaluation criteria to be used, and authorising the award of the contracts) and all ancillary matters pertaining to the procurement.

## Financial Implications

41. The report seeks delegated authority for the Director of Social Services, in consultation with the Cabinet Member (Social Care, Health and Well-Being), the Council's Section 151 Officer and the Council's Monitoring Officer, to determine all aspects of the procurement process for the re-commissioning of an external supported living service for adults with a learning disability.
42. The current external supported living contract is made up of two elements; a personal domiciliary care element, with a current value of £16.3m, funded from the Social Services budget and a housing related support element, with a current value of £1.9m, funded from Supporting People Programme grant.



43. As the housing support element of the contract is funded via Supporting People grant, the terms and conditions associated with any new contract must reserve the right for the Council to vary payment levels should grant levels decrease.

### **Legal Implications**

44. The first recommendation is, put simply, to authorise the proposed overarching approach to the procurement of supported living services for Adults with a learning disability. The proposal is to carry out a competitive tender in order to award the services contracts, such length of contract to be determined.
45. The services concerned fall under Schedule 3 of the Public Contracts Regulations 2015 ("the Regulations") and accordingly are subject to the so called Light Touch Regime. What this means is that when procuring these Services the Council should comply with the mandatory requirements set out in the Light Touch Regime (Regulations 74-77). In particular, advertise the contract notice in OJEU, conduct the procurement in conformance with the information provided in the OJEU advert, set procurement time limits which are reasonable and proportionate to the services/procurement in question, comply with the EC Treaty based principles of transparency and equal treatment, and publish a contract award notice. Detailed legal advice should be sought on the proposed procurement strategy and proposed procurement route.
46. The proposed recommendation number 3 is to approve delegating authority to the Director of Social Services to deal with all aspects of the recommissioning of the Supported Living Services for Adults with a learning disability. This is a substantial delegation and delegates such matters as determining the evaluation criteria and the award of contracts. Legal advice should be sought as the proposed procurement is worked up.

### **Welsh Government Grant conditions**

47. It is noted that the services are funded via Welsh Government funding under the Supporting People Programme. Normally Welsh Government grant conditions contain a proviso that the services funded via the grant are commissioned in accordance with all relevant legislation and accordingly the directorate should satisfy itself that it can comply with the same before proceeding.

### **Equality and other public duties**

48. In considering this matter the decision maker must have regard to the Council's duties under the Equality Act 2010. 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: (a) Age, (b) Gender reassignment, (c) Sex, (d) Race – including ethnic or national origin, colour or nationality, (e)



Disability, (f) Pregnancy and maternity, (g) Marriage and civil partnership, (h) Sexual orientation, (i) Religion or belief – including lack of belief.

49. The report identifies that an Equality Impact Assessment has been carried out and is appended at Appendix 1. 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 regards to the Equality Impact Assessment in making its decision.
50. The decision maker should also have regard when making its decision to the Council's wider obligations under the Social Services and Wellbeing (Wales) Act 2014; the Wellbeing of Future Generations (Wales) Act 2015; the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards

### **Best Value**

51. As well as the obligations as set out above, the Directorate must also be satisfied that the proposal represents best value.
52. The decision maker must be satisfied that the proposal is within the Policy and Budget Framework, if it is not then the matter must be referred to the Council. All decisions taken by or on behalf 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 of behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Council 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

### **HR Implications**

53. There are no HR implications relating to this report.

## **RECOMMENDATIONS**

Cabinet is recommended to:

1. agree the proposed overarching approach to the recommissioning of supported living services for adults with a learning disability; and
2. delegate authority to the Director of Social Services in consultation with the Cabinet Member (Social Care, Health and Well-Being), the Council's Section 151 Officer and the Council's Monitoring Officer, to determine all aspects of the procurement process and the supported living model (including approving the evaluation criteria to be used, and authorising the award of the contracts) and all ancillary matters pertaining to the procurement.



<b>SENIOR RESPONSIBLE OFFICER</b>	<b>CHRISTINE SALTER CORPORATE DIRECTOR RESOURCES</b>
	18 January 2019

*The following appendices are attached:*

Appendix 1 – Equality Impact Assessment

Appendix 2 – Letter from Chair of Community & Adult Services Scrutiny  
Committee



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## Appendix 2

### EQUALITY IMPACT ASSESSMENT



<b>Project Title:</b> Supported Living Services for Adults with Learning Disabilities
<b>New.</b>

<b>Who is responsible for developing and implementing the Project?</b>	
Name: Angela Bourge	Job Title: Operational Manager -Strategy, Performance and Resources
Central Business Support - Strategy, Performance & Resources	Service Area: Social Services
Assessment Date: 12/12/2018	

#### 1. What are the objectives of the Policy / Strategy / Project / Procedure / Service / Function?

The Supported Living Services (SLS) service will:
<ul style="list-style-type: none"><li>• This service is provided by the independent sector to 311 adults with a learning disability. The service includes both Domiciliary Care and Housing Related Support services.</li><li>• The Supported Living Service and Housing Related Support contracts are to start on 1<sup>st</sup> November 2019.</li><li>• Continue to deliver a supported living model which is flexible and enables people in receipt of care and support to have choice and control over their own lives.</li><li>• Continue to have a supported living service which secures best value for money for the Council whilst providing a high quality of service for people in receipt of care and support.</li><li>• The service is in line with Social Service &amp; Wellbeing Act (Wales) 2014 and the principles of Housing Related Support/ Supporting People.</li><li>• The service is in line with Well-Being of Future Generations (Wales) Act 2015:</li></ul>

#### 2. 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.]

<b>Background</b>
<p>The aim of supported living is to achieve choice, control and community inclusion for adults with a learning disability to ensure their individual needs are met. The main principles of supported living are that people with learning disabilities own or rent their home and have control over the support they get, who they live with and how they live their lives through the support from domiciliary care and housing related support services.</p> <p>Supported living assumes that all people with learning disabilities, regardless of the level or type of disability, are able to make choices about how to live their lives even if the person does not make choices in conventional ways. Supporting people to have their own home choice and control and a decent income are enabling factors offering people with a learning disability citizenship and social inclusion.</p>



**Supported living models in Cardiff include:**

- living in a rented or owned property and getting an individual support package
- sharing with others in a rented property (Council Housing or Registered Social Landlord) and each person receiving an individual care and support package

A further consideration for the service area is the number of people presenting with needs such as autism, challenging behaviour and complex needs. The development of supported living will need to take into account these specialist requirements.

The development of a supported living model will have the following outcomes for people:

- A community based supported living model which supports a preventive and reablement agenda and the wellbeing initiatives as identified within Welsh Government policies and the Social Services and Wellbeing Act (Wales)2014
- People will be able to access a range of facilities which are based in and around their localities/neighbourhood communities
- There will be the opportunity for people to access facilities which reflect their particular interests and aspirations
- The model facilitates a strategically planned approach to the work on a city wide basis

### 3 Assess Impact on the Protected Characteristics

#### 3.1 Age

**Will this Project 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 service will have a positive impact because it takes into account the following:

Adults with a learning disability are living longer and we are seeing a greater demand for suitable supported living provision from people over 65 years of age. With an increased life expectancy there is an increase in the number of adults with LD developing dementia. Suitability of specialist supported living provision for the ageing LD population will need to be considered.

Younger people coming into the service area are indicating that they require a range of supported living options and are looking for greater choice and flexibility from the service. Family/ carers are increasingly drawn from a higher age band and they may need their own support through supported living availability. Older carers tend to want their children to be accommodated in the same community in order to build on existing relationships and facilitate visits from older carers who may have their own challenges with travel.



<b>What action(s) can you take to address the differential impact?</b>
<p>Work with Housing Strategy to identify options to commission/de-commission supported living schemes based on the age needs of the service users e.g. location and ground floor bedrooms – use long term population forecasts to make sure the appropriate accommodation is available for the current and future population.</p> <p>Individualised service – secure a supported living service that enables flexibility and choice for people to access a range of opportunities that they believe would best meet their outcomes. People’s need specific to age would be identified in support plans.</p>

### 3.2 Disability

**Will this Project 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 Misuse		✓	
Other			

**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

The nature of the service will have a positive impact as evidenced below:

Moving into supported living will enable people with a disability the opportunity to achieve what is most important to them. It will provide the opportunity to progress individual outcomes through learning and developing skills through a strengths based approach. Levels of support are matched to the needs of the tenants in a scheme and are flexible in order to meet changing needs.

There are a range of housing options available, however the population demographics indicate that consideration will need to be given to provide future schemes which are suitable for needs such as: LD dementia, autism, challenging behaviours, complex needs and LD with a physical disability.

Supported Living Schemes are adaptable and can give an opportunity for adults with complex needs to live more independently. Well designed supported living services can reduce behaviours that challenge from people who use the service.

Person-centred care planning and outcomes-based assessments will focus on what matters to the individual. They will have a significant say how they want to achieve outcomes. This



results in a move towards a more positive emphasis when planning, and move away from talking about the things that a person cannot achieve.

People with a learning disability who live in a supported living schemes will be enabled to access all the rights associated with their secured tenancy including access to welfare benefits. The Housing Related Support contract will support people to deal with matters relating to their tenancy agreements so as to ensure any risk of losing a tenancy is greatly reduced.

Supported living services can reduce social isolation that can be experienced by adults who live with a learning disability. Supported living schemes open up opportunities to social networks within the schemes and the wider local community.

**What action(s) can you take to address the differential impact?**

Use the LD Review and Monitoring process to undertake project reviews. This is to ensure that providers are fulfilling the terms of the contract by providing an individualised service and that outcomes for adults with a learning disability are being met.

Work with Housing Strategy to identify options to commission/de-commission supported living schemes based on the needs of the people who use the service e.g. specialist supported living accommodation for adults with autism – use long term population forecasts to make sure the appropriate accommodation is available for the current and future population.

Expectations set out in the competitive procurement tender process from provider organisations include training on the protected characteristics for their staff to ensure that Care and Support Plans and delivery of Care Support Plans are able to meet the needs of each person in relation to all forms of disability.

People's needs specific to their disability would be identified in their Care and Support Plans.

### 3.3 Gender Reassignment

**Will this Project 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.**

The service will have a positive impact on transgender people because the service model is one which is flexible, enabling people to have choice and control over their own lives.

Transgendered people will not be affected differently from other groups by virtue of the gender nature.

**What action(s) can you take to address the differential impact?**

Organisations commissioned to deliver this service will be required to provide training to their



employees relating to the protected characteristics of 'gender reassignment' so as to ensure identified and agreed needs in an individual's Care and Support Plan is met.

### 3.4. Marriage and Civil Partnership

**Will this Project 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.**

The service will have a positive impact on married people and people in a civil partnership because the service model is one which is flexible, enabling people to have choice and control over their own lives.

People who use the service, whether married or in civil partnership, will not be affected any differently from other groups.

**What action(s) can you take to address the differential impact?**

N/A

### 3.5 Pregnancy and Maternity

**Will this Project 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.**

Deliver care and support services to vulnerable adults through the provision of supported living scheme and housing related service will have no differential impact on pregnancy and maternity needs.

**What action(s) can you take to address the differential impact?**

N/A

### 3.6 Race

**Will this Project 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**



<b>evidence, if any.</b>
<p>The service will have a positive impact on people from different ethnic groups because the service model is one which is flexible, enabling people to have choice and control over their own lives.</p> <p>Direct Payments is an option to citizens. The scheme will provide people with greater choice and control over their supported living services and who provides them. This will allow people to choose culturally sensitive services and ensure that their cultural needs are met. If employing a personal assistant, they will have the opportunity to explore attitudes at interview and have greater control over who supports them.</p> <p>Those who speak a language other than English will need additional assistance e.g. interpreter to ensure that they are able to communicate the outcomes they want to achieve from supported living.</p> <p>Faith/cultural needs must be appropriately handled where people from different backgrounds live together, for example, if people have different dietary requirements or where people need gender specific services.</p>
<b>What action(s) can you take to address the differential impact?</b>
<p>People with a care and support need associated with a learning disability will be individually assessed, any issues identified relating to this protected characteristic will be discussed with the individual. A clear and transparent communication plan for work with people and their families will be put in place to support this work.</p>

### 3.7 Religion, Belief or Non-Belief

**Will this Project 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		✓	

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
<p>The service will have a positive impact on this group as it focuses on a person-centred plan through individualised support plans. This individualised approach takes into account the religion, belief or non-belief of each person.</p> <p>People will not be affected any differently from other groups by virtue of their religion, beliefs and non-beliefs.</p>



<b>What action(s) can you take to address the differential impact?</b>
N/A

### 3.8 Sex

Will this Project have a differential impact [positive / negative] on men and/or women?

	Yes	No	N/A
Men		✓	
Women		✓	

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
The service will have a positive impact on gender. The move-on process for supported living placements looks at each individuals care and support needs and the schemes that would be best suited them and will take into account the gender mix.  People will not be affected any differently from other groups by virtue of their gender
<b>What action(s) can you take to address the differential impact?</b>
N/A

### 3.9 Sexual Orientation

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on the following groups?

	Yes	No	N/A
Bisexual		✓	
Gay Men		✓	
Gay Women/Lesbians		✓	
Heterosexual/Straight		✓	

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
The service will have a positive impact on this group because the move-on process for Supported Living placements look at each individuals needs and the scheme that would be best suited to their individual needs. It takes into account the mix of a scheme in terms of sexual orientation. Consideration to compatibility with other tenants and their lifestyles would need to be evaluated.  People will not be affected any differently from other groups by virtue of their sexual orientation.
<b>What action(s) can you take to address the differential impact?</b>
N/A

### 3.10 Welsh Language

Will this Project have a differential impact [positive / negative] on Welsh Language?

	Yes	No	N/A
--	-----	----	-----



Welsh Language		✓	
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**Please give details/consequences of the differential impact, and provide supporting evidence, if any.**

Welsh speakers will not be affected any differently from other groups by virtue of their language.

**What action(s) can you take to address the differential impact?**

N/A

#### **4. Consultation and Engagement**

What arrangements have been made to consult/engage with the various Equalities Groups?

The Supported Living Services model for the service from 1<sup>st</sup> November 2019 has evolved to meet the needs of citizens receiving the service:

- Joint Commissioning Strategy for Adults with Learning Disabilities (DRAFT)
- 2017 - People with learning disabilities via the Advocacy Services and Cardiff People First through feedback at the Learning Disabilities Planning Group.
- February 2018 the Institute for Public Care conducted 23 one hour interviews with people working within a range of learning disability services across Cardiff and the Vale, including staff working in education, the NHS, social services, the third sector and community groups
- Carers/families liaise with Cardiff & Vale the Parents Federation. The Federation represented on the Learning Disabilities Planning Group.
- Voluntary and Health organisations represented through the Learning Disability Forum representative on the Learning Disability Planning Group
- Consultation events with the Learning Disability Community Support Team and Regional Partnerships.
- Engagement with the social care market through a procurement process to secure the service, an independent panel, consisting of people who have a learning disability, with support from an advocacy provider ensures people had training, support and accessible information to provider feedback and the proposals for the Supported Living plans and had the opportunity for meaningful involvement in the competitive procurement tender process.
- Social Services have met with citizens and staff to discuss budget proposals and have entered into dialogue on the proposed change in the delivery and remodelling of services.
- Social Services have fully participated in the consultation events 'Change for Cardiff – Have Your Say' to obtain a whole picture of the impact and endorsement of change across the sector.

Social Services will continue to address citizens, constituents and stakeholders regarding the supported living service.



## 5. Summary of Actions [Listed in the Sections above]

Groups	Actions
Age	<p>Work with Housing Strategy to identify options to commission/de-commission Supported Living Schemes based on the age needs of the service users e.g. location and ground floor bedrooms – use long term population forecasts to make sure the appropriate accommodation is available for the current and future population.</p> <p>Individualised service – commission a supported living service that enables flexibility and choice for people to access a range of opportunities that they believe would best meet their outcomes. People's need specific to age would be identified in Care and Support Plans.</p>
Disability	<p>Work with Housing Strategy to identify options to commission/de-commission Supported Living Schemes based on the needs of people who use the service e.g. specialist supported living accommodation for adults with autism – use long-term population forecasts to make sure the appropriate accommodation is available for the current and future population.</p>
Gender Reassignment	
Marriage & Civil Partnership	May need to consider developing a specific scheme around civil partnership, if suitable supported living is not available currently.
Pregnancy & Maternity	
Race	Use the LD Review and Monitoring process to undertake project reviews to ensure that schemes are fulfilling the terms of the contract and providing an individualised service for each tenant so that outcomes for adults with a learning disability in terms of ethnicity are being met.
Religion/Belief	
Sex	
Sexual Orientation	
Welsh Language	
Generic Over-Arching [applicable to all the above groups]	<p>New service developments will continue to involve consultation with all people and families their families who use the serve, ensuring that opportunities to be involved are available in different formats and with accessible communication - interpreters/translators/advocates/SALT to be available</p> <p>The contract monitoring, review and move-on procedures will</p>



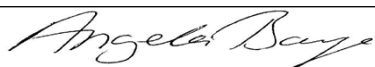
	<p>continue to take into account the protected characteristics as part of the process.</p> <p>Expectations set out in a competitive procurement tender process from provider organisations include training on the protected characteristics for their staff to ensure that Care Support Plans and delivery of the Care Support Plans are able to meet the needs of each person particularly in relation to age, disability, gender reassignment, race, religion/belief or non-belief, sex, sexual orientation or the Welsh Language.</p> <p>People's needs specific to the above characteristics would be identified in their support plans.</p>
--	---

## 6. Further Action

Any recommendations for action that you plan to take as a result of this Equality Impact Assessment (listed in Summary of Actions) should be included as part of your Service Area's Business Plan to be monitored on a regular basis.

## 7. Authorisation

The Template should be completed by the Lead Officer of the identified Project and approved by the appropriate Manager in each Service Area.

Completed By : Denise Moriarty	12 <sup>th</sup> December 2018
Designation: Strategic Lead Planning Officer	
Approved By: Angela Bourge	
Designation: Operational Manager, Strategy, Performance & Resources	
Service Area: Social Services	

- 7.1 On completion of this Assessment, please ensure that the Form is posted on your Directorate's Page on CIS - *Council Wide/Management Systems/Equality Impact Assessments* - so that there is a record of all assessments undertaken in the Council.

For further information or assistance, please contact the Citizen Focus Team on 029 2087 3059 or email [citizenfocus@cardiff.gov.uk](mailto:citizenfocus@cardiff.gov.uk)



My Ref: Scrutiny/Correspondence/Cllr McGarry

14 January 2019

Councillor Susan Elsmore  
Cabinet Member Social Care, Health & Wellbeing  
County Hall  
Cardiff  
CF10 4UW



Dear Susan,

**COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE – 9 JANUARY 2019  
– SUPPORTED LIVING SERVICE FOR ADULTS WITH A LEARNING DISABILITY**

As Chair of the Community & Adult Services Scrutiny Committee, I wish to thank you and officers for attending Committee and providing Members with an opportunity to consider the draft proposals in relation to the Supported Living Service for Adults with a Learning Disability, prior to its consideration by Cabinet on the 24<sup>th</sup> January 2019. Members of the Committee have requested that I feed back the following comments and observations to you.

The Committee considered the Cabinet Proposal and concluded that it supports the proposals and commends the report to Cabinet but wanted to make the following comments and recommendations:

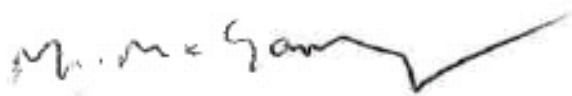
- Members were pleased to see a detailed timeline in place for the procurement process.
- Members noted that providers could apply for up to 2 areas, but acknowledged that this issue was still being debated on how it could work in practice.
- At the meeting, Members sought clarification on what would happen if a provider pulls out of delivering a service and were advised that what was awarded in the tender process would be considered and a second provider would be awarded, but this needed to be built in to the process. Members were also advised that there would be an opportunity for small organisations/consortiums/cooperatives to bid.



- Members referred to the 60/40 split proposed and asked what this meant in monetary terms. Officers explained that the banding would not change. It was more about increasing the rating on the demonstration of quality. Members supported this, but would recommend that this be implicitly referred to in the Cabinet Proposal.
- Members raised issues in relation to out of county placements and agreed to look at some of these as part of the forthcoming Task & Finish Group on “Closer to Home”, which will meet for the first time on the 7<sup>th</sup> February.
- Members noted the recommendation that referred to delegating authority to the Director of Social Services for all aspects of the process, but concluded that, as this was a substantial delegation, the decision to award the contracts should be made by Cabinet.
- Members also agreed that the Cabinet Proposal should contain more detailed information, as set out in the presentation to the Committee. Therefore, they recommend that it include information relating to:
  - The extended contract term
  - The Care & Support needs bandings
  - Tender Evaluation Criteria and Weightings (as already detailed above)
- Members also requested that, when presenting service user views, both positive and negative views be presented, even if they are very small in number.

Thank you again to you and officers for attending. I hope you find the Committee's comments useful.

Yours sincerely,



**COUNTY COUNCILLOR MARY M<sup>C</sup>GARRY**  
**Chairperson - Community & Adult Services Scrutiny Committee**



Cc: Claire Marchant (Director of Social Services)  
Emma Mulinder (Operational Manager - Learning Disabilities)  
Denise Moriarty (Strategic Lead Planning Officer, Social Services)  
Cabinet Support Office



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**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 24 JANUARY 2019**

**SUPPLEMENTARY PLANNING GUIDANCE**

**STRATEGIC PLANNING AND TRANSPORT (COUNCILLOR  
CARO WILD)**

**AGENDA ITEM:10**

**Reason for this Report**

1. To advise on the outcome of consultation on the following draft Supplementary Planning Guidance (SPG) and recommend their approval, as amended, by the Council:
  - Flat Conversions
  - Student Accommodation

**Background**

2. The Council has a number of SPGs which are prepared to supplement the policies contained in previous adopted plans. In order to ensure conformity with the Cardiff Local Development Plan (LDP) policies (adopted 2016) a programme of SPG to support and amplify the policies in the LDP is being produced. These SPG's are the fifth tranche of this programme and further tranches will be brought before Cabinet and Council in next 12 months.
3. Welsh Government guidance encourages local planning authorities to prepare SPG to provide advice on how LDP policies will be implemented. This should help those involved in the development and planning process understand the purpose and objectives of policies and assist the submission of permissible planning applications.
4. SPG must be consistent with planning legislation, Welsh Government guidance and the LDP. It should be prepared in consultation with the public and appropriate interests, and their views should be taken into account before formal Council approval. SPG may be given weight as a material consideration when making decisions on planning applications.
5. For six weeks from late September to early November 2018, consultation was undertaken on the SPGs. Consultation included the following:
  - A six- week public consultation period
  - A public notice in the local press



- Copies of the documents were made available to view in all Cardiff Libraries.
  - Consultation was advertised on Council website.
6. In addition to the above, Councillors were notified about the current SPG consultation and an email/letter notification was sent out to consultees on the SPG Consultation List. This list includes around 300 formal LDP consultees, businesses, interested groups or individuals who have requested to be kept informed of SPG consultations. Both of the SPGs appended to this report contain appendices outlining the specific consultation undertaken, a summary of the representations submitted and the changes made in response.

### **Flat Conversions SPG**

7. The SPG seeks to outline the council's planning policies in terms of the development of flats that are converted from other uses. It is not applicable to new build flats.
8. The authority recognises the vital role played by converted flats in contributing towards a balanced housing mix within the city. However, this SPG seeks to ensure that developments are of a suitable design and standard and accord with wider planning aspirations, such as in regard to sustainable transport. The SPG therefore seeks to ensure high quality flat conversions in the future
9. The key points from the SPG may be considered as follows:
- Introduces principle of space standards, as referenced in H5 of LDP
  - Aligns with *Managing Transport Impacts and Parking Standards SPG* and *Waste Collection and Storage Facilities SPG*.
  - States preference for provision of mixed size dwellings after conversion, to encourage family accommodation and
  - Does not require access to gardens for all flats.
  - Clarifies Planning Obligations with regards to triggers for affordable housing and other commitments
10. A wide range and variety of nearly 50 comments were received through the consultation process, some points replicated by different consultees. These are addressed within an appendix in the SPG. Of the comments, a number will lead to changes within the final SPG. These are relatively minor and do not alter the main thrust of the SPG.
11. Many comments were generally supportive in principle of the SPGs aims, but wished for further tightening up of standards, particularly in terms of room sizes. Other comments felt that the proposed standards were appropriate or too restrictive. Several comments sought changes that would have conflicted with the adopted LDP, which is not the purpose of SPG. A number of relatively minor or technical points were raised and acted upon.



12. Overall, the proposed amended version is considered to represent another key element of guidance, which, together with other relevant policies and SPG will provide the necessary framework for the consideration of future proposals.

### **Student Accommodation SPG**

13. The Student Accommodation SPG outlines the authority's planning guidance in terms of purpose built student accommodation. It does not apply to HMOs or students living in private accommodation or parent's homes.
14. The authority recognises the key cultural and economic role that universities and students play in the city and the consequential need for accommodation for students. It also recognises that poorly located and poorly designed developments can have potential negative impacts upon local neighbourhoods. It is recognised therefore that student accommodation can provide key economic benefits to the city, but it is important that the council acts proactively and manages the process to ensure clear strategic benefits are delivered. The SPG's focus therefore is on ensuring that student accommodation is of a high quality and delivered in appropriate and sustainable locations.
15. The key points in the SPG may be considered as follows:
- Strong emphasis on design quality, active ground floors, quality of materials.
  - Emphasis on sustainability, limited car parking, and developments in suitable locations.
  - Aligns with *Managing Transport Impacts and Parking Standards SPG* and *Waste Collection and Storage Facilities SPG*.
  - Clarifies planning obligations required, including the reiteration that change of use to other types of development would need a new planning application, with changes of use to residential development requiring an affordable housing contribution, alongside other obligations
  - Reference to standards expected in terms of size of living accommodation.
16. A wide range and variety of nearly 60 comments were received through the consultation process, some of these were replicated by different consultees. These are addressed within an appendix in the SPG. Of the comments, a number led to changes within the final SPG. These are relatively minor and do not alter the main thrust of the SPG.
17. The main concerns related to the design of, and demand for, student accommodation, with the latter tied into concerns about future changes of use to non-student uses. This is not something that the SPG can consider, other than clarifying the standards and requirements for student accommodation and emphasising that any changes would require planning permission in the future. Several comments sought changes that would have conflicted with the adopted LDP, which is not



the purpose of SPG. A number of relatively minor or technical points were raised and acted upon.

18. Importantly, the SPG will be used alongside other approved policies and guidance to provide the necessary framework for the rigorous consideration of future proposals.

### **Reason for the Recommendation**

19. To comply with Welsh Government guidance on the process for preparing Supplementary Planning Guidance.

### **Legal Implications**

20. The Cardiff Local Development Plan (LDP) was adopted on 28 January 2016 and contains policies and proposals which provide the basis for deciding planning applications. The policies in the adopted Cardiff LDP have special status under section 38(6) of the Planning and Compulsory Purchase Act 2004 which means that planning decisions must be taken in accordance with it unless material considerations indicate otherwise.
21. Whilst the LDP contains policy; supplementary planning guidance (SPG) contains guidance and advice. SPG should derive from a generic LDP policy and can be used to show in more detail how generic policies will be interpreted.
22. In order for a SPG to be given as much weight as possible as a material consideration SPG should go through a process of consultation followed by the necessary changes before formal adoption.
23. The Well-Being of Future Generations (Wales) Act 2015 ('the Act') places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible.
24. In discharging its duties under the Act, the Council has set and published well-being objectives designed to maximise its contribution to achieving the national well-being goals. The well-being objectives are set out in Cardiff's Corporate Plan 2018-21: <http://cmsprd.cardiff.gov.uk/ENG/Your-Council/Strategies-plans-and-policies/Corporate-Plan/Documents/Corporate%20Plan%202018-21.pdf> . When exercising its functions, the Council is required to take all reasonable steps to meet its well-being objectives. This means that the decision makers should consider how the proposed decision will contribute towards meeting the well-being objectives and must be satisfied that all reasonable steps have been taken to meet those objectives.
25. The well-being duty also requires the Council to act in accordance with a 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their



own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:

- Look to the long term
- Focus on prevention by understanding the root causes of problems
- Deliver an integrated approach to achieving the 7 national well-being goals
- Work in collaboration with others to find shared sustainable solutions
- Involve people from all sections of the community in the decisions which affect them.

The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below:

<http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

26. In considering this matter the decision maker must have regard to the Council's duties under the Equality Act 2010. Pursuant to these legal duties Councils must, in making decisions, have 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: (a) Age, (b) Gender reassignment (c) Sex (d) Race – including ethnic or national origin, colour or nationality, (e) Disability, (f) Pregnancy and maternity (g) Marriage and civil partnership, (h) sexual orientation (i) Religion or belief – including lack of belief.
27. The LDP was subject to an Equalities Impact Assessment. The SPGs supplement and provide guidance on the policies which were prepared within this framework.

### **Financial Implications**

28. The approval of the Supplementary Planning Guidance for Flat Conversions and Student Accommodation is not expected to result in any direct financial implications.

### **HR Implications**

29. There are no HR Implications for this report.

### **RECOMMENDATION**

Cabinet is recommended to recommend that Council approve the following Supplementary Planning Guidance as amended and appended to this report:



- Flat Conversions
- Student Accommodation

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>ANDREW GREGORY DIRECTOR PLANNING, TRANSPORT &amp; ENVIRONMENT</b>
	18 January 2019

The following Appendices are attached:

- Supplementary Planning Guidance: Flat Conversions
- Supplementary Planning Guidance: Student Accommodation



# Flat Conversions

## Supplementary Planning Guidance



January 2019



**FINAL DRAFT**



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*Mae'r ddogfen hon ar gael yn Gymraeg / This document is available in Welsh*

DRAFT



## 1 Introduction

### 1.1 What is Supplementary Planning Guidance (SPG)?

The Welsh Government (WG) support the use of Supplementary Guidance to set out detailed guidance on the way in which Local Development Plan (LDP) policies will be applied in particular circumstances or areas. SPG must be consistent with development plan policies and National Planning policy guidance. Before it is adopted, an SPG undergoes a period of public consultation and must be approved by the council. Upon adoption by Cardiff Council in January 2019, the SPG became a material consideration in the determination of relevant planning applications.

### 1.2 What is the history of the Flat Conversions SPG?

The SPG went to public consultation between 20<sup>th</sup> September and 1<sup>st</sup> November 2018. It was adopted by Cardiff Council on xx/xx.

### 1.3 What is the purpose of this SPG?

- 1.3.1 This SPG refers to the conversion of buildings into flats. It does not deal with new build flats. It is recognised that conversions of older properties into flats offer unique challenges that warrant their own policies whereas new build flats tend to benefit from less 'constraints', most notably in terms of space restrictions that the existing building encompasses. In addition to this SPG, the *Cardiff Residential Extensions & Alterations SPG* (Adopted 2017) should be referenced in circumstances where flat conversions require extensions or notable alterations to the existing building.
- 1.3.2 New build flats should reference the *Cardiff Infill Sites SPG* (2017) and the *Residential Design Guide SPG* (2017) which outline key principles for new developments in terms of design and amenity.
- 1.3.3 Houses in Multiple Occupation (HMOs) are addressed in the *Houses in Multiple Occupation SPG* (2016). Whilst sharing similar characteristics with residential conversions to flats, HMOs are defined in broad Planning terms by retaining a single unit of shared accommodation for three or more unrelated persons who share basic amenities. Individual flats therefore will typically not be considered to be HMOs unless they fall within the HMO definition.
- 1.3.4 Developments aimed explicitly and exclusively at students are addressed in the *Student Accommodation SPG* (2018).



## 2 Planning Policy Context

### 2.1 National Policy

- 2.1.1 Planning Policy Wales (Edition 9, 2016) sets out land-use planning policies of the Welsh Government. It is supplemented by a series of Technical Advice Notes (TANs). Procedural advice is given in circulars and policy clarification letters.

