

CABINET: THURSDAY, 14 JULY 2022 at 2.00 PM

A Cabinet Meeting will be held as a multi location meeting and in committee room 4 on Thursday 14 July at 2.00 pm

A G E N D A

- 1 Minutes of the Cabinet meeting held on 23 June 2022 *(Pages 3 - 6)*

Scrutiny Matters

- 2 To receive the Policy Review and Performance Scrutiny report on Home & Agile working *(Pages 7 - 64)*
- 3 To receive Environmental Scrutiny Task & Finish Letter on the Replacement Local Development Plan Strategic and Delivery Options *(Pages 65 - 96)*

Leader

- 4 Stronger, Fairer, Greener *(Pages 97 - 130)*
- 5 Shared Prosperity Fund Update *(Pages 131 - 194)*
- 6 Welsh language standards: Annual Report 2021-22 *(Pages 195 - 304)*

Education

- 7 School Organisation Proposals: Provision For Children and Young People With Additional Learning Needs (ALN) - Emotional Health and Well Being Provision For Primary And Secondary Aged Pupils *(Pages 305 - 372)*
- 8 School Organisation Proposals: Provision For Children And Young People With Additional Learning Needs (ALN) - Complex Learning Needs And Autism Spectrum Condition Provision For Primary And Secondary Aged Pupils *(Pages 373 - 460)*
- 9 The expansion of Pentyrch Primary School and establishment of nursery provision at the school. *(Pages 461 - 514)*

Finance, Modernisation & Performance

- 10 Budget 2023/24 and the Medium Term Financial Plan: Update Report *(Pages*

515 - 574)

- 11 Acceptance of the Delegation of the Torfaen County Borough Council Procurement Function (*Pages 575 - 580*)
- 12 Fair Work (Long Term Agency Worker) Policy (*Pages 581 - 590*)
- 13 Local Government Pensions Scheme Discretions Policy (*Pages 591 - 610*)

Housing & Communities

- 14 Provision of Additional Affordable Housing Options to Ease Current Housing Pressures (*Pages 611 - 676*)

Investment & Development

- 15 Commissioning of a New Framework for the Maintenance of the Council's Non-Domestic Property Estate (*Pages 677 - 686*)
- 16 Atlantic Wharf Regeneration Scheme Update. (*Pages 687 - 762*)

Social Services

- 17 Flying Start Extension (*Pages 763 - 784*)

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: 23 JUNE 2022

Cabinet Members

Present: Councillor Huw Thomas (Leader)
Councillors Peter Bradbury/ Julie Sangani (job share)
Councillor Jen Burke-Davies
Councillor Dan De'Ath
Councillor Russell Goodway
Councillor Norma Mackie (Job share)
Councillor Lynda Thorne
Councillor Chris Weaver
Councillor Caro Wild

Observers: Councillor Adrian Robson
Councillor Rhys Taylor

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

Apologies: Councillor Ash Lister (job share)
Councillor Sarah Merry

1 COST OF LIVING DISCRETIONARY SUPPORT SCHEME

The Cabinet considered a report outlining details of the Welsh Government's Cost of Living Support Scheme including proposals for the Discretionary Scheme through which Cardiff had been allocated £2.193 million to assist with households it considered to be in need of assistance with their living costs. It was proposed that the Cardiff Discretionary Scheme be awarded to vulnerable groups excluded from the main scheme, and a further six groups on a means tested basis including an enhancement of the Discretionary Housing payment scheme, applications to the Money Advice team, Fuel Voucher scheme, families affected by the benefit cap, families in receipt of free school meal who did not receive an award via the main scheme and those struggling with care costs. It was intended that a publicity campaign be undertaken to encourage take up.

RESOLVED: that

1. the delivery of the Cost of Living Support Scheme (main scheme) be noted
2. the recommended approach to target the most vulnerable households in the City through a locally determined Discretionary Scheme be agreed.
3. Authority be delegated to the Corporate Director Resources (in consultation with the Cabinet Member for Finance, Modernisation & Performance), for the the ability to vire any underspent elements of funding either from the main scheme or between discretionary options agreed as necessary, to ensure full spend of the Council's allocated funding.

2 BUDGET MONITORING - OUTTURN REPORT 2021/22

Appendix 7 of this report is not for publication as it contains exempt information of the description in paragraphs 14 and 21 of Schedule 12A of the Local Government Act 1972.

The Cabinet received details of the 2021/22 financial outturn position compared with the budget set in March 2021, together with an assessment of the financial impact arising from the response to the COVID-19 crisis. It was reported that the COVID-19 pandemic had had a significant financial impact on the Council evidenced through additional expenditure pressures and reduced income generation and the Council had submitted claims to Welsh Government totalling £34.389 million.

The overall revenue position reflected a balanced budget at the year end with a total directorate underspend of £254,000 and an overspend of £123,000 in relation to Capital Financing.

RESOLVED: that

1. the report and the actions taken in respect of the Council's accounts for 2021/22 be noted
2. it be noted that this report will form an appendix to the Financial Statements report to be considered at a Council meeting in the autumn of 2022.

3 APPLICATION FOR A HACKNEY CARRIAGE FARE INCREASE

A report outlining details of an application made by the Unite the Union/Cardiff Hackney Carriage Alliance to vary the current rate of hackney carriage fares in Cardiff was received. The application sought to introduce changes to the structure of the tariff, resulting in three tariffs in operation depending on the time and day with the structure resulting in higher fares during evenings, weekends, nights and bank holidays. The Alliance advised that the cost of

living had increased 12.1% since 2017 and the cost of fuel had increased 56%.

RESOLVED: that

1. the issues and impacts to taxi fares set out in the report be noted
2. Approval be given to the application put forward by the Cardiff Hackney Alliance/Unite with an implementation date of 1 September 2022 (provided that there are no objections).
3. the advertisement of the variation in a local newspaper be authorised

4 **WELSH GOVERNMENT WHITE PAPER - 'ONE NETWORK, ONE TIMETABLE, ONE TICKET' CONSULTATION RESPONSE**

The Council's response to the Welsh Government's White Paper consultation "One network, one timetable, one ticket: planning buses as a public service for Wales" was considered. The Welsh Government white paper sought to trigger legislation to change the governance arrangements for local bus services through a Wales wide model of franchising of bus routes or geographical areas of the bus network will result in streamlined service delivery, more efficient use of resources and a higher quality, more well used, network. By implication, the tenders would control the quality, quantum and network coverage of bus services. Overall, the Council's response broadly supported the stated objectives of the proposed reforms as they aligned closely to the Cardiff Transport White Paper 2020 as well as the One Planet Strategy and Local Development Plan. However the response noted that there were issues that would need to be considered carefully and resolved in terms of control of the local network, use of local funding including section 106 developer contributions, procurement, network integrity, market stability and risks to Municipal Bus Companies.

RESOLVED: that

1. the Welsh Government White Paper and its proposals for changes in the governance arrangements for bus services be noted
1. approval be given to the consultation response in Appendix A.
2. the Director of Planning, Transport & Environment be authorised to submit the final consultation response after agreement with the Cabinet Member for Transport & Strategic Planning
3. Cardiff's Bus Improvement Programme be noted

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An inquiry report of the:
Policy Review & Performance Scrutiny Committee

Home & Agile Working

March 2022



Cardiff Council

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FOREWORD

It is undoubtedly the case that the pandemic has changed the way we live and work. One of its few positive impacts has been that organisations have been forced to try new ways of working when normal office life was virtually stopped for a lengthy period of time.

When we were all asked to work from home some organisations feared a drop in performance and staff wellbeing. The evidence is now suggesting that many staff benefitted from this arrangement but also that their work performance was usually positive too. A national, even international consensus is now building that working life may never return to pre-pandemic patterns. That will not only change the nature of employment but also how countries operate. Large scale commuting and ever enlarging office blocks may now become a thing of the past, something most of us would welcome.

Here in Cardiff Council, the impact has been substantial but, as the infection risks reduce and the threat recedes, we are recognising that the authority's future is likely to be very different from that anticipated and planned for in 2019.

The Council's Senior Management Team has responded promptly to the opportunities described and has started shaping the authority's post pandemic future. It is a huge undertaking and one which the Policy Review and Performance Scrutiny Committee felt it could contribute to. Not to scope out an alternative strategy but to seek to add value and undertake research which could offer perspectives the present and future administrations would find helpful.

My sincere thanks to my task group colleagues Councillors Henshaw and Mackie for contributing to this Inquiry. Finally, I would like to express my appreciation of the excellent work of Principal Scrutiny Officer Nicola Newton, who played a major role in shaping the report and getting it published against a very tight deadline.

We therefore offer this report in the expectation that its findings and recommendations will enhance the work already in train. We commend it to the Cabinet and to the newly elected Council in May 2022.



A handwritten signature in black ink that reads "David Walker". The signature is fluid and cursive.

**Councillor David Walker, Chair,
Policy Review & Performance
Scrutiny Committee**

TERMS OF REFERENCE

1. The Policy Review & Performance Scrutiny Committee agreed following its re-start in September 2020 that its work programme would include a task and finish inquiry into the Council's approach to capturing the benefits of homeworking developed as an emergency response to the pandemic. The Terms of Reference for the inquiry were agreed as follows:

To examine how the experience of managing remotely during the pandemic can inform future policy on autonomy at work, operating within a culture of care and trust; with a specific focus on the management/leadership challenges of supporting home & agile working.

2. The expected output/outcome from this investigation was:

To produce a report that uses the evidence gathered to make recommendations to the Cabinet to inform future policy on autonomy at work within a culture of care and trust.

3. The Committee agreed that the Membership of the task & finish group would comprise:

Councillor Jane Henshaw
Councillor Norma Mackie
Councillor David Walker (Chair)

KEY FINDINGS

Organisational Strategy and Culture

KF1 Where an organisation has large numbers of home/hybrid working staff there must be a trust-based model of service delivery that starts with clear corporate values from the leadership. The model should be understood and upheld by all employees, creating the culture for success. It will need to include checks and balances to ensure staff compliance when placed in a position of trust.

KF2 Organisations with a successful home/hybrid working culture have revisited and updated organisational values and developed a consistent leadership approach. The same management behaviours will be evident across all services and bases/locations, delivering a consistent culture, based on these values.

KF3 A move to home/hybrid working requires cultural change led from the top of the organisation and, in the Council, this has started to happen. Council senior managers interviewed considered that the organisational culture had started to change during the pandemic, but that further work was required to ensure that such change is consistently understood and applied by leaders in all directorates. The Chief Executive and Senior Management Team have started setting the tone and expectations for a new model of working and are now at the stage of ensuring that the tone and expectations cascade down consistently.

KF4 The Council's HR policy framework needs updating to reflect home & agile working, particularly policies affecting such areas as terms and conditions, personal performance and development review, organisation structure, job roles and responsibilities, as well as sickness absence and well-being policies.

KF5 As things change and home/hybrid working becomes established, equality between home and office-based workers is becoming the accepted norm. Senior managers consider this was not previously the case when office-based staff enjoyed some advantages.

KF6 Effective home/hybrid working requires effective corporate communication, to ensure staff feel involved and not isolated. The importance of engaging all staff in the development of new home/hybrid working proposals cannot be overstated.

KF7 It is important that home/hybrid workers establish clear boundaries between life and work and ensure a clear separation of the two.

KF8 Evidence from a spread of Cardiff senior managers revealed that every service area has its own culture. There does not appear to be a methodology for identifying what 'works well' and can be replicated. Sharing experiences and best practice in managing home/hybrid workers would secure greater uniformity of approach, which in turn would ensure the experience of home working for the Council is consistent across the organisation.

KF9 Compiling and making use of some excellent existing cultural norms which are being employed by one, or a few, Council directorates offers the opportunity for useful organisation learning and potential change.

Leadership and Management Behaviour

Performance management – role of managers

KF10 Managers have a major responsibility and will need to exercise a key role in making the home/hybrid working option a success and in helping their teams to support the creation of a successful homeworking environment.

KF11 A move to greater levels of home/hybrid working has a strategic impact on the role of the middle manager in an organisation. Senior

managers will become more dependent on middle managers fulfilling their potential as team leaders.

KF12 Homeworking throughout the pandemic has highlighted management style strengths, weaknesses and variation in the abilities of managers to adapt to new role expectations. Some middle managers are finding it difficult to embrace the increased responsibility.

KF13 The support needs of employees are picked up earlier in an office environment than a homeworking/virtual environment. The literature review confirms that managing homeworkers can be more challenging than managing office-based staff. Managers must adopt new ways of leading, motivating and monitoring their staff. They will also need skills in identifying and addressing wellbeing issues and concerns.

KF14 Managers who are unwilling or lack the capacity to change their management and control styles are likely to experience a deterioration in the depth and vitality of their connection with their homeworking direct reports, whose work performance may also suffer.

KF15 Managers must stay in close contact with home/hybrid workers, emphasising information-sharing and deliverables rather than close monitoring of work processes. In having this approach managers should be able to support staff in achieving work-life balance, better job performance and positive levels of collaboration with their co-workers.

KF16 Organisations that were early adopters of homeworking consider managing people online can be more challenging, particularly when more difficult conversations are required. Seeing people regularly at work enables managers to spot signs of stress. For home/hybrid workers the emphasis needs to be on regular and focussed on-line conversations and occasional face to face meetings with their manager.

KF17 Managers need to have a better understanding of what each direct report is working on and be prepared to challenge when a member of the team is underperforming. Monitoring work performance can only be successful when managers are prepared to speak openly with their staff about issues of concern including workloads.

KF18 A key success factor is that performance management is outcome based and measures an employee's effectiveness in undertaking their role as opposed to the hours worked. Trust will be central to a new outcome-based approach. Managers will need to adjust their strategies for monitoring employees, moving from behaviour-based to output-based controls in effectively managing home/hybrid working staff.

KF19 The Council's Personal Performance and Development Review framework of 6 monthly objectives setting and review is the formal mechanism for performance management. The framework would benefit from the inclusion of strategic informal checks between the 6-month reviews to manage staff performance. Manager and home/hybrid worker will also need to agree a *check-in check-out* system to maintain effective contact.

Performance managing the team- the role of managers

KF20 Senior managers in Cardiff are clear that the first question for all managers is '*can we deliver the service in the new working environment?*'.

KF21 Managing the hours worked by a team is monitored via the staff flexitime system DigiGov. Managers are encouraged to review staff flexitime records to identify any pattern of an employee continually working additional hours. Managers should encourage staff to take their leave entitlement.

KF22 Monmouthshire Council uses a trust-based time-keeping approach. Staff are employed on a fully flexible basis, there is no clocking in or out. Core hours have been removed altogether.

KF23 It is important that a hybrid policy clarifies that any service manager has the power to insist on physical attendance at a workplace where levels of service delivery, or output, would be compromised by homeworking, or where homeworking for the individual is not producing the outcomes agreed.

KF24 Hybrid working requires agreement between staff and management to ensure business/office hours are covered. Homeworking can elongate working hours from 7.30am-9pm, leading to responses to e-mails being delayed. This is particularly an issue for frontline services where staff need to deal with calls or emails during specific periods of the working day.

KF25 Whole team contact levels vary widely across the Council. Some service areas have weekly business improvement meetings that might be worthy of experimentation by other directorates or rolled out more widely and become a feature throughout the Council. Whatever model a service area adopts should allow regular work team contact

KF26 There is a perception that team working has recently suffered in some areas. This is more likely to be the case where managers/supervisors leading frontline workers are themselves based at home. It will be important, in such cases, for on-site or in-hub team meetings to be held from time to time so that personal contact is maintained, not only with the manager but between colleagues.

KF27 It is important that managers listen to individual employees and take their needs on board as well as the needs of the whole team in delivering the service. A key success factor in introducing a home/hybrid working model will be the need to review arrangements regularly and maintain open two-way communication with staff.

KF28 The relationship between manager and direct report should be a balanced one, using a management style that builds trust and empowers the employee. If an individual employee is struggling, they should be more closely monitored and supported.

KF29 Arrangements for new starters needs consolidation across the Council. One service reported that, where a team has a new starter, they are encouraged to work in County Hall for the first few weeks alongside a rotating number of staff, to kick start their induction. It is important that managers ensure new starters integrate well into their new team, creating opportunities for teams to meet up, including on screen socialising, and more connection and communication between staff generally. The Council offers a half day online induction course that may require review. Other successful homeworking organisations typically spend two days on induction training.