- 2.1.2 Paragraph 3.1.4 states:

*Factors to be taken into account in making planning decisions (material considerations) must be planning matters; that is, they must be relevant to the regulation of the development and use of land in the public interest, towards the goal of sustainability. The planning system does not exist to protect the private interests of one person against the activities of another. Proposals should be considered in terms of their effect on the amenity and existing use of land and buildings in the public interest. When determining planning applications local planning authorities must take into account any relevant view on planning matters expressed by neighbouring occupiers, local residents and any other third parties. While the substance of local views must be considered, the duty is to decide each case on its planning merits.*

- 2.1.3 In terms of conversions of and for housing, Paragraph 9.2.6 states:

*Local planning authorities should address the scope and potential for rehabilitation, conversion, clearance and redevelopment when considering suitable sites for housing development. Maximising the use of suitable previously developed land for housing development can assist regeneration and at the same time relieve pressure for development on greenfield sites. In particular, local authorities should consider the contribution to the overall provision of land for housing that can be made by reclaimable or reclaimed urban land and by disused or underused buildings. Sites which are no longer likely to be needed for office or industrial purposes may also be appropriate locations for housing.*

- 2.1.4 Paragraph 9.3.3 states:

*Insensitive infilling, or the cumulative effects of development or redevelopment including conversion and adaptation, should not be allowed to damage an area's character or amenity. This includes any such impact on neighbouring dwellings, such as serious loss of privacy, or overshadowing.*

- 2.1.5 In the Planning Use Class systems, flats and houses are usually classed as C3 Dwelling houses. As stated in 1.3.3, certain developments of flats can be identified as C4 developments; they are for three or more unrelated persons, forming a House in Multiple Occupation.

### 2.2 Local Policy

- 2.2.1 The Cardiff Local Development Plan (LDP) 2006-2026 was adopted in January 2016. The principle of maximising the use of existing dwellings is established with one of the 4 key objectives is 'To respond to evidenced social needs' within this it is stated:

*C. [LDP Objective]To maximise the use of the existing building stock through refurbishment, retro-fitting and empty homes initiatives*

- 2.2.2 Policy H5 in the LDP refers explicitly to the sub-division of conversion of residential properties. This is outlined below. Several other policies are also applicable to flat conversions and will be referenced throughout this SPG. Unless stated otherwise, policies noted within this SPG will refer



to those stated in the LDP. Developments of HMOs should refer to the HMO SPG (2016)

*Proposals for any conversion to flats or Houses in Multiple Occupation will be permitted where:*

- i) The property is of a size, whereby the layout, room sizes, range of facilities and external amenity space of the resulting property would ensure an adequate standard of residential amenity for future occupiers.*
- ii) There would be no material harm to the amenity of existing, nearby residents by virtue of general disturbance, noise, or overlooking.*
- iii) The cumulative impact of such conversions will not adversely affect the amenity and/or character of the area.*
- iv) Does not have an adverse effect on local parking provision.*

**2.2.3** Policy H2 references conversions to flats above commercial premises within the Central Business Area of the city centre, District centres and Local centres. Policy H2 states:

*The conversion of suitable vacant space above commercial premises to residential use will be favoured where:*

- i) Adequate servicing and security can be maintained to the existing commercial use(s)*
- ii) Appropriate provision can be made for parking, access, pedestrian access, amenity space, and refuse disposal together with any appropriate external alterations and;*
- iii) The residential use does not compromise the ground floor use.*

**2.2.4** The *Cardiff Residential Extensions and Alterations SPG* (2017) outlines key principles in terms of design and the potential impact of the development on surrounding properties. In particular, section 7 outlines the impact of Extensions which may be a feature of some flat conversions. The key listed Design principles are as follows and expanded upon in more detail in the SPG.

- *Be subordinate to the original dwelling*
- *Avoid blocking natural light and outlook to habitable rooms in neighbouring properties*
- *Avoid reducing garden space to an unreasonable small size*
- *Consider the impact on trees within or adjacent to the site*

**2.2.5** Affordable Housing contributions are requested for developments of five or more dwellings, or for developments on sites exceeding 0.1 gross hectares. This, and other planning contributions are expanded upon in Section 6

## **2.3 Listed Buildings and Conservation Areas**

**2.3.1** Owners of properties that have been listed by Cadw for their special architectural or historic interest, or are in a conservation area should seek additional advice prior to contemplating conversion to flats. Many alterations or associated facilities (such as bin stores, roof lights or dormer windows) that often form part of flat conversions, may require planning permission or listed building consent (LBC) and will be less acceptable within designated historic areas than elsewhere in the city.

**2.3.2** Proposals in conservation areas are required to preserve or enhance the character or appearance of the area, as set out in policies KP17 and EN9 of the LDP. Specific advice regarding each conservation area is available on the Council's website [www.cardiff.gov.uk/conservation](http://www.cardiff.gov.uk/conservation). The location of conversation areas and listed buildings can also be checked on the website.



### 3 Space Standards

- 3.1 Space standards refer to the ambition to see adequate space provided to future residents to ensure accommodation is of a high quality and affords space for living. Policy H5 of the LDP states:

*Proposals for any conversion to flats or Houses in Multiple Occupation will be permitted where:*

- i) *The property is of a size, whereby the layout, room sizes, range of facilities and external amenity space of the resulting property would ensure an adequate standard of residential amenity for future occupiers.*

This policy forms the basis that seeks to achieve a minimum size for newly converted flats in order to provide good amenity to current and future users. Unlike England and across all London boroughs, Wales has no national space standards, but various attempts at standards have been historically applied within the British planning system, and these are presented in Appendix B.

- 3.2 Hitherto, Cardiff Council has had no space standards for each converted residential unit, but has typically sought to approve flats where they are larger than 30m<sup>2</sup>, based on the 1961 Parker Morris standards. Above this size, the Council currently make no provision for the number, or size of bedrooms and in light of the above LDP policy it is deemed appropriate to provide a definition of 'adequate standard of residential amenity' for developers to adhere to. The following standards are expected:

Number of Bedrooms	Minimum Flat Size in GIA
Studio Flat	30m <sup>2</sup>
1 Bedroom	35 m <sup>2</sup>
2 Bedroom	45 m <sup>2</sup>
3 Bedroom	55 m <sup>2</sup>
4 Bedroom	65 m <sup>2</sup>

These standards take account of alternative space standards used elsewhere in the country, but are adapted to the practical needs of Cardiff, the city's housing types, projected population growth and need to maintain a buoyant housing supply at all price ranges. See Appendix A for more information

- 3.3 These standards will be expected to be delivered unless it can be demonstrated that there are exceptional circumstances in terms of wider planning benefits, such as bringing a derelict listed building into beneficial use.



## 4 Design and Accommodation Amenities

- 4.1 This part of the SPG presents design guidance for flat conversions above and beyond the principles on space standards stated in Section 3.

### 4.2 Room Sizes and Facilities

- 4.2.1 Within the confines of the space standards outlined in 3.2, the council would not seek to be prescriptive in terms of individual room sizes. However, applicants are reminded of the council's Licensing standards, replicated in Appendix C and which in addition to the total flat space standards, offer guidance and best practice on suitable sizes for individual rooms.
- 4.2.2 In terms of ceiling heights, a height appropriate for a good standard of living must be demonstrated as part of the application. In respect of loft conversions, habitable room space that contributes towards the space standards outlined in 3.2 is only counted as that which has a ceiling height above 1.5m. A minimum of 2m headroom must be provided above stairwells which is measured vertically from the pitch line of the stairs.

### 4.3 Recycling and Storage

- 4.3.1 Adequate provision must be made for waste, recycling and composting facilities. Policy W2 (Provision for Waste Management Facilities in Development) of the LDP states:

*Where appropriate, provision will be sought in all new development for facilities for the storage, recycling and other management of waste*

- 4.3.2 The *Waste Collection and Storage Facilities SPG* (October 2016) outlines key principles that developments must achieve in terms of waste and recycling. For houses being converted into flats, the preferred option is individual bin allocation, managed by each flat. Each flat would be allocated:
- 140L wheeled bin or bags (equivalent to 140L) for general waste
  - 25L kerbside caddy for food waste
  - Green bags for recycling

There is also the option for communal bins where space is limited.

- 4.3.3 The table below shows the bin provision of smaller wheeled bins for converting flats.

Number of Flats	Recycling (L)	General (L)	Garden* (L)	Food** (L)
3	bags	1 x 240L and 1 x 140L	240L	1 x 25L
4	bags	2 x 240L	240L	2 x 25L
5	bags	3 x 240L	240L	2 x 25L
6	bags	3 x 240L and 1 x 140L	240L	240L
7	bags	4 x 240L	240L	240L
8	bags	4 x 240L and 1 x 240L	240L	240L
9	bags	5 x 240L	240L	240L



For large developments of purpose built flats or apartments please see table below.

Number of Flats	Recycling (L)	General (L)	Garden* (L)	Food** (L)	Reuse/Bulky Storage
5	660	660	-	240	-
10	1100	1100	-	240	5m <sup>2</sup>
15	2200	2200	-	240	5m <sup>2</sup>
20	2200	2200	-	240	5m <sup>2</sup>
25	3300	3300	-	480	5m <sup>2</sup>
30	4400	4400	-	480	5m <sup>2</sup>
35	4400	4400	-	480	5m <sup>2</sup>
40	5500	5500	-	480	5m <sup>2</sup>
45	6600	6600	-	720	10m <sup>2</sup>
50	6600	6600	-	720	10m <sup>2</sup>

#### 4.4 Amenity Space

- 4.4.1 Amenity space is important in retaining a quality of life for people within converted dwellings, and to a lesser extent those who live nearby. Amenity space can perform many different functions, such as a secure playing space for children, a horticultural area, a place for drying clothes, or for sitting out in. Policy H5 in the LDP references the importance of external amenity space for future occupiers of converted flats. The full text of the policy is listed in 2.2.2.
- 4.4.2 Ground floor (or roof terrace) amenity space for flat conversions is different to amenity space for C3 dwellings or for HMOs, as it is less likely that upper floor residents would have direct access to any ground floor amenity space in converted flats. The council would favour developments that make every effort to provide access to external amenity space to as many dwellings as possible within the converted building. However, it is recognised that this may not always be viable, or desirable, and that a range of flats, some with sole access to amenity space, some with shared access and some with no access, is a matter for individual residents in choosing where to live. Amongst other considerations, a family dwelling on the ground floor with sole access to the amenity space can on balance be more beneficial than the same space being *accessed* by all flats within the building.
- 4.4.3 Amenity space can also exist in terms of balconies. Balconies on upper floors, if overcoming any overlooking concerns, can help to mitigate for any lack of access to ground floor amenity space. Sections 8.27 – 8.29 of the *Cardiff Residential Extensions and Alterations SPG* (2017) provides principles for provisions of balconies. Balconies may be particularly beneficial for units with no ground floor amenity space access.

#### 4.5 Parking

- 4.5.1 The impact of parking is a key local issue with all residential development. This is especially the case with flat conversions where there can be a heightened perception of the impact that this type of development can have on often limited street space. As such car parking provision should be effectively incorporated into the design of the development. Policy H5 of the LDP states:

*Proposals for any conversion to flats or Houses in Multiple Occupation will be permitted where:*

- iv) *It does not have an adverse effect on local parking provision.*

In respect of this, reference should be made to the Council's parking standards, which are set out in the *Managing Transport Impacts and Parking Standards SPG*, which provides guidance on car, cycle, motorcycle and disabled parking provision, layout and design. The above SPG notes in 6.13:

*Changes of use involving the subdivision of properties to create additional units can potentially result in the intensification of use and an increase in the level of demand for car parking. In areas*



where there is a high concentration of single dwellings that are in multiple occupation, or have been subdivided into multiple flat/bedsit/apartment units, levels of on-street parking may already be oversubscribed. In locations where these circumstances exist, proposals for the further subdivision of existing dwellings will need to be carefully considered in light of the likely impacts of any intensification upon existing parking pressures. In exceptional circumstances, the likely parking impacts of a proposal may warrant a flexible application of the standards in this SPG with the effect that permission may not be granted unless additional off street parking space can be provided within the curtilage of the building

- 4.5.2 The *Managing Transport Impacts and Parking Standards SPG (2018)* includes the table below, which outlines the maximum and minimum provisions for car and cycle parking for different types of developments. Flat conversions will typically fall under 'all dwelling properties', in the central area and '1 or 2+ bedroom dwelling properties' in the Non-Central area. Minimum provisions are not provided for car parking spaces, and there is no maximum for cycle parking. For example, a house converted to three one-bedroom flats would have at least three cycle parking spaces. This is in order to encourage sustainable means of transport, in accordance with policy KP8 of the LDP. Cycle parking should be provided in suitably designed stores and not designed to be kept in corridors or other informal arrangement.

Area	Development Type	Maximum car parking spaces	Minimum cycle parking	Disabled Parking Provision
Central	All dwelling properties	1 per unit	1 per unit (house) 1 per bedroom (flat)	Provided in car parking allocation
Non Central	1 bedroom dwelling properties	1 per unit	1 per unit (house) 1 per bedroom (flat)	Provided in car parking allocation
	2+ bedroom dwelling properties	2 per unit	1 per unit (house) 1 per bedroom (flat)	

Central area as defined in *Managing Transport Impacts SPG (2018)*

- 4.5.3 In terms of standards of storage, the impact on proposed cycle storage on the street scene will be assessed on its merits. The *Managing Transport Impacts SPG* states in 6.22:

*Residential and long stay cycle parking must be secure and sheltered. The shelter may be in the form of accommodation within buildings, in cycle sheds or other sheltered structures and can include cycle lockers or cages located in close proximity to the main building access. For houses, where cycle parking cannot be accommodated within individual dwellings (e.g. where garages and/or outside space are not available), appropriate alternative secure and sheltered provision should be made. It is often better to have several small groups of stands rather than one large facility. Cycle provision should be designed into a scheme from the outset to ensure adequate provision is made available from first occupation. Reference should be made to the Cardiff Residential Design Guide and other relevant guidance.*

## 4.6 Noise, Light and Outlook

- 4.6.1 Design and layout of flat conversions should minimise the potential for noise nuisance. By definition, flat conversions bring different household units into closer contact with each other within the confines of existing building structures. This can result in greater conflict between residents within conversions, and also neighbours. For this reason the council strongly favour the 'stacking' of flats, whereby consistent room types are above each other when conversions occur, i.e. the kitchen of the first floor flat is above the kitchen of the ground floor flat. The council will carefully scrutinize arrangements between bedrooms and living spaces where there may be potential conflicts.
- 4.6.2 Effective sound insulation is important between adjoining flats/dwellings, and helps to mitigate against future noise disturbance and nuisance. Noise is a material factor which must be considered when applications are received. The specific details of sound insulation are not dealt with under



Planning legislation, instead the Building Regulations 2010 (as amended) identify this type of development as a 'material change of use' and makes specific requirements in respect of acoustic design under Part E of the Regulations. It is something which developers will need to consider in order to mitigate against future noise problems.

4.6.3 Privacy between flats in the same building and adjacent buildings is important. Rooms should be arranged in a manner that maximises the living standards of occupants whilst preventing the overlooking of neighbouring properties and avoiding bedrooms facing high boundary walls. This accords with Policy KP5 in the LDP.

4.6.4 All habitable rooms must benefit from natural light, ventilation and a means of outlook that should be onto streets or amenity spaces. *The Cardiff Residential Design Guide SPG (2017)* and LDP Policy KP5 offers a series of design principles on outlook, light and privacy.

#### **4.7 Access**

4.7.1 Flats that are above shops or offices should have their own separate access to the street frontage to avoid conflict with the commercial properties on the lower floor(s). If this is not possible, strong justification must be given for utilisation of shared entrances.

4.7.2 Access to the building should be through the front door with direct access from the street entrance as opposed to via the commercial area. Wider principles on conversions of spaces above commercial units is provided in Policy H2 of the LDP, which is presented in 2.2.3

4.7.3 Rear or side access should only be used as the primary access if it is well lit and already extensively used for this purpose. External staircases at the back of the building, via a back alley are not acceptable as the main access as they can cause a loss of privacy for neighbouring properties. This principle also applies to upper floor flats that are not above commercial premises.

#### **4.8 External Alterations**

4.8.1 The visual impact of any conversion on the external appearance of the property is a key issue, and consideration of this through good design must be considered. KP5 of the SPG states:

*To help support the development of Cardiff as a world-class European Capital City, all new development will be required to be of a high quality, sustainable design and make a positive contribution to the creation of distinctive communities, places and spaces by:*

- i) Responding to the local character and context of the built and landscape setting so that layout, scale, form, massing, height, density, colour, materials, detailing and impact on the built and natural heritage are addressed within development proposals.*

4.8.2 4.2 Presents guidance on ceiling heights and floor levels. If floor levels are altered, through the conversion to flats, the impact on the appearance from the street must be considered, with the lower floor level not visible to those using the street. This is best achieved by using obscured glazing. Additionally, in cases where it may be appropriate to split larger rooms into smaller rooms care must be taken to ensure that new windows align with the divided room. This is especially the case in traditional bay fronted properties, where it is not appropriate for two rooms to share the same window.

4.8.3 More generally, the *Cardiff Residential Extensions and Alterations SPG (2017)* provides guidance [for all development types] and outlines core planning principles that would also apply for the conversion to flats, including commentary on materials, density, colours and form.

4.8.4 Newly converted flats will need to have consideration in respect of designing out crime and the creation of safe environments. Applicants are encouraged to engage with Police Design Out Crime Officers and refer to secured by design principles, which can be found at [www.securedbydesign.com](http://www.securedbydesign.com). Policy C3 (Community Safety / Creating Safe Environments) of the LDP states:



*All new development and redevelopment shall be designed to promote a safe and secure environment and minimise the opportunity for crime. In particular development shall:*

- i) Maximise natural surveillance of areas which may be vulnerable to crime such as publicly accessible spaces, open space, car parking areas and footpaths*
- ii) Have well defined routes, spaces and entrances that provide convenient movement without compromising security*
- iii) Maintain perceptible distinction between public and private spaces through well-defined boundaries and defensible space.*
- iv) Provide a good standard of lighting to public spaces and routes while minimising energy use and light pollution; and*
- v) Be designed with management and maintenance in mind, to discourage crime in the present and future.*

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## 5 Loss of Family Homes and Other Uses

- 5.1 Cardiff has a housing shortage, and this includes the provision of family accommodation. There is a need for all sizes of family accommodation, both in the affordable and market housing sectors. Whilst it is recognised that conversions to flats can result in an increase of smaller, denser accommodation being provided, it can often be at the expense of family accommodation, as a larger single residential unit makes way for several smaller flats. A significant loss of family housing can erode the character of an area, including diluting mixed and sustainable communities, as outlined in Policy H5 of the LDP, and listed in 2.2.2.
- 5.2 In addition to maintaining a supply of family housing, the council needs to protect the character and amenity of an area. As such, where an existing C3 Use Class family home is lost to conversion, the council would favour the provision of a range of flat sizes, especially two bed flats, which are more versatile in terms of occupiers and can serve as small family accommodation. The most appropriate location for a two-bed flat is on the ground floor, which is typically better positioned to benefit from any ground floor amenity space. It is understood that in some cases a two bed flat may not be possible within the confines of an existing building, or without extensive, and possibly unacceptable, extensions.
- 5.3 The majority of flat conversions occur in buildings that had previously been residential. However, in many cases flats are developed in what may previously have been commercial or industrial spaces. This is particularly the case with larger developments of flats that may occur in what were previously office blocks, or industrial warehouses.
- 5.4 Given the greater prominence of larger conversions, and the principle of the change of building use, greater attention is needed to the design principles outlined within this SPG. LDP Policy EC3 Alternative Use of Employment Land and Premises, outlines some key principles in terms of the change *from* other uses, and policy H6 outlines the requirements for conversion *to* residential. EC3 states:
- Development of business, industrial and warehousing land and premises for other uses will only be permitted if:*
- i) The land or premises are no longer well located for business, industrial and warehouse use; or*
  - ii) There is no realistic prospect of employment use on the site and/or the property is physically unsuitable for employment use, even after adaptation/ refurbishment or redevelopment; or*
  - iii) There is no need to retain the land or premises for business, industrial or warehousing use, having regard to the demand for such land and premises and the requirement to provide for a range and choice of sites available for such use; and*
  - iv) There will be no unacceptable impact on the operating conditions of existing businesses.*
- 5.5 On occasions when the development may be acceptable, a contribution towards the provision of local training and employment may still be requested. This is contained in Section 7, alongside other developer contributions that may be required.



## 6 Planning Obligations (Developer Contributions)

- 6.1** New development often generates additional demands upon existing services, facilities, infrastructure and the environment. As identified in LDP Policy KP7, planning obligations will be sought to mitigate any impacts related to the proposed development, where they are:
- *Necessary to make the development acceptable in planning terms*
  - *Directly related to the development; and*
  - *Fairly and reasonably related in scale and kind to the development*
- 6.2** The following contributions may be sought, either through in-kind provision or by financial contribution, towards site specific infrastructure provision which is required as a result of the development, or where it is required to mitigate the impacts of development. Further details are provided in the *Cardiff Planning Obligations SPG(2017)*
- 6.2.1 Affordable Housing:** LDP Policy H3 seeks 20% affordable housing on brownfield sites in all residential proposals that result in five or more dwellings, or sites of or exceeding 0.1ha in gross site area, or where adjacent and related residential proposals result in combined numbers or site size areas exceeding the above thresholds.
- 6.2.2 Transportation and Highways:** Contributions may be sought towards specific measures in the immediate vicinity that may be required to enhance access to local facilities by sustainable modes (ie bus stop enhancements, cycling or walking routes). Developers will generally be expected to pay the costs of any new Traffic Regulation Orders (TRO) needed to accommodate the development.
- 6.2.3 Functional Open Space:** A financial contribution towards functional open space will be sought on developments over eight units, and the provision of a minimum of 2.43ha of functional open space per 1000 projected population. For developments of 14 or more dwellings an element of on-site functional open space will be sought although it is recognised that this is less achievable for flat conversions and as such financial contributions may be sought in those instances too.
- 6.2.4 Schools and Education:** A financial contribution towards school and education provision will be sought from residential developments where the site contains 80 or more flats, 13 or more houses, or an equivalent combination thereof (For this contribution only, 1 house is defined as equivalent to 5.43 flats).
- 6.2.5 Community Facilities:** A financial contribution towards community facilities will be sought for any development of 25 or more flats.
- 6.2.6 Public Realm, Community Safety and Public Art:** Where the need arises as a result of the development, provision of, or a contribution towards public realm, public art, or community safety measures in the vicinity of the site may be requested.
- 6.2.7 Local Training and Employment:** As stated in 6.3, in circumstances where development proposals involve the loss of Class B1, B2 or B8 land and/or floorspace, a financial contribution towards bringing forward compensatory employment and training opportunities will be sought.



## 7 Appendices

### 7.1 Appendix A

An analysis has been made of 40 planning applications granted between 2015 and 2017, to ensure that the standards presented are in line with developments in Cardiff and are not unreasonable for the majority of schemes to be able to deliver. The 40 developments were all flat conversions that contained a variety of different sizes; studio, one-bed, two-bed and three-bedroom flats.

- The average size of studio flats / 1 bed flats was 37m<sup>2</sup>
- The average size of two-bed flats was 49m<sup>2</sup>
- The average size of three+ bedroom flats was 58m<sup>2</sup>

The minimum flat sizes outlined in 3.2 are designed to align with the above market expectations while ensuring that standards of flat accommodation are maintained and raised where necessary.

### 7.2 Appendix B

A justification for the space standards presented in 3.2 is given below. While this is only a guide to space standards, it should be noted that Cardiff Council have previously informally applied the Parker Morris standards, in seeking 30m<sup>2</sup> for flat conversions

	Flat Sizes				
	Studio	1 bedroom	2 bedroom	3 bedroom	4 bedroom
Ministry of Health Housing Manual 1949	27.9m <sup>2</sup>	32.5 - 46.5m <sup>2</sup>	65.0m <sup>2</sup>	69.7 – 83.6m <sup>2</sup>	88.3 - 92.9m <sup>2</sup>
London Housing Standards (2016)	37-39m <sup>2</sup>	50m <sup>2</sup>	61-70m <sup>2</sup>	74-95m <sup>2</sup>	90-117m <sup>2</sup>
	Flat Sizes				
	1 person	2 person	3 person	4 person	5 person
Parker Morris Standards (1961)	29.7m <sup>2</sup>	44.6m <sup>2</sup>	56.7m <sup>2</sup>	69.7m <sup>2</sup>	79m <sup>2</sup>
Parker Morris Standards Amended (1967)	32.3m <sup>2</sup>	47.4m <sup>2</sup>	59.7m <sup>2</sup>	73m <sup>2</sup>	82.3m <sup>2</sup>



## 7.4 Appendix C

The below information is replicated for guidance only, in order to demonstrate minimum standards of amenity space, as expected by Cardiff Council in licensed properties.

**Cardiff Council Amenity Space Standard Table: Licensable properties**

Required Amenities	Bedsits / flats
<b>Personal Hygiene</b>	
<b>Bathrooms</b> (This means a room containing a bath or shower, but not necessarily a toilet or wash hand basin).	1 bathroom for every 5 occupants. 1 to 5 occupants = 1 bathroom. 6 to 10 occupants = 2 bathrooms. 11 to 15 occupants = 3 bathrooms.
<b>Water Closets (WC)</b> (Toilets)	1 WC for up to 4 occupants (may be in bathroom/shower room) 1 WC per 5 occupants (in a separate compartment to the bath/shower) 2 WCs per 6 Occupants (may be in bathroom/shower room ) 2 WCs per 7 occupants (with 1WC to be in a separate compartment) 3 WCs per 11-15 occupants (with 1WC to be in a separate compartment to the rooms containing baths/showers). * All W.C's must contain a WHB with hot and cold water
<b>Kitchens</b>	
<b>Cooker</b>	Minimum 2 hobs, oven & grill (May be a worktop appliance) per single person unit. Minimum 4 hobs, oven & grill per double person unit. (For flats with more than 2 occupiers, apply standard for Shared HMOs)
<b>Sinks</b> With permanent supply of hot & cold water and draining board.	1 per unit (For flats with more than 2 occupiers, apply standard for Shared HMOs)
<b>Electrical sockets</b>	Minimum requirement of 3 double sockets specifically for the kitchen area (may accept 2 double sockets in 1 person units). Additional sockets needed for cooker and refrigerator.
<b>Worktop</b> (Usually 600 mm deep)	2.0 linear metres per 5 occupants with an additional 0.5 linear metres for each extra person..
<b>Food Storage</b>	0.4 cubic metres dry goods per person (1 average cupboard). 0.1 cubic metres (100 litres) (3.5 cubic feet) combination of refrigerated and frozen food storage per person (this would normally mean one shelf in a fridge and one shelf in the freezer, per person).
<b>Ventilation</b>	Extractor fan (to outside air) to be provided with a minimum extraction rate of 30 litres/second if located near to the cooker or 60 litres/second if located elsewhere.

### Space Standards

#### **Example 1: Shared house of 3 or more occupants.**

##### **Kitchen:**

7m<sup>2</sup> for up to 6 persons with 2.5m<sup>2</sup> per additional user. Not to be more than 1 floor away from any bedroom unless the property has a dining room or other eating area.

##### **Bedroom:**

Where a separate living room is provided:

Minimum 6.5m<sup>2</sup> for a single room

Minimum 11m<sup>2</sup> for a double room

Where no separate living room is provided:

Minimum 10.0m<sup>2</sup> for a single room

Minimum 15m<sup>2</sup> for a double room

##### **Living room:**

11.5m<sup>2</sup> for up to 6 persons with 2.5m<sup>2</sup> per additional person.

**Example 2:** Flat with combined lounge kitchen and a separate bedroom (Total of 2 rooms excluding bathroom)

##### **Lounge – Kitchen:**

10m<sup>2</sup> for 1 person or 13m<sup>2</sup> for 2 people

**Bedroom:** 6.5<sup>2</sup> for 1 person or 11m<sup>2</sup> for 2 people.

**Example 3:** Flat with combined lounge bedroom and a separate kitchen. (Total of 2 rooms excluding bathroom)

**Lounge – bedroom:** 10m<sup>2</sup> for one person 15m<sup>2</sup> for 2 people.

**Kitchen:** 5.5m<sup>2</sup> For up to 2 people.

**Example 4:** Flat/bedsit with combined lounge kitchen and bedroom (Total of 1 room excluding bathroom)

**1 person unit =** 13m<sup>2</sup>

**2 person unit =** 15m<sup>2</sup>

**Example 5:** Flat with separate lounge, separate bedroom/s , and separate kitchen.

**Bedroom:** 6.5m<sup>2</sup> for 1 person 11m<sup>2</sup> for 2 people

**Lounge:** 8.5m<sup>2</sup> For 1 person. 10m<sup>2</sup> for 2 persons and 11m<sup>2</sup> for up to 6people with an additional 2.5m<sup>2</sup> per person after this.

**Kitchen:** 5.5m<sup>2</sup> For up to 2 people, 7m<sup>2</sup> For up to 6 people with 2.5m<sup>2</sup> per additional person.



## 7.5 Appendix D

The following comments and responses provide a summary of the responses to the public consultation. The comments are not verbatim and reflect the thrust of responses to the SPG, rather than a comprehensive list of points made. The consultation ran from 20<sup>th</sup> September to 1<sup>st</sup> November 2018

Paragraph	Comment	Responses	Action
General	Welcome the SPG, but concerned by lack of reference to community safety.	A new section has been added (4.8.4) which addresses the several concerns made regarding community safety	SPG Amended
General	Concerns over the cumulative impact of flat conversions on local areas.	The SPG does not consider the cumulative impact, as there is no evidence that this is negative. Each application will be assessed on its own merits	No Change
2.2.2	Greater reference should be given to the HMO SPG.	Reference to the HMO SPG has been added	SPG Amended
3.2	Some concern that proposed flat space standards are too large and some comments felt they were too small.	We feel the balance is right in this regard	No Change
3.3	Concern that original wording regarding exceptional circumstances of some developments was not clear enough.	The wording in this section was clarified.	SPG Amended
4.3	Concerns about waste management issues.	This is referred to specifically in the Waste Management SPG, and is firmly reiterated within the SPG.	No Change
4.5	Concern that lack of minimum parking standards will exacerbate parking problems.	The SPG aligns with the Managing Transport Impacts SPG.	No Change
4.5	Suggestion to see cycle parking policies weakened, to take a pragmatic approach to cycle parking, particularly for flats on upper floors.	This is not appropriate, as policies are there for a purpose. This SPG provides opportunity to tighten up legislation in this regard.	No Change
5	Concerns that desires to see family accommodation may impact upon development.	A lack of family housing is a serious concern and the desire to see family suitable accommodation retained is important.	No Change



# Student Accommodation

## Supplementary Planning Guidance



January 2019



**FINAL DRAFT**



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*Mae'r ddogfen hon ar gael yn Gymraeg / This document is available in Welsh*



# 1 Introduction

## 1.1 What is Supplementary Planning Guidance?

The Welsh Government (WG) support the use of Supplementary Guidance to set out detailed guidance on the way in which Local Development Plan (LDP) policies will be applied in particular circumstances or areas. SPG must be consistent with development plan policies and National Planning policy guidance. Before it is adopted, an SPG undergoes a period of public consultation and must be approved by the council. Upon adoption by Cardiff Council in January 2019, the SPG became a material consideration in the determination of relevant planning applications.

## 1.2 What is the history of the Student Accommodation SPG?

The SPG went to public consultation between 20<sup>th</sup> September 2018 and 1<sup>st</sup> November 2018. It was adopted by Cardiff Council on xx/xx.

## 1.3 What is the purpose of this SPG?

1.3.1 Student Accommodation is now a key feature in many UK cities, including Cardiff. In particular there has been significant growth of privately provided student accommodation in recent years. This is typically referred to as *Purpose Build Student Accommodation (PBSA)*. This term can also be applied to more traditional halls of residence, which are generally developed by educational institutions for the students of one specific institution, however PBSAs tend to be open for students of any higher or further education establishment. This SPG refers to both types of development and uses the term PBSA irrespective of which type of institution or student the development is provided by and for.