KF30 Management tools such as *mentoring* and *coaching* are used in organisations that report successful homeworking arrangements at all levels. Some Cardiff services report a mentoring approach, including one of 'buddying up' low and higher-grade staff within the service. All managers would benefit from training in the skills of coaching and mentoring.

KF31 We heard from Cardiff senior managers that '*Management roles have changed and a whole new layer of complexity exists*'; '*Line managers have adapted fast.... and we must take this golden opportunity*'; and '*Middle managers now take clearer responsibility for their teams and for the welfare of their direct reports*'. Present management structures may be inappropriate to address the challenges of hybrid working. Similarly, the management competencies required will be different and there will be a wide range of new skills required. A major

review and diagnosis of both structure and skills in each directorate would seem to be an essential starting point

Productivity

KF32 The positive impact of homeworking on productivity is well documented by academic and practitioner research¹. Most employees engaging in homeworking prior to the pandemic were doing so by choice and self-reported an increase in their productivity, possibly motivated to suggest that homeworking is not detrimental to productivity. There are also manager reports of increased or 'no change' productivity with most of their homeworking staff.

KF33 The suggested reasons for improved homeworker productivity are attributed to an increase in work hours. This is usually made possible by reduced commuting times, removal of office-related distractions, work intensification, more discretionary effort, taking fewer breaks and, in some cases, working longer hours. Homeworkers are often motivated to prove that this alternative working arrangement, which suits their work/life balance needs, is successful.

KF34 The literature review found that an employee survey undertaken by the Chartered Institute of Personnel Development in 2020, and calculations made by Felstead in 2020 using Understanding Covid Society data revealed similar results. More than a third stated that homeworking had no effect on productivity. A lower proportion indicated that homeworking had either increased or decreased productivity. The main reasons cited for a decrease in productivity included having less work to do, having to provide care or home schooling, a lack of motivation/focus/concentration, limited access to workplace resources, less frequent interaction with colleagues, and changes to how work was carried out.

¹ Appendix 1 A review of Research Evidence on the Impact of Homeworking, January 2022

KF35 The review found evidence that team productivity can be adversely affected by homeworking in cases where work involves a high degree of task interdependence. However, when homeworkers make themselves proactively available on-line to their colleagues in such circumstances, team performance can be enhanced.

KF36 Cardiff senior managers' perception is that staff are predominantly more productive homeworking and use their calendars more. Microsoft Teams has improved meeting capability, frequency and therefore productivity, whilst having the benefit of ensuring that everyone's input is sought.

KF37 A key factor found to affect team productivity is organisational attitude to homeworking. Research found that team performance tends not to suffer in organisations where homeworking is regarded as normal practice.

KF38 Whilst most Council services produced no metrics on productivity pre-pandemic, for those departments that are profession/policy based the perception is that productivity is higher operating in the virtual world than in the office.

Implications for staff

Work-life balance & Well-being

KF39 Work-life balance & well-being are inextricably linked. In Cardiff senior managers report that working flexibly has benefitted employees' work-life balance and therefore, generally, staff are happy with the prospect of hybrid working. There will, however, be members of staff whose wellbeing is best served by being based at an office, or other

Council facility. There will also be a proportion of employees whose roles or home circumstances will not allow homeworking.

KF40 Flexibility of working style can have a positive impact on work-life balance, particularly due to the elimination of commuting time, however research confirms there are gender related implications, particularly the potential for increased stress and home demands on time where there are caring responsibilities. These need to be picked up during manager one to ones and addressed.

KF41 Homeworking can lead to lower levels of work-related stress than those experienced by office-based staff due to the perception of having greater control over one's work environment and schedule. Research suggests that work-family role conflict is sometimes a source of pressure for the homeworker and has been correlated with negative experiences of emotional and physical ill health. This again will be a challenge for managers to help resolve.

KF42 In Cardiff there has been some staff resistance to homeworking, particularly where home issues and distractions can cause difficulties. Some staff have asked to return to the office, having missed the benefit of social interaction with work colleagues. Going forward the Council may need to review the impact of reduced social interaction on staff well-being.

KF43 The review of homeworking literature revealed social isolation as one of the challenges of working from home. Partial homeworkers are less likely to experience social isolation or miss the emotional support from co-workers and informal interaction with others compared with full time homeworkers. An organisation introducing homeworking should consider an individual's suitability for dealing with the social isolation associated with full time homeworking.

KF44 Research found that homeworking is unlikely to exert a negative effect on relationships with colleagues for individuals who partially work at home. (ACAS 2013). For those who are exclusively homeworking there may be links to decreased quality of co-worker relationships. The study found that it is the quality rather than the quantity of communication with others that is important to homeworkers

KF45 The homeworking employee needs an environment adequately set up for work, confidentiality, personal rules and self-discipline, which will differ from those employed at an office base.

Personal job satisfaction

KF46 A key success factor in homeworking is developing effective self-management skills. Ensuring that staff practice good diary management, that calendars are automatically updated, voicemails and out of office messages are routinely used to enable business continuity.

KF47 The individual homeworking employee has a heightened responsibility to feedback ideas and issues of concern to their manager effectively. Homeworking employees will need to develop the skills to achieve this, but it is most likely to work when the manager is able to encourage two way open and effective dialogue.

KF48 There is variable evidence of the impact of homeworking on job satisfaction. Research suggests that job satisfaction tails off as homeworking approaches 3 days per week. Where there is higher autonomy, leading to higher job satisfaction, this can often be attributed to higher personal commitment and loyalty to the employer.

KF49 Homeworkers can have concerns about the impact of professional isolation on their career prospects, however there is insufficient research evidence to establish whether homeworking contributes to lower levels of career ambition or whether employees with pre-existing low levels of

career ambition have deliberately chosen homeworking arrangements. Visibility in the workplace, if only for part of the week, may reassure staff that their capabilities are noticed by managers.

KF50 In Cardiff Council, where there has been recent structural movement in directorates, there is some evidence of career progression whilst homeworking was in place.

Practical Issues

Space/accommodation

KF51 A benefit of staff being home based for part or all of the working week is the cost reduction in overheads associated with maintaining large buildings. To utilise its asset base efficiently Monmouthshire's new HQ depersonalised office space with bookable meeting rooms for face-to-face meetings. Services are allocated office zones, but not personal desks. Monmouthshire's move to flexible working has evolved in two phases. Following the first phase move to *flexible* working the Council adopted a 50% desk: employee ratio. However, the second phase move to *hybrid* working is likely to see a 20% desk: employee ratio. The Chief Executive is located alongside his senior team and Cabinet Members share one large office.

KF52 NRW has recently reviewed its estate across Wales and established 3 hybrid working sites. A central motivating factor is Carbon reduction. Early calculations suggest that 50% less office space will be needed than previous working arrangements. The status associated with personal offices has been removed. All space has been stripped of personal belongings and set up for hot desking, providing a range of working options, with sound pods, breakout areas, sofas and team meeting areas. Visiting the office is to meet, not to work alone. NRW recognise the importance of exciting staff about their environment and have sought staff views on place-based decision making. As with Monmouthshire there will

be less use of desk-based telephones and a room and desk booking system is in place.

KF53 It will be important that Cardiff Council maintains a longer-term vision for office needs and builds flexibility into its plans for office accommodation where staff will be hybrid working and ensures a generous supply of bookable meeting rooms.

KF54 Staff in Cardiff are currently expected to be in the office on a *need only* basis, wellbeing need, physical need or where the home working environment is unsuitable. Looking ahead managers expect most staff to be home based 3.5 to 4 days and office based 1 to 1.5 days. This will considerably reduce the office footprint

KF55 Not all staff will have the option of home/hybrid working. Technical staff will have to be at base, and some services, such as Waste Management, need middle managers and supervisors to communicate on-site with frontline staff. To avoid those staff who are wholly frontline being excluded from all home/hybrid working opportunities the Council may wish to examine the opportunities for job redesign or job share.

Technology

KF56 Technology plays a key part in successful homeworking. Homeworkers require enhanced access to technology and support compared to office-based workers as they are more affected when technological issues arise in their own environment without the immediate support of colleagues or alternative technology to rely on. This can potentially result in further social and professional isolation and stress from not being connected with colleagues.

KF57 The key to successful home/hybrid working is becoming paperless and fully electronic. Training staff and members in the technology to work virtually and providing high quality equipment will underpin this.

KF58 A hybrid working policy will require further developing and embracing of technology. To date the Council has a good record in the provision of technical support and managers are confident that the IT service, with correct funding, will be able to support homeworking effectively.

KF59 Frontline services such as Waste Management require investment in new fully integrated mobile software that allows frontline staff to work directly from home without first reporting to a core office. It requires a business case for investment in software systems,

Recruitment

KF60 Home/hybrid working is a new way of working that has become a recruitment benefit for most Council services. Staff retention is normally better with homeworking and a package offering work-life balance can be attractive. However, going forward, the Council will need to review the trends/profile of future recruits and whether this has been impacted by the offer of hybrid working.

Training and Development

KF61 Managers will require new management skills to support homeworking and would benefit from formal training in skills such as coaching/mentoring as part of a formal hybrid working roll out. Personal Performance and Development Reviews will need to address professional and career development.

KF62 Whilst the majority of staff training takes place online, some mandatory classroom-based training for the manual workforce has fallen behind during the pandemic and needs to be reinstated.

KF63 Management training and support on health and safety guidance is effective. However, a number of areas require training and development courses to maximise the effectiveness of homeworking, many of which could be offered by Cardiff Academy: They include IT skills to ensure staff are effective at online working from home; Management skills in performance management, staff development, coaching and mentoring, and improving one to one communication and listening skills. Also, how best to induct new starters whilst hybrid-working.

RECOMMENDATIONS

The Task group recommends that, in order to lock in the changing culture emerging from working arrangements during the pandemic, and to ensure a successful home & agile hybrid working model, in the medium-longer term, Cabinet:

R1 Develops, publishes and communicates to all staff a refreshed set of Council values setting out its vision of how hybrid working will be introduced and embedded. Such values will need to be widely communicated and receive constant reinforcement by leaders at all levels.
Supported by KF1,3

R2 Refreshes and updates the Council's HR policy framework to reflect new working styles, particularly policies affecting such areas as terms and conditions, organisation structure, job roles and responsibilities, PPDRs as well as sickness absence and well-being policies.
Supported by KF4,7,39,41,55

R3 Undertakes a full review of the leadership expectations and capabilities of managers at all levels. This review should provide managers with:

- An updated role definition;
- A full understanding of their responsibility for disseminating the Council's vision and upholding its culture;
- The people management skills and personal guidance they require to successfully deliver a hybrid model; and
- A clear definition and understanding of what the Council means by 'management by results.' This should include defining expected people and performance management capabilities, leading to a review of the knowledge and skills required to develop all managers to meet this key requirement.

Supported by KF2,10,11,12,13,14,17,18,31

R4 Clearly sets out its expectations on the levels of communication and consultation between managers and their hybrid/office-based and homeworking staff. Central to the system should be regular whole team meetings which encourage staff feedback to managers on how the effectiveness of working styles could be improved. An important element of the framework must be staff well-being needs.

Supported by KF6,15,16,19,25,26,43,44

R5 Locks in the emerging Council culture by introducing a framework for the continual sharing of service area hybrid working processes, experiences, and best practice, to benchmark and ensure consistency of culture, management, and staff experience across the Council. Capturing some excellent existing cultural norms which are being employed by one, or a few, Council Directorates offers the opportunity for useful organisation learning and potential change.

Supported by KF8,9

R6 Recognises the value in exploring the experiences of other Councils, for example Monmouthshire, which successfully introduced new ways of working well before the pandemic. Monmouthshire's experience of homeworking is summarised in this report and offers a number of learning opportunities for Cardiff Council, particularly their two-phase approach to hybrid working that further reduces staff: desk ratios and office space requirements.

We recommend contact at Chief Executive level to establish potential learning followed by exchanges at director and senior manager level.

Supported by KF22,51,53,54

R7 Invests in training to support the successful introduction of a new style of working in the delivery of Council services. Three key areas of focus and development for Cardiff Academy stood out in our research:

- *Management skills* – in coaching and mentoring; managing home/hybrid worker performance and identifying and dealing with staff wellbeing needs.

- *Induction* – enhanced induction for home/hybrid working new starters.
- *IT self-sufficiency* – all staff would benefit from *IT skills* training that ensures confident self-sufficiency whilst homeworking and successful communication with their line manager.

Supported by KF29,30,46,47,56,57,58,61,63

R8 Requires each Directorate to develop and implement an action plan setting out what it expects in terms of people management and preferred leadership styles. These plans should be consistent across the Council reflecting the refreshed vision and values.

Supported by KF20,21,28

R9 Requires the Senior Management Team to undertake regular reviews, at least annually, of the quality and consistency of hybrid working, its effectiveness in the delivery of council services and the embedding of the agreed and implemented recommendations in this report.

Supported by KF27,42,60

CONTEXT

Cardiff Council - Overview of current homeworking position

4. Prior to the pandemic very few Cardiff Council employees worked from home and some senior managers reported a level of scepticism as to whether this was the best arrangement to deliver council business. However, the pandemic emergency of 2020 demonstrated that homeworking works well for most people and the present perceived management view is that homeworking offers benefits to both employer and employee. For the past 2 years staff have taken the opportunity of more flexible working styles, adapted quickly and many are reluctant to give up homeworking. There is an added stated environmental benefit that less commuting may reduce carbon emissions, although heating and lighting the home workplace may counterbalance that potential advantage. There have also been challenges in Cardiff, and, whilst there is a general resistance to change in some Council service areas, the prevailing management view is that the pandemic has led to more flexibility and innovation. Managers' report that solutions that facilitate homeworking are emerging all the time². So how did the Council arrive at this point?
5. The Council transitioned to a 'work from home' model for staff not working in critical front-line services in response to Covid-19 in March 2020. It has not reverted to pre-pandemic working practices, instead it is proposing a Hybrid Working Model (HWM) that seeks to maintain the benefits seen over the past two years, whilst mitigating the risks identified. (*Recovery and Renewal Cabinet Report, May 2021*).
6. For the immediate future, the expectation is that many staff will continue to work from home where possible. The Council's Recovery Programme is being delivered in 2 phases – 'during' (phase 1) and 'post' pandemic (phase 2). The HWM is currently under development, with staff and stakeholder engagement well underway. Work is in progress addressing complexities such as culture change, meeting protocols, and locality

² Senior Management Fieldwork by Homeworking Task Group, November 2021

working. The Programme will have key linkages with other Council strategies such as One Planet and Economic Recovery. A future Organisational Recovery report will set out a recommended service model. A business case analysis will be needed alongside development of the model that establishes the transformational impact, illustrating the importance of productivity gains. The current phase 1 is key as the organisation becomes clearer on how it will operate services post pandemic.

7. To support its work on a HWM the Council carried out an *Employee Survey* between July and September 2021. The headlines from the survey indicated that staff working from home during the pandemic valued no commuting (87%); flexibility (74%); and improved work/life balance (68%); however, missed colleagues / social interactions (54%); found it harder to differentiate home and work (32%); and had IT problems (31%). Looking back 70% considered themselves to be more productive (a little or a lot); 63% have an increased workload (slightly or much increased); 66% have an improved sense of wellbeing (slightly or much improved); 57% feel slightly or a lot less stressed. Looking forward, 26% of staff felt working from home would best suit their role; 15.9% would prefer to be home-based/mobile; 50.7% felt hybrid working would best suit their role; and just 7.4% felt working full time on-site/office based would best suit the role. The top benefits of hybrid working were seen as less commuting (89%) flexibility (83%) and reducing my carbon footprint (73%); whilst top disadvantages were considered hot-desking (42%) and IT problems (34%).
8. The employee survey also sought managers views on the experience of managing staff working from home. Over 80% of managers felt they had had sufficient contact with staff during the pandemic, whilst 88% considered they had been able to support their staff. Managers felt it had been easier to set up meetings (68%), use technology (64%) and productivity had increased (44%). The key disadvantages highlighted were concerns over staff well-being (49%), IT problems (46%) and increased workloads (29%). 35% of managers consider hybrid working is already

successfully in place; 20% consider further IT support is required and 19% would be seeking different equipment.

9. The Council plans to base its HWM on 3 key principles:

- Work is what we do not where we do it;
- Hybrid Working will be embedded in the way we work, and this will be the norm, not the exception;
- Management by results

10. As the Council develops its HWM managers will be encouraged to:

- Empower employees to have the autonomy to choose where, when and how work is carried out whilst meeting the needs of the business.
- Adapt their styles to ensure effective outputs and continuous improvement.
- Be proactive in maintaining effective communication and working relationships.
- Be fair and consistent in considering individual circumstances & workstyles.

11. Within a Hybrid working environment employees will be encouraged to:

- Take greater responsibility when choosing where, when and how work is completed in order to achieve the required outputs.
- Make the best use of technologies and their working environment to improve productivity and customer focus.
- Utilise the 3 Hybrid Working principles to meet the needs of the business whilst promoting their own wellbeing & work/life balance.
- Take responsibility for their own working practices and ensure effective communication & working relationships are maintained.

12. The Council believes working spaces are shaped by activities, not allocated to individuals. A *Digital First* approach will deliver modernisation of desktop telephony & audio/visual solutions, giving employees the software to carry out their work at any location. A desk booking system will give the employee the option of selecting location and preferred desk for a half or full day.

13. *Activity Based Working* will need to accommodate the following 4 tasks:

- Focus - an environment that allows concentration and minimal interruption.
- Collaboration - an environment that enables creativity and innovation working with others, either in person or via technology.
- Socialise/Network - sharing information and ideas across teams, services, and the organisation to promote a move away from silo working.
- Learn - formal and informal training courses, peer to peer contact, supervision and mentoring.

KEY EVIDENCE

14. Members of the task group first commissioned a review of published research evidence on the impact of pre-pandemic homeworking, to identify the issues that should form the basis of their evidence gathering from internal and external witnesses. The review is attached to this report at **Appendix 1** and the key messages from its executive summary have been incorporated within the key evidence presented in this report. The review provided a platform for the task group's work and those who require more detail as to the sources of evidence are encouraged to follow the link on page 57
15. To supplement the review and the evidence gathering the task group interviewed a cross section of senior managers from a variety of Cardiff's services on their experiences of managing homeworking staff. Their views and experiences have been consolidated, analysed, and headline findings captured in the key evidence section.
16. Two comparable public sector organisations were chosen as reference points, due to their move into homeworking well before the pandemic, Monmouthshire County Council and Natural Resources Wales (NRW). We were interested to learn how they have made it work and what they will be refining as they look ahead and consolidate the position post pandemic. The background to each journey, in their own words, is captured in the boxes below, and their evidence and pointers to key success factors are incorporated in the key evidence section of this report.
17. The evidence gathered has been collated and analysed thematically. The themes emerging that merit consideration for the medium-long term development of future working styles are Organisational Strategy & Culture; Leadership & Management behaviours; Implications for Staff; Practical Issues and Training & Development.

Monmouthshire County Council

Monmouthshire Council has been working flexibly for many years. The arrival of a new Chief Executive in 2009, who saw little evidence of agile working, sought to change office culture, beginning by creating an open plan office for himself and the team directly supporting him.

New headquarters, located 12 miles from the former site, were at the planning stage and would seek to address future needs, technological requirements, travel patterns, sustainable heating, and parking provision. The needs of the workforce at the time, including those commuting, were central to the plans. However, cost was a key driver, and the new HQ was constructed on the basis that 50% of the workforce would be homeworking at any one time and therefore the building could be much smaller in scale than its predecessors. That decision was made before the arrival of the pandemic.

Staff were asked to empty desks, clear bookcases, and scan documents needing to be retained, enabling the council to become paperless. For some this was difficult, however many embraced it. At the same time, the council abandoned its 'core' working hours (10am-12pm and 2pm- 4pm) and introduced completely flexible working hours. Online 'Agile Working Flexi Sheets' were introduced, placing the responsibility on the employee to be honest about the hours they were working. This required managers to trust their employees and manage performance in terms of their effectiveness in performing their role as opposed to the hours sat at a desk. All employees were required to maintain an up-to-date online calendar including meetings, working location and private appointments, so that managers were clear where staff were at all times. The Council's corporate values of Fairness, Flexibility, Openness and Teamwork were understood, and the culture became a 'trust based' model, which would assist the council throughout the turmoil of not having a HQ for an extended time.

The two years needed to build a new HQ provided a testbed for Agile Working and enabled officers and members to find alternative spaces for working and holding meetings. Monmouthshire had small satellite offices and officers took advantage of working at those and places such as community hubs and leisure centres but mostly, both staff and members attempted agile working. Formal meetings such as committees were held in the Shire Hall, a council owned historic building. Very informal meetings such as Scrutiny Chairs Group were held in a local café/pub at zero cost.

Throughout the construction period a business case for Agile Working ensured that the technology to enable staff and members to continue working effectively was put in place. All staff and members were given a laptop with video capability. Note the key difference between home-working and 'agile working' is that employees are not expected to work from a single location or from their homes, the location could be a leisure centre, a community hub, a coffee shop, or campervan!

Future arrangements, both organisational needs and accommodation capacity are under review. Pre-pandemic some staff were home-working 1 day per week whereas this is likely to become the more permanent pattern for many, with staff attending HQ 1-2 days each week.

Natural Resources Wales

Natural Resources Wales (NRW) is a Welsh Government sponsored body that became operational from 1 April 2013, formed by the merger of the Countryside Council for Wales, the Environment Agency Wales, and the Forestry Commission Wales. It is responsible for environmental protection and regulation and the maintenance of natural resources throughout Wales.

Pre-Covid NRW were already working flexibly, with few roles tied to specific locations. Working from home was by informal arrangement at the discretion of the line manager. Almost all staff already had laptops, so when Covid hit the ICT was already in place. NRW's geographical spread means its experience is a little different to Cardiff Council, though the principles of successfully delivering homeworking are the same.

NRW underwent organisational re-design a few years ago, creating more consistent teams, fewer managers and more supervisors who are closer to their actual teams. The organisational structure created uses a matrix style of management, six Executive Team Directors manage all staff across Wales.

NRW are currently reviewing their Homeworking Strategy and Space Strategy. A staff survey in July 2021 revealed that staff appreciate the flexibility of homeworking and 78% wanted to either work from home or work flexibly.

18. Monmouthshire Council's values are Open, Fair and Flexible. Clear corporate values from the leadership that are understood and upheld by all, seek to create the culture for success. The trust-based model is endorsed by the Chief Executive hosting a whole organisation Teams meeting every Friday, referencing organisational expectations. The CEO is quoted as saying "*We employ adults, not children and you are trusted until you prove otherwise*".

A key success factor for Monmouthshire in embracing homeworking has been effective corporate communication, to ensure staff don't feel isolated. Monmouthshire's Corporate Communications team has therefore stepped up.

Monmouthshire stresses the importance of staff engagement, of involving staff in new proposals, understanding their needs, not underestimating the sensitivity of working arrangements and recognising that many will be against it.

Monmouthshire admit there were difficult moments in the course of getting to their current position. Overcoming teething problems requires selling the flexibility of new arrangements. It is important that no member of staff is told they must work from home, it is very much up to the individual. Some Monmouthshire officers are still in the office more than they are at home.

A further success factor Monmouthshire Council has identified is that all managers and staff must consider the boundaries between life and work and ensure a clear separation. The Council intend to trial hybrid working and aims to introduce a hybrid policy by Christmas 2021.

19. Natural Resources Wales report it has taken awhile for the cultures of three previously separate organisations to merge into one, suggesting there had been a few issues along the way. A lot of work has been done on values and what leadership looks like. NRW's aim now is that when you walk into an NRW office across Wales the same behaviours will be evident; a consistent culture based on the organisation's values.

20. Cardiff Council's approach to post pandemic organisational recovery is set out in 4 strands of a Recovery Programme:

People – what people need to operate efficiently and effectively, including: policies & working arrangements e.g., core hours; management / staff guides/staff training e.g. on managing outcomes; performance management; health and wellbeing support.

Accommodation - workspace needs, including spatial assessments, safe layouts, storage and document retention; Hybrid meeting arrangements; touch down requirements – core buildings and community based; workflow arrangements; smart building technology

Technology needs, including desktop solutions / standardisation; hybrid technology / meetings (staff and Members to consider); connectivity solutions

Customer's needs, including: A need to refresh any customer / resident engagement – post pandemic have expectations changed? Automation and increased digitalisation; use of data; customer contact points including those not able to use digital channels.

21. Senior manager fieldwork revealed there is clear direction from the Chief Executive and Senior Management Team that the manager's role is to focus on staff welfare and celebrate success, setting the tone and expectations. That tone all senior managers must aim to cascade down. Senior managers consider that organisational culture has changed, there is now more equality between home and office-based workers.

Managers recognise the organisation can benefit from homeworking and the vast majority of staff, even those that were sceptical, think there is a place for it. The Council has good Terms and Conditions and whilst happier staff makes for a better workplace, senior managers feel the Council shouldn't be taken advantage of.

Senior managers recognise that a move to homeworking requires cultural change, which remains the Council's greatest challenge. A hybrid working policy will require further developing and embracing of technology. It will also need to include checks and balances to ensure staff compliance when

placed in a position of trust. The Council's HR policy framework needs updating to reflect online working, particularly policies such as sickness absence and well-being policies. There is clearly the environmental impact assessment of homeworking to factor into new ways of working, but this inquiry has not looked closely at these.

Leadership and Management Behaviour

Performance management – role of managers

22. The literature review found that managers play a key role in making homeworking a success and in creating a successful homeworking environment. Research shows that a substantial proportion of managers (40%) confirmed that managing homeworkers is more difficult than managing office-based staff. Managers might have to change their strategies for monitoring employees from behaviour-based to output-based controls to effectively manage homeworking.

Managers who are unwilling or who lack the training to change their management and control styles, are likely to experience a deterioration in the depth and vitality of their connection with their homeworking direct reports. Research suggests Managers should be willing to relinquish the traditional notions of how best to manage performance – usually based on direct supervision – and adopt new ways of motivating and monitoring their staff. For managers who prefer to have their employees in sight, supervision of their staff, managing homeworkers, poses a challenge. They may be concerned about a loss of direct control over homeworkers, unable to detect whether an employee is experiencing difficulties, is working too much, or is not working enough. Managers must find new ways of motivating. Trust will be central to a new output-based approach. The adoption of output-based controls will involve assessing performance based on output, products, or other deliverables of the work rather than on the process or behaviours used to generate the output. The more

common practice of behaviour-based controls refers to assessment of employee performance based on employees' observable actions. Managers must stay in close contact with homeworkers, emphasising information-sharing rather than close monitoring of work processes. In having this approach managers are able to support staff in achieving lower work-to-life conflict, better performance, and higher rates of helping their co-workers.

23. Performance management is outcome based at Monmouthshire Council.

The performance framework has changed, becoming less formal.

Quarterly goal setting has become 6 monthly. A *check- in check -out* system is in place to have conversations around what matters.

One-to-one meetings are held regularly to ensure that employees know what is expected of them and to ensure they deliver accordingly.

Performance management is 'outcome based' as opposed to 'time quantifiable'. Managing by output and delivery requires a lot more trust in employees. Managers need to have a better understanding of what each member of the team is working on and must be prepared to challenge when a member of the team is underperforming.

Monmouthshire consider managing online is harder, more difficult conversations are required. Members highlighted that seeing people regularly at work enabled managers to spot signs of stress and poor mental health. Monmouthshire counteract this with regular online 1-to-1's between employee and manager and consider that catch up conversations are more frequent and focussed.

A key success factor at Monmouthshire is that performance management is 'outcome based' as opposed to 'time quantified' i.e., measuring an employee's effectiveness in undertaking of their role as opposed to the hours worked.

24. NRW's considered view is that Covid-19 facilitated a huge shift in mindset.

NRW consider they are getting more from their staff. Employee performance objectives are based on the high-level objectives set out in

the Corporate Plan. Performance Reviews take place twice yearly and there is an expectation that between reviews managers will carry out regular strategic rather than daily checks to manage staff performance.

25. Senior managers highlighted that the Council has a formal Personal Performance & Development Review policy and framework which continues to be applied and works well virtually. The framework ensures 6 monthly 1-to-1's with all direct reports. However, 1-to-1's are generally a more regular feature for new starters, staff who are struggling, or those undertaking new roles/ extra activities.

The support for employee needs is picked up earlier in an office environment than a homeworking/virtual environment. The individual homeworking employee has a heightened responsibility to report back to their manager effectively, recognising that they are a part of an effective solution and will need to develop the skills to achieve this.

Senior managers report that the move to homeworking has forced a change of mindset with respect to managing staff and use of their time. Generally, managers have responded well, line managers have adapted fast and managing online is functioning well. All managers are more aware of HR policies. However, homeworking has highlighted management style strengths and weaknesses, the ability to adapt and management competencies.

With homeworking management roles have changed, middle managers have become a vital organisational communication tool. Some managers are finding it difficult to embrace the increased responsibility. Virtual management removes senior manager real-time assessment of body language and behaviour in the office, making them more dependent on middle managers, but this is where the supervisory responsibility should lie. Where there are trust issues, some managers are perceived to struggle and would benefit from formal coaching/mentoring/support and training as part of a formal hybrid working roll out.

Performance managing the team- role of managers

26. Senior managers are clear that the first question for all managers is 'can we deliver the service?' Managing the *hours worked* by a team is monitored via the staff flexitime system, DigiGov. Managers are encouraged to review staff flexitime records. Monitoring *workloads* starts with sound and regular communication between manager and direct report.

Whole team contact levels vary widely across the Council. In some services operational managers are encouraged to have contact with their whole team a minimum of once every three weeks, with most teams meeting on a fortnightly basis. In others whole team meetings are held once a month, team leaders meet weekly, and every individual has a 1-to-1 once per month. In others direct reports have weekly meetings with managers, there will be e-mail chats and more informal check-ups. Some report that team members speak over Microsoft Teams 2-3 times a day,

One service reported that where a team has a new starter, they are encouraged to work in County Hall for the first few weeks alongside a rotating number of staff to kick start their networking. Another service reported a mentoring approach of buddying up low and high-grade staff.

Senior managers report that whilst culture is changing and workloads are increasing, the management of performance has not changed significantly, it remains mostly output and trust based. Microsoft Teams has improved meeting capability and productivity is considered to have improved.

Managers agreed the pandemic has led to innovation in some areas.

'At the start of the pandemic, I held a daily 30-minute Teams meeting with my direct reports...we developed an action plan for each functional area. I also had a 1-2-1 weekly meeting with each direct report – now fortnightly.'

There is a perception that team working has suffered in some areas.

Cardiff senior managers considered that the manager's role is to lead by example by effectively separating work from home life, simply saying 'I'm logging off now' when not working. Managers can review flexitime records

to identify a pattern of continually working additional hours and some need to encourage staff to take their leave. Where homeworking managers/supervisors are leading frontline workers, it is important to maintain a strong physical interface to avoid distancing between manager and employee. Where the organisation issues a directive that all staff who are able should work from home, it is important that a hybrid policy clarifies that any manager has the power to insist on physical attendance where levels of service would be compromised by homeworking.

27. Monmouthshire recognises that homeworking teams are more effective because of better communication and mutual co-operation. It has chosen to focus on delivering outcomes that matter to citizens, rather than counting time. To maintain momentum teams often create alternative methods of contact, e.g., outdoor meetings.

Monmouthshire cites that a key benefit of homeworking is more effective leadership and improved workforce flexibility. Managers listen to employees and take their needs on board as well as the needs of the service, understanding that the team is not made up of 'robots'. A key success factor for that authority is that managers will need to review homeworking arrangements regularly and maintain open two-way communication with their staff.

28. At NRW 19% of the current workforce started working for the organisation during Covid. To ensure new starters and teams work well together opportunities for teams to meet up include on screen socialising, a commitment to social meetings, and more connection and communication with staff generally. New starters are expected to spend two days induction training. Senior staff are also making more effort to meet online than historically.

NRW encourages a strong leadership approach, recognising that if Managers take a caring and supportive approach NRW reaps the benefit. Microsoft Teams phone/video calls make it easier to get to know and to praise an employee. Notably staff retention is good. A distinction is made between mentoring someone and coaching them, and a range of management

training courses are ongoing. The most senior managers are encouraged to establish relationships with professional mentors.

At NRW the relationship between managers and staff is characterised by using a balanced management style to build trust. Staff are empowered, trust is considered to be an organisational norm. If an individual employee is struggling, they are more closely supported and monitored.