1.3.2 Cardiff is home to three universities, more than 40,000 students (Source, HESA, 2015/16 figures) and a number of colleges and language schools. As stated in Section 2.1 of the LDP, 10.8% (in 2011) of the population of the city are students. The need for accommodation is recognised and the social and economic benefits that students provide are fully acknowledged. In addition, the vitality of the universities themselves is underpinned by students being able to live nearby in safe and suitable accommodation. Finally, a failure to provide diversity within the student accommodation market is likely to exacerbate students residing in HMOs, which may conflict with other council aspirations, notably the *Houses in Multiple Occupations SPG* (2016). Providing accommodation for students is an objective within the LDP, with Objective 2b stating:

*[LDP Objective] To provide a range and choice of new homes of different tenure, type and location that meets specific needs such as the provision of affordable housing, family accommodation, housing for the elderly, the disabled and students and pitches for the gypsy and traveller community.*

1.3.3 Notwithstanding the wide benefits students bring to the city, deep concentrations of one type of accommodation in small areas can create issues for other residents, particularly in terms of amenity or character of areas. As such, this SPG seeks to present guidance for the balanced development of student accommodation, ensuring they positively contribute to the communities in which they are sited, as well as the wider city. In addition, any development needs to satisfy key principles in terms of design, sustainability and scale. PBSA's are often large developments, and given the prominence of many PBSAs in recent years, this is especially important for this type of development, which can have significant impact on streetscapes and communities nearby.

1.4 Student Accommodation is treated differently to other types of residential accommodation and will not be subject to the same standards in terms of size or amenity of accommodation. The key reason for this is because while the council expect developments to be built for the long term, student accommodation is designed to cater for people who will spend less than one year in the accommodation before moving on. As such, while the accommodation is permanent, the residents are transient utilising the accommodation for a specific and time limited period of their lives.



## 2 Terminology

- 2.1 The council will define student accommodation as follows: *“Accommodation provided exclusively for students at higher or further education institutions in the form of dormitory, cluster or individual rooms”* Purpose Built Student Accommodation (PBSA) generally falls within the Sui Generis Planning use class.
- 2.2 In the wider sense, student accommodation can come in many forms. This SPG does not seek to address students living at parent’s homes, in HMOs or in small privately rented flats. The latter two of these are best dealt with by the *Houses in Multiple Occupation SPG (2016)* and the *Flat Conversions SPG (2018)* respectively.
- 2.3 This SPG therefore focuses on typically larger developments specifically aimed at the student population. These may be clusters of flats with shared kitchen facilities, or individual en-suite rooms. There is no specific size at which PBSA’s begin, but typically these developments will be larger than HMOs, and would typically contain no fewer than 10 individual bed spaces, rising into the hundreds. For the purposes of Public Open Space contributions, developers are required to contribute when numbers in a development surpass 8 units. More information on planning contributions is provided in 10.5.

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### 3 Planning Policy Context

#### 3.1 National Policy

##### 3.1.1 Planning Policy Wales (Edition 9, 2016)

This document sets out land-use planning policies of the Welsh Government. It is supplemented by a series of Technical Advice Notes (TAN's). Procedural advice is given in circulars and policy clarification letters. There is little national policy that specifically refers to student accommodation; however Planning Policy Wales states more general principles on good development, which includes student developments.

Paragraph 9.1.2 of Planning Policy Wales states:

*Local Planning authorities should promote sustainable residential environments, [and] avoid large housing areas of monotonous character. Local planning authorities should promote:*

- *Development that is easily accessible by walking, cycling and public transport.*
- *Mixed use development so communities have good access to employment, retail and other services*
- *Greater emphasis on quality, good design and the creation of places to live that are safe and attractive*
- *Well-designed living environments, where appropriate at increased densities.*

#### 3.2 Local Policy

##### 3.2.1 LDP Policy KP10 Central and Bay Business Area states:

*The following uses are considered appropriate within the Central and Bay Business Areas*

- i) *New offices, residential and commercial leisure uses within the Central and Bay Business Areas;*
- ii) *Enhanced retail and complementary facilities within the Central Shopping Area; and*
- iii) *Other uses most appropriately located in city centres*

The accompanying Section 4.142 states:

*The Central and Bay Business Areas also contain a significant number of residential properties including high-rise apartment blocks, **student accommodation** and residential uses above commercial premises. Although the city centre and bay areas have experienced a large increase in residential development over the past 20 years, there remains the potential for further residential development.*

The Central and Bay Business Areas are therefore considered appropriate locations for student accommodation, which would complement existing uses within these areas.

##### 3.2.2 LDP Policy KP5 outlines the Council's policies in terms of good quality and sustainable design. Because student accommodation can come in a large variety of sizes, locations and styles, Policy KP5 is key to determining good practice. This policy is referenced throughout this SPG, and is listed in full below.

*To help support the development of Cardiff as a world-class European Capital City, all new development will be required to be of a high quality, sustainable design and make a positive contribution to the creation of distinctive communities, places and spaces by:*

- i) *Responding to the local character and context of the built and landscape setting so that layout, scale, form, massing, height, density, colour, materials, detailing and impact on the built and natural heritage are all addressed within development proposals;*
- ii) *Providing legible development which is easy to get around and which ensures a sense of continuity and enclosure;*
- iii) *Providing a diversity of land uses to create balanced communities and add vibrancy throughout the day;*



- iv) *Creating interconnected streets, squares and spaces as distinctive places, which are safe, accessible, vibrant and secure and incorporate public art where appropriate*
- v) *Providing a healthy and convenient environment for all users that supports the principles of community safety, encourages walking and cycling, enables employment, essential services and community facilities to be accessible by sustainable transport and maximises the contribution of networks of multi-functional and connected open spaces to encourage healthier lifestyles*
- vi) *Maximising renewable energy solutions;*
- vii) *Achieve a resource efficient and climate responsive design that provides sustainable water and waste management solutions and minimise emissions from transport, homes and industry;*
- viii) *Achieving an adaptable design that can respond to future social, economic, technological and environmental requirements;*
- ix) *Promoting the efficient use of land, developing at highest practicable densities and where appropriate achieving the remediation of land contamination;*
- x) *Ensuring no undue effect on the amenity of neighbouring occupiers and connecting positively to surrounding communities;*
- xi) *Fostering inclusive design, ensuring buildings, streets and spaces are accessible to all users and is adaptable to future changes in lifestyle; and*
- xii) *Locating tall buildings in locations which are highly accessible through walking and public transport and within an existing or proposed cluster of tall buildings*

**3.2.3 PBSAs are often brownfield developments, or utilise existing buildings. LDP Policy H6: Change of Use or Redevelopment to Residential Use states:**

*Change of use of redundant premises or redevelopment of redundant previously developed land for residential use will be permitted where:*

- i) *There is no overriding need to retain the existing use of the land or premises and no overriding alternative local land use requirement;*
- ii) *The resulting residential accommodation and amenity will be satisfactory;*
- iii) *There will be no unacceptable impact on the operating conditions of existing businesses*
- iv) *Necessary community facilities are accessible or can be readily provided or improved; and*
- v) *It can be demonstrated that the change of use to a more sensitive end use has been assessed in terms of land contamination risk and that there are no unacceptable risks to the end users.*

**3.2.4 Owners of properties that have been listed by Cadw for their special architectural or historic interest, or are in a conservation area should seek additional advice prior to contemplating conversion to student accommodation. Many alterations or associated facilities (such as bin stores, roof lights or floor extensions) that often form part of student accommodation, may require planning permission or listed building consent (LBC) and will be less acceptable within designated historic areas than elsewhere in the city. Additionally, early consultation with The Glamorgan-Gwent Archaeological Trust is recommended in order to mitigate for any archaeological issues associated with previous land uses.**

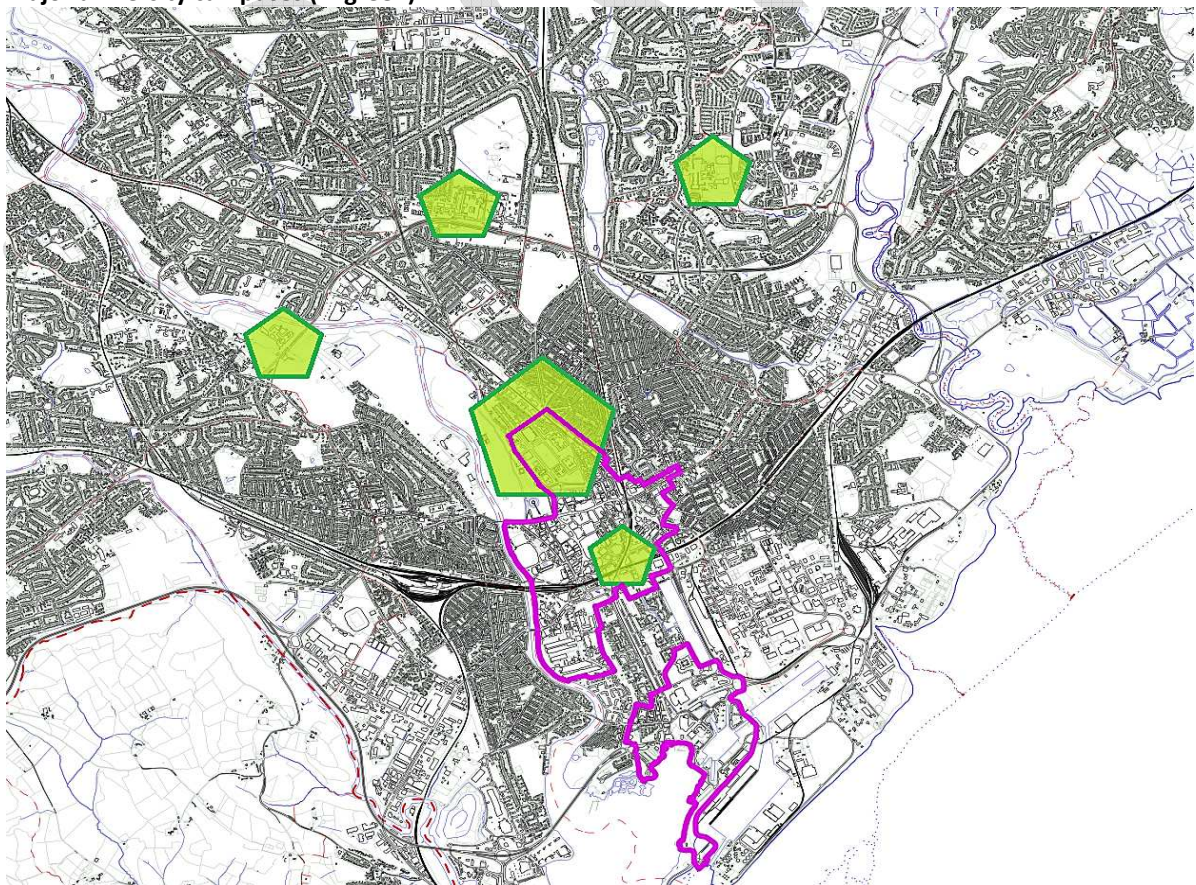
**3.2.5 Proposals in conservation areas are required to preserve or enhance the character or appearance of the area, as set out in policies KP17 and EN9 of the LDP. Specific advice regarding each conservation area is available on the Council's website. [www.cardiff.gov.uk/conservation](http://www.cardiff.gov.uk/conservation). The location of conservation areas and listed buildings can also be checked on the website.**



## 4 Location of Student Accommodation

- 4.1 Student Accommodation, particularly larger developments, can have a significant impact on the immediate surrounding area, bringing large numbers of people of a specific demographic to a locality. As stated in 1.3, the council recognises the economic benefits of suitably located student accommodation as well as the vitality and vibrancy that they can bring. It is recognised however that the development comes with a balance of impacts and that the sustainable development of such uses is critical to their success for both students and the surrounding community. The location of existing student accommodation within the city is shown in Appendix A.
- 4.2 As stated in 1.4, one of the key benefits of student developments is the economic impact that the developments can provide in terms of often hundreds of people needing goods and services in the surrounding area. Countering this, the impact of so many people of one demographic can lead to concerns over noise or disruption to existing residents within the communities in which they are located. In light of this, and in order to align with sustainability policies such as those identified in Policy KP8 of the LDP, PBSAs are generally considered more acceptable in the City centre and Cardiff Bay, as stated in 3.2.1, as well as in locations well served by public transport. A definition of the City Centre and Bay Business areas is provided in 4.3.
- 4.3 It is also recognised that not all student accommodation serve the city's universities, and that those universities also have numerous sites throughout the city. Generally speaking however, PBSAs are overwhelmingly occupied by university students attending the larger campuses, such as in Cathays Park, the City Centre, Llandaff, Cyncoed and *University Hospital of Wales*. As such, student accommodation is more acceptable (if not in the city centre or Bay) then in sustainable locations either as close to those campuses as possible, or within them.

The map below shows the location of the City Centre and Bay Business areas (in purple) as well as the major university campuses (in green)





## 5 Design, Parking and Amenity

### 5.1 General Principles

- 5.1.1 PBSAs are often large buildings, having a significant impact on the street scene and character. They can have a negative impact when not in accordance with principles of good design. Design is important for all developments, but this is especially so when the buildings are large in scale. As listed in 3.2.2, KP5 of the LDP states 12 principles, including three key principles in terms of design.

*To help support the development of Cardiff as a world class European Capital City, all new development will be required to be of a high quality, sustainable design, and make a positive contribution to the creation of distinctive communities, places and spaces by:*

- i) *Responding to the local character and context of the built and landscape setting so that layout, scale, form, massing height, density, colour, materials, detailing and impact on the built and natural heritage are all addressed within development proposals;*
- ii) *Providing legible development which is easy to get around and which ensures a sense of continuity and enclosure;*
- iii) *Providing a diversity of land uses to create balanced communities and add vibrancy throughout the day*

- 5.1.2 New student accommodation developments will need to have consideration in respect of designing out crime and the creation of safe environments. Applicants are encouraged to engage with Police Design Out Crime Officers and refer to secured by design principles, which can be found at [www.securedbydesign.com](http://www.securedbydesign.com). Policy C3 (Community Safety / Creating Safe Environments) of the LDP states:

*All new development and redevelopment shall be designed to promote a safe and secure environment and minimise the opportunity for crime. In particular development shall:*

- i) *Maximise natural surveillance of areas which may be vulnerable to crime such as publicly accessible spaces, open space, car parking areas and footpaths*
- ii) *Have well defined routes, spaces and entrances that provide convenient movement without compromising security*
- iii) *Maintain perceptible distinction between public and private spaces through well-defined boundaries and defensible space.*
- iv) *Provide a good standard of lighting to public spaces and routes while minimising energy use and light pollution; and  
Be designed with management and maintenance in mind, to discourage crime in the present and future.*

- 5.1.3 In addition to this SPG, further guidance can be found in the *Infill Sites SPG (2017)* and *Tall Buildings Design Guide SPG (2017)*, if applicable.

### 5.2 Height

- 5.2.1 Student Accommodation developments can often be tall buildings. The *Tall Buildings SPG (2017)* outlines preferred locations and a set of design criteria for new tall buildings. Tall buildings are generally classed as either more than eight storeys or 25m or more when in the City Centre and Cardiff Bay, and outside of these areas, as more than double the height of surrounding buildings.

- 5.2.2 The *Tall Buildings SPG* offers a variety of design and land use principles, summarised in Section 2.2 of the SPG as follows:

*All tall building proposals must demonstrate that:*

- *There would be no negative impacts on important views or vistas.*
- *The character or setting of heritage assets is not harmed.*
- *The proposal will be a positive feature in skyline and streetscape, either by*



- *complementing a cluster of tall buildings or forming a strategic landmark.*
- *There will be walking and cycling accessibility to sustainable transport and local facilities.*

Detailed Proposals will:

- *Exhibit exceptional architectural standards: elegance in form, silhouette and quality of materials.*
- *Maximise activity through ground floors uses and fenestration.*
- *Provide the highest standards of building performance, safety, inclusivity and adaptability.*
- *Include exemplary cycle storage, low car parking levels and integrated servicing, recycling and waste storage.*
- *Prove that the development will not create adverse microclimatic effects*
- *Deliver significant enhancements to the public realm*

### 5.3 Interaction with the street

- 5.3.1 Student Accommodation blocks are essentially private spaces. Where they interact with the public realm, a high quality and welcoming interface is required. Policy KP5 in the LDP outlines some key principles, listed in 3.2.2.
- 5.3.2 The council would favour active ground floor uses. This is especially the case in the City Centre, Cardiff Bay or in local and district centres where retail facilities open to the public are favoured. Where this is not possible, or in locations unsuitable to retail use, internal community facilities should be based on the ground floor, providing some activity and interaction with the street. The 2017 Tall Buildings SPG states:

*“Active ground floor uses (in addition to residential or student accommodation access) including a sufficient number of entrance points are essential in city centre and urban locations at intervals along the façade at strategic places to enliven the street throughout the day and night”*

As stated, this principle is particularly important in urban locations, district centres, local centres and the City Centre and the Bay, and for taller buildings, but the principle of active ground floor uses is preferred citywide. In cases where the ground floor provides internal provisions for building occupants, the glazing and design should be such that it interacts with the street, affords visual interaction and does not prevent future potential use of the ground floor for public purposes.

### 5.4 Parking

- 5.4.1 The impact of developments on parking and road traffic is a key issue for local communities and the city as a whole. Policy KP8 in the LDP states several key policies in achieving sustainable transport, including:
- i) *Achieve the target of a 50:50 modal split between journeys by car and journeys by walking, cycling and public transport*
  - ii) *Reduce travel demand and dependence on the car;*
  - iii) *Enable and maximise use of sustainable and active modes of transport.*

As such, it is key that in addition to being located in sustainable locations (see section 4) developments also attempt to discourage car use. This is especially important and deliverable for the student market, where developments are both often large in nature, and whose occupants are typically less likely to own a car. Transport Assessment and Travel plans are required for student developments of 25 or more units. Any parking that is provided should be well overlooked and accord with the principles described in 5.1.2

- 5.4.2 Pick up and drop off arrangements for occupiers are especially important for student developments. Consideration will need to be given to managing potentially large numbers of



people arriving and leaving at similar times when moving into and leaving the accommodation without impacting adversely on the local area or transport network.

- 5.4.3 Reference should be made to the Council's parking standards, which are set out in the latest *Managing Transport Impacts and Parking Standards SPG* (2018), which provides guidance for car, cycle, motorcycle and disabled parking provision, layout and design. The standards within the SPG are set out below. Residential and long stay cycle parking must be secure and sheltered (see 6.22 of above SPG). The shelter may be in the form of accommodation within buildings, in cycle sheds or other sheltered structures and can include cycle lockers or cages located in close proximity to the main building access.

City Location	Development Type	Max. Car Parking Spaces	Cycle Parking	Max.Motorbike Parking	Disabled Parking
All Areas	Purpose Built, high density student housing	1 space per 25 beds for operational parking. A condition may also be applied requiring the submission of a parking and traffic management plan	1 per 2 beds	Bespoke	1 per disabled student room + 2 spaces

- 5.4.4 Section 6.37 of the *Managing Transport Impacts and Parking Standards SPG* (2018) outlines the Council's support for Car Club facilities. Where appropriate developers may be required to provide Car Club facilities on or near the development for use by both the general public and any occupants.

## 5.5 Waste and Recycling

- 5.5.1 Adequate provision must be made for waste, recycling and composting facilities. Policy W2 (Provision for Waste Management Facilities in Development) of the LDP states:

*"Where appropriate, provision will be sought in all new development for facilities for the storage, recycling and other management of waste"*

- 5.5.2 Waste collections arrangements may vary on a development specific basis, but for large developments of purpose built flats and apartments for students, developers should refer to the waste storage requirements shown below. This serves as a guide, with specific provision being determined on a case by case basis.

Number of Flats (up to 3 bedrooms)	Recycling (L)	General (L)	Garden* (L)	Food** (L)	Reuse/Bulky Storage
5	660	660	-	240	5m <sup>2</sup>
10	1100	1100	-	240	5m <sup>2</sup>
15	2200	2200	-	240	5m <sup>2</sup>
20	2200	2200	-	240	5m <sup>2</sup>
25	3300	3300	-	480	5m <sup>2</sup>
30	4400	4400	-	480	5m <sup>2</sup>
35	4400	4400	-	480	5m <sup>2</sup>
40	5500	5500	-	480	5m <sup>2</sup>
45	6600	6600	-	720	10m <sup>2</sup>
50	6600	6600	-	720	10m <sup>2</sup>

**Table 1: Waste and recycling storage capacities for purpose built student developments**

\*Garden waste is not supplied under the assumption that the flats do not have individual gardens/amenity areas that they are responsible for maintaining. If the proposed development has individual gardens, waste bins can be provided in 240L containers on request.

\*\*Receptacles for food waste must be no larger than 240L wheeled containers, due to the weight and the resulting health and safety implications for collection operatives.

- 5.5.3 In instances where student developments propose 'cluster flats' (ie, multiple bedrooms with a shared kitchen and living space) the storage requirements will be based on the number of



bedrooms. The below calculations are based on the following anticipated waste volumes per week per bedroom:

- 60 litres of general waste
- 60 litres of recycled waste
- 7 litres of food waste

Number of Bedrooms	Recycling (L)	General (L)	Garden* (L)	Food** (L)	Refuse/Bulky Storage
10	1100	1100	-	240	5m <sup>2</sup>
20	2200	2200	-	240	5m <sup>2</sup>
30	2200	2200	-	240	5m <sup>2</sup>
40	3300	3300	-	480	5m <sup>2</sup>
50	3300	3300	-	480	5m <sup>2</sup>
60	4400	4400	-	480	10m <sup>2</sup>
70	4400	4400	-	480	10m <sup>2</sup>
80	5500	5500	-	720	10m <sup>2</sup>
90	5500	5500	-	720	10m <sup>2</sup>
100	6600	6600	-	720	10m <sup>2</sup>

\*Garden waste is not supplied under the assumption that the flats do not have individual gardens/amenity areas. If the proposed development has individual gardens, waste bins can be provided in 240L containers on request.

\*\*Receptacles for food waste must be no larger than 240L wheeled containers, due to the weight and the resulting health and safety implications for collection operatives.

- 5.5.4 Alternative collection options are available (such as open and closed skips, roll on roll off containers etc. These may reduce the storage footprint required, however, they would not be available through the free domestic collection service.

## 5.6 Waste Storage

- 5.6.1 As shown in the table in 5.5.3, all student developments are required to provide adequate storage for a minimum of 3 dedicated waste streams; recycling, food and residual/general waste. Provision must be made for the total volume of all waste streams produced over a 14 day period. This storage must be separate from the dwelling it serves. It is not acceptable for waste to be stored for a long period within the dwelling [in this case, bedrooms, or cluster flats] itself.
- 5.6.2 To enable and encourage occupants of new residential units to recycle their waste, developers should provide adequate internal storage, usually within the kitchen, for the segregation of recyclable materials from other waste. Developers must ensure that residents of all flats have access to the refuse and recycling storage area. For developments of five or more units a dedicated refuse store or screened storage area for bins/bags is required. The bin store must be capable of housing the maximum number of containers required, based on an assessment of the projected waste arising. Under no circumstances can waste be stored on the highway.
- 5.6.3 Due to statutory targets, under cover storage for the reuse/recycling of bulky waste items is now a compulsory element for purpose built flats, (including student developments.) The proposed storage area should be a dedicated area, so that bulky items awaiting collection do not interfere with the collection of other bins. Developers should allow a degree of flexibility with the storage of waste, particularly for purpose built flats, to accommodate possible future changes to the Council's waste collection method.



## 6 Accommodation standards

- 6.1 The council recognises that one of the ways in which student accommodation providers compete is in terms of the quality of development, amenity space for occupiers and room sizes. In terms of amenity space and room sizes, it is not possible to provide a one-size fits all policy, as the scale of student accommodation can vary. Amenity can be provided on site or it may be subject to a contribution for provision off site (see section 8). Likewise, amenity space may be provided collectively or it may be broken down into a series of clusters. In addition, room sizes are subject to different considerations, such as whether bathroom or kitchen facilities are provided for each unit, or communally for a small number of flats.
- 6.2 In terms of flat sizes, Appendix B shows an analysis of recent student accommodation planning approvals in the city and the typical size of individual bedroom units within them. It is recognised that accommodation types and room sizes will vary, but average sizes for the most typical types of accommodation in those applications assessed was as follows:
- Studio flats: 14m<sup>2</sup> - 32.6m<sup>2</sup> (Average size : 20.8m<sup>2</sup>) including kitchen and utilities.
  - Double Room / Twodio / Double Studio: 27m<sup>2</sup> - 45m<sup>2</sup> (Average size 36.5m<sup>2</sup>) including kitchen and utilities.
  - Cluster 1 bed units: 11.5m<sup>2</sup> - 17.5m<sup>2</sup> (Average 14.7m<sup>2</sup>)
  - Cluster Hubs: 18.25m<sup>2</sup> – 38.5m<sup>2</sup> (Average: 26.95m<sup>2</sup>)

As stated in 6.1, it is not the intention to be overly prescriptive in this respect, but the developer would be expected to achieve the minimum sizes stated above to ensure adequate amenity for future occupiers. This is especially the case given the request for an adaptability statement (see Section 6.4) to ensure that buildings and activity is safeguarded should the student accommodation market change in future. This would align with the *Wellbeing of Future Generations Act (2015)* especially regarding the goal of *A healthier Wales* in which peoples physical and mental health is prioritised. It is also noted that cluster hubs size is dependent upon how many students they serve. Typically, they offer around 5-7.5m<sup>2</sup> per student, which should provide a standard to future developments.

- 6.3 In respect of light and outlook, all habitable rooms should have natural light, a means of outlook, and ventilation. This is in order to ensure an environment suitable for people who may spend prolonged periods of time in their rooms.
- 6.4 As stated in 1.4, student accommodation is considered a distinct form of residential accommodation. However, it is recognised that once established, it is not inconceivable that student accommodation may in the future seek to revert to standard C3 residential accommodation in the form of flats, or potentially C1 as a Hotel. Such changes would be subject to a full and separate planning application at any point in the future. Irrespective, the council would welcome an *Adaptability Statement*, which would consider how the development would not prejudice future uses, such as for residential or hotel use. This may make reference to room sizes, floor plates, access or amenity issues amongst others. As clarified in 8.3, any future change of use to residential accommodation would be subject to an affordable housing contribution.



## 7 Loss of Employment Land and Residential Land

- 7.1 Student Accommodation is often developed on, or within the confines of existing office buildings. Protection of employment land and policies is an important principle to deliver sustainable growth within the city. Policy EC3 of the LDP states:

*Development of business, industrial and warehousing land and premises for other uses will only be permitted if:*

- i) The land or premises are no longer well located for business, industrial and warehousing use; or*
- ii) There is no realistic prospect of employment use on the site and/or the property is physically unsuitable for employment use, even after adaption/refurbishment or redevelopment; or*
- iii) There is no need to retain the land or premises for business, industrial or warehousing use, having regard to the demand for such land and premises and the requirement to provide for a range and choice of sites available for such use; and*
- iv) There will be no unacceptable impact on the operating conditions of existing businesses*

- 7.2 As such, the developer may be expected to demonstrate that there is limited existing demand for the use as employment site. If the development is considered acceptable, then contributions will be sought to mitigate for loss of employment land. This is expanded upon in section 10.

- 7.3 LDP Policy H4 addresses proposed changes of use from residential land and is thus relevant in cases where residential land is proposed to be lost to student accommodation.

*Outside the Central and Bay Business Areas and District and Local Centres, identified on the Proposals Map, conversion or redevelopment of residential properties to other uses will only be permitted where:*

- i) The premises or their location are no longer suitable for residential use; or*
- ii) The proposal is for community use necessary within a residential area.*
- iii) There would be no unacceptable impact on residential amenity*



## 8 Planning Obligations (Developer Contributions)

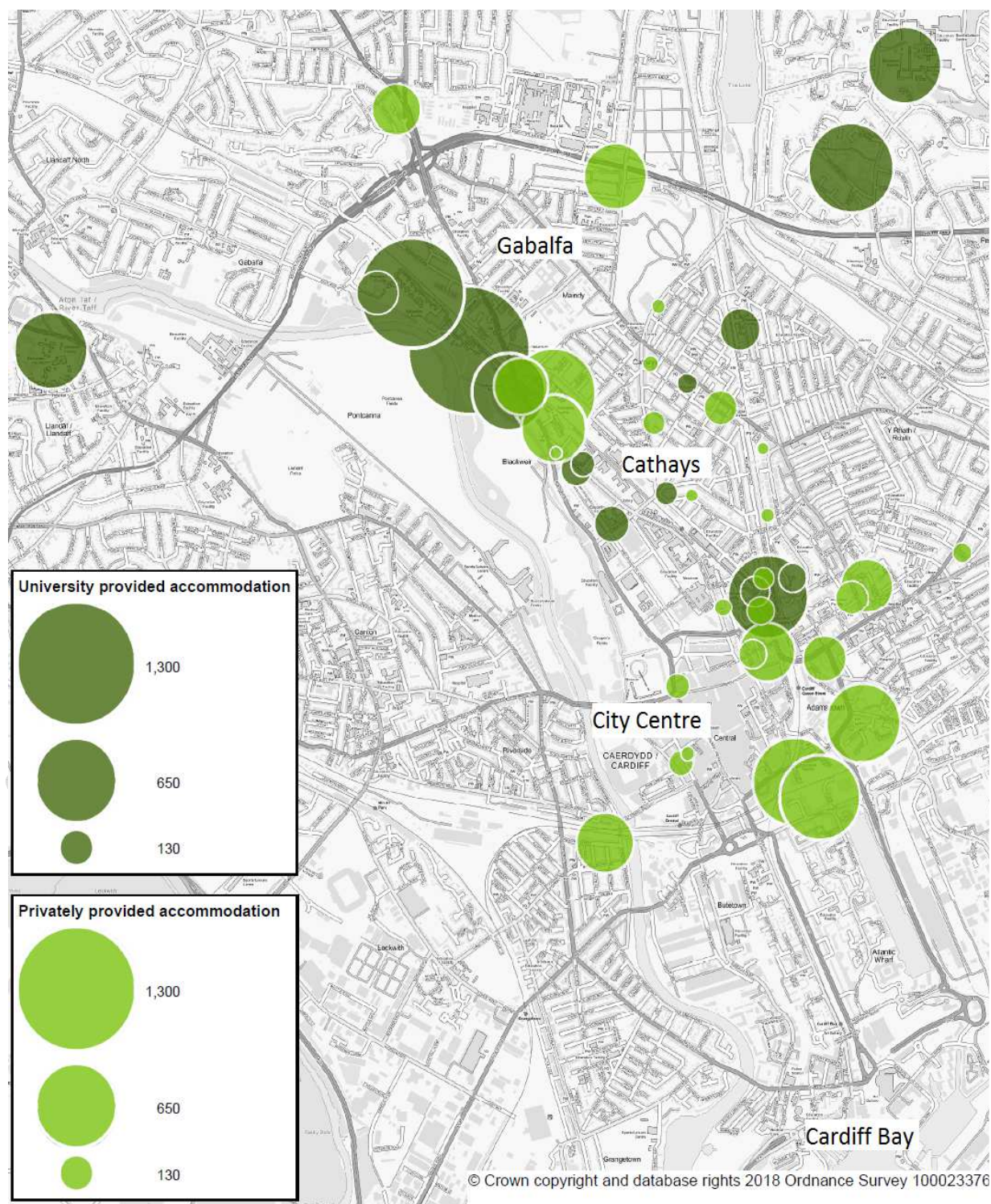
- 8.1 New development often generates additional demands upon existing services, facilities, infrastructure and the environment. As identified in LDP policy KP7, planning obligations will be sought to mitigate any impacts related to the proposed development, where they are:
- *Necessary to make the development acceptable in planning terms*
  - *Directly related to the development; and*
  - *Fairly and reasonably related in scale and kind to the development*
- 8.2 The following contributions may be sought, either through in-kind provision or by financial contribution, toward site specific infrastructure provision which is required as a result of the development, or where it is required to mitigate the impacts of development. Affordable Housing and healthcare provision will not be sought from student accommodation developments due to the fact that the developments are defined as *Sui Generis* in the Planning Use Class system. Further details are provided in the *Cardiff Planning Obligations SPG(2017)*.
- 8.3 As recognised in Section 7 and in respect of 8.1, any permanent future changes from student accommodation to other forms of accommodation would be classed as a change of use to C3 in the Planning Use Class system. In this scenario, developers at this stage would be liable to affordable housing contributions and in the case of very large developments, a Primary and Community Healthcare contribution.
- 8.4 **Transportation and Highways:** Contributions may be sought towards specific measures in the immediate vicinity of new student accommodation that may be required to enhance access to local facilities by sustainable modes (eg bus stop enhancements, cycling or walking routes). Developers will generally be expected to pay the costs of any new Traffic Regulation Orders (TRO) needed to accommodate the development.
- 8.5 **Local Training and Employment:** As stated in 6.3, in circumstances where development proposals involve the loss of Class B1, B2 or B8 land and/or floorspace, a financial contribution towards bringing forward compensatory employment and training opportunities will be sought.
- 8.6 **Community Facilities:** Developments of more than 25 dwellings [in this instance, single bedrooms] will be subject to a financial contribution towards community facility provisions. Large developments of more than 500 units [in this instance, single bedrooms] would be subject to in-kind provision of on-site community facilities. Depending on the location and scheme specifics, developments may provide a combination of on-site facilities and contribution to facilities off-site.
- 8.7 **Functional Open Space:** A financial contribution towards functional open space will be sought on developments over eight units, and the provision of a minimum of 2.43ha of functional open space per 1000 projected population. For developments of 14 or more dwellings an element of on-site functional open space will be sought.
- 8.8 **Public Realm, Community Safety and Public Art:** Where the need arises as a result of the development, provision of, or a contribution towards public realm, public art, or community safety measures in the vicinity of the site may be requested.



## 9 Appendices

### 9.1 Appendix A Location of existing student accommodation in Cardiff.

Map shows locations of operational student accommodation as of the beginning of 2018.





## 9.2 Appendix B: Recent Planning Approvals Room Sizes

The below table is based on an assessment of typical room sizes for nine recent Student Accommodation planning applications between the years of 2012 and 2016. The applications assessed are: 12/01910, 12/00309, 13/00130, 13/01888, 14/03004, 15/01036, 15/3097, 15/02820 and 16/01808.

The developments include schemes varying in size from 34 rooms to 644 rooms, and include a mixture of new build student developments and conversions, and also a mixture of developments based on single en-suite rooms as well as cluster flats. All applications were either approved, under construction or occupied at time of writing.

The average room size is based on sampling of the typical room sizes within the developments and does not take account of the total number of units of each type within each development. Room sizes are rounded to the nearest 0.1m<sup>2</sup>.

Accommodation Type		Smallest Examples	Average Room Size	Largest Examples
Individual Units	Studio Apartment (1 bed)	14m <sup>2</sup>	20.8m <sup>2</sup>	32.6 m <sup>2</sup>
	'Twodio' / Double Studio / Double Room Apartment (2 persons)	27 m <sup>2</sup>	36.5 m <sup>2</sup>	45 m <sup>2</sup>
	1 Bed Apartment	35 m <sup>2</sup>	37.4 m <sup>2</sup>	42.9 m <sup>2</sup>
Units forming Clusters	Cluster Units (1 bed)	11.5 m <sup>2</sup>	14.7 m <sup>2</sup>	17.5 m <sup>2</sup>
	Cluster Hub (Communal facilities serving 1 bed units)	18.25 m <sup>2</sup>	26.95 m <sup>2</sup>	38.5 m <sup>2</sup>



## 9.4 Appendix C: Consultation Comments

The following comments and responses provide a summary of the responses to the public consultation. The comments are not verbatim and reflect the thrust of responses to the SPG, rather than a comprehensive list of points made. The public consultation ran from 20<sup>th</sup> September to 1<sup>st</sup> November 2018

Paragraph	Comment	Responses	Action
General	Welcome the SPG, but concerned by lack of reference to community safety.	A new section has been added (5.1.2) which addresses the several concerns made regarding community safety	SPG Amended
General	Suggestion that SPG should require applicants to provide evidence of demand for accommodation.	This is not within the remit of the planning system.	No Change
1.3.3	Concerns that the policies will disperse students around the city.	The SPG will attempt to ensure that students are accommodated in appropriate locations	No Change
3.2.4	Reference should be made to archaeological concerns, given the nature and location of many student developments.	Wording to this effect as been added to 3.2.4	SPG Amended
5.1.1	Feels stronger wording should be used to demonstrate potential negative impact on surrounding streets when design is poor.	Wording amended to reflect this	SPG Amended
5.4	Concern that parking policies will negatively impact on surrounding streets.	The SPG aligns with the Managing Transport Impacts SPG.	No Change
5.4.3	Feels that more cycle parking should have to be provided.	The SPG aligns with the Managing Transport Impacts SPG.	No Change
5.4.3	Support provision of cycle parking, but feel it should be more than one space per 2 beds	This is stated in the Managing Transport Impacts SPG	No Change
6	Concerns that room sizes are too small, impacting negatively on students.	The principle is that student accommodation is only designed as temporary accommodation and so differs from other types. 6.2 outlines standards council would expect to see maintained.	No Change
6.2	Feels that the council should insist upon an 'adaptability statement' to ensure buildings are fit for potential future uses.	The council will welcome this statement, but we cannot insist, and each application received has to be judged against what is proposed.	No Change



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An inquiry report of the:  
**Children and Young People Scrutiny Committee &  
Community and Adult Services Scrutiny Committee**

# **Preventing Young People's Involvement in Drug Dealing**

**November 2018**



**Cardiff Council**



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## CHAIR'S FOREWORD

I would like to thank the Members of both the Children & Young People and Community & Adult Services Scrutiny Committees who took part in the task and finish inquiry. I would also like to thank Councillor Lister for his contribution to the Inquiry and all the witnesses who gave evidence in front of the Inquiry Team during the process. Their input was invaluable. I would like to extend thanks to the public for taking the time to take part in the Inquiry survey. Finally, I would like to thank Mark Jacques, for his invaluable support during this important inquiry.

This was always going to be a challenging Inquiry, having experienced first-hand as ward Member for Butetown the impact drug related crime and activity can have on communities and individuals. I have witnessed a number of young people in my community who have been coerced or chosen the “wrong path” and the impact this has had on their long-term life plans. I have also seen the impact it can have on individuals and the wider community.

It was important for us to identify what would drive a young person to become involved in drug dealing. This resulted in a very complex number of reasons, ranging from poverty and lack of opportunities to seeing it as a quick way to earn money and gain material goods. However, what was imperative was to keep in mind that these were still (in the main) vulnerable young people preyed upon and groomed by older people.

Conversely, the Inquiry also uncovered the fears and frustrations felt by communities having to witness and deal with drug-related activity and crime. The Inquiry Team felt that all communities deserved to live in a safe and healthy environment where drug dealing,



taking and other related nuisance such as discarded needles should not be blighting their lives. Children should not have to witness this type of behaviour and see it as the “norm” on their streets.

The Inquiry Team heard from a wide range of organisations who are dealing with this issue. We all acknowledged that they were all working hard to tackle this issue. Many praised the Police in their commitment in working within communities, but more needed to be done to support this.

Throughout the Inquiry, I was heartened to hear the real desire by individuals and organisations to step up and make a real difference to the lives of all young people in their communities. I believe that if communities, agencies and partners were able to work together to provide a range of local measures, we could all make a real impact in providing services, role models and options for young people to choose a more positive path.

I believe that, through the recommendations set out in this report, the Council and its partners can take a significant leap forward in tackling this issue.

Thanks again to everyone who took part.



**Councillor Saeed Ebrahim**  
**Task Group Chair**



## TERMS OF REFERENCE

As part of the 2017/18 Scrutiny Work Programme, Members of the Children & Young People and Community & Adult Services Scrutiny Committees agreed to undertake a joint Inquiry into ***“Preventing Young People’s Involvement in Drug Dealing”***. This Inquiry sought to:

### **Identify and Investigate:**

- The contributing factors that give rise to young people becoming involved in drug dealing in the city
- The positive contributing factors that communities can put in place to protect and prevent young people becoming involved in drug dealing in the city
- Determine the effectiveness of current policies and services in protecting and preventing young people becoming involved in drug dealing in the city.
- Identify good practice
- Determine how best statutory agencies can work with communities to ensure they are informed about services and support available and are confident to report concerns
- Make recommendations to be taken forward to the Safer & Cohesive Communities Programme Board

The Committees agreed that the Membership of the task & finish group would comprise:

- Councillor Lee Bridgeman
- Councillor Saeed Ebrahim (Chair)
- Councillor Kathryn Kelloway
- Councillor Ashley Lister
- Councillor Mary McGarry
- Councillor Mike Phillips
- Councillor Kanaya Singh



## EXECUTIVE SUMMARY

The Cabinet Member for Housing & Communities, Councillor Lynda Thorne, wrote a letter (dated June 27, 2017) to the Chair of the Children and Young People Scrutiny Committee, Councillor Lee Bridgeman. In this letter, Councillor Thorne expressed concern about the increasing issue of drug dealing by young people in the Butetown and Grangetown areas of the city. Councillor Thorne observed that there was some merit to the suggestion that the reduction in youth provision across the city had some part to play. It was suggested that the Children and Young People Scrutiny Committee establish a Task and Finish inquiry to look into young people's involvement with drug dealing and whether or not the reduction in youth services was a contributory factor.

As the topic covered issues relating to crime and disorder and community safety (which fell under the terms of reference of the Community & Adult Services Scrutiny Committee), it was agreed that a joint-inquiry with the Children and Young People Scrutiny Committee and the Community and Adult Services Scrutiny Committee be undertaken. Members of both Committees, plus Ward Members from Butetown and Grangetown made up the Task Group.

This Inquiry took place between October 2017 and May 2018, and during this time, Members were working within a fast-moving and ever-changing landscape around drug-related activity, including the rise of coverage in relation to County-Lines.

The Task Group heard evidence from a wide range of individuals and organisations who told Members about a range of drug-related issues that had affected their lives. In total, Members heard from approximately 30 witnesses face-to-face. In addition, a survey was distributed to the general public, which resulted in 413 responses.

Members uncovered a range of key themes and messages that arose from the evidence. Throughout this report, the Task Group grouped the evidence, findings and recommendations under a number of headings. These were:



- Impact on Communities
- Safeguarding Young People (and their families)
- The role of Agencies
- Education and Awareness Raising
- Crime & Enforcement

Members considered its evidence in the backdrop of the increasing “normalisation” of drugs in society. Whilst changes of cultural and societal norms were outside of the remit of the Inquiry, it was an important consideration for Members throughout the Inquiry.

In relation Councillor Thorne’s original concerns, Members concluded that the role of the Youth Service in providing crucial community-based services should be acknowledged and supported.

In relation to the impact on communities, Members heard evidence of the real issues that blight communities affected by persistent and open drug dealing. They concluded that community engagement and consultation was crucial in improving relationships between them and agencies in their areas, so that communities feel that concerns and problems were heard and dealt with. Members also heard that the communities themselves felt that they had a role to play in terms of providing services, role models and ambassadors within their communities and that this should be facilitated. There was also a call for better community engagement in the siting of drug-related facilities.

Safeguarding of young people and their families was also highlighted as an important issue in tackling this issue. The problem of “grooming” young people into dealing drugs was (in the main) as prevalent as it is in other areas of grooming – sexual exploitation; radicalisation etc.

Agencies involved in tackling drug-related crime and activity also needed to improve lines of communication between themselves and other individuals and organisations who could significantly contribute to tackling the issue at both strategic and operational levels. In order to bring this work together, a comprehensive strategy, supported by an education and awareness raising campaign was recommended.



The Inquiry concluded that the Police were working hard tackle the issue, but more needed to be done too support and strengthen current arrangements. County Lines was highlighted as a particular threat, as well as links to other crime, such as knife crime.



## KEY FINDINGS

There were a number of key findings and conclusions arising from the Inquiry that could be drawn under a number of themed headings. These are as follows:

### **Culture Shift - the “Normalisation” of Drugs**

KF1. Throughout the Inquiry, Members repeatedly heard about the culture shift in relation to views on drugs. They were informed that, particularly in relation to cannabis, it was viewed as less dangerous than alcohol and was more widely used at home. Sharing cannabis amongst friends was not seen as “dealing”.

### **Impact on Communities**

KF2. The Inquiry concluded that there needs to be a real commitment across the Council and wider partnership to ensure that it plays a key role in improving engagement and consultation with communities in tackling this issue.

KF3. Throughout the Inquiry, Members (both in their roles as Ward Members and Scrutineers) highlighted that there needed to be improved relationships between agencies and the community. The community survey undertaken revealed that two thirds of respondents (67%) did not feel that the authorities were doing enough to tackle drugs amongst young people and that drug issues had got worse in their communities (47%) or there had been no change (39.3%).

KF4. Communities need to feel confident that their concerns are heard/dealt with. Members heard, and had experience of, the difficulties in reporting incidents of drug-related activity. In addition, communities need to be satisfied that agencies would do all they tackle and minimise the recurrence of the problem in the future.



KF5. Throughout the Inquiry, witnesses stated that they felt that people weren't being listened to. Members felt that often it's normal for communities not to engage with the Police and this is then an ideal model for drug dealers to exploit. Linked with the previous key findings, Members felt that communities need to feel confident in reporting drug-related crime and this be dealt with minimal recrimination.

KF6. Conversely, agencies stated that communities need to take responsibility and have an honest conversation with authorities about what is happening where they live to enable the agencies to establish a full picture of what is going on in the area. Agencies acknowledged that more work was needed to educate communities about services available, but that this can be varied as some communities know more than others.

KF7. During the Inquiry, Members heard from a range of individuals and organisations who called for a clear model of how to engage with communities to be developed and implemented. Communities should be involved in all stages of the process and be empowered to contribute to suggesting and taking forward solutions in tackling the problems that blight their communities.

KF8. Throughout the Inquiry, Members heard from Agencies and individuals who stated that role models and ambassadors within the community could provide young people with advice, guidance and direction in alternatives to drug-related activity. This was also backed up by around a third of people (30.9%) who responded to the community survey, who felt that a lack of role models for young people – whether within the family or the wider community - contributed to them being influenced into drug-related crime.

KF9. Members heard evidence that the key to the success of this would be to ensure that role models, volunteers, community ambassadors etc would need to be based in the local community, be able to relate to young people and be visible within their communities. It was crucial that they not be seen as one of the "authorities" but people who could be impartial, and be trusted. Critical to this would be the need for



partners and third sector agencies to provide thorough support through training and counselling to enable people to be equipped to undertake this role.

KF10. When meeting with community representatives, there appeared to be a real desire for members of the community to get involved with running clubs and groups voluntarily to give young people support and a place to go, outside the hours of council-run youth services. Members stated that this, along with support and training would be an excellent opportunity for the community to feel empowered in getting involved in their communities.

KF11. Members stated that the Council and its partners could provide the tools to enable members of the community to be involved in activities and services to improve the lives of young people in their areas. As well as practical ways in terms of access to and use of buildings, training, volunteering, it would present an opportunity to empower adults within the community to contribute, and also present an opportunity for young people to gain skills and knowledge that could then see them progress to future role models and active members of the community. Members heard from current young adults already undertaking this via sport, and their work in their communities should be commended.

KF12. A recurring theme that came out during the Inquiry was the perception amongst Inquiry Members of a correlation in drug dealing/taking, other drug-related crime and the location of drug services (such as needle exchanges). A disproportionate number of drug-related services had been placed in and around the city centre, and this, it was felt, attracted people into the neighbouring areas, resulting in increased crime, anti-social behaviour, discarded needles, and affects on the local community. It was felt that the lack of consultation, engagement and understanding of this within communities had contributed to a breakdown of trust and understanding between agencies and the community. In addition, children and families in these communities were witnessing drug taking in daylight and school hours.



KF13. Members heard evidence that more needed to be done by drug related services to take responsibility for ensuring that people who use their services do consider the impact of what they do. Whilst it was fully acknowledged that these services were critical in ensuring that drug users had access to clean needles etc, Members and witnesses had had to personally deal with clearing of needles, witnessing open drug dealing and taking on their streets. Members felt that there was a direct correlation between the location of drug-related services and the problems that were taking place in these communities.

KF14. Members concluded that the closure of Council-run Youth Centres had not contributed to an increase in drug related crime. In the light of Councillor Thorne's original concerns, as set out in the Executive Summary, Members discovered, via South Wales crime data, that the highest number of arrests in relation to drug-related activity, were in wards which still had youth centres.

KF15. However, Members strongly concluded that the Youth Service provided an invaluable and crucial service to young people in Cardiff. Members concluded that the Council and its partners needed to acknowledge this issue in relation to the future of the Service. In addition, Members felt that youth services should be seen as a "community" service, as it was felt that it had a wider reach than the current education-based setting. If the remaining youth centres are to continue to offer young people a place to go, feel safe and be supported, budgets should be protected as much as possible, and considered as an integral part of the development of community-based services and facilities highlighted elsewhere in this Section.

### **Safeguarding Young People (and their families)**

KF16. During the Inquiry, Members discovered a range of factors that may contribute to a young person to becoming involved or "groomed" in drug-related activity. They were advised by the St Giles Trust that some vulnerable young people perceive drug gang members as role models who fill a gap in their lives. In the case of County Lines activity, gangs find out what is missing in a child's life and the try to fill it – they will target young people who have difficult family lives, though this is not exclusive.



KF17. In addition, like other young people who may be subjected to grooming, Members also highlighted the importance of having the processes in place to identify them and their families. The community survey also highlighted the need for earlier intervention in protecting vulnerable young people, with over a quarter (28.1%) of respondents stating this. Members were advised that the issue of identification and intervention was complex and it was imperative that intelligence and information was used effectively in these cases. In addition it is critical that, in the case of young people, they are viewed as a victim, rather than a criminal.

KF18. South Wales Police advised Members that those aged 16 and under didn't constitute a huge problem in the area, but is more apparent in those in their late teens.

KF19. During the Inquiry, Members received details of Home Office Guidance<sup>1</sup> in relation to County Lines Drug Activity, which set out how county lines, like other forms of abuse and exploitation:

- can affect any child or young person (male or female) under
- can affect any vulnerable adult over the age of 18 years;
- can still be exploitation even if the activity appears consensual;
- can involve force and/or enticement-based methods of compliance and is often accompanied by violence or threats of violence;
- can be perpetrated by individuals or groups, males or females, and young people or adults; and
- is typified by some form of power imbalance in favour of those perpetrating the exploitation. Whilst age may be the most obvious, this power imbalance can also be due to a range of other factors including gender, cognitive ability, physical strength, status, and access to economic or other resources.

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<sup>1</sup> <https://www.gov.uk/government/publications/criminal-exploitation-of-children-and-vulnerable-adults-county-lines>



- KF20. Members acknowledged that not all young people engaged in drug-related activity would immediately be considered as “vulnerable” in terms of the characteristics that would normally be applied, but they can be targeted and groomed and attracted to drug crime because of the perceived “cool” factor and quick wealth.
- KF21. In order to tackle the issue, Members concluded that a number of preventative, diversionary methods needed to be put in place to help in steering vulnerable young people onto a more positive life path. Members stated that diversionary activities (including sports and art), the chance of undertaking apprenticeships, training opportunities and working with community role models, ambassadors, mentors could help achieve this. The community survey undertaken as part of the Inquiry asked what agencies could do to tackle drug dealing – almost a third of respondents (30.5%) stated that “more activities available to young people in the community” and a quarter (24.7%) stating that “better job opportunities – training, apprenticeships etc” would be a way forward.
- KF22. Throughout the Inquiry, it was acknowledged that, working with the family as a whole would be critical in tackling the issue. Members were told that, in some cases, intensive work with a vulnerable family, whose child has become involved in drug dealing would be required, and this could be covered by existing family-related services. However, Members heard that, on a wider scale, issues such as parents being better informed in recognising the signs of drug involvement was critical, as well as acknowledging the very real fears of parents not wanting to report their children to the Police, for fear of a broken relationship with that child, and consequences arising from it.
- KF23. Linked with the above, Members concluded that tailor made packages for vulnerable young people (and their families) offering a range of solutions was the best way forward. They acknowledged that much good work was already in place and therefore felt that linking with existing services in relation to vulnerable young people (child sexual exploitation, radicalisation etc) would provide a major step forward in taking forward this work.



KF24. During the Inquiry, Members heard about the impact that issues such as exclusion and reduced timetables had in exposing vulnerable young people, as it resulted in additional unsupervised time that could be exploited. Members acknowledged the limited options currently available to schools and pupils in terms of remaining in school if punished for a drugs-related offence, but considered that the development of a range of diversionary options could help alleviate this. Schools based staff suggested that, in cases of excluded pupils, a care package should be put in place, with parents signing-up to a rehabilitation project for offenders.

### **The role of Agencies**

KF25. During the Inquiry, Members heard from partners and the third sector and concluded that improved joined up working was needed. Members were aware of the role of the Community Safety Board (part of the Cardiff PSB) that had made a number of strides to address and tackle this issue, as well as its continued development in making the Board more effective. However, joint working across all agencies and relevant third sector organisations was going to be critical in addressing a range of issues relating to tackling drug dealing AND identifying and intervening with vulnerable young people. In addition, the increasing threat of County Lines activity needed wider joined up thinking and working across the wider region and beyond.

KF26 Members considered best practice examples of dealing with drug dealing in Northumbria and Manchester<sup>2</sup> in relation to tackling New Psychoactive Substances (NPS) which also highlighted the need for good partnership working.

KF27. Members were aware that the Community Safety Board (formerly, the Safer & Cohesive Communities Board) conducted regular meetings, and already had mechanisms in place to conduct high-level/strategic meetings, but concluded that other relevant third sector organisations could also be included to enable everyone to contribute to tackling the issue and provide a “whole picture”.

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<sup>2</sup> ***New Psychoactive Substances: the response by Probation and substance misuse services in the community in England*** – HM Inspectorate of Probation and the Care Quality Commission (November 2017).



KF28 In addition, Members concluded that the key to the success of any campaign to tackle drug crime would be to hold localised, operational meetings, to include trusted community members, which could cover a range of issues highlighted during the Inquiry such as:

- Data, intelligence, Information
- Budgets and Resources
- Latest Developments
- National and local campaigns (such as “Fearless”, “Switched On!” Operation Purple Ash etc)
- A mechanism for discussing and addressing hotspots/problem areas

Members also stated that a further mechanism would also be required for identifying and dealing with individuals - this could include what levels of support they may need at one end of the scale, to potential enforcement at the other.

KF29. Throughout the Inquiry, numerous witnesses called for the development and implementation of a comprehensive Strategy. It was agreed that this complex issue was not one that could be tackled by one partner alone. It was felt by Members that a Strategy would pull together work already being undertaken, and give direction and commitment to tackling drug-related crime.

KF30 During the Inquiry, Members were told that there was a lot of good work being done by schools, the third sector and at community level but that the resulting intelligence wasn't being brought together. Together with many of the issues that are highlighted in this report, a Strategy could assist in drawing together many of the issues and concerns raised, as well as address issues such as the budgetary constraints that continue to challenge public sector bodies.

KF31. Members felt that this Inquiry presented opportunities for agencies to further connect with colleagues within their own organisations and other networks already in place. As already highlighted in this Section of the Report, Members identified that lots of positive work is already taking place in terms of helping young people - safeguarding,



CSE, violence, sex work, radicalisation etc. Members felt that lots could be learned and good practice implemented where appropriate.

KF32. During this Inquiry, Members undertook a community survey to gain a snapshot of opinion in relation to drug related activity in Cardiff. It was hoped that a “young person” survey could also be undertaken. A lack of resources and issues in relation to confidentiality prevented this taking place during the lifetime of this Inquiry. However, Members were informed by the Community Safety Board of the potential of them, along with the Youth Service to carry out a youth survey to ascertain attitudes to drugs and drug-related crime. Members concluded that they would wish to strongly encourage that this take place at the earliest possibility.

### **Education and Awareness Raising**

KF33. Throughout the Inquiry, Members consistently heard a wide range of messages/evidence from organisations and individuals relating to how they get access to information and services; as well as awareness of campaigns already in existence. For example, one witness stated that, within some neighbourhood areas, information outlining parental advice was unclear. Other witnesses felt that a more accessible and clear tool-kit of information should be made available. Members stated that, in order to tackle the issue and draw together all the streams of work developing and already in existence, a comprehensive education and awareness raising campaign was required. This would not only give the public the information and advice they needed, but also send a clear message that drug-related crime and activity would not be tolerated in Cardiff.

KF34. Linked with the previous KF, Members felt that education and awareness would address some of the other issues highlighted in the Inquiry. For example, clear messages would assist in forging better relationships in communities and help breakdown barriers across agencies, as well as the work of some of the drug-related facilities that could be within their areas. A key part of this should also include on how the public can report suspicions.



KF35. Members recognised the range of education programmes currently conducted in schools through the St. Giles Trust, the All-Wales Schools Programme, youth service, school liaison officers and related sessions in areas such as CSE, radicalisation etc, but felt that a review of what is being offered across the board could be undertaken to streamline systems and provide a comprehensive education programme that will cut time, avoid duplication and maximise impact. Members were told by witnesses based in schools that school/education related programmes should include parental classes, so that parents are made aware of the warning signs connected with drug involvement.

KF36 Schools based witnesses informed Members of prevention in schools. They claimed that year 5 and 6 pupils were now displaying behaviour which used to surface at years 8 or 9. They suggested that talks about substance misuse should take place in Primary Schools. To back this up, Members considered a study undertaken by the Early Intervention Foundation Review<sup>3</sup> which explored the extent to which young children at risk of gang involvement or youth violence are supported through evidence-based early intervention, particularly within primary schools. It draws on qualitative interviews with schools, local government officials, police and voluntary sector organisations within the London boroughs of Lambeth and Wandsworth, and built on earlier EIF research which indicated that risk factors for gang involvement and youth violence can be spotted as early as age seven.

The study identified a range of concerns, including:

- the lack of a clear or shared understanding of the level of risk within a school
- a lack of clarity or confidence in identifying and accessing statutory and other services beyond the school walls
- a limited awareness of the range and quality of external support that is available to schools, and little evaluation of the external support that is commissioned
- the pressure on schools to focus on academic performance to the exclusion of children's wellbeing, a challenge which is often exacerbated in schools located in areas where the risk of gang and youth violence is likely to be higher.

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<sup>3</sup> *Intervening early to prevent gang and youth violence: The Role of Primary Schools* – Early Intervention Foundation (March 2018)



KF37. Linking with some of the other key findings, another key factor that presented itself during the Inquiry was the perceived “attractiveness” of drug dealing to some young people, with “rewards are higher than the risk.” Witnesses informed Members that, in their view, certain young people become involved because of the perceived “cool factor”. They aspire to be like the drug dealers with their expensive trainers and nice car. Witnesses stated that, any education/ awareness raising programme needs to highlight the consequences of drug-related crime to young people. Witnesses cited case studies and Members were told that there were two reasons why young people became involved with drug dealing – (i) poverty and (ii) money. Wrongly, dealing is perceived as an easy option initially for making money. Others stated that they thought a lot of young people asked themselves, “why should I work for minimum wage when I can earn more selling drugs?” In addition, witnesses also commented on the relative ease now of starting to deal in drugs.

### **Crime & Enforcement**

KF38 The Inquiry concluded that, in terms of enforcement, the Police were working hard to tackle this issue. Many witnesses praised the Police in their commitment in working within the community, but more needed to be done to work with them to strengthen current arrangements. Members were advised that a city-wide, rather than localised model was needed in terms of tackling drug-related crime. This was to ensure that drug-related problems were not “moved on” from one neighbourhood to the next, but tackled right across the city. In addition, Members were aware of the limited powers that PCSO’s have in communities, and how this could impact the levels of enforcement in certain areas.

KF39. Members were informed that white males born in Wales were identified as the biggest group of offenders but found that drug-related crime crossed all age ranges and backgrounds.

KF40. Throughout the Inquiry, Members heard from witnesses about “Hotspots” in their areas. As ward Members, they were also able to provide examples of certain areas where drug-related activity was regularly taking place, and was often “open” with a



perceived lack of enforcement to stop it. Community witnesses called for more Police, CCTV cameras and street lighting as ways to improve the current situation at community level. In addition, the community survey asked the public to name some hotspots in their area, and almost half of respondents (45.0%) were able to name one or more areas within their communities where this was taking place.

KF41. A “zero tolerance” approach in terms of enforcement was suggested by community representatives. Communities blighted by drug dealing and taking felt that authorities were taking too long to deal with issues, and when they do, the problem would arise again. Members heard evidence of children and families witnessing drug taking, having to deal with discarded needles, anti-social behaviour and other issues, such as defecation in their communities and it was concluded that this should not be acceptable.

KF42 Members acknowledged that communities were now seeing not just known individuals involved with this type of crime, but felt that anyone could move to an area and pick-up with County Lines activity.

KF43 Throughout the Inquiry, Members were told about the increase in County Lines activity, not only in Cardiff, but across the UK. The media has also highlighted this particular type of drug-related crime. Members heard some of those targeted by County Lines gangs can be paid as much as £300 per week just for holding drugs and firearms.


KF44 Members were told by St Giles Trust Cymru that some of those extricated by agencies from gang influence are reluctant to leave because of the support network they have in Cardiff. Case studies on this issue are highlighted in the “background evidence” section of this report.

KF45. Whilst Members heard that only 4 cases of County Lines activity had been highlighted in the City, they felt that the threat of this type of activity warranted further work, particularly with the St. Giles Trust, who had a dedicated County Lines Officer in place, who could advise and assist on tackling this issue. Members heard that, in the opinion of witnesses, local drug dealing was following the County Lines



model in as much as vulnerable people are being used by gangs to do their “dirty work” for them, using the County Lines model in terms of an operating template.

KF46. Members were advised during the Inquiry that other related crime had increased. This was particularly true of knife crime that had increased during the life time of this Inquiry. Members also heard that those involved with drug-related crime were threatened with weapons and therefore arm themselves.





## RECOMMENDATIONS

The Committee has identified areas that merit consideration in taking review activity to the next level, and particularly wish to draw the Cabinet's attention to the following recommendations. Each recommendation is supported by the associated key finding listed earlier in this report.

The Children & Young People Scrutiny Committee and Community & Adult Services Scrutiny Committee have endorsed the following recommendations. They are commended to the Cabinet for implementation, in consultation with the Community Safety Board and wider partnership. Both Committees require an initial response to the recommendations during Spring 2019, with a further review in September 2019.

### **It is recommended that:**

#### Impact on Communities

- R1. Improve community engagement and consultation in terms of tackling drug-related crime by replicating the locality based partnership model and strengths based approach model implemented in Butetown, via a sequenced roll-out to other parts of Cardiff.

***Supported by Key findings 2-3***

- R2. The Community Safety Board undertake a neighbourhood review to work towards formalising engagement with the community, using the resources of PACT within the new arrangements. This new arrangement should be a two-way communication tool between partners and the community.

***Supported by Key findings 4-7; 28***



- R3. The volunteer portal already in place to include attracting volunteers to act as community role models and ambassadors in order to advise young people on the dangers of drug-use and involvement with drug-related crime. This voluntary scheme should be suitably funded and involve collaborative working with relevant groups and partners.

***Supported by Key findings 8-11***

- R4. For the Council, through its neighbourhood partnerships, explore the use of community facilities by the community – creating a pool of volunteers; offering support and training; and explore funding opportunities, to enable the community to have access to these buildings to run clubs/groups for young people, and give them a place to go outside of normal hours.

***Supported by Key findings 10-11***

- R5. The Council and its partners review where drug related services are located and commit to thorough community engagement in areas of the city chosen for any proposed location for drug-related services such as needle exchanges. The size of the development should be clearly explained to residents as part of this engagement process.