Productivity

29. The literature review revealed the positive impact of homeworking on productivity is well documented by academic and practitioner research from the late 1990s and early 2000. Most employees engaging in homeworking prior to the pandemic were doing so by choice and self-reported an increase in their productivity, possibly motivated to prove that homeworking is not detrimental to productivity. More recent and rigorous evidence (after 2010) using self-reported data plus supervisor rated assessment supported that view. A quantitative assessment found that productivity sometimes increased significantly.

Various reasons were cited in different literature on the reasons for increased productivity. Generally, this is attributed to an increase in work hours made possible by reduced commuting times. The productivity gains can also arise from the lack of office-related distractions present in the home setting e.g. frequent phone calls or impromptu conversations with colleagues can be avoided. Another reason cited is work intensification. Individuals increase effort while working, putting in more discretionary effort taking fewer breaks and, in some cases, working longer hours when homeworking. One suggestion is that staff are often grateful for the opportunity to work from home, and so exert greater effort, or are motivated to prove that this alternative working arrangement is successful.

There is limited information on the effect that the widespread growth of enforced homeworking has had on productivity levels during the lockdown

and recent research findings have differing results. Research conducted in the Netherlands reported that productivity has slightly decreased, however Canadian research reported the opposite.

The employee survey undertaken by CIPD in 2020 and calculations made by Felstead 2020 using Understanding Covid Society data found similar results. More than a third stated that homeworking had no effect on productivity. A smaller proportion stated that this had either increased or decreased productivity. The main reasons cited for the decrease in productivity include the following: having less work to do, having to provide care or home schooling, a lack of motivation/focus/concentration, limited access to workplace resources, less frequent interaction with colleagues, and changes to how work was carried out.

There is some evidence that team productivity can be affected to some degree by homeworking in cases where work involves a high degree of task interdependence. This can be true in cases where there are limited avenues for communication and coordination between team members. However, evidence suggests that when homeworkers themselves are proactively available to their colleagues, team performance can be enhanced.

Perceptions that homeworking can threaten knowledge transfer between homeworkers and office-based staff and potentially affect the quality of relationships among workers is quite well documented in research. However, research evidence demonstrates that homeworking does not significantly affect the quality of information exchange between homeworkers and other organisational members. Instead, it was found that a key factor that affects team productivity is organisational attitude to homeworking. Team performance does not suffer in organisations where homeworking is regarded as a normative practice. The development of new processes, communication routines, schedules to accommodate homeworkers help maximise the benefits that can be derived from homeworking and the work of the team.

30. Senior Cardiff Council managers' report that where a service is profession/policy based the perception is that productivity is higher in the virtual world than in the office. The opportunity for 100% focus at home can be more productive. Removing commuting times, which benefits those that travel furthest, has the potential to gain a minimum of 1-hour extra productivity each day without additional stress. Whilst most services report no metrics on productivity, senior management perception is that people are more productive and are using their calendars more. Microsoft Teams has improved meeting capability and productivity and has the benefit of ensuring that everyone's input is sought.

Implications for Staff

Work-life balance

31. The literature review established that homeworking has a positive impact on work-life balance, particularly the elimination of commuting time, however there are gender related implications, particularly the potential for increased stress where there are caring responsibilities. Boundaries can become blurred, and one needs to adopt boundary management tactics, personal rules and self-discipline. It is critical that the home environment is adequately set up for work and the individual is sheltered from non-work interruptions.
32. Senior Council managers' report that, in general staff are happy with the prospect of hybrid working, homeworking and working flexibly with many reporting having benefitted in terms of their work-life balance. However, working arrangements need to reach a consolidated position. Work-life balance can be achieved when homeworking, usually leading to happier, more productive staff, and this therefore benefits the employer. Some managers hold weekly meetings to check on staff well-being and ensure no-one feels disconnected from the team. Staff find it less stressful not having to commute.

33. The Council has many employees with caring responsibilities for whom greater flexibility of work style has added benefits. An employee can provide a level of support for elderly relatives whilst homeworking, particularly where the work base is a long way from home and a stressful commute has been removed. Such employees found that short caring breaks did not reduce their work capacity or hours which could stretch to compensate.

34. Monmouthshire Council supports the ethos that Work-Life Balance is an opportunity for all employees, not just those with family/caring responsibilities. The Council recognises that personal fulfilment is important and may not always be connected to the workplace.

Job satisfaction

35. The literature review revealed variable evidence of the impact of homeworking on job satisfaction. Those homeworking three days or more per week reported higher levels of job satisfaction than office-based staff. For those homeworking for up to 12 hours per week a positive relationship emerges between homeworking and job satisfaction. Interestingly satisfaction tails off as homeworking approaches 20 hours (3 days) per week. Higher job autonomy equates to higher job satisfaction from homeworking. Autonomy and freedom to manage their own time and schedule the hours worked to meet both work and family commitments reduces work-family conflict. Where there is higher autonomy and job satisfaction there is higher organisational commitment and greater loyalty to the employer. This results in attracting and keeping the best talent. Note that one study revealed for those employees who worked exclusively at home, their levels of commitment were no different to those of office-based staff.

36. Monmouthshire considers a key success factor in homeworking is flexibility. They do not designate employees as a 'homeworker' but travelling to work in the office is encouraged on a 'needs basis' only,

acknowledging that some services, such as Children's Services, the team needs to work closely together. They also recognise that for some staff, such as carers and those in frontline operational public services, homeworking is impossible.

A further key success factor in Monmouthshire's view is effective self-management skills. Ensuring staff practice good diary management, calendars are automatically updated, voicemails and out of offices are switched on, will enable business continuity.

Monmouthshire firmly believes that people feel greater loyalty and motivation because they have more control over their working life.

Managers understand that if you give employees flexibility, they will be more likely to work harder when it is really needed.

Well-being

37. The literature review established that homeworking is associated with significantly lower levels of work-related stress than those experienced by office-based staff. A reduction in stress is associated with the perception of having control over one's work environment and schedule. Partial/hybrid homeworkers (three days a week) report less stress generated by frequent meetings and interruptions by colleagues and perceive less exposure to office-based politics. A general perception is that homeworkers are less available and provide less support in challenging situations. Colleagues are often an outlet for discussing work and non-work matters. There is also evidence of people feeling a sense of reciprocity – the need to increase effort in exchange for homeworking privilege. Presenteeism - homeworkers may feel compelled to work even when sick to avoid employer's doubts regarding their productivity or to maintain the 'privilege' of homeworking. Impact on Absenteeism – it is notable that amongst homeworkers there is a drop in absenteeism, including frequent or habitual absence, from work. The homeworker may, for example, take a morning off when ill rather than a full day, return to work when not fully recovered— or take no time off at all

The review found limited information and evidence on the impact of homeworking on the mental health of employees. An early detailed research exercise in this area by Mann et al. (2000) found that homeworking has a significant emotional impact on employees. This study reported a range of negative emotions such as loneliness, irritation, worry and guilt were more apparent compared to office-based workers.

A statistical analysis of a quantitative study by Mann and Holdsworth found that female home workers are likely to experience higher levels of mental and physical ill health than male homeworkers. The balancing of work-family role conflict has been noted as a source of stress for the homeworker and has been correlated with negative experiences of emotional and physical ill health. Female homeworkers usually retain responsibility for the majority of the domestic chores, which can lead to feelings of frustration, inadequacy and stress in balancing the demands of family life and work (Mann and Lynn Holdsworth 2000). Studies suggest that mental and physical ill health in male office-workers could also be related to a loss of status. Overall, mental health deteriorated across the population during lockdown. However, the fall in mental health at the beginning of the lockdown was more pronounced amongst those who always, often or sometimes worked at home compared to those who never worked at home.

38. Monmouthshire Council reported a strong commitment to protecting the health and well-being of its workforce

39. NRW stated that the health & well-being of all employees is important. They pointed to the risk of overwhelming IT traffic and caution of the need to be mindful of the risk of over-inviting to Teams meetings because of its ease.

40. Senior Council managers' report some staff resistance to homeworking, particularly where home issues and distractions can cause difficulties. Some staff have asked to return to the office often to improve mental health, some miss the benefit of social interaction with work colleagues. They found that formal meetings are more intense virtually, get straight to the point with a lack of social 'chit chat.' Going forward the Council may need to review the impact of reducing social interaction on staff well-being. Senior managers also pointed to the importance of staff understanding that homeworking is subject to the exigencies of the service and arrangements will always need to be business driven. Staff well-being will become the domain of soft contact by middle managers on whom senior managers will depend.

Career progression

41. Research suggests that homeworkers are more likely to feel out of the loop, significantly impacting on longer term career prospects in the organisation. There is a risk of homeworkers becoming 'politically disadvantaged' and a suggestion that visibility, at a central location is critical for soundly based performance evaluations. Some homeworkers have concerns about the impact of professional isolation on their career prospects, fearing that they are not only 'out of sight', but also 'out of mind. Homeworkers have fewer behavioural opportunities to demonstrate high performance in a face-to-face, highly salient context. Fear that others view them as less committed and less loyal to the organisation and prioritising personal life over professional. Homeworkers are less likely to report having the ambition to advance in their careers, less likely to agree that having a career is important to their sense of identity. Insufficient evidence to establish whether over time homeworking contributes to lower levels of career ambition or whether employees with pre-existing low levels of career ambition have deliberately chosen homeworking arrangements. However, there is insufficient evidence to establish whether participation in full time homeworking contributes over time to lower levels of career

ambition or whether employees with pre-existing low levels of career ambition choose to work at home when that is on offer.

Research on the views of homeworkers on how professional isolation affects their career prospects shows they do not believe they miss out on activities and opportunities that could enhance their career and opportunities to be mentored. Most partial (60%) and full time (67%) homeworkers believe that working from home has no impact on their opportunity to advance in their careers. A much smaller proportion felt that their working arrangement had a negative impact on their career advancement opportunities. It was noted from qualitative evidence that homeworking employees proactively avoid any potential damaging effects of professional isolation. Additionally, managers can also set up various arrangements that can help mitigate professional isolation among homeworking staff.

42. NRW considers career progression is not a negative issue for hybrid/homeworking staff and, in fact, flexible working is more likely to be beneficial as performance assessment is based on outcomes.

43. Some Council senior managers report evidence of career progression whilst homeworking, in other work areas, such as technical/cleaning, there has been very little opportunity for structural movement.

Co-worker relationships

44. The literature review found research highlighting concerns that homeworking can have a detrimental on the quality of relationships amongst work colleagues. The spatial distance between homeworkers could translate into psychological distance. However more recent research evidence indicates that homeworking is unlikely to exert any negative effect on relationships with colleagues for individuals who partially

work at home ACAS (2013). For those who are exclusively homeworking there may be links to decreased quality of co-worker relationships.

Employees who work mostly from home have less frequent communications with their co-workers. The research found there was no negative impact on frequency of communication between partial homeworkers, these are best connected to their colleagues even with office-based staff. Research evidence however suggests that there are no links between type and amount of communication with isolation or job satisfaction experienced by homeworkers. As the number of communications increases, perceptions of job control, positive well-being and work-life facilitation decline, and work-to-life interference increases. The study found that the quality rather than the quantity of communication with others what is important to homeworkers.

The view that organisational culture will be weakened as homeworking becomes more prevalent has been refuted by research. This is largely dependent on the culture of the organisation. The evidence suggests that organisational cultures can easily be kept alive and well, even when there is reduced communication among employees. This is particularly true in jobs that have some degree of autonomy, where interdependence is very low and frequent communications with work colleagues may not be essential.

Social isolation

45. Social isolation was identified by full time homeworkers and partial homeworkers as one of the challenges of working from home. This is defined as the sense that one is out of touch with others in the workplace, both physically and in terms of communication Research evidence confirms that social isolation is experienced by employees who spend a minimum of 20% of their working time at home. However only a very small percentage of homeworkers reported that they frequently or very

frequently feel socially isolated. Furthermore, partial homeworkers appear to be the group less likely to experience social isolation compared to fulltime homeworkers.

The degree of social isolation experienced by homeworkers also varies. Partial homeworkers are less likely to miss the emotional support from co-workers and informal interaction with others compared with full time homeworkers. In terms informal interaction with others regarding work, fulltime (72%) homeworkers are more likely to report occasionally missing this type of informal interaction with others. In comparison a significantly lower proportion (40%) of partial homeworkers feel the same way. The evidence suggests that partial homeworkers appear be the homeworking category that experience lower levels of social isolation. Their working arrangement split their working time between home and office and allows them to communicate face-to-face more frequently with office-based colleagues and home-based colleagues.

To avoid feeling socially isolated, some full-time homeworkers and partial homeworkers take proactive measures to stay in contact with their work colleagues. Managers can also support and put arrangements in place to reduce social isolation amongst home workers and encourage social interaction amongst colleagues. The organisation should also consider the suitability of a given individual and their capacity for dealing with the social isolation associated with full time homeworking.

Practical Issues

Space/accommodation

46. Monmouthshire's Cabinet consider utilisation of the Council's asset base is important. The Chief Executive is located alongside all other senior team members. There is one Cabinet office that all Cabinet Members share.

This has been in place for the past 20 months and was a very smooth shift that has had no reported pitfalls.

The transition whilst there was no Monmouthshire HQ was particularly difficult for elected members, as they found they weren't seeing each other regularly, unless for formal meetings. The view was that networking opportunities were lost, and they missed informal conversations with colleagues in the member's lounge or with officers in person, as would have taken place in the previous office environment.

The new HQ provides depersonalised office space and has bookable meeting rooms for face-to-face meetings. Service areas are allocated office zones, but not personal desks. At first the clear desk policy was challenging for officers, who have now adapted to the change.

In 2013 the new office was gradually opened. Desks were allocated numbers and anyone planning to work at HQ was required to book a desk.

Monmouthshire's move to flexible working has therefore evolved in two phases, Medium and Longer Term. Following the initial move to *flexible* working the Council adopted a 50% desk: employee ratio. However, the current move to *hybrid* working is more likely to see a 20% desk: employee ratio. Monmouthshire has 2,300 employees (excluding schools) and is moving to 350-400 desks to accommodate approximately 20% of staff.

As Monmouthshire moves towards hybrid working the previous zones for service areas are being removed and the booking system for desks in work areas zoned by 'type' of work will be retained. Further work is underway to create more flexible workspaces, such as more space for informal conversations and meetings.

Monmouthshire's experience has led them to provide a generous supply of meeting rooms. It is also important to build flexibility into the office accommodation plans. Monmouthshire has considered the possibility that some Council accommodation may need to be lettable in the longer term.

In short, Monmouthshire report a key benefit of homeworking is the cost reduction in overheads associated with maintaining large and expensive buildings.

47. The NRW Space/accommodation Strategy entails a review of all NRW property/estate across Wales. A central motivating factor is carbon reduction. When the review is completed, decisions will be made about lease renewals, improvements, and refurbishment. Early calculations suggest that 50% less office space will be needed than previous working arrangements.

NRW has recently established 3 hybrid working sites across Wales. The offices have been stripped of personal belongings and set up for hot desking. Offices provide a range of working options, with sound pods, breakout areas, sofas, and team meeting areas. Visiting the office is to meet not to work alone. The status associated with office ownership has been removed. The only personal office is that of the Chief Executive. There is, however, a perception that Legal and HR services may find this approach to office space more challenging and may request rooms for confidential meetings. The nature of NRW services means operational teams often use outdoor hubs rather than offices.

New baselines have been established for office accommodation. Staff views have been sought on place-based decision making and NRW recognises the importance of staff acceptance and comfort within their environment. The ultimate question is does the homeworking arrangement work for NRW? Do systems hold up, for example arrangements for the security of technology and data.

NRW are encouraging less use of desk-based telephones, employees are trialling 'bring your own device'. The view is that desk phones are on the way out, all work calls are now made on the Microsoft Teams App and the 3 new trial NRW buildings across Wales will have no provision for desk phones. Desk phones are also seen as a Covid risk. A room and desk booking system is in place.

48. Senior Council managers' report that staff will be expected to be in the office on a *need only* basis, work need, mental need, physical need or if

the home working environment is unsuitable. Managers expect most staff to be home based 3.5/4 days and office based 1.5/1 day. This will reduce the office footprint, but its extent is yet to be measured.

Not all staff will have the option of homeworking. Some technical staff will have to be at base, and some services, such as Waste Management, need middle managers and supervisors to communicate with frontline staff who have no access to IT technology. This will require that they still come into the office and work on site.

Where employees have a challenging home environment it will be important that they have the option of office accommodation. If they opt to work from home, then the capability of holding virtual meetings is critical.