***Supported by Key findings 12-13***

#### Safeguarding Young People (and their Families)

- R6. The Council and partners undertake a review of current youth service provision. This should include assessing the function and developing a new model of service delivery that is more effective and fit for purpose. This should include an evaluation of the flexibility of the service and how it can meet the demand. The service could be more sessional based approach, linked up across a range of partners and be available outside of school hours and in the school holidays. There is a need to recognise the crucial role played by youth services in preventing young people's involvement with drugs and drug-related crime and that the Council should be mindful of this factor before future funding decisions are made regarding the service. If the remaining youth centres are to continue to offer young people a place to go, feel safe and be supported, budgets should be protected as much as possible, and



considered as an integral part of the development of community-based services and facilities.

***Supported by Key findings 14-15***

- R7. The Council and partners to undertake a review of all streams of “safeguarding” related activity across the City, with a view to developing a model for intervention and prevention for young people vulnerable to drug-related crime. There is a wide range of good practice already in place in relation to child sexual exploitation, FGM, radicalisation, sex work etc. and Members agreed that pooling the expertise and knowledge from these streams would establish the links with current work and assist in developing a specific model for young people caught up in drugs. This will also provide the tools required for engaging the parents/carers and families of these young people.

***Supported by Key findings 7; 15-16***

- R8. The Council and partners develop a “Well-being Strategy” for young people based on the strengths based approach, and using initiatives such as “Goodies in Hoodies” that had had a positive impact on tackling negative perceptions of young people.

***Supported by Key findings 7; 18-20***

- R9. The Council and its partners undertake a major review of current arrangements in relation to options available to young people who find themselves excluded from school or on reduced timetables. Schools should play a central role in this review. The review should include drawing on existing examples of good practice already in place in some of Cardiff’s schools. The review should include the identification and implementation of a number of preventative, diversionary methods to help steer young people towards a more positive life path. Sport, art, the opportunity to undertake apprenticeships and training, working within their community should all be considered to help achieve this. The review should also consider the development of a measurement to monitor and review school practice in relation to this area.

***Supported by Key findings 21-24***



## The Role of Agencies

- R10. The Council and its partners ensure the development and implementation of a city-wide strategy on tackling drug-related crime to highlight in particular the dangers posed by the UK-wide increase in “County Lines” activity. Part of this strategy should include a hard-hitting communications campaign involving social media platforms and more traditional advertising measures such as the use of billboards. This should be coordinated with recommendations 15 and 16 below.

***Supported by Key findings 29-31***

- R11. The Safer Communities Board ensure that relevant third sector organisations are invited to operational meetings in order to achieve a wide-ranging approach to tackling the issue of drug-related crime. All parties should then be encouraged to promote each other’s services and campaigns on their respective communication platforms in order to raise public awareness. Such action would give residents clearer indication of points of contact for reporting incidents of drug-related crime.

***Supported by Key findings 25- 27***

- R12. The Council and its partners develop and implement a system of community based operational meetings to include partners, third sector, parents and community members to share local data and intelligence in order identify hotspots, problem areas and shared solutions to the problem. This could include adopting a similar approach used by the CSE PING meetings.

***Supported by Key finding 28***

- R13. The Council and partners adopt a similar model used by other work areas (such as CSE) to enable them to discuss individual young people in order to assess and address the individual’s needs – including issues raised in recommendations 7 and 9. This should also link with the early help new proposals and the young person’s gateway.

***Supported by Key finding 28***



R14. Cabinet ensures that plans for a city-wide youth survey to ascertain attitudes to drugs and drug-related crime are fully supported by Cardiff Council and that meaningful results are eventually achieved. Currently, it is proposed that a potential youth survey be commissioned by the Community Safety Partnership, in partnership with Youth Services. Members would wish to strongly encourage that this take place at the earliest possibility

***Supported by Key finding 32***

### Education and Awareness Raising

R15. A strategic, coordinated Communications Plan be developed with input from all partners. This should include the coordination of current materials that could be used as part of the programme. The programme should include mechanisms for delivering a large scale campaign across the City, and also more targeted awareness raising and training with recognised vulnerable groups. This should be developed in line with the Strategy recommended in R10 above, and should acknowledge the range of diverse communities across Cardiff. The Communications Plan should also develop targeted programmes for specific areas of Cardiff to address specific challenges faced by that area.

***Supported by Key findings 33-37***

R16. A programme of campaigns for children and young people be developed by young people and current providers (for example, the St. Giles Trust), to include PSHE teaching materials, social media, development of apps, etc. The wording of all material should be very carefully considered and should include a strong message in informing young people of the consequences of being involved in drug dealing; recognising grooming; where they can go for more advice; and what options are available to them if they find themselves in trouble via drug-related activity. The coordination of budgets from other sources (Public Health Wales, Welsh Government etc) should also be explored as part of developing this campaign.

***Supported by Key findings 33-37***



## Crime and Enforcement

R17. The Police & Crime Commissioner review the powers that are given to PCSO's.

***Supported by Key finding 38***

R18. The Community Safety Board explore options of enforcement routes to tackle anti-social behaviour associated with drug dealing and problematic drug use in order to strengthen current arrangements and ease pressure on the Police. This could include a local, hybrid version of the use of Public Spaces Protection Orders.

***Supported by Key findings 39-42***

R19. The Council and partners link with relevant third sector providers to address the issue of "County Lines" activity in the City and links to other drug-related crime, such as knife crime. This should form part of both the strategic and operational elements of work going forward.

***Supported by Key findings 43-46***



## KEY EVIDENCE

### FACE-TO FACE MEETINGS WITH WITNESSES

#### Councillor Thorne's original concerns

The Ward Member for Plasnewydd reminded the Task Group that the role of scrutiny was to offer practical and feasible solutions, so therefore calling for additional funding for youth services after a process of cuts wasn't appropriate.

**(Meeting October 25, 2017)**

The Achievement Leader for Youth Support at Cardiff Council suggested that a remedy for the drugs problem was broader than just being one of reinvestment. A Councillor also pointed out that according to South Wales Police crime data, the highest number of arrests were in wards which still had youth centres.

**(Meeting January 19, 2018)**

The coordinator for the Into Work service, told Members that in her opinion the drug-related crime situation crossed all age ranges and backgrounds. She highlighted the lack of youth services in certain areas and observed that nothing was replacing closed facilities, which was creating a void. She pointed out that money was the driving force for people getting involved in drug dealing. She thought a lot of young people asked themselves, "why should I work for minimum wage when I can earn more selling drugs?"

**(Meeting April 16, 2018)**

#### Impact on Communities

The Community Safety Manager explained how a clear model of how to engage with communities so that they see themselves as part of the solution was needed. The model should also look at what factor made young people become involved in drugs crime. What



is it that gang membership provides which is lacking from the community and society at large?

**(Meeting October 25, 2017)**

Members were told about the role of Community Ambassadors by Cardiff Council's Community Safety Manager. A package based on recruitment and training was provided specifically designed to understand some of the dynamics associated with substance misuse and explaining what services are available to help the situation.

**(Meeting October 25, 2017)**

The Ward Member for Riverside raised the issue of locating needle exchanges. He said that there was an issue in terms of why their locations were chosen and the concern that the exchanges actually drive drug-related activity.

**(Meeting October 25, 2017)**

The Chair highlighted the increase in young people openly drug dealing in the Butetown area. It was observed that Community Elders had raised concerns as it's no longer just known individuals involved with this type of crime but that now anyone can move to an areas and pick-up with County Lines activity.

**(Meeting January 19, 2018)**

The Chair observed that some young people dealing in Butetown, with the right encouragement, could be A Star Students.

**(Meeting January 19, 2018)**

After hearing about the preventative work done in schools by St Giles Trust Cymru Cllr S suggested creating a voluntary bank of volunteer role models from local communities who could give talks in their neighbourhood schools. This would offer a less authoritarian message than that given by the Police and contain more realistic street experience. It was pointed out to Members that this free advice would be more natural and not informed by the system. The Community Safety Manager advised that for this to work properly schools would have to have proper support structures in place in areas such as training and counselling.

**(Meeting January 19, 2018)**



The Chair advised the Task Group that certain drug dealers in his ward, were former straight A students in school but had then been groomed and attracted to drug crime because of the perceived “cool” factor and quick wealth. He believed that the situation differs in each part of the city but his point illustrates that drug crime doesn’t just attract vulnerable young people from deprived backgrounds.

**(Meeting January 23, 2018)**

The Chair told the group about an example of a parent who knew that his son was involved with drug-related crime, but was afraid to take action involving the authorities for fear of permanently losing his relationship with his son.

**(Meeting January 23, 2018)**

The Substance Misuse Project Manager at Cardiff & Vale University Health Board, highlighted the “Switched On! Drug and Alcohol Awareness Sessions”. This training is available to everyone, particularly children and young people, parents/guardians, practitioners (youth staff, teachers, healthcare professionals etc.) and also staff working in the voluntary sectors. He outlined to Members the difficulty of getting into certain communities. But he praised the work of BME officers and especially highlighted the good work carried out in the Czech Romany community.

**(Meeting January 23, 2018)**

KS raised concerns about commissioning and locating services without full community engagement. He advised the Task Group that in his ward, services were introduced without adequate public consultation. KS claimed that the needle exchange led to people witnessing drug deals 3 or 4 times a day.

**(Meeting January 23, 2018)**

KS informed the group about a user of hard drugs had been housed in flats on Tudor Street next to a single mother. KS suggested that reviewing the system for mixing vulnerable people should be a big consideration. The Chair also gave an example of a man in Butetown with mental health issues who had spent £10,000 smoking crack as a result of dealers being rehomed in the area. He suggested that a wider risk assessment was needed



prior to rehoming. SE said the whole package of services within communities needed reviewing.

**(Meeting January 23, 2018)**

South Wales Police told Members that individual communities need to take responsibility and have an honest conversation with authorities about what is happening where they live. It was highlighted that at the moment the Police aren't getting a full picture from some communities.

**(Meeting January 23, 2018)**

The Chair observed that greater community engagement was essential. More Police action was needed and community support was needed to empower them. SE explained that often it's normal for communities not to engage with the Police and this is then an ideal model for drug dealers to exploit.

**(Meeting January 23, 2018)**

GE advised Members that more work was needed to educate communities about services available. But that it was a mixed bag as some communities know more than others.

**(Meeting January 23, 2018)**

SE highlighted the importance of analysing the backgrounds of people involved with drug-related crime. SE gave the example of an academic young man who became involved in drugs and as a result his father left home leaving just the son and his mother. But because of language issues the mother doesn't have the capabilities to know how to get help and even if she did she couldn't ask for it. SE said that fears around these sorts of gaps needed addressing.

**(Meeting February 20, 2018)**

SE observed to the Task Group that community role models were needed from specific communities. SE believed that young people in particular will respond to people who live in the same community as them and who they see on a regular basis, in a way that they won't with people dropped in to deliver a message.

**(Meeting February 20, 2018)**



Lloyd George Avenue resident informed Members that there was a huge problem around the city centre end of the avenue and Bute Street. So far this year 4,500 syringes had been recovered in this area alone and 500 had been found in April.

**(Meeting April 16, 2018)**

Lloyd George Avenue resident told the Task Group about a tent erected near the junction of Bute Street with Callaghan Square. One day he counted 14 people going into the tent and he believed this was for drug activity. Members were advised that it took the Authorities 3 months to remove the tent.

**(Meeting April 16, 2018)**

A community rep raised the role communities can play and observed that they need to be pointing the finger at known drug dealers.

**(Meeting April 16, 2018)**

KS advised that within his ward he had a needle exchange, wet house and a probation service. In KS's opinion drug-related problems followed the associated support services.

**(Meeting April 16, 2018)**

Lloyd George Avenue resident told the group about an incident where the Headmistress of St Mary's school had to arrange for the removal of syringes from the playground prior to school assembly. She said that this illustrated how those injecting drugs don't care about the consequences. A community rep advised the meeting that he regularly sees human defecation near the Mosque.

**(Meeting April 16, 2018)**

Butetown resident observed that at needle exchanges only 20% are actually exchanged. He is Tiger Bay U14's Coach and he told Members how football games were having to be stopped whilst needles were cleared off the pitch.

**(Meeting April 16, 2018)**



Sploott resident thought that more services should be run by the communities and that more community mentors are needed. She explained that she thought a more creative leadership model would come from the community, and she also expressed the need for greater sports provision.

**(Meeting April 16, 2018)**

In response to the question: *What is the most effective way of tackling community drug dealing?* A former drug dealer replied: "The most effective way of helping to understand community drug dealing is to talk to those involved and try to see things from their point of view. Drugs are used by most people in society illegal and legal including alcohol. Addiction comes in many forms. Illegal drugs are not more evil than alcohol or legal drugs. Regular meetings to discuss ways of kicking habits and addictions can be effective in leading to solutions."

**(Written evidence received: January 12, 2018)**

### **Safeguarding Young People (and their families)**

The Community Safety Manager explained to Members that preventative work designed to identify and tackle problems at an early stage was in existence.

**(Meeting October 25, 2017)**

Members heard from the Community Safety Manager that there was a Serious Organised Crime Board model based on deep-dive case studies. This investigates family connections of those convicted and attempts to prevent younger siblings from following a similar route.

**(Meeting October 25, 2017)**

St Giles Trust Cymru advised Members that some vulnerable people perceive drug gang members as role models. They fill a gap in their lives. The caseworker told the Task Group that typically County Lines gangs find out what's missing in a child's life and then try to fill it. They target children from broken homes but not exclusively.

**(Meeting January 19, 2018)**



Senior Youth Worker advised Members that young people involved with drugs don't engage with youth workers as they're viewed as a "grass" and representing authority. In his view certain young people become involved because of the perceived "cool factor". They aspire to be like the drug dealers with their expensive trainers and nice car.

**(Meeting January 19, 2018)**

Community Safety Manager raised concerns about safeguarding vulnerable pupils who have been put on reduced timetables at their school. The logic behind the concern being that it increased the time available to fall prey to drug gangs.

**(Meeting January 19, 2018)**

The County Lines Caseworker at St Giles Trust Cymru, made a point about parental concern over dealing with children involved with drugs. In her view many parents would be afraid to inform on their children as it may lead to removal and ruin their relationship with that child for life.

**(Meeting January 19, 2018)**

The Substance Misuse Project Manager at Cardiff & Vale University Health Board stressed the importance of highlighting the consequences of drug-related crime to young people.

**(Meeting January 23, 2018)**

The Community Safety Manager advised Members about the work of peer mentors from communities and the effectiveness when youths are paired up with these people via Peer Membership Projects.

**(Meeting January 23, 2018)**

South Wales Police advised Members that the categories associated with drug-related crime was complex. For example, a runner who is also drug dependent is more victim than criminal. So the question becomes how do we protect vulnerable people at an early stage? He explained that those aged 16 and under don't constitute a massive problem. But it is more difficult for those in their late teens and it's definitely a work-in-progress. He said the current system is not perfect but it is driven by information.

**(Meeting January 23, 2018)**



A councillor highlighted to Members the Multi- Agency Safeguarding Hub (MASH) – the service for vulnerable children and adults – and said that nothing happens with approximately 80% of the referrals received.

**(Meeting February 20, 2018)**

Lloyd George Avenue resident observed that help should be available to vulnerable young people so that they're not ruining their lives. She explained that there should be new facilities for homeless people rather than better ways of giving money which has been piloted on the Hayes. (The Give DIFFerently campaign allows payments of £2 via contactless cards).

**(Meeting April 16, 2018)**

In response to the question: *What are the most effective safeguards that can be introduced at community level?* A former drug dealer said: "Education, Education, Education. Graphic pictures and classes that invite ex dealers, addicts to speak of their experiences are a great way of communicating awareness of the dangers of getting addicted to any substance."

**(Written evidence received: January 12, 2018)**

### **The Role of Agencies**

Cardiff Council's Community Safety Manager updated Members on key priorities for the Safer and Cohesive Communities Board. The priorities outlined are: **Cohesion & Integration**, under this category it was explained that here are 8 regional coordinators across Wales who analyse tension monitoring reports based on community data. These coordinators assess reports on such issues as the number of hate crimes committed. **Night-time Economy**, this priority concentrates on tackling associated crime and addressing vulnerabilities. It addresses how safe people feel in city and town centres and includes areas such as the homeless situation. **Protecting Vulnerable People**, concentrating on cutting crime and advising on how to reduce reoffending rates. **Resilient Communities**, this is a wide-ranging priority that covers everything from Emergency Planning to Substance Misuse.

**(Meeting October 25, 2017)**



The Community Safety Manager outlined the work carried out by the Serious Organised Crime Board in terms of drawing-up gang profiles in order to combat drug-dealing. It was explained that there is minimal County Lines activity in Cardiff but as a result a close working relationship has been developed with the associated caseworker with St Giles' Trust Cymru. Amongst other community-based activities the charity offers support to people in the criminal justice system.

**(Meeting October 25, 2017)**

Members were advised by St Giles Trust Cymru that there was poor communication and understanding of County Lines crime between UK regions. Also increased resources would help the situation.

**(Meeting January 19, 2018)**

The County Lines caseworker at St Giles Trust Cymru outlined to Members the importance of agencies having regular information sharing meetings.

**(Meeting January 19, 2018)**

The Achievement Leader for Youth Support at Cardiff Council agreed that the perceived normalisation of drug-use was a significant issue.

**(Meeting January 19, 2018)**

The Achievement Leader for Youth Support at Cardiff Council told Members that there was a lot of good work being done by schools, the third sector and at community level but that the resulting intelligence isn't being brought together.

**(Meeting January 19, 2018)**

The Behaviour Manager at Fitzalan High School observed that generally within society there was almost an acceptance of moderate social drug use without an understanding of the broader problems for society. Also those who sold cannabis to friends didn't consider it a drug crime. The Achievement Leader for Youth Support at Cardiff Council thought that a range of strategies was needed to tackle drug-dealing.

**(Meeting January 19, 2018)**



The County Lines caseworker at St Giles Trust Cymru questioned the worth of handing leaflets out to youths at community youth centres. But she did point out that South Wales Police had poster campaigns aimed at different organisations. One of the campaigns highlighted what changes to look out for when somebody becomes involved with drugs, which was especially useful for parents. These campaigns have only been running for six months so it was too early to properly evaluate their effectiveness but they appear to be working according to Rebecca.

**(Meeting January 19, 2018)**

The County Lines caseworker at St Giles Trust Cymru told Members that the charity used ex-gang members for talks in schools which had proved effective according to the feedback received.

**(Meeting January 19, 2018)**

KS pointed out the need to challenge the culture and acceptance of drug-use and that current measures weren't robust enough. KS thought that an education programme needed to be developed that was more powerful. He also pointed out that needle exchanges and wet-houses in his ward provided a networking opportunity for those associated with drug-related crime. KS told the group that residents in his ward believed that from a community perspective the situation was getting worse because of this situation which was importing the problem into their community.

**(Meeting January 19, 2018)**

Senior caseworker at St Giles Trust Cymru claimed that work at an educational level can provide high engagement. Lee makes school visits and can talk about his own background which is different to more traditional establishment figures. He told Members that he started smoking cannabis at 12 or 13, he committed theft, dealt in drugs and served a prison sentence. So in terms of the "badge of honour" amongst drug-related criminals, he had one and youths engaged with and listened to him in a different way because of his background. The charity's senior caseworker explained that his message of rehabilitation extended beyond schools to engaging with youths and former gang-members via recreational activities such as fishing. He also highlighted the problem of normalisation within society and how some vulnerable youths regularly see drug-use within the home environment.

**(Meeting January 19, 2018)**



MP advised Members that millions of pounds had been spent on warning people about the dangers of smoking and yet the only thing to have had a major impact was the legislation banning smoking in enclosed spaces. So therefore he questioned the worth of concentrating on education alone.

**(Meeting January 19, 2018)**

The Achievement Leader for Youth Support at Cardiff Council advised that a multi-layered strategy was needed which would both work with, and challenge families.

**(Meeting January 19, 2018)**

The County Lines caseworker at St Giles Trust Cymru advised Members that previously, related agencies would meet once a quarter to share resources and advise each other about their latest developments and campaigns. These quarterly meetings no longer happened and communication had become disjointed with agencies less well-informed as a result. She gave the example of the “Fearless” service run by Crimestoppers Wales which is an anonymous channel for reporting crime aimed specifically at young people. “Fearless” plays an important engagement and educational role for young people and yet very few people know about the service or how to use it. She pointed out that the general situation would be improved upon if regular quarterly meetings resumed between related agencies and partners. It would be a good way of sharing resources and promoting services such as confidential ways of reporting crime.

**(Meeting January 19, 2018)**

KS agreed that a multi-layered strategy was needed and the Chair added that localised intelligence was also crucially important. The Community Safety Manager advised that any new strategy needed to work in stages. A softer approach for dealing with vulnerable people at the early stages of enforcement was recommended.

**(Meeting January 19, 2018)**

The Chair of the Safer & Cohesive Communities Board emphasised that partnership working was an effective way of resolving drug-related crime issues. He highlighted Operation Purple Ash, an initiative to tackle street begging in the city centre, as an example of best-practice. Members were reminded that budgetary constraints were a considerable



challenge for all public sector bodies. It was pointed out that in terms of drug dealing amongst young people it was a UK-wide problem and therefore wasn't something that one partner can tackle alone. So a joined-up approach is the best way forward.

**(Meeting January 23, 2018)**

The Operational Manager of Children's Services advised Members that a preventative programme funded by the Welsh Government was in existence. It was highlighted that of 150 children brought to the attention of and helped by Children's Services, approximately 30-40 had drug offences. In terms of County Lines activity he highlighted the complex landscape and suggested that a multi-layered approach was needed. He summed up by saying that the way forward needs to include a combination of diversionary activities, a healthy relationship with communities, known families and the ability for everybody to recognise and act on early warning signs of drug involvement.

**(Meeting January 23, 2018)**

Team Leader with Housing & Communities advised Members that currently information outlining parental advice was unclear. She thought that a more accessible and clear tool-kit of information should be made available.

**(Meeting January 23, 2018)**

South Wales Police told Members that in his experience, there was an understanding of the size of the problem and the willingness to work towards a solution amongst public services.

**(Meeting January 23, 2018)**

The Substance Misuse Project Manager at Cardiff & Vale University Health Board, advised that more could be done to "sign-post" young people to existing diversionary services.

**(Meeting January 23, 2018)**

The Operational Manager of Children's Services, stressed the importance of having clarity on where drug dealing is happening. He pointed out that strategies were in place and claimed that his staff hadn't noticed activity on Saturday night patrols. He told Members that moving forward it was possible to put in requests for expanding projects funded by the Police & Crime Commissioner's Grant Fund.

**(Meeting January 23, 2018)**



South Wales Police outlined to Members the importance of having consistency for all types of drug crime. He emphasised that structures were in place to tackle drug-related crime and that a co-ordinated process exists. However, he did point out that sometimes gaps in the service can't always be seen because of variance of practice caused because partners work for separate organisations. He observed that every agency could possibly do more and that there was certainly the will on behalf of partners to make improvements.

**(Meeting January 23, 2018)**

The Community Safety Manager advised the group about proposed PSB quarterly network meetings held at different parts of the city which would be organised by the Cardiff Community Safety Partnership.

**(Meeting February 20, 2018)**

Sploott resident observed that people weren't being listened to in her opinion. On the issue of locating services in certain areas it was easier for the Authorities to do this if it fitted into the narrative on socio-economic conditions. But she thought that the real question should be what can be done to improve an area.

**(Meeting April 16, 2018)**

### **Education /Awareness Raising**

The Behaviour Manager at Fitzalan High School spoke about the perceived normalisation of taking cannabis. He told the group that the last four permanent exclusions at Fitzalan High School had been because of substance misuse. He talked about the managed exit process and observed that he felt an appropriate care package was needed for pupils excluded and that this should involve the parents signing-up to rehabilitation project for offenders.

**(Meeting January 19, 2018)**



It was pointed out to Members by the Behaviour Manager at Fitzalan High School that parental classes should be available in schools so that parents are made aware of the warning signs connected with drug involvement.

**(Meeting January 19, 2018)**

Members heard from Youth Service Team Leader that police gave talks in schools as part of Welsh Government preventative policy. His view was that the problem with this approach was that an educational message was being lost during the process which focussed on enforcement.

**(Meeting January 19, 2018)**

The Behaviour Manager at Fitzalan High School raised the issue of prevention in schools. He claimed that year 5 and 6 pupils were now displaying behaviour which used to surface at years 8 or 9. He suggested that talks about substance misuse should take place in Primary Schools.

**(Meeting January 19, 2018)**

The Behaviour Manager at Fitzalan High School told Members that that fixed term (reduced) timetables were exclusive and worked out based on the offence. He said that it was a difficult decision for schools to make but that there was little else that schools could do in terms of a punishment.

**(Meeting January 19, 2018)**

The Behaviour Manager at Fitzalan High School thought that specialist anti-drug talks in school were important. But from a schools perspective it was difficult to fit these additional hours into the teaching day. This was because schools had a legal requirement to deliver a set curriculum in schools.

**(Meeting January 19, 2018)**

The Community Safety Manager highlighted Youth Service work in schools which warned about the dangers/consequences of drug-use and offered a range of diversionary activities. But she did point out that reduced timetables as a deterrent were problematic as they gave vulnerable youths additional unsupervised time which could then be exploited.

**(Meeting January 23, 2018)**



SW Police advised the Task Group about the All-Wales Schools Programme which was funded by the Welsh Government. He outlined the role of Schools Liaison Officers who divided their time equally between work in the community and at schools.

**(Meeting January 23, 2018)**

The Operational Manager for Children's Services advised Members that in terms of education there was a raft of services available which can help to identify problems. He mentioned the "Families First" packages which had been funded by considerable investment.

**(Meeting January 23, 2018)**

The Community Safety Manager advised the Task Group that Cardiff Public Services Board was interested in conducting a youth survey with a wider brief, but that attitudes to drug-crime could be included within it. The ambition was for this survey to be sent to all schools and further education colleges in Cardiff.

**(Meeting February 20, 2018)**

It was unanimously agreed that a final recommendation from the Task and Finish Group would be that the Cardiff PSB Youth Survey takes place and that attitudes to drug crime should be included in this study.

**(Meeting February 20, 2018)**

In response to the question: *What role, if any, should education play?* A former drug dealer, replied: "All children should be taught about the dangers of all drugs and alcohol and be shown graphic images of what can happen to a person who is addicted to a substance. This should include pictures of the lungs of smokers. Lessons on what can happen if you do this or that."

**(Written evidence received: January 12, 2018)**



## Crime and Enforcement

Members were advised by the Community Safety Manager that knife crime had increased in the last two quarters.

**(Meeting October 25, 2017)**

When asked about a dominant ethnic grouping associated with anti-social behaviour and drug-dealing, the Community Safety Manager advised Members that those involved in Cardiff were white, working-class, Welsh males in the main.

**(Meeting October 25, 2017)**

The Community Safety Manager advised Members on the Police approach to combating drug dealing in Cardiff. Members were told that SW Police are working on a staged model approach. This sets out interventions before strict enforcement.

**(Meeting October 25, 2017)**

Members heard from the Community Safety Manager that a city-wide rather than localised model was needed in terms of tackling drug-related crime. Members were advised that in Copenhagen there was soft and hard zones in terms of enforcement. In soft zones drug dealing was only monitored by the Police but any activity in the hard zones became an immediate enforcement issue.

**(Meeting October 25, 2017)**

Members heard how St Giles Trust Cymru worked in partnership with South Wales Police in an attempt to tackle County Lines activity. This work was funded through Children in Need and since July 2017 there had been numerous referrals received. Four of these referrals had been identified as County Lines related and engagement had been provided.

**(Meeting January 19, 2018)**

The County Lines Caseworker at St Giles Trust Cymru explained to the Task Group that those involved with drug-related crime are threatened with weapons and therefore arm themselves.

**(Meeting January 19, 2018)**



Members heard from St Giles Trust Cymru that some of those targeted by County Lines gangs can be paid as much as £300 per week just for holding drugs and firearms.

**(Meeting January 19, 2018)**

Members were told by St Giles Trust Cymru that some of those extricated by Agencies from gang influence are reluctant to leave because of the support network they have in Cardiff. Caseworker gave the example of a case-study.

**(Meeting January 19, 2018)**

Senior caseworker at St Giles Trust Cymru explained to the Task Group how gang members are trained not to talk or “grass” on their mates.

**(Meeting January 19, 2018)**

The Community Safety Manager for Cardiff Council highlighted the relatively small number of County Lines cases in Cardiff.

**(Meeting January 19, 2018)**

Senior Youth Worker observed that in his opinion local drug dealing is following the County Lines model in as much as vulnerable people are being used by gangs to do their “dirty work” for them. St Giles Trust Cymru concurred that local dealing was following the County Lines model in terms of an operating template.

**(Meeting January 19, 2018)**

Youth Service Team Leader speculated that as the return was much higher for Class A drugs this is an obvious factor in escalation of dealing. But he did say it was a big jump up from dealing in cannabis. Community Safety Manager told Members that it wasn't necessarily sequential that dealers would escalate to higher grade drugs.

**(Meeting January 19, 2018)**

Members were told by Youth Service Team Leader that drug-related activity wasn't a problem in the Centres. If dealing was known to be taking place it would be reported straight away. Members were advised that this is not to say that it doesn't happen, but those in charge of the Centres aren't aware of it taking place. Senior Youth Worker,



explained that the reality was that a dealer didn't need to use the Centres. Because of the criminal nature of the activity it was done in more secluded public places such as car parks.

**(Meeting January 19, 2018)**

Community Safety Manager advised Members that a Serious Organised Crime Partnership had just been launched in Cardiff. Opportunities to intervene can be developed as a result of case-study work.

**(Meeting January 19, 2018)**

The Achievement Leader for Youth Support at Cardiff Council gave Members the example of a young man who returned to working for a gang rather than attending a course offered at Cardiff and Vale College because of the immediate financial gain. Youth Service Team Leader advised Members that there were two reasons in his opinion why young people became involved with drug dealing – (i) poverty and (ii) money. Wrongly, dealing is perceived as an easy option initially for making money.

**(Meeting January 19, 2018)**

Senior Youth Worker commented on the relative ease now of starting to deal in drugs. In the past the supply wasn't as plentiful and therefore initial costs were prohibitive.

**(Meeting January 19, 2018)**

The Behaviour Manager at Fitzalan High School said that many young people wouldn't consider supplying cannabis as a drug crime, as the attitude would be it was "only a bag of cannabis."

**(Meeting January 19, 2018)**

The County Lines Caseworker questioned the effectiveness of Referral Orders as a deterrent.

**(Meeting January 19, 2018)**



Senior Youth Worker told Members that in terms of cannabis there was a confusing picture worldwide with many people thinking it was a harmless drug. This viewpoint is strengthened by visiting countries where it is freely available. He gave Members the example of visiting a supermarket in Switzerland where he saw cannabis on sale alongside cigarettes.

**(Meeting January 19, 2018)**

Community Safety Manager advised Members that Police grade the intelligence received. The rating for the intelligence is higher if a dealer is named. It is therefore a better option than purely reporting drug dealing on the end of your street or in a public space.

**(Meeting January 19, 2018)**

Members received South Wales Police data of recorded drug crime amongst those aged between 11 and 24 in Cardiff from 2014 until 2017. The figures show that when totalled together, all types of recorded drug crime had increased year-on-year but not by hugely significant amounts. The total for 2014 = 391, 2015 = 454, 2016 = 484 and the total for 2017 is 498. It was explained that the ward-by-ward figures are recorded in accordance with where the crime was identified. So for example, if a shoplifter at a supermarket in Llandaff is searched in custody and found to be in possession of a controlled substance, the drug related crime is recorded in the ward where the custody suite/ Police station is located. It was observed that this might skew the figures for some wards. White males born in Wales were identified as the biggest group of offenders.

**(Meeting January 12, 2018)**

South Wales Police briefed Members on the drug crime data for those aged 24 and under. It was pointed out that the overall 2017 figure for the full range of drug-related crimes was 498. The city-wide figure for all ages under just the classification of intent to supply was around 1,000 arrests which added perspective in terms of dealing. He advised Members that the issue of gang membership was very complex. In terms of the youngest end of the age spectrum less than 50 people under 17 were arrested per year. In conclusion, He explained that the figures for those involved in drug crime, under the age of 24, was small but that doesn't mean that a strategy isn't needed to tackle what does take place in Cardiff.

**(Meeting January 23, 2018)**



South Wales Police advised Members that for every 4 people arrested for using drugs, 1 is arrested for supplying. Last year around 100 people were arrested for supplying drugs. The highest number of arrests (309) was for possession of cannabis. The number of arrests for possession of cocaine was 40 which shows a huge disparity between Class A and Class B controlled drugs. He highlighted that in terms of County Lines activity stop and search had been used and some arrests had been made but he advised that the situation wasn't as bad as some parts of the UK where "turf war" took place. He also claimed it was important to understand the complexity of the issue. For example with homeless people it's hard to get a clear picture because of a lack of engagement with official bodies.

**(Meeting January 23, 2018)**

On the issue of community youth provision, South Wales Police pointed out that traditional youth clubs had always had an element of temptation. So it was therefore hard to give one reason for the drug crime situation and he suggested that perhaps a better understanding of the layers of risk and harm was needed.

**(Meeting January 23, 2018)**

The Operational Manager for Landlord Services gave the Task Group a housing perspective on drug-related crime. She outlined how it was possible to apply pressure via tenancy arrangements in order to change behaviour. However, she did not think that this was the answer. In her opinion it was better to build relationships in order to prevent youth arrests.

**(Meeting January 23, 2018)**

SW Police spoke about confidential lines for the reporting of crime and advised Members that heavy enforcement was counter-intuitive. He advised that it is better to manage the risks rather than lock people up, unless there's a broader public risk. Unsocial behaviour amongst those under 25 was a bigger issue than drug dealing but he accepted that the areas over-lapped and that the situation was complicated.

**(Meeting January 23, 2018)**

KS asked for phone-booths used for drug dealing to be removed and for an increase in stop and search in the Riverside area.

**(Meeting January 23, 2018)**



The Operational Manager for Children's Services advised Members about the low levels of Class A drug dealing. He informed the group that it was common for dealers to be armed with a knife. For this reason he explained that staff had a metal detector wand which was used before people were allowed into Council-run centres. This was now essential to ensure the safety of staff.

**(Meeting January 23, 2018)**

South Wales Police explained to Members the range of enforcement measures available. For example, restorative programmes rather than criminalisation. But it was pointed out that these options are considered on a case-by-case basis and that sometimes a criminal record is the only effective route to take.

**(Meeting January 23, 2018)**

Community Safety Manager offered Members an explanation on the laws governing stop and search powers. She advised that rather than this approach specific questions need to be asked about what needs to be done for the age group identified.

**(Meeting January 23, 2018)**

The Community Safety Manager advised Members that investigative work was being carried out by the Serious Organised Crime Agency which responded to alerts about different types of household waste at a particular property. For example, if waste sacks were full of just takeaway packaging this could be a sign of shift patterns by drug dealers at that property.

**(Meeting February 20, 2018)**

The Into Work Service claimed that the principal problem was that dealing was taking place freely in the open and it appears that there are no consequences.

**(Meeting April 16, 2018)**

A community rep highlighted to Members that Christina Street was one of the worst areas for drug dealing. It was pointed out that on the side-lanes it was common to see people dealing drugs. This was done on a 24-hour basis. He knew of taxi drivers working until 3am



who would see dealers at that time openly selling drugs. He said it appears that drug dealers operate a shift system of working.

**(Meeting April 16, 2018)**

Community representatives invited to the Task Group meeting agreed that generally community policing was very good. But the lack of power for Police Community Support Officers was an issue.

**(Meeting April 16, 2018)**

KS observed that there were 3 main issues around drug-related activity in his ward. (i) An addiction issue, (ii) a dealing issue and (iii) the role of agencies in certain areas of the city. KS told Members that there was a perception amongst the public that multi-layer agencies are turning a blind eye to the issue of drug-related crime.

**(Meeting April 16, 2018)**

Butetown resident advised Members that the city centre attracted a lot of drug crime from surrounding areas. He thought that the 101 service was a “joke” and that a zero tolerance approach across the city was needed in terms of tackling drug-related crime. He said he wasn’t attacking the Police as they were doing a good job. However, he pointed out that Police Community Support Officers (PCSOs) had no powers which was a problem. He gave the example of somebody who was moved on by a PCSO after being caught openly injecting in broad daylight in the city centre. **(Meeting April 16, 2018)**

KS observed that the normalisation of drug use in society was the main problem. It was now becoming normal for children to see some drug taking in cities.

**(Meeting April 16, 2018)**

Butetown resident observed that some homeless people are begging for money to buy drugs and then deal, and advised that they be targeted by the Authorities. In her opinion there was no reason to be sleeping on the streets as there are beds available in centres for the homeless such as the Huggard. A resident advised Members that a lot of the dealers were coming to the city from outside Cardiff.

**(Meeting April 16, 2018)**



In terms of what can be done to tackle drug-related crime, a resident suggested to Members that a greater Police presence and more CCTV cameras was the answer.

**(Meeting April 16, 2018)**

Lloyd George Avenue resident advised Members that the core of the problem was in the city centre. He suggested that this was where people were coming from to use the needle exchanges. He reiterated that a zero tolerance approach was needed. He gave the example of an initiative in Bath, where begging on the street was prohibited.

**(Meeting April 16, 2018)**

Resident suggested to Members that more street lighting and CCTV cameras would also help the situation in Butetown in terms of tackling drug-related crime.

**(Meeting April 16, 2018)**

The Chair said that the Mosque in Butetown needed more support for its community work. SE observed that those offering advice were now more concerned about the dangers of drug dealing than that posed by radicalisation.

**(Meeting April 16, 2018)**

The 'Into Work' coordinator suggested to Members that the emphasis should be on exchange at needle exchanges.

**(Meeting April 16, 2018)**

In response to the question: *What would you say are the main reasons why people become drug dealers and continue to operate in this way?* Former drug dealer, replied: "The main reasons why many people start dealing in drugs is because they are themselves addicted. There becomes a need for more money to support the addiction and dealing is an easy step to get your own regular supply and to have extra money as well."

**(Written evidence received: January 12, 2018)**

A former drug dealer was jailed for twelve years for smuggling cocaine, in response to the question: *How should the Police combat County Line crime?* He replied: "Police should not treat illegal drugs as worse than alcohol and legal drugs and not use swat teams as if they



are catching terrorists. Illegal drugs should be legalised in order to have more control over them with taxes and health warnings.”

**(Written evidence received: January 12, 2018)**



## **SURVEY RESULTS**

As part of the Inquiry, Members were keen to hear from people in the community who may be affected by drug dealing in their area, and to gain a snapshot of people's feelings on what may drive young people to get involved in drugs. Members agreed that it should also include gaining views on how people in the community feel about how the "authorities" are dealing with the issue; and what could be done to tackle the problem going forward. The Inquiry Group would like to acknowledge the assistance of Cardiff Research Centre, Cardiff Council's Communications Team and colleagues in the Neighbourhood Partnerships Team, who contributed greatly to the success of this work.

## **METHODOLOGY**

Members of the Inquiry Group agreed that an online survey be developed and circulated to networks identified by individual Members, supported by social media coverage by the Council's Communications Team.

The survey was developed and agreed by Members, using SNAP Survey software. The survey was uploaded onto the Cardiff Council website, and links to the survey (in English and Welsh) were circulated to Members for distribution.

In addition, the Chair of the Inquiry Group requested 200 hard copies be circulated to community buildings to encourage further take up of responses.

The survey was open from the 7<sup>th</sup> to the 23<sup>rd</sup> March 2018. **In total, 413 responses were received.**

The following sets out the results of the survey

## **RESULTS**

### **How would you describe drugs-related crime in the area where you live?**

Almost two thirds of those surveyed (65.4%) think that drugs-related crime where they live is either a very big problem or a fairly big problem. This compares with slightly more than a quarter (27.2%) who thought it was not a very big problem or not a problem at all. Only



5.1% of those surveyed believe that drugs-related crime is not a problem at all in the area where they live.

	<b>No.</b>	<b>%</b>
A very big problem	131	32.1
A fairly big problem	136	33.3
Not a very big problem	90	22.1
Not a problem at all	21	5.1
Don't Know	30	7.4
<b>Total</b>	<b>408</b>	<b>100.0</b>

**In the past 12 months, would you say that the situation has become better or worse?**

Almost half (47%) of those surveyed think that the situation has become worse in the past 12 months. Only slightly more than 2% of respondents thought that the situation had got better. Just over 39% said that they had noticed no change.

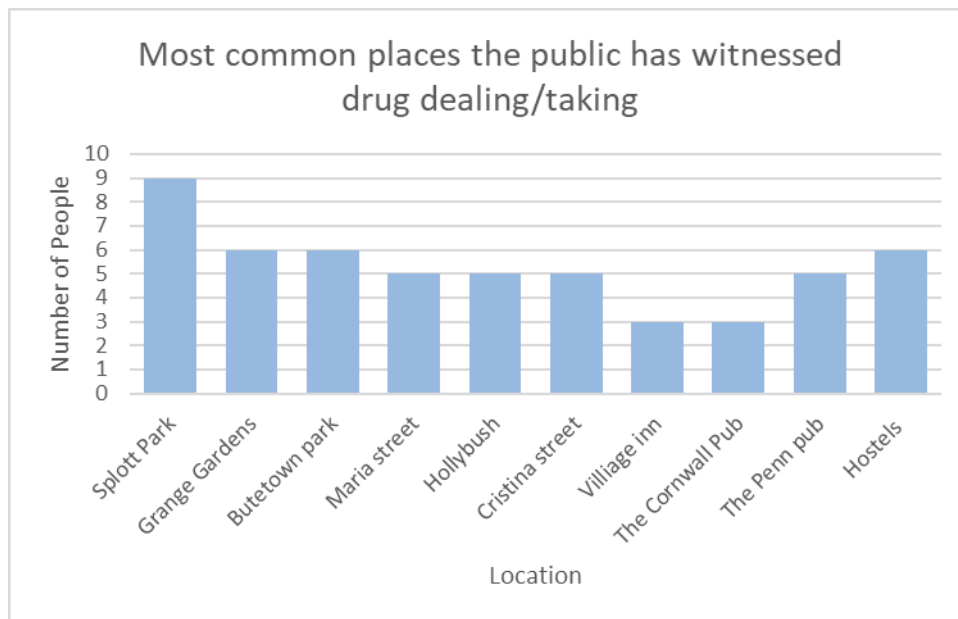
	<b>No.</b>	<b>%</b>
Better	9	2.23
Worse	190	47.0
No Change	159	39.3
Don't Know	46	11.4
<b>Total</b>	<b>404</b>	<b>100</b>

**In the area where you live, are there any areas (e.g. pubs, bars, parks etc.) that you know of which are associated with drug dealing?**

64% of people know areas in their neighbourhood where drug dealing takes place. Compared with 20% who didn't know of any areas associated with drug dealing.



	No.	%
Yes	260	64
No	80	20
Don't Know	67	16
<b>Total</b>	<b>407</b>	<b>100</b>

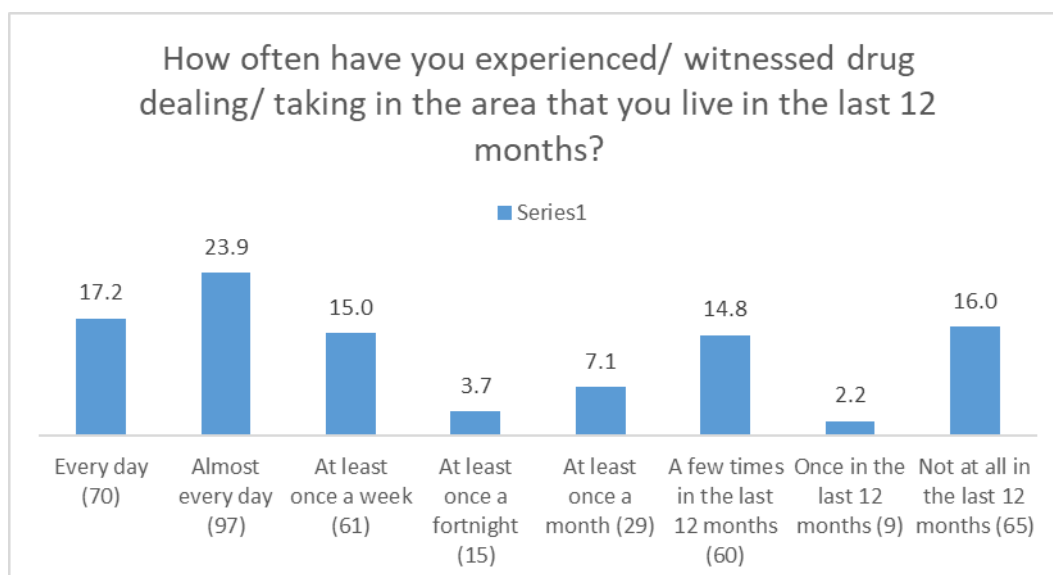


**How often have you experienced/ witnessed drug dealing/ taking in the area that you live in the last 12 months?**

In the past 12 months 17.2% of those surveyed claim to have witnessed drug dealing every day in the area where they live. Only 16% of respondents had seen no drug dealing in their neighbourhood. Just under 24% witnessed drug dealing almost every day and 15% had seen it take place at least once a week.



	No.	%
Every day	70	17
Almost every day	97	24
At least once a week	61	15
At least once a fortnight	15	4
At least once a month	29	7
A few times in the last 12 months	60	15
Once in the last 12 months	9	2
Not at all in the last 12 months	65	16
<b>Total</b>	<b>406</b>	<b>100</b>



**Have you ever reported a drug-related crime to the Police or another agency e.g. 101, crime-stoppers etc.?**

Over 40% of residents have seen drug-related crime in their area but chose not to report it. This compares with just over 35% who say they've reported this sort of crime to either the Police or another agency. 24.1% of respondents hadn't witnessed a crime of this sort.



	<b>No.</b>	<b>%</b>
Yes – to the police	120	30
Yes to another agency	24	6
No - I have never witnessed a crime of this sort	97	24
No - I have witnessed a drug related crime but chose not to report	162	40
<b>Total</b>	<b>403</b>	<b>100</b>

**If yes, how would you describe your experience of reporting the crime?**

Just over 50% of those who reported drug-related crime described their experience as either not very good or not good at all. This compares with the slightly more than 20% who described the response they received as either very good or quite good. But 27.9% of those who reported drug crime to the Police or another agency described the experience as neither good nor bad.

	<b>No.</b>	<b>%</b>
Very good	10	7
Quite good	19	14
Neither good or bad	39	28
Not very good	48	34
Not good at all	24	17
<b>Total</b>	<b>140</b>	<b>100</b>

**Do you think young people in your area are at a greater risk to elsewhere in the city?**

Just over 40% of residents think that young people are at greater risk in their locality than they are elsewhere in the city. But 36% believe that this is not the case. 23% of respondents didn't know one way or the other.



	<b>No.</b>	<b>%</b>
Yes	165	41
No	147	36
Don't Know	94	23
<b>Total</b>	<b>406</b>	<b>100</b>

**Do you think the Authorities do enough to tackle drugs amongst young people?**

On the issue of whether or not Authorities do enough to tackle drug crime amongst young people, only 6% of those surveyed thought that they did. A clear majority of 67% thought that the Authorities didn't do enough and 27% of responses said that they don't know one way or the other.

	<b>No.</b>	<b>%</b>
Yes	21	6
No	254	67
Don't Know	101	27
<b>Total</b>	<b>376</b>	<b>100</b>

**If no, what more do you think they could do? (Please choose your top three priorities ONLY)**

In terms of what more Authorities could do to tackle drug crime amongst young people, the most popular responses were:-

- (i) More activities available to young people in the community
- (ii) Earlier intervention in protecting vulnerable young people
- (iii) Better job opportunities – training, apprenticeships etc.



Better drug education in schools was also a popular option with just over 13% of respondents selecting this priority.

	No.	%
Better drug education in schools	88	13
Involve more members of the community in the lives of young people	49	7
Improved safeguarding of vulnerable young people	77	12
Community role models / ambassadors	24	4
Earlier intervention in protecting vulnerable young people	116	18
Better education opportunities	36	5
More activities available to young people in the community	126	19
Better job opportunities - training, apprenticeships etc.	102	16
Other	38	6
<b>Total</b>	<b>656</b>	<b>100</b>

**What do you believe are the biggest influencers to young people becoming involved with drug dealing? (tick 3 only)**

On the subject of what influenced young people to become involved with drug dealing, the most popular responses were:-

- (i) It's an easy way to make money
- (ii) Lack of positive role models in the family
- (iii) Lack of education and employment opportunities

	No.	%
It's an easy way to make money	147	12.9
Lack of positive role models in the family	126	11.1
Lack of education and employment opportunities	116	10.2
Peer Pressure	108	9.5
Poverty	98	8.6
Little consequence	94	8.3
Poor home environment / In care	73	6.4
Boredom	67	5.9
Fund own drug habit	66	5.8
Its "cool"	62	5.4
Increased status amongst peers	56	4.9
Lack of positive role models within the community	37	3.2
Lack of education	28	2.5
Curiosity	26	2.3
Other	20	1.8
Don't Know	15	1.3



### Are you...

In terms of the gender of respondents – 62% are female, 35% male and 3% classed themselves as other or preferred not to say.

	No.	%
Male	140	35
Female	251	62
Other	2	0.5
Prefer Not To Say	11	2.5
<b>Total</b>	<b>404</b>	<b>100</b>

### What was your age on your last birthday? (please tick one box only)

Given that the survey looks specifically at drug related crime and young people, it is gratifying that 5% of respondents are aged 16 -24 and that 26% are aged between 25 and 34. The majority of responses (32%) came from the 35 – 44 age range and 19% of respondents are aged between 45 and 54. A good sample was achieved across the age groups.

	No.	%
Under 16	1	0.5
16-24	19	5
25-34	107	26
35-44	130	32
45-54	75	18.5
55-64	49	12
65-74	19	5
75+	4	1
<b>Total</b>	<b>404</b>	<b>100</b>



## Which area of Cardiff do you live in?

Responses were received from all areas of the city. The highest number of respondents (23%) live in the Pentwyn area but this was followed by Butetown at 12%, Grangetown on 11% and 8% of responses came from the Splott area. Given the context of the original letter from Cllr Lynda Thorne it is especially gratifying that such a good response was received from the Butetown and Grangetown areas of Cardiff.

	No.	%
Pentwyn	93	23
Butetown	51	12
Grangetown	44	11
Splott	31	8
Heath	18	4
Penylan	18	4
Riverside	16	4
Canton	14	3
Gabalfa	12	3
Plasnewydd	11	3
Whitchurch & Tongwynlais	14	3
Adamstown	9	2
Caerau	7	2
Cyncoed	7	2
Ely	7	2
Fairwater	9	2
Pontprennau/ Old St Mellons	8	2
Towbridge	8	2
Cathays	4	1
Llanishen	4	1
Rhiwbina	5	1
Rumney	4	1
Creigiau/ St Fagans	3	0.5
Lisvane	2	0.5
Llandaff	1	0.5
Llandaff North	3	0.5
Llanrumney	2	0.5
Pentyrch	3	0.5
Radyr & Morganstown	2	0.5
Outside of Cardiff	2	0.5
<b>Total</b>	<b>412</b>	<b>100</b>



**Background**

1. This Inquiry's Terms of Reference included the commitment to...

Identify and investigate:

- The contributing factors that give rise to young people being involved in drug dealing in the city
- Determine the effectiveness of current policies and services in protecting and preventing young people becoming involved in drug dealing in the city.
- Identify Good Practice

2. The following is a review and summary of studies that have taken place into drug (and gang) related activities. The studies are:

1. ***Intervening early to prevent gang and youth violence: The Role of Primary Schools*** – Early Intervention Foundation (March 2018)
2. ***New Psychoactive Substances: the response by Probation and substance misuse services in the community in England*** – HM Inspectorate of Probation and the Care Quality Commission (November 2017)
3. ***Criminal Exploitation of children & Vulnerable Adults: County Lines Guidance*** – Home Office (July 2017)
4. ***County Lines Gang Violence, Exploitation and Drug Supply 2016*** – National Crime Agency (November 2016)
5. ***Ending Gang Violence and Exploitation*** – HM Government (January 2016)

3. The following summarises the findings in relation to Paragraph 1 of this paper to assist Members in identifying:

- What factors may determine a young person becoming involved in drug dealing
- What are statutory agencies and partners doing to tackle this issue
- Best Practice from across the UK



#### **4. INTERVENING EARLY TO PREVENT GANG AND YOUTH VIOLENCE: THE ROLE OF PRIMARY SCHOOLS – EARLY INTERVENTION FOUNDATION (MARCH 2018)**

This report was chosen for review following evidence received at the evidence gathering session in January, which highlighted the critical role of schools in not only identifying children who may be at risk and vulnerable to exploitation, but also the crucial role schools play in the lives of children and young people and their development. It also highlights that schools provide strong role models, and the issues that school staff face when presented with a child that may be showing signs of “taking the wrong path”. Whilst it is aimed at risks in relation to gang and youth violence and not drugs directly, the fact that it studies issues in relation to children as young as seven years old, it was deemed important to consider in terms of risk factors, the role of schools, and a number of recommendations that may be used in developing good practice.

The full report can be access here:

<http://www.eif.org.uk/publication/intervening-early-to-prevent-gang-and-youth-violence-the-role-of-primary-schools/>

##### **Overview**

The report explores the extent to which young children at risk of gang involvement or youth violence are supported through evidence-based early intervention, particularly within **primary schools**. It draws on qualitative interviews with schools, local government officials, police and voluntary sector organisations within the London boroughs of Lambeth and Wandsworth, and builds on [earlier EIF research](#) which indicated that risk factors for gang involvement and youth violence can be spotted as early as age seven.

The research paints a picture of primary school staff who know their children and local families well, and who go above and beyond to try to provide strong, positive role models and to support children’s emotional wellbeing. However, there is also a strong sense that some school staff are intensely frustrated and feel unsupported in their efforts to work with vulnerable children. Some staff expressed anger and sadness as they told the EIF that they feel unable to change children’s outcomes in spite of their best efforts.

The school staff and stakeholders the EIF spoke to identified a range of concerns, including:

- the lack of a clear or shared understanding of the level of risk within a school



- a lack of clarity or confidence in identifying and accessing statutory and other services beyond the school walls
- a limited awareness of the range and quality of external support that is available to schools, and little evaluation of the external support that is commissioned
- the pressure on schools to focus on academic performance to the exclusion of children's wellbeing, a challenge which is often exacerbated in schools located in areas where the risk of gang and youth violence is likely to be higher.

The **recommendations** concentrated on four areas:

- improving the **use of evidence** in commissioning in-school support and programmes, including by providing improved information to schools and by calling on funders and commissioners at the national or regional level to make evidence-based decisions
- increasing the emphasis on and time available for developing children's **social and emotional skills** in primary schools, including by making PSHE compulsory in all schools and by requiring Ofsted to consider how well schools are supporting children's wellbeing alongside the academic performance
- improving the links between schools and the **wider early help system** in their area, so that school staff are clear about the options that are open to them and confident that referrals will result in support for children and families
- examining how the **police** can most effectively work within primary schools to help prevent gang and youth violence.

The report is the first output of a three-year project that will explore and support the testing of evidence-informed approaches to early intervention to prevent gang involvement and youth violence. The EIF will be working with the local authorities, police, participating schools and providers in Lambeth and Wandsworth over the next two years, with a view to co-designing, implementing and testing new approaches to preventing gang and youth violence through effective early intervention.



**5. NEW PSYCHOACTIVE SUBSTANCES: THE RESPONSE BY PROBATION AND SUBSTANCE MISUSE SERVICES IN THE COMMUNITY IN ENGLAND – HM INSPECTORATE OF PROBATION AND THE CARE QUALITY COMMISSION (NOVEMBER 2017)**

Whilst this study was targeted at **“New Psychoactive Substances (NPS) - formerly known as “legal highs” - and the work of the probation service, it was felt that this study be included as NPS’s are an increasing problem, highlighted regularly in the media, and although banned, are cheap and easy to obtain.** The report also highlighted examples of some good initiatives by local partners which Members may find useful.

A copy of the full report can be found here:

<https://www.justiceinspectorates.gov.uk/cji/inspections/newpsychoactivesubstances/>

**Overview**

The Inspection covered:

- 59 cases examined in detail
- 102 interviews with police, health and drug misuse professionals
- 33 interviews with probation leaders and frontline staff
- 25 interviews with service users and peer mentors

To give context the study found:

- **620 New Psychoactive Substances being monitored by the European Monitoring Centre for Drugs and Drug Addiction, at the end of 2016.**
- **147,000 estimated users in England and Wales**
- **1.6% young men aged 16-24 have used NPS**
- **75% of NPS users have used other drugs**
- **79 deaths of prisoners and probation service users associated with NPS 2013-2016**

**Key findings:**

- The assessments and plans completed by substance misuse services were sufficient overall
- Probation workers do not know enough about NPS use to help service users into treatment and to reduce offending.



- Probation providers did not always know what was available through substance misuse services
- **The risks to children and vulnerable adults were not considered often enough**
- Confidence, knowledge and awareness were the key areas that affected the quality of work for both probation and substance misuse services.
- Prisoners were being released into the community with no information shared about their NPS use with probation or substance misuse services.

Whilst the inspection was focussed on probation services, the findings above indicate that there are gaps in areas such as specialist knowledge, working with other agencies, and information sharing – all of which have also been highlighted during this Inquiry. The Executive Summary on Pages 9 and 10 of the report give more detail on these issues.

### **Examples of good Practice**

This inspection highlighted a number of key areas of good practice in relation to tackling NPS. These are detailed below.

#### **Good practice example of a coordinated approach to tackling NPS:**

Northumbria Police has taken a leading role in the area's approach to dealing with concerns about NPS. A combination of police responses, collaborative working with partners and the new legislation has meant that NPS-related incidents have reduced dramatically, not only in Newcastle city centre but across Northumbria.

Work started with Operation Jakarta, conducted by the city centre neighbourhood support team in conjunction with Newcastle City Council in July 2015. Several different approaches were used, including Community Protection Notices, Closure Orders and two charges under the Intoxicating Substances (Supply) Act 1985. Subsequent work focused on providing support and safeguarding NPS users. Operation Falconry, implemented as a direct result of the Psychoactive Substances Act 2016, resulted in thousands of pounds of NPS being seized and court proceedings against suppliers. In response, NPS incidents in the city centre reduced dramatically.

#### **Good practice example: the response in Manchester**

The use of NPS in Manchester has been widely reported in the media. Production was often home grown, with organised crime groups sourcing liquid synthetic cannabinoid from China, sometimes via Eastern Europe, and making up their own final product by spraying the liquid onto dried leaves and bagging it up. Test purchases of NPS revealed that these samples were up to 700 times stronger than what had previously been sold in head shops: "Like swapping a pint of lager for a pint of vodka" (Dr Ralphs, senior criminology lecturer at



Manchester Metropolitan University). The true extent of the problem was unclear, owing to poor recording and knowledge gaps at the front line (health, housing, police, prisons and probation). There was also a mistaken belief that substance misuse services could not help with NPS. In response, the local authority is coordinating a multi-agency response involving public health, police, drugs agencies and children's services. The substance misuse service Change, Grow, Live (CGL) took services out into the community to where NPS use was most prevalent. It was linked with day centres and night shelters, where it had a regular presence and specifically focused on NPS use. Eighty staff benefited from training with the mental health Dual Diagnosis Liaison Service, focused on mental health interventions and strategies for responding to crises and managing risks. Police officers' main focus had been tackling supply and closing head shops where NPS were still being sold. They moved to be co-located with the neighbourhood homeless team, working together to address NPS use among street homeless. Manchester strategic partners developed workshops to deliver training and share good practice and lessons learned from the front line. Staff working in day centres, hostels, supported housing, approved premises and prisons have contributed their expertise, gained through day-to-day contact with NPS users. Greater Manchester is now using a Local Drug Information System model developed by Mike Linnell for PHE. The model has been set up for professionals to share information about drugs with other members. This could include alert notices or discussion topics around new symptoms or reactions that have emerged. It is intended to respond to immediate risk, to be a low-cost, low-maintenance multidisciplinary system that uses existing local expertise and resources.

## **6. CRIMINAL EXPLOITATION OF CHILDREN & VULNERABLE ADULTS: COUNTY LINES**

### **GUIDANCE – HOME OFFICE (JULY 2017)**

This guidance focusses on identifying and explaining how young people are exploited for county lines drug activity. Whilst County Lines is not currently a major issue in Cardiff (based on evidence received to date), it none the less highlights how vulnerable young people are targeted for drug-related activity.

Copy of the full guidance document can be found here:

<https://www.gov.uk/government/publications/criminal-exploitation-of-children-and-vulnerable-adults-county-lines>

This is a guide produced by the Home Office for frontline staff who work with children, young people and potentially vulnerable adults. The guidance sets out an explanation of what County Lines exploitation is, which Members will already be aware of and states:



*County lines is a major, cross-cutting issue involving drugs, violence, gangs, safeguarding, criminal and sexual exploitation, modern slavery, and missing persons; and the response to tackle it involves the police, the National Crime Agency, a wide range of Government departments, local government agencies and VCS (voluntary and community sector) organisations.*

*County lines activity and the associated violence, drug dealing and exploitation has a devastating*

*impact on young people, vulnerable adults and local communities.*

This guide also sets out how county lines, like other forms of abuse and exploitation:

- can affect any child or young person (male or female) under the age of 18 years;
- can affect any vulnerable adult over the age of 18 years;
- can still be exploitation even if the activity appears consensual;
- can involve force and/or enticement-based methods of compliance and is often accompanied by violence or threats of violence;
- can be perpetrated by individuals or groups, males or females, and young people or adults; and
- is typified by some form of power imbalance in favour of those perpetrating the exploitation. Whilst age may be the most obvious, this power imbalance can also be due to a range of other factors including gender, cognitive ability, physical strength, status, and access to economic or other resources.

It also goes on to state that

- Children as young as 12 years old being exploited by gangs to courier drugs out of their local area; 15-16 years is the most common age range.
- Both males and females being exploited.
- White British children being targeted because gangs perceive they are more likely to evade police detection.
- The use of social media to make initial contact with children and young people.
- Class A drug users being targeted so that gangs can takeover their homes (known as cuckooing)

The guidance also sets out the factors that makes a young person “vulnerable”. This includes:

- Having prior experience of neglect, physical and/ or sexual abuse;
- Lack of a safe/stable home environment, now or in the past (domestic violence or parental substance misuse, mental health issues or criminality, for example);



- Social isolation or social difficulties;
- Economic vulnerability;
- Homelessness or insecure accommodation status;
- Connections with other people involved in gangs;
- Having a physical or learning disability;
- Having mental health or substance misuse issues;
- Being in care (particularly those in residential care and those with interrupted care histories)

This Guidance also sets out a case study from South Wales Police:

***At least one vulnerable female has been used by a gang from London to sexually service its members and has been subjected to sexual violence. As a result of drugs debts they attempted to kidnap her at least twice and it is believed that they have also trafficked her to London in order to pay off a debt through prostitution.***

## **7. COUNTY LINES GANG VIOLENCE, EXPLOITATION AND DRUG SUPPLY 2016 – NATIONAL CRIME AGENCY (NOVEMBER 2016)**

This report informed the production of the guidance detailed in Paragraph 6 above and drew its information on returns from UK Police Forces. A Copy of the full report is set out here:

<http://www.nationalcrimeagency.gov.uk/news/958-county-lines-drug-networks-now-a-nation-wide-issue>

In relation to this Inquiry, it gives an overview of:

- Typical County Lines Methodology
- Scope and scale of County Lines
- Gang Origins
- Common themes and characteristics
- Drug Markets and Supply
- Exploitation of children
- Links to Child Sexual Exploitation
- Violence
- Telephone Lines
- Transport

The key conclusions drawn on this study are highlighted on pages 12 and 13 of the attached document.



## 8. ENDING GANG VIOLENCE AND EXPLOITATION – HM GOVERNMENT (JANUARY 2016)

This document sets out the 6 priorities of the new cross-government approach to ending gang violence and exploitation.