Trust

49. The literature review found various early research highlighting the potential for homeworking to damage the quality of the manager and subordinate relationship. Some managers fear reduced control over their subordinates, while employees fear isolation and information impoverishment. Research recommends that managers might have to change their strategies for monitoring employees from behaviour-based to output-based controls to effectively manage homeworking.

50. Monmouthshire's trust-based time-keeping approach has removed core hours altogether, staff are employed on a fully flexible basis, there is no clocking in or out.

51. Senior Council managers recognise that homeworking is trust -based. However, the Council still operates a system called DigiGov to monitor the hours worked by homeworking staff.

Managers' report that with home working the hours of work can elongate from 8.30am-9pm, and responses to e-mails can be delayed. This is particularly an issue for frontline services. As previously stated, hybrid working will need agreement between staff and management, to ensure business/office hours are covered.

Technology

52. The literature review confirmed the central role technology plays in ensuring successful homeworking. Technological issues experienced whilst homeworking have been associated with significantly higher levels of feeling isolated and reduced feelings of well-being. Homeworkers are significantly more affected when technological issues arise in their own environment without the immediate support of colleagues or alternative technology to rely on. The speed and reliability of internet and network connection, as well as readily accessible information and support on common technological issues are some of the most common problems encountered. Homeworking literature highlights the need for enhanced access to technology and support for homeworkers compared to office-based workers. Overall, research evidence has shown that homeworkers who receive adequate technological support are more satisfied with their working arrangements than those receiving insufficient levels of support.

53. Pre-pandemic all Monmouthshire Councillors had already embraced paperless meetings, which reduced printing and postage costs significantly. Some Councillors elected in 2017 were already proficient with technology. For staff the ability to work flexibly has improved as technology has improved. The council was therefore fully electronic pre-pandemic, staff and members having been given the best technological equipment to enable video meetings.

Monmouthshire stressed that the key to successful homeworking is becoming paperless, fully electronic, training everyone on the technology to work in a virtual workplace and providing high quality equipment to underpin this.

54. Senior Council managers' report that Cardiff Council has mainly done well in the provision of technical support, with most staff very quickly supported with IT hardware and breakdown assistance. Several managers reported

there had been no problems, they were impressed with the service and all the signs were good that the Council could support homeworking effectively.

There was however a request for investment in new fully integrated mobile software that allows frontline staff to work directly from home without first reporting to a core office. It requires a business case for investment in software systems, which has proved to be difficult to demonstrate. For some services improvements to IT software would increase the percentage of staff given the option of homeworking.

Environmental Benefits

55. We heard from Monmouthshire there is a compelling environmental argument for the hybrid/homeworking approach. Staff feel they are reducing their carbon footprint through reduced travel. There is also a no printing /paperless approach which homeworking supports.

Recruitment

56. Monmouthshire reported fewer recruiting difficulties to homeworking posts, lower staff turnover and lower sickness levels. *“Flexible working is a real enabler, it offers a way of life, connecting autonomy with purpose”*.

Experienced people are retained ~ work-life balance practices are evidenced to improve employee engagement; positively impacting upon sickness absence levels and borderline sickness and improving recruitment and retention. Time and money spend on recruitment and training is reduced.

57. Senior Council managers’ report that homeworking is a new way of working that has become a recruitment benefit for most services. For some whereas pre-Covid there were no difficulties with recruitment, post-Covid, demand for cleaning and other on-site staff has increased, particularly in

schools. In services such as these managers consider vacancies, particularly temporary vacancies, are hard to recruit and the potential for flexible working has not helped with recruitment.

Other desk-based professional services have recruited 10-15 new people during the pandemic. Managers' report that staff retention is notably better with homeworking and a package offering work-life balance is attractive. Previously many Council staff were lost to organisations with a more flexible approach. Whilst the Council's financial benefits are not the highest, it is now considered a flexible employer. This view is consolidated by attendance at virtual recruitment fayres suggesting there is an appetite for hybrid working amongst job seekers.

Going forward, the Council will need to review the trends/profile of future recruits and whether its attractiveness as an employer has been impacted by hybrid working.

Training and Development

58. In Monmouthshire managers were trained in new management skills. In 2010/11 a development programme was rolled out, providing coaching training. Managers who still struggle continue to receive 1-to-1 support.

59. Currently the majority of Cardiff's staff training takes place online. Senior managers view is that HR circulates a lot of staff information and training opportunities online. Notably management training and support on health and safety guidance is exceptional. Some mandatory classroom-based training for the manual workforce has fallen behind. Managers highlighted that when a new member of the team is recruited the exchange of information is tough and needs to be planned for.

Senior managers highlighted several areas that require training and development courses, many of which could be offered by Cardiff Academy: IT skills to ensure staff are effective at online working from home; Management skills in performance management, staff development, coaching and mentoring training, improving the softer skills; How best to

induct new starters whilst hybrid-working. Such training is not presently mandatory but could become so if a culture change is seen as a priority that requires consistent application.

INQUIRY METHODOLOGY

60. The Policy Review and Performance Scrutiny Committee Home & Agile Working task group was charged by the full committee with researching the key issues for consideration and delivering a report for its consideration. This report uses the evidence gathered by the task group to make key findings and recommendations to the Cabinet of the Council in respect of Home & Agile Working. Evidence presented to the full committee in an October 2021 update on the Council's Recovery and Renewal Programme has also informed the task groups work. The Committee's Principal Scrutiny Officer has worked closely with the Scrutiny Research function, identified appropriate witnesses, and taken a steer from members of the task group. The task group therefore received evidence from the following witnesses:

Internal Witnesses

Councillor Chris Weaver, Cabinet Member, Finance Modernisation & Performance

Chris Lee, Director of Resources

Gareth Newell, Head of Performance & Partnerships

Donna Jones, Assistant Director, Estates

Senior Management fieldwork contributors

External Witnesses

Councillor Paul Pavia, Cabinet Member Education, Monmouthshire Council

Matthew Gatehouse, Head of Policy, Engagement & Improvement,
Monmouthshire Council

Hazel Illet, Senior Scrutiny Officer Monmouthshire Council

Victoria Rose-Piper, Head of Renewal, Natural Resources Wales

61. To commence its inquiry the task group commissioned desk-based research from the Principal Scrutiny Researcher, Gladys Hingco, and a fully referenced research report is attached at **Appendix 1** to this report to

inform policy development further. The Executive Summary findings of the report have been integrated into the evidence section of the final report.

62. Key messages from the research have been drawn to Member's attention, and informed questioning during evidence gathering of both internal and external witnesses. The key findings and recommendations are the unanimous view of the task group.

63. Details of all evidence considered by the task group and used in the preparation of this report are contained within a record of evidence that is available for inspection upon request.

LEGAL IMPLICATIONS

64. 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

65. 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.

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POLICY REVIEW & PERFORMANCE SCRUTINY COMMITTEE



Councillor David Walker OBE
Chair



Councillor Rodney Berman OBE



Councillor Bernie Bowen-Thomson



Councillor Ashley Lister



Councillor Jane Henshaw



Councillor Ali Ahmed



Councillor Norma Mackie



Councillor Jayne Cowan



Councillor Joel Williams

COMMITTEE TERMS OF REFERENCE

To scrutinise, monitor and review the overall operation of the Cardiff Programme for Improvement and the effectiveness of the general implementation of the Council's policies, aims and objectives, including:

To scrutinise, monitor and review the effectiveness of the Council's systems of financial control and administration and use of human resources.

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.

APPENDIX 1:

A Review of Research Evidence on the Impact of Homeworking

To access the report please click on the following link:

<https://cardiff.moderngov.co.uk/documents/s56297/Appendix%201.pdf?LLL=0>

Scrutiny Services, Cardiff County Council
County Hall, Atlantic Wharf, Cardiff CF10 4UW
Email: scrutinyviewpoints@cardiff.gov.uk

17 March 2022

Councillor Caro Wild,
County Hall,
Atlantic Wharf,
Cardiff CF10 4UW.



Dear Cllr Wild,

Scrutiny Joint Task and Finish Group - Replacement Local Development Plan – Strategic and Delivery Options

On behalf of the Environmental Scrutiny Committee, I would like to thank you, as well as the Head of Planning and the Group Leader, (Policy) Planning, for your participation in the Scrutiny Joint Task and Finish Group's Inquiry into the Replacement Local Development Plan (RLDP) Strategic and Delivery Options.

As can be seen from the attached Terms of Reference at *Appendix A*, the Group had several key areas that they wished to explore, including the effectiveness of the Council's consultation with stakeholders and the public, with particular focus on the plans and approaches for involving hard to reach and under-represented groups. The Task Group also identified accessibility, inclusivity, and environmental sustainability as central themes to examine in relation to the RLDP Strategic and Delivery Options.

In addition to this, the Task Group sought to explore the supporting rationale for the projected growth provided by Welsh Government as well as how Cardiff's RLDP Strategic and Delivery Options are aligned with regional planning.

The Inquiry held a series of meetings with Planning Officers, yourself, and Consultant Forecasters from Hardisty Jones Associates (Economic Forecasters) and Edge Analytics (Demographic Forecasters), to explore and gather evidence on the Strategic and Delivery Options. In addition to this the Task Group assigned the Principal Scrutiny Research Officer to undertake a '*Call for Evidence*' to seek the

views of stakeholders on the suitability and robustness of the Council's approach in consulting the public and stakeholders, as well as their views on the scope and subject of the RLDP's Strategic and Delivery Options. It also sought comments on the importance of accessibility, inclusivity, and environmental sustainability in shaping future developments in Cardiff. This '*Call for Evidence*' received 18 responses from a range of stakeholders and representative groups as detailed below:

Adventure Travel
Cardiff Civic Society
Cardiff Community Housing Association (CCHA)
Cardiff People First
Cardiff Rivers Group
Cardiff Third Sector Council
Dŵr Cymru
First Bus South and West Wales
For Cardiff
Glamorgan and Gwent Archaeological Trust
Home Builders Federation
Natural Resources Wales
Play Wales
RSPB
Sustrans
3 Anonymous

Further to this, representatives from five organisations were invited to meet the Task Group for Members to hear their views on the feasibility of the Strategic and Delivery Options. These included Cardiff Third Sector Council, For Cardiff, Natural Resources Wales (NRW), The Alzheimer's Society and United Welsh Housing Association (UWHA).

Initial Findings and Recommendations on Consultation

As you are aware, following the Task Group's examination of the planned RLDP consultation process for the Strategic and Delivery Options in November, prior to consultation going live on the 30th November 2021, Members made a series of

observations and recommendations that were forwarded to yourself and the service area. The intention was that these would inform and be incorporated into the ongoing consultation. The letter containing these observations and recommendations is attached at *Appendix B*, along with your response at *Appendix C*. Out of the six recommendations made, five of them were accepted and one was partially accepted.

In addition to this, in September 2021, prior to the establishment of the Task and Finish Group, the five Scrutiny Committees considered the RLDP Vision and Objectives and collectively provided a series of recommendations, again in a letter to yourself, which included recommendations on consultation. This letter is attached at *Appendix D*, along with your response at *Appendix E*. All eight recommendations have been accepted. Your response was received on 1 March 2022, five months after the original letter, which is clearly unacceptable and something we would not wish to see happen again.

Further Findings

Given the time constraints surrounding this Inquiry and a temporary reduction in Scrutiny staffing resources, the Task Group determined to present the findings of the Inquiry via an extended letter that incorporates these early recommendations relating to the consultation process, followed by the series of findings relating to the various areas explored by the Inquiry:

- Consultation – Further Key Findings
- Strategic and Delivery Options – Key Findings
- Accessibility, Inclusivity and Environmental Sustainability – Key Findings
- Further findings, Observations and Future Scrutiny.

Therefore, this letter identifies the headline findings from the evidence gathered throughout the Inquiry, which is captured and further detailed in the attached matrices. It is **recommended** that:

- The evidence and key findings in relation to the Corporate consultation process for the Strategic and Delivery Options contained within this letter and the attached matrix (*Appendix F*) are used to inform and develop the consultation process for

the Preferred Strategy and all other consultation processes for future stages of the RLDP.

- The evidence and key findings on the Strategic and Delivery Options contained within this letter and the attached matrix (*Appendix G*) are incorporated as formal responses and given equal weighting to those from the Corporate consultation process. Planning Officers agreed to this during a Task Group meeting and requested that they receive copies of the Call for Evidence submissions so that these can be counted and considered as consultation responses.
- The evidence and key findings in relation to accessibility, inclusivity and environmental sustainability contained within this letter and the attached matrix (*Appendix H*) are:
 - incorporated as formal responses and given equal weighting to those from the Corporate consultation process in relation to the Strategic and Delivery Options; and
 - used to inform the development of the Preferred Strategy for the RLDP as part of addressing and meeting the needs of the individuals and communities in Cardiff as well as the Council's environmental responsibilities.

The 'further findings, observations and future Scrutiny' evidence and information contained within this letter and the attached matrix (*Appendix I*) will be used as the basis for future Scrutiny of the RLDP stages.

Consultation – Further Key Findings

Attached at *Appendix F* is the matrix containing the evidence that was gathered after the first meeting and initial recommendations. This includes evidence from Planning Officers who attended meetings as well as stakeholders and submissions to the Call for Evidence. Evidence has been grouped thematically, to enable the identification of key findings that the Task Group agreed at their meeting on 2nd March 2022.

Views were sought from stakeholders on the following aspects:

- Awareness of the Corporate consultation

- General feedback
- Methods used and their appropriateness
- Suitability of language used
- Format and layout
- Involving hard to reach groups
- Other comments or suggestions

A large proportion of the evidence received from stakeholders on the consultation process supports the Task Group's initial findings, namely the need for a 'User Friendly' summary that contains information relating to the types of houses and jobs that might be incorporated, as well as reference to the need for visual representation of the options and a glossary of terms provided. The Task Group expressed concern that the evidence was echoing what Members had previously raised with Planning Officers and the fact that there had been reassurances that these would be taken on board. Whilst Planning Officers reported in a meeting in January that a user-friendly guide to the LDP was being produced to inform the stages of the consultation as well as a glossary of terms, the Task Group viewed this as too late in the consultation to have any real impact and suggests that the consultation process was therefore flawed from the start.

Awareness, Methods, Language and Layout

Overall, most stakeholders who were aware of the consultation and felt it was appropriate, with suitable language and clear, easy to follow layout etc, were those that represented corporate body organisations such as First Bus Company, Glamorgan-Gwent Archaeological Trust, Dŵr Cymru, For Cardiff, and the Home Builders Federation. These consultees indicated that they were either key consultees to the Corporate RLDP or already have connections with the Council.

Those who represented the interest of the general public, whilst welcoming the opportunity to engage with the ongoing corporate consultation and recognising the challenges posed by the current pandemic in reaching stakeholders, believed that the Directorate needs to review its consultation approach and timings to reach a wider audience. These were organisations such as Cardiff Third Sector Council, Cardiff

Rivers Group, and Cardiff Civic Society. Many of these, as well as Play Wales and Cardiff People First, commented that they were not even aware of the consultation, prior to contact by scrutiny, and expressed concern regarding this.

There were comments from public interest groups that the language used was quite *'technical and formal'* and *'quite challenging'* and not easily understandable to some stakeholders and the general public who are not familiar with planning matters and vocabulary. They commented that this can put people off responding to the consultation. The suggestion was made that the consultation document should be mostly 'jargon free' and should have a glossary for the more technical terms that are presented in the consultation document.

Some stakeholders commented that the consultation document terminologies were *'unclear'* and *'not sufficiently explained'*, and that it was not child friendly and not accessible for those with learning disabilities. Play Wales consistently implied that there was a need for a child /young person version of the document. Whilst Planning Officers reported at the January meeting that two workshops were being organised for children, this Inquiry did not receive any detail on these, on their structure and format, on their content, on what has been shown to children or on the responses received from children attending these workshops. As such, Members are unable to comment on the effectiveness of these workshops.

The Task Group highlighted that there was an unusual contradiction in that witnesses were critical that young people were not being engaged effectively, even though the consultation focused on online engagement, which is often the main medium for young people to engage. Members note that to make the consultation and approach child friendly, you must make it relevant to them before asking the right questions, even when using online routes.

The Task Group notes that schools have Youth Councils who should be actively engaged in the consultation process to provide their views in relation to the RLDP and what it means for the city.

The Task Group appreciates that consultation will contain technical terms but suggests future consultation should be made available in an 'easy read' version, a child-friendly version and should use 'plain English or Welsh'.

Involving Hard to Reach Groups

Several stakeholders highlighted that more work is needed to involve hard to reach groups. The evidence provided suggested that attention still needs to be drawn to the needs of those with protected characteristics that should be considered in developing the RLDP and feature in the RLDP.

Whilst there was a positive comment made regarding references in the RLDP to the needs of Gypsy and Traveller Community, there were further comments that the document is largely silent on other protected characteristic groups. There was reference made by the Cardiff Civic Society that a conscious effort is required to seek out those who are not normally involved in the planning process and to convince them that the Council really wants to hear their views. This, according to the Civic Society, needs a shift in mindset of the Council to make it explicitly relevant to individuals from hard-to-reach groups.

In addition to this, the Cardiff Third Sector Council highlighted the diversity of the Cardiff population as an issue to be considered. The Task Group explored this in more detail, including statistics that suggested that whilst the proportion of the Cardiff population who can speak Welsh (reasonably well) is approximately 15%, the population of individuals from a BAME background in Cardiff is approximately 16%. Cardiff Third Sector Council pointed out the fact that there are a range of other languages spoken across the city, including disability languages, that are not represented as equal to those who speak Welsh. Several stakeholders supported this, stressing the importance of effectively engaging with diverse communities including those with protected characteristics, those whose first language is not English or Welsh, the hard-to-reach groups and those who are often less likely to respond to Cardiff Council consultations.

Suggestions for how to reach out to hard-to-reach groups and communities were put forward by stakeholders. Several stakeholders advocated the Council work

collaboratively with organisations and stakeholders who are already supporting these groups, to help facilitate their involvement and contributions to local authority consultations. The Cardiff Third Sector Council for example commented that, with over 1,100 members, they can provide effective routes to engagement for a wide range of local people to have their views heard as an individual or as part of a group or community. Cardiff Rivers Group also suggested setting up a representative network of stakeholders who can be contacted for engagement purposes.

The Task Group supports the notion of utilising organisations who already have contacts with hard-to-reach communities. Members are aware that, during the covid pandemic, there were organisations that sent out Zoom invites to individuals, to get messages across and information to the BAME communities in Cardiff. For those who did not have access to computers, assistance was provided from others to allow them to participate in this process and ensure they were kept engaged and informed.

Likewise, the Task Group wish to highlight previous Scrutiny recommendations that the service look to Council Members from BAME backgrounds and utilise their knowledge of these communities. Despite the Head of Planning stating that at every meeting he had attended he had called on all those attending, such as Members and others, to engage with their respective communities, the Task Group feel that there is little evidence that Members are being effectively utilised. Members request that they are provided with something very simple that they could put out such as a poster that could be put on social media to encourage engagement and get people to get in touch and participate in the process.

Further suggestions provided in the 'Call for Evidence' include:

- face-to-face meetings - as they are viewed as much more effective than written surveys, as a better way to try to understand what motivates and drives people and respond to any specific needs
- translators and people with multi-lingual skills - to assist with engagement and to visit community hubs such as mosques to overcome language barriers.

In relation to involving hard to reach groups, the Task Group expressed concern and disappointment that in considering the evidence from the 'Call for Evidence' and

engagement with stakeholders, many of the comments that the Scrutiny Committees and Task Group had already raised in previous meetings had still not been dealt with.

The Task Group also makes the point that the 'hard to reach' label needs to be disposed of because it almost justifies not engaging with these groups.

Referring to Gypsy and Traveller sites, there was a further comment made by Cardiff Third Sector Council regarding the absence of transit sites in Wales, as this puts this group at risk of being criminalised for stopping where there is no appropriate provision for them to station their trailers. The Task Group expressed similar concern regarding this for Cardiff and the fact that the work to identify suitable sites in Cardiff had been ongoing since the last Gypsy and Traveller Accommodation Assessment (GTAA) was undertaken in 2016. As it was understood, suitable sites were identified the following year; however, five years later, a new GTAA has recently been undertaken with still no sites formally confirmed. Concern was expressed over the importance of these communities having stability in their lives and the view of the Task Group is that site identification should not be delayed any longer.

The Head of Planning highlighted that this was a very sensitive subject that Planning is a part of, in terms of identification of new sites and capturing these in the LDP. He stressed however, that the identification of sites wasn't just a Planning issue and that consideration of sites, assessment of sites and engagement of the community and neighbouring communities is often a very difficult and sensitive area. The Task Group were advised that, following the submission of the new GTAA to Welsh Government, the Council would hopefully get its' approval in order that it can be taken forward in the Preferred Strategy in the autumn/winter this year to set out how the Council will deliver these sites. This will then form part of the consultation of the next stage. The Head of Planning further stated that this work often involved housing some of the most vulnerable people and underrepresented communities and suggested that it would be best to discuss this with Housing in the first instance. Whilst Planning's role was quite clear in terms of its consideration of any new sites through the management process, with the LDP manual referencing identifying areas of land for all housing needs, Members were advised that it is fundamentally a Housing issue.

The Task Group appreciates that it is not just Planning involved in this work and that there are contributions required from a combination of service areas. The Task Group is concerned, however, that Planning and Housing view this as primarily the other's responsibility and believes there is a risk of them continuing to work in silos. A 'One Council' approach is needed in this area, to ensure progress is made.

Other Comments or Suggestions

Further comments and suggestions were provided by stakeholders including:

- the Directorate doing more to raise public awareness of the RLDP consultation using various media channels such as TV, newspapers, and local advertising.
- when covid restrictions are eased, some of the consultees suggested that more open face to face engagement, and public 'town hall' type meetings could be held in different electoral wards. They believe that this approach would allow the Directorate to effectively engage and interact with residents and give them the opportunity to explore different ward-based views on development and planning priorities. The Task Group supports this and agrees it would be extremely beneficial for the development of the Preferred Strategy.
- Suggestions for a 'Citizens Assembly' were proposed wherein city residents, supported by experts, could collectively consider options and priorities.
- the Planning Directorate to target well established groups or organisations such as homeless charities, environmental groups and seek their ideas, insights, and expertise on improvements on what would be relevant to the RLDP.

One of the areas that several stakeholders highlighted, and the Task Group also concluded, was that the consultation on the Strategic and Delivery Options was generally based around a framework of "here are the options we have decided upon, which option do you want?". It was suggested a more effective method would have been asking people "what do you, the residents, want to see happen?". Cardiff Civic Society proposed gathering the public's views on what they want in their city and for the Council to use that as the starting point for developing proposals.

The Task Group supports this and, whilst appreciating that this stage of the process was not statutory, Members wonder whether this stage could have been made a lot more open ended and conversational where people were asked what they want to see from their city, how they want it to grow, what people's thoughts are and how they want it to grow over the next few years. One way of doing this would be to use a 'Call for Evidence' approach, which would enable open ended questions to be used within a specified framework. Members are keen to stress that, whilst there are certain areas that Planning are required to seek views on, the way that views are sought, the language used and the methods used, shape whether a consultation is open, inclusive, and accessible and, ultimately, effective.

Future Consultation

Based on the evidence gathered, the Task Group expressed concern regarding the consultation approach used for the Strategic and Delivery Options. Members highlighted the risk that if people have not been engaged at this stage, they are unlikely to engage in the future. Members also noted the significant risk that, if the next stage of consultation is not undertaken correctly, there could be legal challenge for the Council.

Given this, the Task Group questioned whether the Directorate had considered going back to Welsh Government and asking for an extension of the consultation period as it would enable the Council to reach more people and undertake a better consultation. You offered to share with the Task Group a response that had already been provided on this but stated that you did not agree that the Council should restart the process and that it was difficult enough to stick to the timelines within our RLDP with the delays that already been experienced.

There was also the view from some Members that the criticism of the engagement was a little harsh as this was non-statutory consultation and not on areas of specific detail, such as HMOs. The point was also made that larger organisations should be aware of Cardiff Council's RLDP and, if they weren't, they needed to ensure that their own Policy Officers were better informed and aware and that this was more an issue for them and not Cardiff Council.

Members appreciate how difficult it has been with Covid and the fact that it had not been possible to use in-person meetings to engage many of the groups for whom this is the usual mechanism to engage. However, Members commented that this means the Council needs to push further during future consultations now that covid restrictions have been eased.

For engagement around the Preferred Strategy, the Task Group understand that some of the complex terminology is required due to the planning laws, but it is key that consultation documents are made as simple as possible. The Task Group highlight that consultation documents need to use plain English and Welsh, be accessible, have easy read versions and child-friendly versions, contain glossaries and summaries as required and be available in community languages. In addition, the Task Group highlight that groups need to be reached out to, using the methods outlined in the evidence to our Inquiry. Overall, the consultation needs to be made relevant to people so it is engaging to them and encourages them to take part and shape the city for the future.

For the next stage of RLDP consultation, as mentioned above, the Task Group **recommend** that the suggestions identified in this letter and in the key findings' matrix (*Appendix F*) are taken into consideration.

Strategic and Delivery Options – Key Findings

Attached at *Appendix G* is the matrix containing the evidence that was gathered from meetings with Planning Officers, yourself, consultants, stakeholders via the 'Call for Evidence', and stakeholder attendance at a meeting of the Task Group. Again, this has been grouped thematically, alongside the key findings that the Task Group approved at their meeting on 2nd March 2022.

Views were sought from stakeholders on the following aspects:

- Strategic Options – Views on Growth Options
- Other Additional Information that would have been useful
- Preferred Growth Option
- Views on RLDP Delivery options that should be considered
- Other Views on the Scope of the Growth and Delivery Options

Strategic Options – Views on Growth Options

Corporate body organisations, such as Dŵr Cymru, First Bus and Glamorgan-Gwent Archaeological Trust, responded with positive feedback, stating that they understood the rationale behind the options presented and that the document provided sufficient detail.

Other organisations representing the public view, such as Cardiff Civic Society, Cardiff Third Sector Council, and Cardiff Rivers Group commented that the rationale of the growth options was unclear and that there was a need for more explanatory information.

Whilst the Inquiry heard detailed explanation and rationale from the Consultant Forecasters on how the growth options had been developed, it was highlighted by the Task Group that this information was not made available as part of the consultation document, making this difficult for the public and stakeholders to understand.

NRW and Cardiff Civic Society highlighted that there was a need for clarity on how the RLDP defines growth, whether growth is identified with setting medium and long-term economic targets in terms of GDP and GDP per capita, whether it means encouraging 'Inclusive growth' which involves sharing the benefits of economic growth more equitably to mitigate societal problems such as inequality, job insecurity, low pay and poor productivity, and whether there is a need to review the presumption that growth is good. NRW also recommend that the RLDP growth options be assessed or evaluated on how they contribute or mitigate the challenges posed by the climate and nature emergencies, as identified in the WBFG Act.

There were also comments made from NRW on the need to review the population projections used in the RLDP. The Home Builders Federation expressed concern that the RLDP consultation suggested that there were only three growth options that consultees can choose from, whereas in other LAs a greater number and range of options have been considered at this early stage in the development of the LDP process.

In discussions with Planning Officers, the Task Group were advised that the statistics are based on what is known today, but that this would inevitably change and be informed by further analysis over the year as well as housing monitoring and assessment and more up to date census data. The 2018 population data was used as a baseline as this is what the WG LDP manual advises, but the Head of Planning stated that the growth options will be updated once the new 2021 census comes out in March 2022. He reassured Members that all evidence gathered covering areas such as houses and offices that are being built and planning permissions being issued, will inform the level of growth and the need for additional land to accommodate that growth. This, he stated, was being constantly monitored by Officers and included in the evidence base for the RLDP as it evolves, so that it will reflect the most up to date information.

The Head of Planning also informed the Task Group that there weren't only 3 options to choose from, and these were not set in stone, but, based on the evidence available at the time, three options were presented to indicate a low, medium, or high level of growth to try to show a balance. Whilst Members welcomed this information, they highlighted that the issue was that this explanation had not been included in the consultation document and that those taking part in the consultation would not have been aware that the options were not set in stone. Officers need to be alert to how someone with no knowledge in this area will view the information and questions in consultation documents. Again, this highlights the need for the consultation process to be constructed to be as accessible, inclusive, and open as possible, with simple language and clear explanations of options presented; this will make the consultation more effective.

Additional Information that would have been useful

Stakeholders raised a series of key areas where additional information could have been provided, including:

- Information on types of housing and jobs
- Information on types of land and associated services and facilities
- Information on the methodology in developing growth figures
- Impact of changes in work patterns on growth figures

- Implications of proposed strategic options on sustainable development
- Information on regional issues that could affect Cardiff's RLDP
- Information on how the options would be assessed.

Planning Officers explained that the Options presented were deliberately not detailed and precise so as not to be seen to be favouring any option and influence people's views, and that the detail would be provided, including a spatial masterplan, at the next stage in the Preferred Strategy. This, however, supports the Task Group's findings on providing suitable explanatory information and possibly having a more open consultation process, rather than asking people to decide on a preferred option where they do not have the background information to be able to do so.

Preferred Growth Option

Linked to the issues highlighted above, when asked about a preferred growth option, there were several consultees who stated that there was insufficient information available to make an informed choice on preferred option.

A few consultees preferred Option B, citing that this preference was subject to there being an emphasis on social housing and the S106 for Affordable housing being determined.

Options B and C were perceived to be most likely to deliver the wider policy aims of the plan and National Planning Policy, with Option C having significantly more support. Some of the reasons for this were cited as it *'Fits with Cardiff as one of the fastest growing cities in the UK'*, it *'reduce levels of homelessness by providing suitable accommodation'* and *'the investment that comes with it, the regeneration, the work that can be done in brownfield, the way that we want to deliver homework arrangements, the sustainable transport that potentially comes with that'*.

Views on RLDP Delivery options that should be considered

The Task Group held discussions with Officers and Consultant Forecasters around the delivery options. These discussions made clear that the consultation sought to open up conversations around how and where Cardiff should grow. The Task Group

were advised that it was about understanding where people think the city should grow, whether there should be greenfield or brownfield development, city centre development or suburb development or a mixture of all of these.

Following this, the Task Group received a variety of views from stakeholders. These included the view that Strategic Housing sites should not be limited to Cardiff and should support growth in the Southeast Wales region. Stakeholders also raised the need to consider the impact of the pandemic on how people are now living and working, which will impact on the type and location of desired housing. Many consultees referred to the need for development sites to focus on the public being less car dependent, as follows:

- Public Transport infrastructure should be embedded into all housing developments and area plans
- Out of town retail parks require use of cars – should be a City Centre first approach
- The development of the Metro, if delivered well, is key to future development.
- Location of housing estates and transport hubs is key, from a sustainability aspect in terms of the need to reduce car travel.

NRW and Cardiff Civic Society also stated that there was a need for clarity on how the various delivery options align with the RLDP vision, addressing matters such as sustainable development and place-making, alignment with One Planet Cardiff and becoming carbon neutral, racial and social inequality, and the pronounced differences in life expectancy across the city. They also expressed the view that the delivery options needed to consider the implications of the climate and nature emergencies, considering the impact of each option scenario.

Two other main areas highlighted by stakeholders and discussed by the Task Group were developing greenfield and brownfield sites and developing affordable housing. Some stakeholders expressed the view that development should be prioritised on brownfield sites, with the Cardiff Rivers Group and Adventure Travel strongly opposed to any new building on greenfield sites. 'For Cardiff' also supported a brownfield only option, provided there is a suitable transport network in place, whilst

UWHA determined that it was inevitable that it would be a dispersed combination of brownfield and greenfield sites.

There were views expressed, from NRW, Cardiff Civic Society and UWHA, around the need to rethink the use of brownfield and greenfield sites, challenging the assumption that brownfield sites are associated with higher costs and thus less likely to deliver affordable housing. NRW mentioned other options for delivering housing development, including compulsory purchase orders and the ability to incentivise, whilst UWHA stated that affordable housing can act as a catalyst for regeneration on brownfield sites.

Both UWHA and CCHA commented that the Council needed to create a non-negotiable commitment to affordable housing in the planning process, to give a clear signal to developers to pay reasonable land costs, ensuring scheme viability. UWHA expressed the view that the Council should stop taking commuted sums on developments and follow what other Councils are doing in adopting an agreement for a certain percentage of affordable housing on every housing development. They suggest setting a target for Affordable Housing in the RLDP and sticking to it, to stop the reduction in delivery around section 106 and critically not lose the opportunity of the land. To replace the commuted sums, they propose accessing social housing grants and engaging the RSLs at an earlier stage to work more in partnership to achieve affordable housing.