In particular, it is aimed at local areas that were involved in the Home Office ending gang and youth violence (EGYV) programme. The refreshed approach responds to the needs identified by the EGYV frontline team and its partners.

The document is also aimed at:

- local partners in policing
- local authorities
- the voluntary sector

A copy of the full report can be found here:

<https://www.gov.uk/government/publications/ending-gang-violence-and-exploitation>

This 8 page reports sets out an overview of the 6 priorities mentioned above, including:

- **Tackle county lines** – the exploitation of vulnerable people by a hard core of gang members to sell drugs
- **Protect vulnerable locations** – places where vulnerable young people can be targeted, including pupil referral units and residential children's care homes
- **Reduce violence and knife crime** – including improving the way national and local partners use tools and powers
- **Safeguard gang-associated women and girls** – including strengthening local practices.
- **Promote early intervention** – using evidence from the Early Intervention Foundation to identify and support vulnerable children and young people (including identifying mental health problems)
- **Promote meaningful alternatives** to gangs such as education, training and employment



## INQUIRY METHODOLOGY

<p>Meeting 1 17 October 2017 Room 263C, County Hall</p>	<p><b>Setting the context</b></p> <p>To receive a context (paving) report outlining:</p> <ul style="list-style-type: none"> <li>• Overview of the UK – wide legislation relating to drugs – enforcement, sentencing, penalties</li> <li>• Overview of drug-related activities in the UK- scale of the issue</li> <li>• UK Government Drug Strategy 2017</li> <li>• Welsh Government Drug Strategies and Initiatives</li> <li>• Cardiff Strategic and operational arrangements, data, on drug related crime rates, local media articles</li> <li>• Some examples from other parts of the UK in tackling drug related crime</li> </ul> <p>Members to discuss and agree:</p> <ul style="list-style-type: none"> <li>• Arrangements for undertaking the inquiry: <ul style="list-style-type: none"> <li>○ Election of Chairperson to lead the inquiry</li> <li>○ Timescales</li> <li>○ Number of meetings</li> </ul> </li> <li>• What the Task Group ultimately wants to achieve from the inquiry: <ul style="list-style-type: none"> <li>○ Terms of Reference</li> <li>○ Scope of the inquiry</li> </ul> </li> <li>• Potential Witnesses</li> <li>• Potential Research</li> </ul>
<p>Meeting 2 25 October 2017 Room 263C, County Hall</p>	<p><b>Planning meeting</b> - to deliberate what has considered to date and the next steps in the investigation</p> <p>Steph Kendrick-Doyle, Community Safety Manager will be in attendance at this meeting to set the context in Cardiff, including the work of the council and its partners, the role of the PSB and some data/information on the landscape in Cardiff.</p>
<p>Meeting 3 12 January 2018 Room 263C, County Hall</p>	<p><b>Planning meeting</b> – to agree updated Scope, Terms of Reference and the draft questionnaires/ surveys</p> <p>The Task Group were presented with South Wales Police data of recorded drug crime amongst those aged between 11 and 24 in Cardiff from 2014 until 2017. The group were also updated on witnesses confirmed for forthcoming meetings.</p>



Meeting 4 19 January 2018 Function Room A, City Hall	<b>Evidence gathering “Round Table” Discussions with:</b> <ul style="list-style-type: none"> <li>• <b>Simon Morris</b>, Achievement Leader (Youth Support)</li> <li>• <b>James Healan</b>, Team Leader (Youth Service)</li> <li>• <b>Stephen McCambridge</b>, Senior Youth Worker (Lifelong Learning)</li> <li>• <b>Lee Dutton</b>, Senior Caseworker, St Giles Trust Cymru</li> <li>• <b>Rebecca Miller</b>, County Lines Caseworker, St Giles Trust Cymru</li> <li>• <b>Alun Evans</b>, Behaviour Manager at Fitzalan High School</li> <li>• <b>Tom Bailey</b>, Behaviour Team at Fitzalan High School</li> </ul>
Meeting 5 23 January 2018 Function Room A, City Hall	<b>Evidence gathering “Round Table” Discussions with:</b> <ul style="list-style-type: none"> <li>• <b>Aimee Bamford</b>, Cardiff Probation Office</li> <li>• <b>Louise Bassett</b>, Team Leader, Housing &amp; Communities, Cardiff Council</li> <li>• <b>Ellen Curtis</b>, OM, Landlord Services, Cardiff Council</li> <li>• <b>Ben Davies</b>, Substance Misuse Project Manager, Cardiff &amp; Vale University Health Board</li> <li>• <b>Inspector Gary Evans</b>, South Wales Police</li> <li>• <b>Dan Jones</b>, OM, Children’s Services, Cardiff Council</li> <li>• <b>Chief Inspector Joe Jones</b>, South Wales Police</li> <li>• <b>Steph Kendrick-Doyle</b>, Community Safety Manager, Cardiff Council</li> <li>• <b>Sian Kirby</b>, Tenancy Manager, Landlord Services, Cardiff Council</li> <li>• <b>Joe Reay</b>, Head of Performance &amp; Partnerships, Cardiff Council</li> </ul>
Meeting 6 20 February 2018 Room 263C, County Hall	<ul style="list-style-type: none"> <li>• To review evidence received to date and any written evidence</li> <li>• Receive update on surveys/ questionnaires</li> <li>• To discuss emerging themes</li> <li>• To identify gaps/ further work needed</li> </ul>
Meeting 7 16 April 2018 Meeting Room D City Hall	<b>Evidence gathering “Round Table” Discussions with community representatives:</b> <ul style="list-style-type: none"> <li>• Lyn Eynon</li> <li>• Ayan Hersi</li> <li>• Intisar Ibrahim</li> <li>• Adam Ismail</li> <li>• Layla Saeed</li> <li>• Hussein Samater</li> <li>• Sara Omar</li> <li>• Debbie Wilson</li> <li>• Tom Wilson.</li> </ul> <p><b>Drugs Survey – Findings</b></p> <p><b>Review of studies on Young People’s Attitudes to Drugs –</b></p> <ul style="list-style-type: none"> <li>• NHS Digital “<i>Smoking, Drinking And Drug Use Among Young People England: 2016</i>”.</li> </ul>



	<ul style="list-style-type: none"> <li>• “Give Us A Chance” – Barnardos</li> <li>• Youth Attitudes On Drugs - European Commission/Gallup (2011)</li> </ul> <p><b>Review of studies into the exploitation of children &amp; young people in drug-related activity</b></p> <ul style="list-style-type: none"> <li>• <i>Intervening early to prevent gang and youth violence: The Role of Primary Schools</i> – Early Intervention Foundation (March 2018)</li> <li>• <i>New Psychoactive Substances: the response by Probation and substance misuse services in the community in England</i> – HM Inspectorate of Probation and the Care Quality Commission (November 2017)</li> <li>• <i>Criminal Exploitation of children &amp; Vulnerable Adults: County Lines Guidance</i> – Home Office (July 2017)</li> <li>• <i>County Lines Gang Violence, Exploitation and Drug Supply 2016</i> – National Crime Agency (November 2016)</li> <li>• <i>Ending Gang Violence and Exploitation</i> – HM Government (January 2016)</li> </ul>
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## **Community Survey**

As part of the Inquiry, Members were keen to hear from people in the community who may be affected by drug dealing in their area, and to gain a snapshot of people’s feelings on what may drive young people to get involved in drugs. Members agreed that it should also include gaining views on how people in the community feel about how the “authorities” are dealing with the issue; and what could be done to tackle the problem going forward.

## **METHODOLOGY**

Members of the Inquiry Group agreed than an online survey be developed and circulated to networks identified by individual Members, supported by social media coverage by the Council’s Communications Team.

The survey was developed and agreed by Members, using SNAP Survey software. The survey was uploaded onto the Cardiff Council website, and links to the survey (in English and Welsh) were circulated to Members for distribution.



In addition, the Chair of the Inquiry Group requested 200 hard copies be circulated to community buildings to encourage further take up of responses.

The survey was open from the 7<sup>th</sup> to the 23<sup>rd</sup> March 2018. **In total, 413 responses were received.**

## BIBLIOGRAPHY

- Overview of UK- wide legislation relating to drugs – enforcement, sentencing, penalties
  - The Misuse of Drugs Act 1971
  - Psychoactive Substances Act 2016
  - The Medicines Act 1968
  - Customs and Excise Management Act 1979
  - Road Traffic Act 1972
  - Drug Trafficking Act 1994
  - Crime and Disorder Act 1998
- Written evidence submitted by former drug dealer Pastor Brian Morris who was jailed for 12 years for smuggling cocaine.
- Media coverage- to be detailed in draft report
- HM Government Drug Strategy (July 2017)
- Working Together to Reduce Harm: The Substance Misuse Strategy for Wales 2008-18
- Criminal Exploitation of children and vulnerable adults: County Lines guidance. (Home Office, July 2017)
- Injunctions to Prevent Gang-Related Violence and Gang-Related Drug Dealing - A Practitioners' Guide. (Home Office, May 2016)
- Statutory Guidance: Injunctions to Prevent Gang-Related Violence and Gang-Related Drug Dealing. (Home Office, May 2016)
- Ending gang violence and exploitation. (Home Office, January 2016)
- NHS Digital "*Smoking, Drinking And Drug Use Among Young People England: 2016*".
- "Give Us A Chance" – Barnardos
- Youth Attitudes On Drugs - European Commission/Gallup (2011)
- *Intervening early to prevent gang and youth violence: The Role of Primary Schools* – Early Intervention Foundation (March 2018)



- *New Psychoactive Substances: the response by Probation and substance misuse services in the community in England* – HM Inspectorate of Probation and the Care Quality Commission (November 2017)
- *County Lines Gang Violence, Exploitation and Drug Supply 2016* – National Crime Agency (November 2016)



## **LEGAL IMPLICATIONS**

The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. Any report with recommendations for decision that goes to Executive/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf 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 of 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**

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.



## JOINT CYPSC/CASSC INQUIRY – DRUGS TASK & FINISH GROUP



Councillor Lee Bridgeman – Chair  
CYPSC



Councillor Mary McGarry – Chair  
CASSC



Councillor Saeed Ebbrahim – Butetown  
Ward/CASSC Member – ***Inquiry Chairperson***



Councillor Mike Phillips – CYPSC  
Member



Councillor Kathryn Kelloway – CASSC  
Member



Councillor Kanaya Singh – CYPSC Member



Councillor Ashley Lister – Grangetown Ward Member



## **CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE**

### **TERMS OF REFERENCE**

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 the following:

- School Improvement
- Schools Organisation
- School Support Services
- Education, Welfare and Inclusion
- Early Years Development
- Special Educational Needs
- Governor Services
- Children's Social Services
- Children and 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 and quasi-departmental non-governmental bodies on the effectiveness of the Council's service delivery.

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



## **COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE**

### **TERMS OF REFERENCE**

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 community and adult services, including:

- Public and Private Housing
- Disabled Facilities Grants
- Community Safety
- Neighbourhood Renewal and Communities Next
- Advice & Benefit
- Consumer Protection
- Older Persons Strategy
- Adult Social Care
- Community Care Services
- Mental Health & Physical Impairment
- Commissioning Strategy
- Health Partnership

To assess the impact of partnerships with and resources and services provided by external organisations including the Welsh Government, joint local government services, Welsh Government-sponsored public bodies and quasi-departmental non-governmental 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.



To be the Council's Crime and Disorder Committee as required by the Police and Justice Act 2006 and any re-enactment or modification thereof; and as full delegate of the Council to exercise all the powers and functions permitted under that Act.



## APPENDIX 1:

**Email to Task Group containing response from former drug dealer, Pastor Brian Morris. It was received by Scrutiny Services on January 12, 2018.**

Dear Councillor,

I've been in touch with a former drug dealer in order to gather evidence for your Task Group. Pastor Brian Morris was jailed for 12 years for smuggling cocaine – more information here: <http://www.bbc.co.uk/news/uk-wales-south-east-wales-14554527> . He's currently too unwell to attend a meeting but he's answered my questions which I send for your information.

### **What led you to become involved with drugs?**

I was aged 16 in December 1969 and had left school aged 15 about 6 months before. Flower power and the hippy scene were well established and my friends and I listened to Jimi Hendrix and Fleetwood Mac. We started attending the first British pop festivals in 1969 and 1970 in Bath, Shepton Mallet and the Isle of Wight. Drugs were the new fashion with the hippy movement and we were excited to smoke weed and take LSD. We all felt it was the cool thing to do. But little did we know it was a slippery slope to a wrecked life.

### **What would you say are the main reasons why people become drug dealers and continue to operate in this way?**

The main reasons why many people start dealing in drugs is because they are themselves addicted. There becomes a need for more money to support the addiction and dealing is an easy step to get your own regular supply and to have extra money as well.



**What is the most effective way of tackling community drug dealing?**

The most effective way of helping to understand community drug dealing is to talk to those involved and try to see things from their point of view. Drugs are used by most people in society illegal and legal including alcohol. Addiction comes in many forms. Illegal drugs are not more evil than alcohol or legal drugs. Regular meetings to discuss ways of kicking habits and addictions can be effective in leading to solutions.

**How should the Police combat County Line crime?**

Police should not treat illegal drugs as worse than alcohol and legal drugs and not use swat teams as if they are catching terrorists. Illegal drugs should be legalised in order to have more control over them with taxes and health warnings.

**What role, if any, should education play?**

All children should be taught about the dangers of all drugs and alcohol and be shown graphic images of what can happen to a person who is addicted to a substance. This should include pictures of the lungs of smokers. Lessons on what can happen if you do this or that...

**What are the tell-tale signs that someone is getting involved with drugs?**

Dishevelled and unkempt physical appearance, twitchy nervousness and constant itching, loud talking, blotchy skin and weight loss are all signs of drug or alcohol addiction.

**What are the most effective safeguards that can be introduced at community level?**

Education, Education, Education. Graphic pictures and classes that invite ex dealers, addicts to speak of their experiences are a great way of communicating awareness of the dangers of getting addicted to any substance.

I hope that this written evidence is useful and broadens understanding of some of the issues around drug-related crime.



Scrutiny Services, Cardiff County Council  
County Hall, Atlantic Wharf, Cardiff CF10 4UW  
Tel: 029 2087 2296 Fax: 029 2087 2579  
Email: [scrutinyviewpoints@cardiff.gov.uk](mailto:scrutinyviewpoints@cardiff.gov.uk)





An Inquiry Report of the:  
**Economy & Culture Scrutiny Committee**

# **Council Workshops & Innovation Premises**

**November 2018**



**Cardiff Council**



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## CHAIR'S FOREWORD

The Council has a clear role in providing a framework for economic development in Cardiff, ensuring there is enough land for employment use, creating a supportive landscape for entrepreneurship and working to support private sector provision of suitable premises for businesses. However, at a time of increasing pressure on resources, should the Council continue to be a provider of small workshops and incubation spaces?

During our inquiry, we found a clear need for the Council to continue to provide small, low cost workshops to provide much needed accommodation for new and growing businesses. There is demand across Cardiff, with waiting lists for all the Council's workshop sites. However, several of these sites have increasing maintenance costs and we heard that it makes more sense to pass these sites on and use the monies received to invest in new, more suitable workshop spaces. We also found that there is a need to think through how we help businesses to become 'market ready' and move to private sector provision, to ensure there is a continuous supply of workshop spaces available for new start-ups.

Thirty years ago, Cardiff Council took the lead in setting up incubator space for new and growing businesses. Recently, there has been significant growth in the supply of innovation space, from universities and the finance industry, through to the growth of co-working spaces and solo workers using coffee shops. Our investigation found that there is less need for Council involvement in the provision of innovation space; we heard these resources could be re-invested in other provision.

Significantly, we heard that there is a gap in the availability of in-depth advice and mentoring for new start and growing businesses, hampering the growth of innovation.

Members carried out this inquiry over a short time frame to ensure its findings and recommendations were available to inform forthcoming proposals on Council workshops and innovation premises. I would like to thank Councillor Gavin Hill-John and Councillor Adrian Robson for their work and support during this Inquiry.



**Councillor Nigel Howells, Chair, Economy & Culture Scrutiny Committee**



## TERMS OF REFERENCE

- To investigate what the Council's role should be in the provision of workshop premises and premises for supporting innovation<sup>1</sup> in Cardiff, by:
  - Examining current council provision – e.g. location/ unit size/ demand/ property condition
  - Examining alternative provision – currently available and planned
  - Identifying whether there are overlaps and/ or gaps in provision
  - Exploring the role the Council wishes to play in addressing the above
  - Hearing the views of stakeholders with regard to the above.
- To make evidence based recommendations to Cabinet on the future role of the Council re provision of workshops and premises for supporting innovation in Cardiff.

Members of the Task & Finish Group were:

- Councillor Nigel Howells (Chair)
- Councillor Gavin Hill-John
- Councillor Adrian Robson.

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<sup>1</sup> Innovation is: the application of research for a benefit to the wider community, economy or for commercial benefit; and the successful exploitation of new ideas, turning ideas into business or social capital. Innovation contributes directly to productivity growth and creates sustainable, high value jobs.



## KEY FINDINGS

### Workshops:

- KF1. The Council provides 138 workshop units, mostly under 1,000 sq. ft., on easy in/easy out terms, supporting a wide range of small businesses that together employ circa 500+ employees. They have high occupancy levels and a waiting list of over 160 companies, demonstrating high demand for units.
- KF2. There is private sector provision of workshops across Cardiff; these tend to be larger units of 1,500 sq. ft. - 25,000 sq. ft. These often require tenants to provide 2 years' business accounts and have less flexible tenancy conditions than the Council workshops, meaning that they are less accessible to new and emerging businesses.
- KF3. It is difficult for most businesses to 'move-on' from Council workshops due to the significant increase in the costs of private sector provision and a shortage of small-medium size workshops.
- KF4. There has been a fall of 39% in the available supply of industrial units in Cardiff over the last year caused by increased demand, which is expected to rise further with the phased removal of tolls on the Severn Bridges and the possibility of an M4 relief road.
- KF5. The Council's workshops are mostly located in the southern arc of Cardiff. However, changes in patterns of work mean that there is demand for workshops across Cardiff, with a particular increase in demand in the co-working and creative industries hotspot areas of the city centre and Cardiff Bay.
- KF6. Many of the Council workshops are approaching or are already over 20 years old; repairs and maintenance expenditure will need to rise in future years at the same time as Council resources are under increasing pressure.



## **Innovation:**

- KF7. The Council has a role in the Cardiff Business Technology Company (CBTC), which is a wholly owned arm's length company of the Council. This was set up thirty years ago to provide 'incubator' space for new-start and growing businesses, with flexible easy-in/ easy-out lease terms. At the time, this was the main source of incubator space in Cardiff, with Cardiff University leasing land at Senghennydd Road to the Council at a peppercorn rent, in order to support innovative start-ups.
- KF8. There are high occupancy levels at both the Senghennydd Road site (CBTC1) and Capital Business Park, Wentloog site (CBTC2). However, many of the businesses at CBTC1 have been tenants for several years and would no longer meet the criteria for requiring incubator space.
- KF9. In recent years, additional premises for innovation have been developed in Cardiff, including Cardiff University's £60 million innovation centre, as well as sites for creative industries and co-workers, such as Sustainable Studio, Rabble Studio and Tramshed Tech. The banking sector has invested in provision, such as Eagle Labs, E-Spark and Virgin Money lounge, for all types of business and industry entrepreneurs, whilst many coffee shops in Cardiff accommodate solo workers.
- KF10. Despite increasing supply, there is still unmet demand in Cardiff for shared working space, particularly for co-working and creative industries. This is particularly true for the city centre and Cardiff Bay areas. Officers advised that there are developments planned for these areas, which should come to fruition shortly.

## **Future Role of the Council:**

- KF11. This Inquiry heard clear evidence that there is a role for the Council to remain as a provider of 'easy in/ easy out' small workshops, to help support local businesses, innovators and entrepreneurs. These units need to be in more locations across Cardiff and they need to have lower repairs and maintenance costs. To enable this, the Council needs to raise capital to invest in new provision.



- KF12. Officers are reviewing whether there are parcels of Council land on existing industrial estates that could be sold. Officers are also exploring a trickle, transition process to divest the Council of workshops with the greatest liabilities whilst maintaining a steady income stream for the Council. To ensure that workshop capacity is maintained, the Council would need to include covenants in the transfer agreements.
- KF13. To enable capital receipts to be used to re-invest in new provision that meets market demand, the Council needs to ring-fence the capital receipts generated from the sale of workshops and parcels of Council land on existing industrial estates.
- KF14. The Council no longer needs to be a direct provider of innovation premises, given the increase in supply and the willingness of other sectors to address continuing demand. Officers have been in discussion with Cardiff University about the future of the CBTC1 site, on the same basis as originally provided. This would free up Council resource to re-invest in new provision.
- KF15. The Council has a role in enabling and facilitating private sector provision, as part of master planning for large developments, as well as assisting in smaller schemes that assist in regeneration.
- KF16. The Council has a role in ensuring enough appropriate land is available for employment uses; it can use Section 106 agreements to require developer contributions, to stem the erosion of available employment land.
- KF17. In terms of its wider role, the Council can assist innovation by continuing to demonstrate leadership of place, recognising the value of key industries, and working in partnership with local sectors and regional colleagues to create an ambitious vision and supportive landscape. The Council could look at mechanisms to enable better partnership working with a wider range of local businesses to facilitate their contribution to discussions on economic development.
- KF18. In terms of its wider role, the Council could work to address the gap in advice and mentoring services that several witnesses to this Inquiry identified as hampering the growth of innovation.



## RECOMMENDATIONS

Having considered the evidence presented during the Inquiry, Members recommend that:

- R1. The Cabinet task officers to raise the capital required to provide new, more suitable workshop spaces by:
- a. Developing a trickle transfer programme of disposal of existing workshops that enables the Council to maintain a steady income stream and does not diminish the overall provision of workshop space in Cardiff
  - b. Reviewing Council- owned employment land for possible disposal, using criteria to ascertain 'best use' for each site that detail the rationale for any decision taken to dispose of parcels of Council-owned employment land.
  - c. Utilising offers and opportunities that arise from the private sector that meet the Council's Economic Development objectives.
- R2. The Cabinet ensure that capital receipts from sales of council-owned workshops and council land is ring-fenced for new Council provision of workshops and innovation premises that meet market demand i.e. workshops, workshops with office space, and/ or office space.
- R3. The Cabinet task officers to investigate the feasibility of introducing a sliding scale for rental, service charge and business rates costs for the first three years of workshop tenancy, with costs in Year 1 facilitating easy access for start-ups, and costs in Year 3 being close to market level. This would assist businesses to become 'market ready' and increase their ability to 'move-on' from council provision.
- R4. The Cabinet task officers to investigate ways in which the Council can provide workshop space of 1,000+ sq. ft. for 'move-on' accommodation, to facilitate throughput from smaller Council workshop units
- R5. The Cabinet task officers to review the application of the Council's employment land planning policy and propose amendments if these are necessary to ensure that the loss of employment land is addressed.



- R6. The Cabinet task officers to work proactively to support existing CBTC1 tenants to relocate successfully.
- R7. The Cabinet considers how to work with existing council resources, local businesses, entrepreneurs and networks to fill the gap identified in existing advice and mentoring services.
- R8. The Cabinet continue to demonstrate effective leadership of place, creating a supportive landscape for local businesses, entrepreneurs and innovators in Cardiff.
- R9. The Cabinet continue to engage in effective partnership and regional working to capitalise on opportunities for further innovation and investment in Cardiff and the region.

The Economy & Culture Scrutiny Committee invites the Cabinet to accept the above recommendations and in their response, detail the work to be undertaken for those recommendations that are accepted, the resources identified to deliver these and the timescales for implementation. Where any recommendations are rejected, the Committee asks that the Cabinet Response details the reasons for this and any proposed alternative approaches.



## **Council Provision of Workshops & Innovation Premises**

1. As part of its economic development role, the Council provides workshop units to local businesses and is involved in the provision of 'incubator' space to new-start and growing businesses, via the Cardiff Business Technology Centre; details of these are provided below.

### **Cardiff Business Technology Centre (CBTC)**

2. The Council has a role in the Cardiff Business Technology Centre (CBTC), which is a wholly owned arm's length company of the Council. This operates as a separate legal entity, as a private company limited by guarantee, not having share capital and being self-financing. The company operates with an Advisory Board of Directors; the company structure and relationships align the goals and objectives of CBTC with the wider objectives of the Council's economic development.
3. CBTC operates two separate incubator sites for new-start and growing businesses, at Senghennydd Road, Cathays and at Capital Business Park, Wentloog. Each of these sites has different ownership and stakeholder interest as well as different criteria for potential tenants.
4. The CBTC at Senghennydd Road provides incubator space for technology based businesses with flexible easy- in, easy-out lease terms. The accommodation can be adapted for a wide range of applications/business uses with individual units available from 142-777 sq. ft.; the flexibility to offer single or combined units enables the Centre to support businesses to grow and expand. The centre also provides hot-desk leases to student/ graduate enterprises. The Centre has private parking, conference and meeting room facilities, all with broadband connectivity, and audiovisual facilities. Average occupancy levels over the last few years are 89%.
5. The CBTC at Capital Business Park, Wentloog, provides services, accommodation and grow-on space for established and developing new technology companies. The site offer 26 units ranging in size from 256 sq. ft. to 1250 sq. ft., with the majority of the units being 950 sq. ft. and above. Average occupancy levels over the last few years have been 85%.



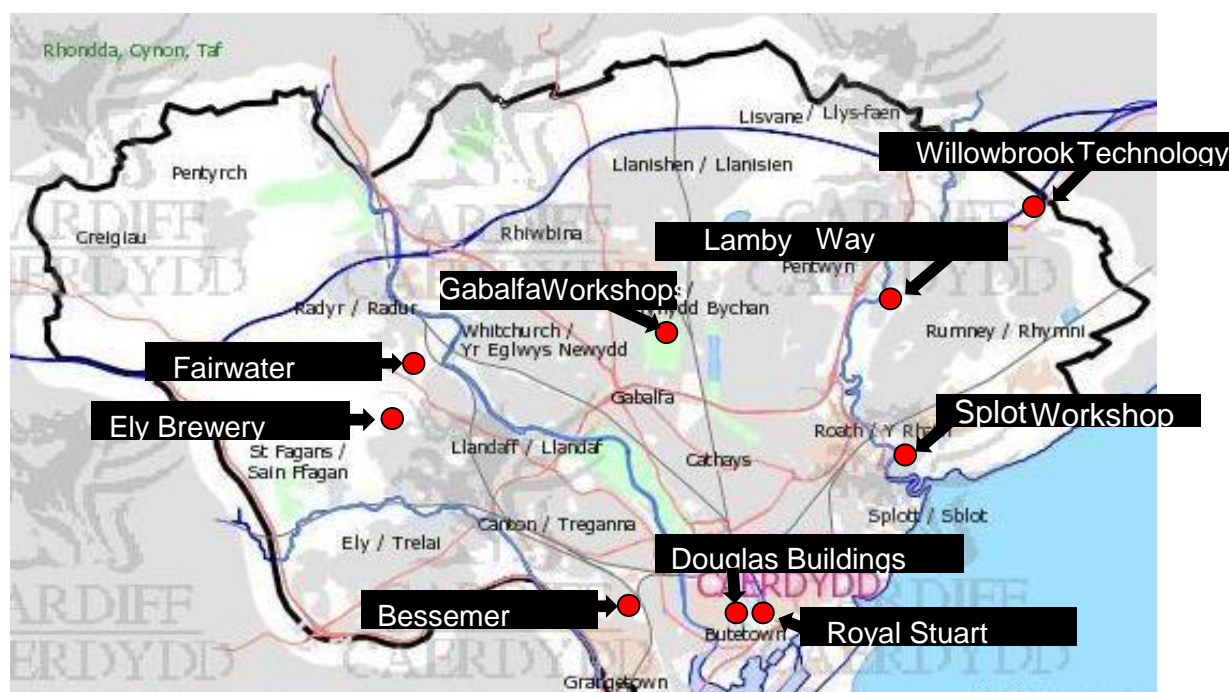
## Council Workshop Provision

6. Currently, the Council provides 138 workshops within the city, aimed at encouraging new and expanding local businesses by offering small start-up units with easy-in easy-out terms. This helps to diversify and keep skills in Cardiff, supporting employment and the economy. The more recently built workshops at Willowbrook provide 'clean labs' to support science businesses.
7. The units range in size from 120 to 2,000 sq. ft. and are sited in disadvantaged wards in the southern arc of the city to encourage local employment opportunities. The majority of workshop units are designated with a B1 use class (office / industrial). Two sites – Lamby Workshops and Splott Workshops – are designated B2 & B8 (general industrial and warehousing).

Sites	Wards	No of Units	Total Sq. Ft.
Bessemer Workshops, Bessemer Close	Grangetown	14	14,210
Douglas Buildings, Royal Stuart Lane	Butetown	18	4,917
Ely Brewery Workshops, Station Terrace	Fairwater	15	9,735
Fairwater Workshops, Norbury Road	Fairwater	18	10,267
Gabalfa Workshops, Clos Mentor	Gabalfa	10	18,350
Lamby Workshops, Lamby Way	Rumney	11	17,850
Royal Stuart Workshops, Adelaide Place	Butetown	17	5,810
Splott Workshops, Portmanmoor Road	Splott	14	10,336
Willowbrook Technology Park, Llandogo Road	St Mellons	21	24,998
<b>Total</b>		<b>138</b>	<b>116,473</b>



8. The map below shows the locations of the council workshops across Cardiff:



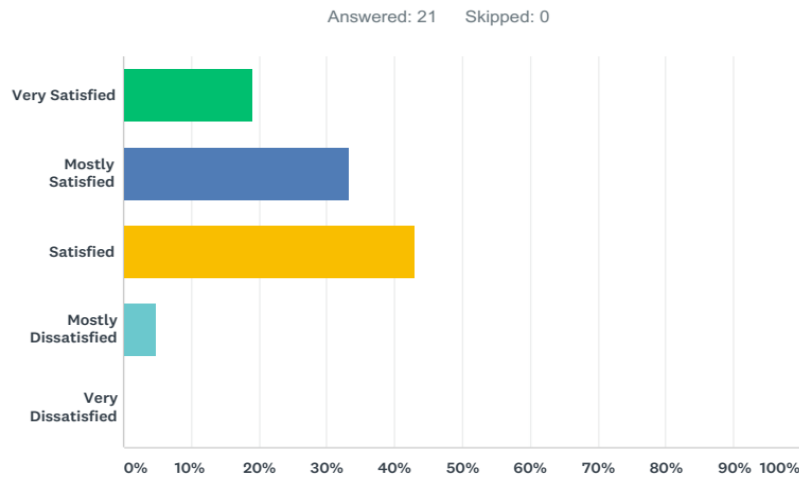
Cardiff Council Industrial Workshop Sites

9. Occupancy of workshops is high, with a 96% occupancy rate in Quarter 1 2018/19, accommodating a wide range of small businesses including: Life Sciences; cycle training and repairs; kitchen designers; catering companies; film sets; car repairs; creative industries and more.
10. In the last three years, the average turnover rate has been 15-20% of total units, equating to between 20-30 units per year. The demand for workshops is high, with a waiting list of over 160 companies, the majority of which are waiting for a light industrial/ industrial unit from 500-1,500 sq. ft.
11. In terms of property maintenance and repairs, the cost of this is met from a service charge paid by tenants in addition to their rent. Some of the sites are approaching or over 20 years old and it is therefore predicted that repairs and maintenance expenditure will rise in future years.
12. A Workshop Tenant satisfaction survey is undertaken annually, achieving a 15% response rate in 2018. The latest survey shows a high satisfaction level with the workshop facility and a very high willingness to recommend the workshop units to other

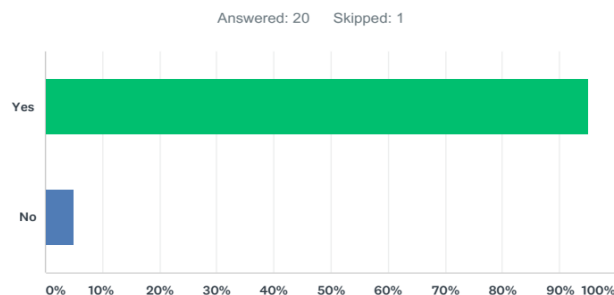


start-up or growth businesses. When asked which workshop facility they find most beneficial, 38% of respondents chose rental levels, 33% chose location and 29% chose flexibility. Graphs illustrating these results are shown below:

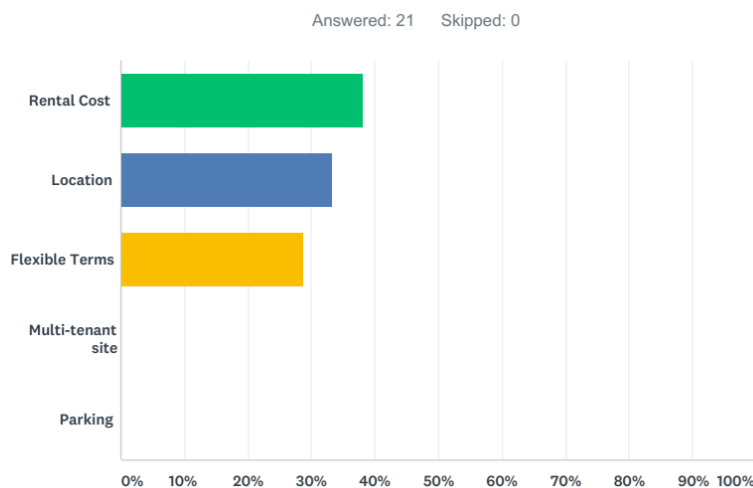
### Q1 How satisfied are you with the workshop facility?