Whilst asking the Council to rethink its use of brownfield and greenfield sites, NRW did point out that many brownfield sites are extremely biodiverse, and some have huge value for quiet recreation, whereas some greenfield sites might have few natural features and are less biodiverse. Accordingly, the decision for land allocation must be based upon robust evidence to transition to, and where necessary create new, sustainable communities (meeting local need within environmental constraints). Cardiff Civic Society support this, also stating that developments need to consider the response to the nature emergency and the loss of biodiversity of land, in relation to brown and green field sites.

Another key finding that a series of stakeholders highlighted for consideration in developing the RLDP and its delivery options was the repurposing and re-use of existing buildings. Suggestions associated with this include ceasing to build more student flats and large office blocks in the city centre and utilising the space for social housing, repurposing what is there and not being utilised, and maximising opportunities to reuse land and buildings whilst protecting land with high ecological value. In addition to this, 'For Cardiff' stressed the need to repurpose long term empty buildings in the city centre, particularly the larger ones, for mixed use, but highlighted that, for this to be successful, planning policies needed to be relaxed to allow for mixed use and innovative approaches, where appropriate. Part of this mixed use included flexible working space for people to hire a desk.

Further key findings based on the evidence are highlighted below:

- Brownfield approach is likely to result in less water and network infrastructure reinforcement works
- Archaeological implications of brownfield and greenfield – excavation and recording of this needs to be taken into account
- Support the development of city villages
- Building near transport nodes
- Growth delivered using a mix of various delivery strategies
- Bring in RSL at a very early stage to assist with any challenges
- Don't ringfence planning guidance - have it broader to allow for inclusion of such things as older persons' accommodation and supported accommodation.
- Need good quality urban design which aligns with the WG aspirations, have a moderate density and decent GFA, high energy efficiency
- SuDS and SAB are complicated to work through, but they create the potential for much better development design, more greenery, more sustainable transport, and places that are going to last longer.
- A City Centre First Approach to utilise the empty units and brownfield sites within the commercial core first before utilising any out or edge of town space with public services brought into the city centre.

Other Views on the Scope of the Growth and Delivery Options

Only a small number of stakeholders added final comments in the Call for Evidence relating to the overall scope of the Growth and Delivery Options.

These include views from Cardiff Civic Society that the focus of options is solely on homes and there is insufficient attention given to employment sites or to infrastructure. They also highlight that the implications of home/local working, the modal shift, and prospects for expanding public transport are critical to decision making around locations for housing.

Cardiff Third Sector Council stated that the Options should be assessed against a consistent set of pros and cons. They also point out that the RLDP consultation document makes no mention of flood plains and whether this will be limited or addressed, to reduce the impact of flood damage. They also highlighted the need to address the public transport infrastructure, to make public transport the easy, accessible, affordable choice, also impacting on delivery timescales and costs.

Finally, Adventure Travel highlighted the need to ensure that the Strategic and Delivery Options meet the infrastructure and services required by the population, such as GP surgeries etc.

The Task Group **recommend** that the evidence and key findings on the Strategic and Delivery Options contained within this letter and the attached matrix (*Appendix G*) are incorporated as formal responses and given equal weighting to those from the Corporate consultation process.

Accessibility, Inclusivity and Environmental Sustainability – Key Findings

Attached at *Appendix H* is a further matrix which addresses aspects relating to accessibility, inclusivity, and Environmental Sustainability. Whilst these findings have been collated as part of this stage of the RLDP, the Task Group feel that these findings have direct implications for the development of the Preferred Strategy. The Task Group **recommend** that these be considered and taken forward in the next stage of the RLDP to inform the decision-making process. For the purposes of the matrix, the areas have been divided up into '**Views on Factors Affecting the RLDP**'

and ‘**Addressing Stakeholders’ Needs**’. These have then also been sub-divided into the following categories:

Views on Factors Affecting the RLDP

- Biodiversity
- CO2 Emissions
- Climate Change
- Transport and Mobility
- Public Health
- New Working Patterns
- Historic and Cultural Assets

Addressing Stakeholders’ Needs

- Improving Access and Mobility
- Support Child Friendly City Programme
- Dementia Friendly Developments
- Diversity of Community - Supporting community cohesion and integration of communities
- Supporting the Welsh Language

The main consultees for these sections include NRW, Cardiff Rivers Group, Cardiff Civic Society, Cardiff Third Sector Council, Sustrans, Glamorgan-Gwent Archaeological Society, RSPB, and the Alzheimer’s Society. The detail behind the key findings is attached in the matrix but for the purposes of this letter they have been summarised under each section below:

Views on Factors Affecting the RLDP

Biodiversity

- Future developments and planning should consider its impact on biodiversity
 - Need to recognise the importance of spaces being able to perform multiple functions as these areas provide access to natural green space for people
 - Essential the RLDP delivers robust Green Infrastructure to help protect nature conservation.

- Creating spaces where the public can walk and enjoy biodiversity improves health.
- Biodiversity should be a major priority
 - From a land use perspective, particular attention must be given to wildlife corridors, which should be identified and protected.
 - Urgent need to address the nature emergency along with the climate emergency
 - Need to provide the framework to ensure that there is no further loss of nature and that there is a commitment to working with others to reverse the decline.
 - Commitment required from the Council protect, enhance, and deliver new environmentally supportive policies that address, with urgency the way in which we need to change our practices and policies.

CO2 Emissions

- Reduction of CO2 emission in response to climate emergency should be a key consideration in planning
- Information needed on the carbon implications of the delivery options
- Reducing car travel
 - Need to locate jobs and housing together rather than separating the land uses.
 - Encourage working from home, locally or create hot desking facilities across Cardiff.
 - Where travel is necessary, make it easier to walk, cycle or use public transport.
 - Create 20-minute neighbourhoods, building new developments within or adjoining existing urban areas where everyday destinations are walkable from people's homes and sustainable transport is viable.
 - Reducing Car dependency should be heavily weighted into any housing development with the appropriate facilities built in to allow active travel.
- Seek more green energy solutions across the city

Climate Emergency

- Consider the implications of RLDP growth options on nature and climate emergency commitments
- RLDP site allocations and settlement strategies needs to consider the flooding risks and improvements in flood defences

- Importance of green infrastructure in absorbing floodwater, should be considered in identifying strategic sites.
- Consider impact on the historic environment
- Reducing impact of climate change should be dealt with at a national policy level

Transport and Mobility

- Improving travel infrastructure
 - New strategic housing sites should ensure adequate active and public travel infrastructure to achieve modal shift targets
 - Electric charging infrastructure
- Reducing Car Use
 - Utilise planning system to change the way we think about the functioning of 'urban ecosystems', designing out the dominance of the car and reducing the length of journeys.
 - Further develop Sustrans with usable walking and cycling routes
 - Develop 20-minute neighbourhoods
 - Connect new developments to employment, education, retail, and other local services directly through high-quality cycling, walking and wheeling routes and networks, so that active travel is a convenient and attractive option.
 - Design new homes to include secure, accessible parking for cycles, including adapted cycles and cargo bikes.
- Develop a transport network which is integrated between types of transport
- Develop inclusive transport systems
- Develop 20-minute neighbourhoods or city villages
 - Planning permission should be refused for new or extended commercial developments (e.g., retail) that rely on car access.
- Improve sustainable/green transport infrastructure
- Support bus services

Public Health

- RLDP should improve access to good quality natural environments
- Need for affordable larger homes as part of growth options - - living in overcrowded homes has public health/wellbeing impact
- Statutory health and social care provisions are appropriately uplifted in funding to meet the increased demand

New Working Patterns

- Implications of pandemic on working patterns need to be considered
 - Consider opportunities to repurpose buildings for housing and/or community use where there is a surplus of office space.
 - Growth of on-line shopping and its implications on use of commercial space
 - Part time working, working from home, compressed hours etc.
 - Implications of WG's policy for 30% of workers to work from home
 - Impact on City Centre Businesses
 - Downscaling of office space
- Hybrid and home working may lead to changes in the use of historic buildings

Historical and Cultural Assets

- Preservation of the city's character and historic and cultural value of buildings
- There are policies that 'recognise' Heritage Assets, but it is difficult to 'protect' them and write robust policy for this. There are sometimes other options that can be considered such as local designations.

Addressing Stakeholders' Needs

Improving Access and Mobility

- Encouraging use of public transport
 - Access to public transport for everyone.
 - Measures restricting car use and parking should not inadvertently discriminate against disabled drivers
 - Frequent, reliable, cheap, comfortable public transport, supported by services such as park and ride to reduce car use.
 - Active travel needs to be encouraged for shorter commutes.
 - Integrated public transport tickets.
- Concerns with shared paths for cycling and commuters accessing public transport
- New developments should have cycle paths
- Importance of cycle lanes in new developments
- Traffic free residential streets
- Need to consider transport and mobility for accessible homes as well as local and equally accessible jobs.

- Need community-led design - involve the community in the design process so that they 'own' and support it.
- Cycling can improve accessibility
- Need to make services accessible for those with disabilities and listen to advice from representatives and those with experience on how this can be achieved.
- Identify sites in RLDP for older persons accommodation and for disabled individuals and children

Supporting Child Friendly City Programme

- Providing safe access to play, open spaces, interaction with nature, active travel
- Support the development of child-friendly public realm
- Design developments that encourage communities to interact such as playing fields, playgrounds, basketball courts, 5-a-side pitches, skateboard parks etc, that are safe from traffic as well as antisocial behaviour
- Sports and other facilities should be close to where children and young people live, rather than concentrated in a 'sports village' or an 'entertainment zone'
- Consult children and young people on what they want
- Open space, information panels and walking/activity/heritage trails.
- New developments should consider community facility which allows the use of childcare for working parents

Dementia Friendly Developments

- Local public transport is critical to people living with Dementia
- Good access to transport can reduce social isolation and loneliness which is significantly important as a third of people living with dementia live on their own.
- Local public transport routes need to be direct to community hubs and facilities like high streets, GP surgery, hospitals as well as support networks and respite services
- Need to enable people living with dementia to stay in their communities – be that in a care home or close to family members and friends
- Having properties that are adaptable or housing solutions that are adaptable for people living with dementia is vital, such as intergenerational properties
- Raising awareness in the work of the Council and ensuring this is followed through with developers.

- Home for Life Concept – so that people living with dementia can stay in their homes.
- Mandating good design through planning guidance, recognising this won't work for all types of properties such as converting city centre or old buildings into flats - there are other things you can do in these designs, to make it accessible.
- Adopt best practice on how developments can be dementia friendly.
- Suggestions for future development:
 - Traffic calming measures
 - Develop Indoor and outdoor spaces for older people as well as community facilities
 - Improved accessibility in areas for people to make independent journeys using a variety of methods including walking, cycling, wheelchair and mobility scooter.
 - Develop Community Toilet Scheme
 - Wayfinding signage
 - Improved local and regional transport links
 - Protected, safe cycle infrastructure
- Developments that foster community, that have areas with places for meeting, visiting and events, that are not on a large scale
- Consult with representative groups effectively
- Vital that the needs of people living with Dementia are considered, and this can also assist in meeting other people's needs also.
- Increase awareness of Dementia, how it affects people - with all staff, including those in planning
- Council needs to seek this evidence from Dementia Friendly Housing Charter and Dementia Friendly Housing Guide and take into account in developing RLDP.

Diversity of Community - Supporting community cohesion and integration of communities

- More should be done to engage with residents and communities
- Acknowledge differences in how people live, such as multi-generational houses
- Recognise the changes that are needed at different stages of life
- Access to range of jobs and services that meet the needs of the diverse community living there.

- Distribution of development across the city should be proportionate that supports the aim of developing the city and diverse communities inclusively
- Affordable housing units of varying sizes are required across the city
- Incorporate social infrastructure such as places to meet to encourage cohesion into a local community
- Space for social mixing is vital

Supporting the Welsh Language

- RLDP provide specific opportunities to seek community views on how Welsh language and culture interact with RLDP policies
- RLDP should align closely with the statutory Welsh Medium Education Plan.
- Simplistic use of Welsh language that is integrated into all aspects of new development
- Promoting and support of the Welsh language is already really well covered
- Promoting use of bilingual place names, road and street names, bilingual information boards and publicity.
- Promoting learning the language, fostering a cohesive feeling via this, and supporting developments that have learning centres.
- Also need to promote the diverse range of language spoken in the city.

Further findings, observations, and future Scrutiny

Attached at *Appendix 1* are further findings from the Inquiry that the Task Group gathered from the Planning Officers and Consultant Forecasters covering Regional Planning, the Policy Framework and Preferred Strategy, as well as proposals for future Scrutiny.

The terms of reference for the Task Group state that Members are to consider how the RLDP Strategic and Delivery Options align with regional planning. The matrix highlights the information provided to the Task Group on this and shows that it is vitally important to get this RLDP correct in terms of levels and types of job and housing growth and requirements as this will have significant implications in the development of the Regional Plan.

Policy Framework and Preferred Strategy

On the Policy Framework and Preferred Strategy, the matrix indicates the information that has been obtained through discussions with Planning Officers. Some of the key points that the Task Group highlighted were that it was really important how the policy framework considers the spatial location of growth in the City based on its rationale and the benefits it provides to the surrounding communities. Furthermore, a strong master planning approach and policy framework is vital to ensure community needs are met. Planning Officers also agreed that there needs to be clear criteria for assessing the Preferred Strategy and that it is made accessible and not too technical, for all to understand the process clearly.

Future Scrutiny Involvement

With regards to Future Scrutiny, Planning Officers agreed it would be useful for scrutiny to continue its involvement and consider the future evidence base, such as the new census information, the housing needs assessments, and more information on housing completion schemes in the city. They also commented that it would be good to share trends with scrutiny.

In relation to the census, one of the Consultant forecasters highlighted that it would be important for Cardiff to consider this as in 2011 there was quite a readjustment made to the Cardiff population - the UPC element. He indicated that there could possibly be the same trend appearing in the 2021 census and it was important to keep a look out for it and what it tells us about Cardiff in the future.

Further to this, Planning Officers expressed the wish to explore the master planning approach and policy framework further with Scrutiny, in terms of what are the components of a good master planning approach through a policy framework, to ensure that the good principles are picked up on.

The attached matrix (*Appendix I*) also contains a series of questions suggested by NRW for Scrutiny to consider as part of their ongoing Inquiry that focus on the climate and nature emergency.

In relation to future consultation, as well as the recommendations identified earlier in this letter, the Task Group raised concerns regarding the timing of engagement with Scrutiny over the RLDP Strategic Options consultation, given that the consultation documents had already been finalised and sent for translation and branding. Whilst appreciating the invitation to provide comment and observations on the overall consultation approach, Members argued that effective Scrutiny and engagement that enabled Members to make any real direct impact had been prohibited, effectively disenfranchising Scrutiny Members and the Scrutiny process.

The Task Group therefore **recommend** that Scrutiny be prioritised in future stages of the RLDP, with early sight of RLDP consultation documents to enable their feedback to be considered prior to them being finalised for publication. Members consider that this will enable Members to undertake their role more effectively and be of more benefit to the Directorate. This practice would enable Scrutiny to undertake its 'critical friend' role to help critique and refine the consultation process.

Similarly, the Task Group **recommend** that all political groups are provided with an early draft of RLDP consultation documents for consideration before being finalised so that they can also provide comment and suggest amendments for incorporation.

I trust you find the above headline findings and attached evidence matrices useful when developing the next stage of the RLDP consultation and the Preferred Strategy. We have included our previous recommendations on consultation in the appendices, for completeness. This letter also contains recommendations, which are set out below. It is vital that the consultation process is strengthened by utilising the recommendations, evidence and suggestions set out in this letter and appendices, as well as our previous recommendations. It is also vital that scrutiny is engaged early, to use Members' knowledge and community links effectively and to benefit from our critical friend role, to strengthen the consultation process and overall Preferred Strategy.

The replacement Local Development Plan is a key document for Cardiff, its citizens, businesses, employees, and our neighbouring local authorities, particularly as it will

inform the regional plan. We are willing to work together to ensure a robust process is in place to develop it, to enable local people to have their voices heard, and to ensure the final plan is fit for purpose. I commend our recommendations to you.

Recommendation to be monitored following this scrutiny:

This Inquiry makes 6 formal recommendations, which are set out below.