### Q2 Would you recommend the workshop business units to other start-up or growth businesses?



### Q3 What aspect of the workshop facility do you find most beneficial to your business?



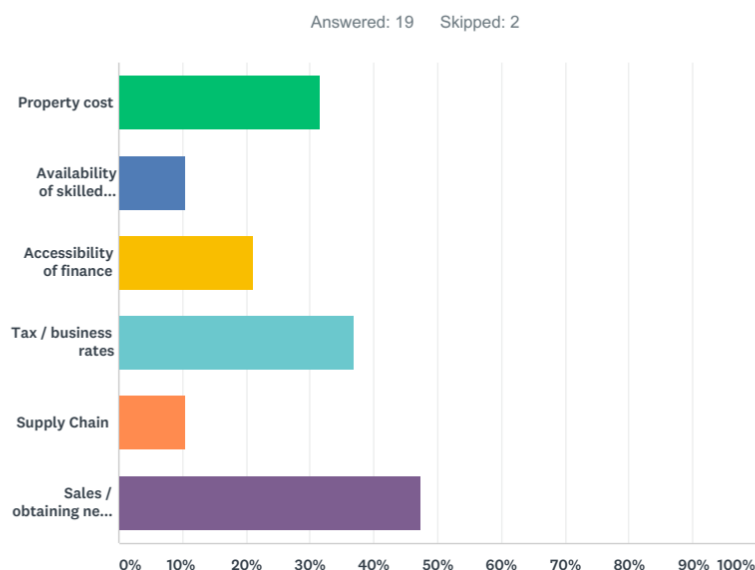


13. The Workshop Tenant satisfaction survey 2018 asked respondents how they felt the workshop facility or site could be improved. 14 responses to this question were received, which highlighted the following:

- Five responses re improving security – via locked gates, street lighting, CCTV, higher fencing, entry gate system.
- Four responses re improving exterior maintenance
- Two responses re improving parking - via permits or business-only parking
- Two responses re improving toilets
- One response re improving water supply
- One response re wanting a better service charge rate.

14. The Workshop Tenant satisfaction survey 2018 also asked respondents to state the most important factor currently affecting their business, with results shown below:

Q8 What is the most important factor currently affecting your business?



15. The workshops provide a key business support offer for the Economic Development team and Members heard that there are many success stories of companies starting up, growing and then moving into larger commercial premises employing larger number of people. Economic Development estimate that around 500 people are employed across the workshop portfolio.



## Other Provision of Workshops & Innovation Premises

### Workshop Provision

16. The private sector provides a range of workshops across Cardiff, in a number of locations such as Newport Road, Colchester Avenue, Hadfield Road, Bessemer Road, various locations in Splott and Tremorfa, Gwaelod y Garth, Wentloog etc. The majority of these workshop units are medium-size units, starting at about 1,500 sq. ft. ranging to 25,000 sq. ft. units. Larger units are also available, although there is more supply in the areas surrounding Cardiff.
17. A recent property monitor report by Alder King Property Consultants (2018)<sup>2</sup> states that supply of industrial units in Cardiff has fallen by 39% in the last 12 months; at the same time, take-up has increased by 42%, leading to refurbishment projects being successful to meet the increasing demand. The report states that:
- ‘There is now a real shortage of available stock and we expect imminent increases in rents and prices... Positive progress on the M4 relief road, together with scrapping of the Seven Bridge tolls, is expected to further increase demand and new development is required even if just to satisfy existing requirements.’*
18. The position for 2017 is a reversal of recent trends, where supply has been higher than demand for units, as the table below (taken from the Alder King 2018 report<sup>3</sup>) demonstrates:

#### Cardiff & Newport – Office and Industrial Demand and Supply (000 sq. ft.)

Year	Industrial Demand	Industrial Supply
2017	1,111	957
2016	725	1,340
2015	1,008	1,459
2014	983	2,102
2013	957	2,088

<sup>2</sup> South West of England and South Wales Property Review Market Monitor 2018 - Alder King Property Consultants

<sup>3</sup> As above



## Innovation Provision

19. In recent years, additional premises for innovation have developed in Cardiff, covering various types of innovation including creative industries, technical and freelance entrepreneurs, social sciences and science innovation. A range of bodies, including local entrepreneurs, universities and banks, has provided these additional premises. Officers explained that a lot of this has happened with support from the Council, providing advice, support and encouragement to those wishing to invest in Cardiff.

20. There has been a noticeable increase in premises for creative industries and co-workers, including:

- Tramshed Tech– details available at:  
<http://www.tramshedtech.co.uk/index>
- The Sustainable Studio  
<https://www.thesustainablestudio.com/>
- Rabble Studio  
<https://rabble.studio/>
- Chapter Arts Centre – their planned expansion will include units for creative industries, part-funded by the Council using receipts from the sale of the Medi-Centre site, based at UHW Heath Hospital site.

21. As well as providing co-working spaces, these creative hubs enable people to connect, engage and support one another, encouraging innovation. They are complemented by other spaces, such as Welsh ICE<sup>4</sup> that is based in Caerphilly, and the Hwyl Hub<sup>5</sup> that is based in Merthyr Tydfil, which also support creatives, along with other technical and freelance entrepreneurs. Together, these hubs support 247 companies, equating to more than 550 people<sup>6</sup>, and have come together as part of a network called Creative Cardiff, connecting people working in any creative organisation, business or job in the Cardiff region.

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<sup>4</sup> <https://welshice.org/> A shared working environment in Caerphilly for mixed community of creatives, technical and freelance entrepreneurs. ICE provides space, events and support networks with a community manager to build relationships and contacts and help build resilience.

<sup>5</sup> <http://www.hwyl.cymru/>

<sup>6</sup> Information taken from <http://www.creativecardiff.org.uk/spaces-resources/coworking-collective-launched-cardiff> downloaded 28 September 2018



22. Cardiff has also benefited from private sector investment from the banking sector to create space and support for entrepreneurs from all types of business and industry.

These include:

- Eagle Labs – details available at:

<https://labs.uk.barclays/locations/cardiff-en>

- Espark – details available at:

<https://www.entrepreneurial-spark.com/>

23. In addition, there are a number of spaces available for all types of entrepreneurs requiring space and internet connection, such as coffee shops that are happy to accommodate solo workers and places such as Virgin Money Lounge:

(<https://uk.virginmoney.com/virgin/about-lounges/cardiff-lounge.jsp> )

24. Cardiff has several networks for entrepreneurs, such as Cardiff Co-working Collective and Cardiff Start; these show emerging demand trends and help connect people working in related fields in Cardiff.

25. As well as the above, Cardiff University is developing a £60 million innovation centre to *'provide cutting-edge facilities that will help researchers and students work with partners to build enterprises that create products, spin-outs, start-ups and social enterprises.'*<sup>7</sup>

The 100,000 sq. ft. innovation centre will include: a social science research park, known as SPARK; an Innovation Centre providing creative space; and a Translational Research Facility housing world-leading scientific research at the Institute for Compound Semiconductors and Cardiff Catalysis Institute. These buildings are in addition to the already existing Brain Research Imaging Centre and the Haydn Ellis Building, which brings together experts in conditions such as schizophrenia, Alzheimer's disease and stem cell cancer research. Officers explained that the new facility will link Research & Development with industry, provide incubation space, support spin-outs and start-ups, all within a properly managed space.

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<sup>7</sup> Information taken from <https://www.cardiff.ac.uk/innovation/campus-investment> downloaded 28 September 2018



## Overlaps and/ or Gaps in Provision

### Demand for Workshop Provision

26. The demand for Council workshops is high, with a waiting list of over 160 companies, the majority of which are waiting for a light industrial/ industrial unit from 500-1,500 sq. ft.

Site	Number of companies on waiting List
Douglas	9
Royal	3
Fairwater	33
Ely	6
Willowbrook	0
Lamby	25
Splott	21
Gabalfa	11
Bessemer	28
Anywhere ground floor / Light Industrial	30
Total	166

27. Members heard from council officers that, even though some of the Council workshops are not in the best condition, there is still a waiting list for them. In officers' view, if the Council had an additional 50,000 sq. ft. of workshop space, the Council would be able to let it, given the existing waiting list. The main reasons cited for demand are set out below:

### Small Units

28. Members heard from council officers that the Council workshop units currently fill a gap in the market, in terms of size of units. The private sector has not traditionally provided any industrial / warehouse accommodation below 1,500 sq. ft., as units this size are usually not commercially attractive in terms of yield compared to management costs.

### Affordable & Accessible Provision

29. The private sector can require two years business accounts and require the tenant to commit to a long lease with restrictive get-out terms. These conditions make it difficult for



new start businesses to rent in the private sector. Members heard from council officers that the Council workshop units currently meet the need for affordable and accessible provision by having 'easy-in, easy-out' terms.

### **Issues with Workshop Provision**

30. Members heard that the main issues with current Council workshop provision revolve around increasing maintenance costs as buildings age, suitability of location, lack of suitable move-on accommodation and market forces leading to an overall reduction in employment land in Cardiff.

#### **Suitability of Location**

31. Members heard from Dr Jackson, the Director of Design and Digital, University of South Wales that the workshop spaces run by the Council are mostly not in the right location for their creative students. This is because their creative industries' students tend to stay in the City Centre and Cardiff Bay geographical areas, as the infrastructure and support mechanisms for their work are already there. Graduates also tend to want to stay close to these areas, in order to access support from lecturers and other networks. Some creative students and alumni access Tramshed, WeWork and locations in the Bay as well as various shared spaces and coffee shops. Dr Jackson stated that these are very important spaces, as creatives need digital space to access knowledge and hold conversations, as well as access to physical equipment such as 3D printers.
32. Conversely, Members heard from existing tenants of council workshops that they had moved into the units because the location was right for their business, with good transport linkages e.g. tenants at Willowbrook cited good links to M4, tenants at Gabalfa cited links to A48/ M4 and centrality to all areas of Cardiff.

#### **Lack of Move-On Accommodation**

33. Council officers explained that the ideal aim is for businesses to move from Council workshops into private sector workshops after 3 years, in order to free up space for other new businesses. However, this is problematic as there is not enough 'move-on' workshop space available in Cardiff, with a shortage of 500-1,000 sq. ft. units in Cardiff. Officers explained that this led to businesses either 'staying-put' in accommodation



originally intended for new businesses or moving out of Cardiff to premises in cheaper locations.

34. Members heard from existing council workshop tenants that it is a big leap for businesses to go from a council workshop to a private sector space due to the increase in costs, caused by the bigger size of units and a steep taper in business rate relief. In addition, when businesses move, they have to plan for relocation costs, perhaps additional fit-out costs but also downtime in production, all of which adds to the cost of moving on.

### **Reduction in Employment Land**

35. Council officers highlighted that there has been a steady erosion of available employment land in Cardiff, with market forces meaning that landowners can yield far more return by changing land use to residential provision. In November 2017, the Council adopted a '*Safeguarding Business and Industrial Land and Premises*' Supplementary Planning Guidance, detailing its approach to assessing alternative development proposals. This includes developer contributions, via Section 106 agreement, towards the provision of training and support to enable displaced employees and people who may have sought employment at the site, to gain employment elsewhere in the city.
36. Members heard that an additional way to stem the loss of employment land would be to use Section 106 agreements to provide the resource to re-provision other units off site.



## **Innovation Provision**

37. The private sector is providing more innovation accommodation, as set out earlier in this report. Members heard that, recently, large investment funds are starting to express interest in moving into this sector in Cardiff and that Economic Development officers are in discussions to ensure that this happens in a way that is beneficial to Cardiff. Members heard from all witnesses that there is demand for more space, despite the growth in provision in recent years.

### **Demand for shared working space**

38. Members heard from Gareth Jones<sup>8</sup> that there is demand for shared working space, with Cardiff underserved compared to other cities. In particular, Gareth believes there is unmet demand for more co-working spaces that offer support and encouragement to entrepreneurs. He highlighted that at Welsh ICE, they offered support, such as a 5-9 club for people who work full time but want to move on from what they are doing. This club provided learning and offered accelerator programmes. As part of his new project – The Town Square - they are replicating this club, at the Wrexham Enterprise Hub, showing that there is demand for this type of support across Wales.

39. Members heard from council officers that there is more supply of co-working space planned for the city centre, which will also help to reinforce the retail space. Economic Development officers are also speaking with a FinTech company that wants to set up a FinTech centre in Cardiff. All of this provides evidence that the private sector are responding to demand and are prepared to take risks to meet this.

### **Location of space re creative industries**

40. Professor Ian Hargreaves<sup>9</sup> highlighted that he is a bit disappointed that more has not happened re supply of space re creative industries in and around Cardiff Bay. When he wrote the 2010 Welsh Government report '*The Heart of Digital Wales; a review of creative industries*' it looked as if the Bay would flourish and Professor Hargreaves stated that, in some senses it has, for example Bad Wolf films have moved onto Trident

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<sup>8</sup> Co-founder of Welsh Ice and The Town Square

<sup>9</sup> Cardiff University, School of Journalism, Media and Culture



Park. However, in his view, there is not enough open space accessible for freelancers or creative entrepreneurs. The Bay also still suffers from transport connectivity issues, which are made sharper by newer development around Cardiff Central Station.

41. Dr Jackson, Director of Design and Digital, University of South Wales, stated that more support for creative industries start-ups needed to be in the area between the University of South Wales' Campus<sup>10</sup> that hosts 1,500 creative industries students and Cardiff Bay. This would help to drive innovation, as creative industries' people tend to work on their own and they need to be with other creative people to have a synergy, they also work on a different model, working evenings and having less of a gap between their social and work life. He believes that the pull towards this location, between the city centre and the Bay, will be accentuated by the relocation of the BBC to Central Square.
42. Professor Hargreaves also highlighted that, whilst there is anecdotal evidence, there is no research that gives a well-informed overview of the different types of business and supply and demand. As part of Creative Cardiff, which he co-founded, in 2015/16 he worked with colleagues to map the creative economy, using social media and other methods to build a network of creatives across Cardiff. However, there is such a fast pace of change that it would be difficult to keep this map up to date. Professor Hargreaves thinks it may be useful to have a refreshed piece of work that maps demand and supply, to inform future thinking and vision for Cardiff.

### **Cardiff Business Technology Centre (CBTC)**

43. Council officers explained that, over the last thirty-five years since CBTC was established, the landscape re innovation premises provision has altered significantly, with more private sector provision becoming available as well as Cardiff University's large innovation centre opening nearby.
44. During the same time period, the focus of CBTC has shifted away from providing incubation space for start-ups, as businesses have tended to stay at CBTC rather than moving on to alternative accommodation. This has resulted in several businesses currently at CBTC that do not now meet the original criteria of CBTC.

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<sup>10</sup> The Atrium



## Enabling Better Provision

### Workshops

45. Members heard that the Council is aware that there is demand for small, affordable and accessible workshops in suitable locations to assist start-up businesses. The challenge is in ensuring that these units are delivered. Traditionally, the private sector has not invested in these types of units, as the yield was deemed too low; more recently, large investment companies are showing interest in entering this market but this is still at an early stage.
46. Officers are exploring what the Council could do with its portfolio of workshops, in order to free-up resource to invest in new provision in more suitable locations. Members heard from Councillor Goodway that it is time to pass some workshops on, to release resource and use this to provide new premises in different parts of the city.
47. Officers explained that the Council would look to do this in a trickle, transition process, in order that the process of change is manageable and to maintain an income stream for the Council. This would involve the Council taking a property development approach to generate the capital required to develop. Officers would explore the feasibility of moving the workshops with the biggest liabilities into the private sector, with covenants to ensure that purchasers retain and invest in the workshops; this would ensure that capacity would not be lost.
48. Members heard that, in order to raise resource, officers are looking into whether there are parcels of council land on existing Industrial Estates that could be sold, with the monies ring-fenced for re-investment in new provision of workshop and/ or innovation premises. Officers stressed that it would be essential that these monies be ring-fenced for new provision, as otherwise the overall capacity of workshop space in Cardiff would be eroded, damaging the city's economy.
49. Members heard that there are sites in Cardiff that are suitable for additional workshop provision, for example a site at Wentloog, cited in LDP Proposals, although there are no plans in place currently. This site, in the east of Cardiff, would also fit with initial thinking



re Cardiff's Industrial Strategy, which is due to come forward as part of the Economic Development White Paper discussions in Autumn/ Winter 2018.

50. Officers explained that the Council could also assist in enabling private sector schemes for the provision of workshops. The property crash in 2009 stalled some developments in Cardiff, for example, there is a site off Newport Road that has remained half-built since then. The Council could play a role in helping to get these projects finished, from a regeneration perspective and the benefits that this would bring, not only in terms of increased capacity but also in terms of community cohesion and improving the look of Cardiff.
51. Members heard that whilst the Council will always seek to work with the private sector to take advantage of opportunities that arise, there is a need to identify a rolling programme of disposal and investment and that this work is currently underway. A comprehensive review of all Council land is being undertaken to identify opportunities to generate capital receipts to support the Council's budget. Council services will be offered the first opportunity for use of this land, subject to an appropriate business case appraisal. In the past, this has tended to be predominantly for the development of affordable housing but it will now also include opportunities for employment use.

## **Innovation**

52. Members heard that, with the increase in alternative provision of innovation premises, and with CBTC1 no longer providing an incubation offer, officers have been in discussion with Cardiff University about the future of CBTC1. Conversations are focusing on whether CBTC1 is still needed given other available provision, whether there is a different role for it to play or whether it would be better to use council resources in a different way.
53. Officers explained that Cardiff University had leased the site to the Council for a peppercorn rent in order that it could provide support to innovative start-ups. An in principle agreement has been in place with Cardiff University for a number of years that the Council would hand back the CBTC1 site on the same basis if the University delivered a brand new fit-for-purpose innovation centre.



54. Members asked about the businesses currently at CBTC1 that would not fit the new Cardiff University innovation centre criteria. The Director of Economic Development replied that circa 30% of current CBTC1 tenants would meet the criteria and move to the new site. Of the remainder, he is hopeful that they will find other locations, some on their own and others with assistance from the Council, using spaces within our provision. He anticipates that this would require circa 4 – 6 units.

## **Wider Role of the Council**

55. Members were pleased to hear positive feedback from several external witnesses regarding the work of Economic Development officers, who they had found to be helpful and constructive. This included tenants in workshops, who highlighted that officers had helped them to locate grant funding and signposted them to training providers, as well as entrepreneurs who had found officers positive and constructive in discussions about working in Cardiff.

56. Members heard from council officers that the Council's role is defined by the resources available to it and by the roles of other bodies, such as Business Wales, Finance Wales and Business in Focus. Welsh Government fund these bodies to provide businesses with advice and funding and to deal with queries. Therefore, the Council's support for businesses and innovation is primarily a property offer and signposting to Welsh Government funded agencies. This is an important offer - it helps engagement with start-ups and gives the Council access to new companies. In addition, Council officers explained that their role tended to focus on the following: national industries looking to locate in Cardiff; workshop and CBTC provision; providing booklets on funding; and bringing in advice as needed for particular aspects where guidance is needed, for example re marketing, financial etc.

57. Members explored with witnesses what they thought the role of the Council should be concerning provision of workshop premises and premises for supporting innovation in Cardiff. The discussions ranged beyond this focus, covering the role of the Council in supporting start-up businesses and encouraging innovation. The points made are summarised below, as Members believe it is useful to capture this wider evidence.



## Leadership of Place

58. External witnesses were clear that it important for the Council to recognise the value of local business, entrepreneurs and innovators and to demonstrate leadership of place to create an ambitious vision and supportive landscape for them to operate within. Several witnesses felt that this was happening:

*‘Cardiff is moving towards a culture that recognises the value of creative industries and this is at a time when others, such as Gareth Jones, are making conditions to enable entrepreneurship to thrive. Cardiff is in a good place re creative industries and can go from strength to strength; we can raise our sights and go for more. The recent successful bid for Clwstwr Creadigol (Creative Cluster) will enhance this further.’*

*Professor Ian Hargreaves*

*‘it’s the best it has ever been, it feels exciting and tangible to students with an energy that suits the creative sector.’*

*Dr Mark Jackson*

59. Members heard that the Council could build on its success to date by continuing to use its role as a shaper and curator of ideas and opportunities, using its leverage to turn these into real-life projects. Professor Hargreaves highlighted that the Council did this when approached about The Tramshed proposal; he feels that this approach to recognising the value that creative industries bring to the Cardiff Economy needs to continue in order to deliver. He cited the Music Strategy, currently in development, as an area where the Council could continue to demonstrate leadership by ensuring that actions follow the discussions.

*‘Cardiff is now in a place where we can get stuff done; rather than being stuck in theoretical discussions about creativity, we can actually deliver.’*

*Professor Ian Hargreaves*



60. Council officers told Members that Cardiff is mostly in a good place currently re innovation, for the following reasons:

- 15,000 people employed in the Creative and Digital sectors in Cardiff
- Cardiff is one of the top three locations in the UK re cybersecurity
- Flourishing FinTech sector – with demand for space
- Over last three years, more jobs have been created in Cardiff than in any other core City
- Fantastic growth in Incubation and Accelerator space – via the private sector, which demonstrates the growth in demand for the space and their consequent confidence to invest in Cardiff. In terms of incubation space, there is currently approx. 188,000 sq. ft. public sector space (Cardiff Council and Welsh Govt.) and 140,000 sq. ft. private sector space, with the latter rising as more space is due to be provided later this year.
- Plethora of support and initiatives for creative industries in Cardiff and Wales – as part of the recent bid to host Channel 4 offices, these were listed and they covered 5 A4 pages and included Welsh Government, Cardiff Council, Universities and private sector schemes.

61. However, council officers also explained that there are challenges for Cardiff in continuing to support and grow innovation, due to the low level of entrepreneurs and start-ups in Cardiff compared to South East England; officers explained that this is not unique to Cardiff, with other core cities and areas also having lower levels.

### **Partnership working**

62. Members heard that, to encourage further innovation, the Council needs to ensure that it does not work in a vacuum. It needs to continue to convene conversations with those already operating in Cardiff, those wishing to locate and/ or invest here and act as a catalyst to make this happen. Whilst funding is limited, external witnesses stressed that there are other types of encouragement, such as assisting the right moves and talking to interested parties.

63. Members asked about partnership working with neighbouring local authorities via the City Deal. Officers highlighted that closer working was starting to take place with



strategic discussions on where to place investment and on allocating resources to locations with known demand. This may mean that some businesses leave Cardiff or decide to locate elsewhere where the sites are better for them; this would be beneficial to the region but also for Cardiff, and sites that become available may provide space for value-added businesses, helping to boost salary levels. At the same time, it is important for the Council to identify anchor key industries that need to be kept in Cardiff.

64. Professor Ian Hargreaves highlighted the importance of remaining aware of the Western Powerhouse dynamic as well as the City Region; he stated that these goals are not contradictory, as demonstrated by Cardiff University, which collaborates with Bristol University as well as other universities in Cardiff and Wales.
65. Members also heard that it would be beneficial to have some type of mechanism to enable partnership working with a wide selection of business, including creative industries. Whilst there are a number of organisations, such as Cardiff Business Club, Cardiff Start, Cardiff Co-Working Collective and Creative Cardiff networks, these bodies do not replace the role of a mainstream business organisation, such as a Chamber of Commerce or equivalent, leading to a gap in civic machinery.
66. Members explored the role of the Council concerning partnership working with universities. In 2013/14, this Committee examined the role of higher education in Innovation. As part of this, Members heard that the Welsh Local Government Association (WLGA) recognises the importance of local authority contributions to supporting higher education innovation. It states that:

*“Local authorities also have a key role in terms of facilitating discussions between the higher and further education institutions and the business community in their areas in order to encourage better linkages so that the innovative activity of the HE and FE institution benefits the local economy and offers opportunities for young people to stay in their communities”<sup>11</sup>*

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<sup>11</sup> WLGA response to Welsh Government consultation on Innovation Strategy for Wales, 2012



67. Higher Education establishments play an important role in driving local innovation and growth for a number of reasons, including<sup>12</sup>:

- *attracting people and businesses to an area*
- *developing knowledge bases*
- *being internationally wired – academics have global connections which can be harnessed for wider civic benefit*
- *being part of the “civic brand” – globally recognised and major hooks for inward investors.*
- *helping to commercialise innovation. Innovation accounts for 63% of annual labour productivity growth since 2002.*
- *For every £1 million of university output a further £1.38 million of output is generated in other sectors of the economy.*

68. The universities based in the city have links with other academic institutions and businesses around the world, from Silicon Valley in the USA, to Geel in Belgium, creating opportunities for the city and making Cardiff part of a global network of academics, entrepreneurs and businesses.

69. Members heard from external witnesses that, in their view, the Council works collaboratively with universities in Cardiff

### **Use of Resources**

70. Members asked officers to explain what council resources are available to support local businesses and encourage innovation. Officers explained that there is no longer specific funding available; the Council’s ‘Cardiff Capital Fund’ is currently fully committed and specific European Union grants are no longer available.

71. Members heard from external witnesses that the Council could rethink how it uses resources and what it chooses to prioritise. This would not require additional resources but a reallocation of resource to focus on different demands that better meet the needs of emerging businesses. Gareth Jones gave an example of how, at ICE, they realised it would be better to refocus their marketing resource to promote the different stories of

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<sup>12</sup> Higher Education Institutions and Local Government; Local Government Association, 2013



the companies located on site, so that people felt more of a community; this approach worked, resulting in ICE-based companies utilising each other's skills and networks.

72. Gareth Jones also highlighted the role of councils in thinking through the impact that their use of resources have on communities and ensuring existing resources are used productively in the broadest sense. For example, commercial landlords look to maximise the yield from their property; however, a Council may decide that the benefit generated to the local community is more important than yield, for example if it uses the property for economic development purposes, helping to create cohesion and resilience.

### **Assisting new provision**

73. Members heard that, despite increasing supply, there is still unmet demand in Cardiff, and that the Council has a role in assisting private sector opportunities for more supply. Witnesses mentioned sites such as the Brains Brewery and developments close to the city centre and Cardiff Bay, as being particularly suitable spaces for creative industries and FinTech.

74. Dr Jackson highlighted that in some other areas, local authorities have assisted innovation by providing accommodation. He cited Bath, where old factory units were provided as start-up units for Art practitioners when they left university, and Manchester and Leeds, where old warehouses were given as free spaces for entrepreneurs and creatives.

75. Members asked Councillor Goodway, Cabinet Member for Investment and Development for his views on the Council's provision of workshops and premises for innovation. Councillor Goodway explained that the Council's property offer is mostly industrial units that date from 1970s – 1990s and are not suitable for the needs of the more modern innovation businesses, such as the creative industries and FinTech companies, which prefer office-based spaces. He stated that he also did not think that the council provision is in the right locations for these types of innovation businesses. Council officers added that what is needed is a more modern and mixed portfolio – some workshops for light industrial use, some workshops with office space, and some office space.



## **Providing advice/ mentoring**

76. In addition to premises, the Council provides advice and support to existing and new businesses interested in establishing themselves in Cardiff, including advice on identifying and securing loans, grants and equity from a range of organisations such as Welsh Government, Finance Wales, European Commission and specialist funding bodies.
77. Officers outlined that there were challenges in Cardiff re wider advice and support, due to the level of advice, support and mentoring currently available. Understandably, this tends to be generic in nature and what is now needed is mentor advice that is specific to entrepreneurs and start-ups, who want mentors that have been through the process and can relate to their sector and journey. Members heard that Cardiff Start and other similar networks have also identified this as a big gap in the mentoring available in Cardiff, particularly compared to South East England and London where there are many mentors like this.
78. Similarly, Dr Jackson stated that, quite often, the people who do volunteer to be mentors do not have a connection with creative industries and this makes it difficult for them to add value or speak the same language as creatives. Dr Jackson stated that the challenge comes with taking creativity and commercialising it into a tangible income. Business advice and mentoring is needed from people who can speak the same language as creatives, to help expand and consolidate emerging businesses.
79. Members also heard from some local companies in Council workshops that they would welcome more business mentoring, a 'business angel' approach, and more training being available in areas essential to small businesses, such as cash flow modelling, profit/ loss accounting, how to use SAGE and succession planning for businesses.

## **Contribution from wider Council services**

80. In terms of the wider Council role, Members heard from witnesses that Education is critical in helping young people develop the innovation skills they need and that the Council has a role in organising apprenticeships and access to work for all levels, not just school leavers but graduates as well.



81. Witnesses also highlighted the role that Council services play in making Cardiff a safe and exciting place to study. Dr Jackson explained that he has received positive feedback from overseas students and that he considered students felt happy and confident in the city.



## INQUIRY METHODOLOGY

M1. The Economy & Culture 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. Members held several meetings to hear from the following external witnesses:

- Professor Ian Hargreaves, Cardiff University
- Dr Mark Jackson, University of South Wales
- Gareth Jones, co-founder of Welsh Ice and The Town Square.

M3. As part of the Inquiry, Members visited a number of the Council's workshop sites to see the range of sizes and types of units provided and to meet with businesses to hear their views on existing provision.

M4. Members held two meetings to hear from the following Council officer witnesses:

- Councillor Russell Goodway – Cabinet Member (Investment & Development)
- Neil Hanratty – Director of Economic Development
- Ken Poole – Head of Economic Development

M5. The evidence from internal and external witnesses was used to identify suitable findings from the Inquiry.



## **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.



## COMMITTEE TERMS OF REFERENCE

- 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 economic regeneration.
  - Cardiff City Region City Deal
  - Inward Investment and the marketing of Cardiff
  - South East Wales Economic Forum
  - Economic Strategy & Employment
  - European Funding & Investment
  - Small to Medium Enterprise Support
  - Cardiff Harbour Authority
  - Lifelong Learning
  - Leisure Centres
  - Sports Development
  - Parks & Green Spaces
  - Libraries, Arts & Culture
  - Civic Buildings
  - Events & Tourism
  - Strategic Projects
  - Innovation & Technology Centres
  - Local Training & Enterprise
- To assess the impact of partnerships with and resources and services provided by external organisations including the Welsh Government, joint local government services, Welsh Government Sponsored Public Bodies and quasi-departmental non-governmental 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 or service delivery in this area.



## Economy & Culture Scrutiny Committee Membership



Councillor Nigel Howells  
(Chairperson)



Councillor Iona Gordon



Councillor Jane Henshaw



Councillor Gavin Hill-John



Councillor Thomas Parkhill



Councillor Adrian Robson



Councillor Adbdul Sattar



Councillor Elaine Simmons



Councillor Ed Stubbs