As part of the response to this letter I would be grateful if you could state whether the recommendation is accepted, partially accepted, or not accepted and summarise the Cabinet’s response. If the recommendation is accepted or partially accepted, I would also be grateful if you could identify the responsible officer and provide an action date. This will ensure that progress can be monitored as part of the approach agreed by Cabinet in December 2020.

Recommendation	Accepted, Partially Accepted or Not Accepted	Cabinet Response	Responsible Officer	Implementation Date
<p>The evidence and key findings in relation to the Corporate consultation process for the Strategic and Delivery Options contained within this letter and the attached matrix (<i>Appendix F</i>) are used to inform and develop the consultation process for the Preferred Strategy and all other consultation processes for future stages of the RLDP.</p> <p>The evidence and key findings on the Strategic and Delivery Options contained within this letter and the attached matrix (<i>Appendix G</i>) are incorporated as formal responses and given equal weighting to those from the Corporate consultation process.</p> <p>The evidence and key findings in relation to accessibility, inclusivity and environmental sustainability contained within this letter and the attached matrix (<i>Appendix</i></p>				

H) are incorporated as formal responses and given equal weighting to those from the Corporate consultation process in relation to the Strategic and Delivery Options.

The evidence and key findings in relation to **accessibility, inclusivity and environmental sustainability** contained within this letter and the attached matrix (*Appendix H*) are used to inform the development of the Preferred Strategy for the RLDP as part of addressing and meeting the needs of the individuals and communities in Cardiff as well as the Council's environmental responsibilities.

That **Scrutiny be prioritised** in future stages of the RLDP, with early sight of RLDP consultation documents to enable their feedback to be considered prior to them being finalised for publication.

That **all political groups** are provided with an early draft of RLDP consultation documents for consideration before being finalised so that they can also provide comment and suggest amendments for incorporation

Regards,



Councillor Ramesh Patel

Chairperson Environmental Scrutiny Committee

Cc:

- Andrew Gregory – Director for Planning, Transport & Environment
- Simon Gilbert – Head of Planning
- Stuart Williams - Group Leader (Strategic Policy), Planning
- Imelda Seymour – Personal Assistant, Director PTE
- Jenny Goss, Cabinet Support Office
- Leaders of the Opposition
- Chair of Governance & Audit Committee
- Members of all Cardiff Council Scrutiny Committees
- Witnesses to the Inquiry
- Audit Manager
- Tim Gordon - Head of Communications & External Relations

Appendices Attached:

App A – Inquiry Terms of Reference

App B – November 2021 Letter to Cllr Wild with consultation recommendations

App C – Response from Cllr Wild to App B letter

App D – Letter from Scrutiny Chairs – Sept 2021

App E – Response from Cllr Wild to App D letter

App F – evidence matrix – consultation

App G – evidence matrix – Strategic Options and Delivery

App H – evidence matrix – Accessibility, Inclusivity, Environmental Sustainability

App I – evidence matrix – further findings, observations, and future scrutiny.

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**CARDIFF COUNCIL
CYNGOR CAERDYDD****CABINET MEETING: 14 JULY 2022**

STRONGER, FAIRER, GREENER**LEADER (COUNCILLOR HUW THOMAS)****AGENDA ITEM: 4**

Reason for this Report

1. The reason for the report is to set out:
 - The administration's policy agenda for Cardiff during the current municipal term, from 2022 to 2027.
 - How this will be translated into the Council's strategic policy, partnership, and budgetary framework.

Background

2. Following the local government elections on 5 May 2022, a new Council administration was formed. To make clear its ambitions for the city, the Council's administration has set out a new policy programme and associated delivery commitments for the coming municipal term, entitled 'Stronger, Fairer, Greener' (attached as **Appendix A**).

Stronger, Fairer, Greener:

3. 'Stronger, Fairer, Greener' sets out a new policy agenda and programme for delivery for the next five years, based on the following commitments to make Cardiff:
 - **A stronger city**, with an economy creating and sustaining well-paid jobs, with an education system that helps our young people reach their potential, with good, affordable housing in safe, confident and empowered communities, all supported by well-resourced, efficient public services.
 - **A fairer city**, where the opportunities of living in Cardiff can be enjoyed by everyone, whatever their background, where those suffering the effects of poverty are protected and supported, where a fair day's work receives a fair day's pay, and where every citizen is valued and feels valued.

- **A greener city** which, through our One Planet programme takes a lead on responding to the climate emergency, celebrates and nurtures biodiversity, with high-quality open spaces within easy reach for rest and play that are connected by convenient, accessible, safe sustainable transport options.
4. The new policy programme must be delivered in the context of a challenging and rapidly changing external environment. Though the Covid-19 pandemic is now in abeyance, its medium-term impact is still being felt in key sectors of the city economy, as well as in several public services, and is likely to deepen existing inequalities across the city. Demand pressures across statutory services are increasing in volume and complexity, and new risks and issues continue to emerge across public services which demand a city-wide response from the Council and partners.
 5. The cost-of-living crisis, in particular, represents an immediate and escalating challenge. Consumer price inflation is currently at 9.1% in the 12 months to May 2022, with the UK experiencing the highest level of inflation in 40 years. This will impact upon the most vulnerable families and individuals, leading to a likely deepening of inequality and a further increase in demand on statutory services in the short to medium-term, while also increasing cost pressures on the Council relating to the rising cost of energy, raw materials, and wages.
 6. Despite an improved financial settlement in 2022/23, the Council's Medium Term Financial Plan (MTFP) identifies a potential budget gap of £90.6 million over the period 2023/24 – 2026/27. Delivering the administration's policy priorities as set out in 'Stronger, Fairer, Greener', in this challenging and dynamic environment, will require a continued focus on effective planning and resource allocation. The administration's priorities must therefore be translated into the Council's policy and budgetary frameworks and be allied with robust governance, performance management arrangements and strong partnership working.

Translating 'Stronger, Fairer, Greener' into the Council's Policy and Budgetary Framework

7. As a politically led, professionally managed and policy driven organisation, the Council's policy framework is crucial in ensuring the effective delivery of the administration's priorities. Where 'Stronger, Fairer, Greener' provides a clear articulation of the administration's policy priorities, the Council's policy framework will translate these into organisational objectives with associated delivery milestones, key performance indicators and the necessary resources to ensure progress.
8. The Corporate Plan translates the administration's policy ambitions into clear organisational objectives. In this way, the Corporate Plan sets out what the Council wants to achieve, and how it will organise itself to achieve it. The Corporate Plan is set at a strategic level and is supported by directorate delivery plans, which set out in greater detail how

Corporate Plan objectives will be delivered, as well as how directorate business will be taken forward.

9. The Corporate Plan is developed alongside the Council's Budget, thereby ensuring that the Council's resources are aligned behind the delivery of its policy priorities. The Corporate Plan and Budget are approved alongside one another by Council in February of each financial year. Progress against the existing objectives set out in the Corporate Plan will continue to be monitored and reported through the Council's strengthened Planning and Performance Framework, which was approved by the previous Cabinet on 24 February 2022.
10. Delivering the 'Stronger, Fairer, Greener' policy agenda will also require coordinated action by the Council and its partners. The Cardiff Public Services Board (PSB), chaired by the Leader of the Council, brings together the city's public and third sector leaders, and builds on the long-established platform of partnership working in the city. The Well-being of Future Generations Act has placed in statute the role of PSBs and requires PSBs to publish an assessment of local wellbeing, a local wellbeing plan and annual progress reports. The Cardiff PSB has produced its statutory Well-being Assessment, which sets out how Cardiff is performing across the partnership's seven city outcomes. This assessment was approved by the Cardiff PSB on 9 March 2022 for publication by May 2022. Using the evidence provided in the Well-being Assessment, the Cardiff PSB is required to review its objectives for improving the well-being of Cardiff and develop a revised PSB Well-being Plan for 2023-27 by 5 May 2023, which will set out how public services will work in partnership to address the major long-term challenges facing the city. The Council will work with PSB members to ensure that the priorities identified in the Wellbeing Plan reflect the priorities set out in 'Stronger, Fairer, Greener' and that the partnership governance and delivery arrangements are reviewed and refocussed to ensure that they are ready to deliver against these priorities.
11. The refreshed policy and delivery framework will therefore be characterised by the following key components:
 - **Corporate Plan:** The Corporate Plan 2023-26 will set out the Council's objectives in order to deliver the administration's ambitions.
 - **Budget Strategy:** The Council's Budget Strategy will be reworked to support the delivery of the administration's priorities.
 - **Partnership Planning and Delivery:** The Council's policy position will inform the development of the Cardiff Public Services Board's Well-being Plan, which will be launched for public consultation in Autumn 2022 and considered by the Council and all PSB members by April 2023.
 - **Performance Management Framework:** The delivery of the Corporate Plan will be monitored through the Council's strengthened performance management framework.

Scrutiny Consideration

12. This report is due to be considered by the Policy Review and Performance Scrutiny committee on 13 July 2022

Reason for Recommendations

13. To enable the Cabinet to approve the Administration's policy priorities and commitments as set out in the 'Stronger, Fairer, Greener' policy statement (Appendix A).

Financial Implications

14. The covering report sets out in Paragraphs 4 – 6 the main economic and financial challenges alongside the anticipated funding gap facing the Council over the next three years. Further detail on the financial challenges can be found within the Budget update report that is considered by Cabinet on 14 July 2022.
15. This report sets out the key priorities for the coming municipal year and the medium term and in the event of there being a financial impact in the current year then this will be considered in future budget monitoring reports. In respect to the medium term, where a financial impact is identified then this will form part of the detailed work in delivering the Council's Budget for 2023/24 and beyond.

Legal Implications

16. As noted in the body of the report, the ambitions and priorities of the new administration represent the start of the policy planning process, whereby those ambitions and priorities will be developed into objectives and policies.
17. The Cabinet is responsible for recommending the Council's key policies, referred to as the Policy Framework (comprising of the Wellbeing Plan, the Corporate Plan and a number of other statutory plans and strategies), for approval by full Council.
18. Legal advice will be provided in respect of specific policy proposals as they arise.

HR Implications

19. As noted in the body of the report, the ambitions and priorities of the new administration represent the start of the policy planning process, whereby those ambitions and priorities will be developed into objectives and policies. Any HR implications will be provided in respect of specific policy proposals as they arise.

Property Implications

20. There are no direct property implications within this report however the Corporate Property Strategy 2021-26 aligns closely with the Stronger, Fairer, Greener policy statement. Particularly the four key components of the policy – Corporate Plan, Budget Strategy, Partnership and performance. It will be important to ensure the governance and reporting of the Property Strategy feeds into the delivery of the Stronger, Fairer, Greener policy statement

RECOMMENDATIONS

Cabinet is recommended to:

1. Approve the ‘Stronger, Fairer, Greener’ policy statement, which is attached as Appendix A to this report; and
2. Submit the ‘Stronger, Fairer, Greener’ policy statement to Full Council for noting.

SENIOR RESPONSIBLE OFFICER	PAUL ORDERS CHIEF EXECUTIVE
	8 July 2022

The following appendix is attached:

Appendix A: ‘Stronger, Fairer, Greener’ Policy Statement

The following background papers have been taken into account:

Cabinet Report, 24 February 2022 – Performance Management and Data Strategy

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Stronger Fairer Greener

Cardiff Council 2022



STRONGER. FAIRER. GREENER.

These are the themes that have defined the work of the Council over the past decade, and they will be at the heart of everything we do over the next five years.

A stronger city, with an economy creating and sustaining well-paid jobs, with an education system that helps our young people reach their potential, with good, affordable housing in safe, confident and empowered communities, all supported by well-resourced, efficient public services.

A fairer city, where the opportunities of living in Cardiff can be enjoyed by everyone, whatever their background, where those suffering the effects of poverty are protected and supported, where a fair day's work receives a fair day's pay, and where every citizen is valued and feels valued.

A greener city which, through our One Planet Cardiff programme, takes a lead on responding to the climate emergency, which celebrates and nurtures biodiversity, with high-quality open spaces within easy reach for rest and play which are connected by convenient, accessible, safe sustainable transport options.

In this report, we set out the practical steps we will take over the next five years to turn this ambition into reality.

On each page of this document, in each portfolio, you will see commitments to our city's young people. Our commitments are based on providing early help and family support to all that need it, on taking school investment and education improvement to new levels and supporting the transition to the world of work and further education. They are based on caring for our most vulnerable young people and making sure that Cardiff is a great place to grow up for all young people. They are based on having great parks, green spaces and play areas for our young people, access to the sporting and cultural assets of our capital city and making sure that the voice of young people is heard in our decision-making. In short, we are putting children and young people front and centre of our ambitions for the city.

Similarly, our programme contains commitments to close the gap between rich and poor in our city and, most urgently, tackle the cost-of-living crisis. We have been clear that education is the surest route out of poverty, and this needs to be complemented by a programme that will make sure that good jobs continue to be available in Cardiff – good jobs, paying a fair wage, with security and the offer of career progression – with the right support available to access them.

We will tackle the city's housing crisis. Not only have we built the first Council homes in Cardiff in a generation, but they have been award-winning homes delivered as part of one of the largest Council house-building programmes in the UK. But we know that we need to go further and faster if we are to meet the scale of the housing challenge facing the city. That is why we are raising our ambitions even further and pledging to deliver 4,000 new homes by 2030.

From a high of over 130 people, and the scandal of tens of people living in tents on our streets and parks, there are now only 11 people sleeping rough on our streets. That is still 11 too many, but we are committed to making sure that the radical approach – that we adopted with partners during the pandemic – remains 'business as usual.' There will be no going back.

This administration is committed to leading a response to the climate emergency. We are already delivering our One Planet Cardiff Strategy. A solar farm, the first in a programme of energy schemes under development, is now providing the city with clean, renewable energy, and our housing schemes are winning national awards for their climate resilience and low-carbon footprint. Nowhere is the shift to net zero more evident than in our approach to transport. Over 15 kilometres of new cycleways will soon be delivered, 36 new electric buses have been added to the municipal bus fleet, and communities across the city are safer for pedestrians and cyclists thanks to the roll-out of 20mph zones. All of this forms part of a transformative transport agenda that will change how people move around the city, by making it easier, safer, healthier and cheaper to use active travel and public transport.



We have come through one of the most challenging periods in living memory. As leader of this city, I could not be prouder of how we came together in response to the pandemic. For all the challenges that the pandemic brought, and continues to bring in its wake, there is equally no doubt in my mind that it has brought out the best in our public services, our businesses, our communities, and our city. On behalf of the Council and of the citizens of Cardiff, my deepest thanks go to everyone who played their part.

Now is the time to look to the future with optimism, taking the dynamism and drive, the partnership working and innovation, the passion and commitment of our pandemic response into the great work of renewal.

As leader of this Council, I am privileged to work with talented and dedicated people committed to the success of this city: my Cabinet colleagues and fellow Councillors; our public service partners; businesses and community and faith leaders; my trade union colleagues; our universities, schools, and further education leaders. And most importantly, the people of our great city.

Together, Team Cardiff.

I'm looking forward to working with you all to make Cardiff a Stronger, Fairer, Greener capital city.

Diolch,



Councillor Huw Thomas
Leader of Cardiff Council



LEADER OF CARDIFF COUNCIL

COUNCILLOR

HUW THOMAS

Building on the progress of the last five years, we will continue to develop a powerhouse economy that delivers economic prosperity, not just for the residents of Cardiff, but for the people of Wales. We will also continue to lead the response to the climate emergency by accelerating the transition to a net zero Council and convening a city-wide approach to climate change. And, crucially, we will make Cardiff a fairer city, where the opportunities and advantages of living here can be enjoyed by everyone, whatever their background.

This will mean working with partners – across all sectors, across all levels of Government and across regional and national boundaries- to deliver a stronger, fairer, greener city.



Councillor Huw Thomas
Leader of Cardiff Council



WE WILL:

- Work with Welsh Government and UK Government to ensure that Cardiff is supported and the capital's economic and cultural assets are fully leveraged in the post-pandemic recovery.
- Through the Cardiff Public Services Board, play a leading role in convening cross public service collaboration to address complex problems that can only be tackled by working together.
- Play a leading role in the Capital Region, including developing strategic economic development, transport and planning strategies, as well as governance and delivery arrangements that support Cardiff's role as the economic, cultural and leisure centre of the region.
- Support Cardiff and the Capital Region economy by ensuring the Levelling Up Fund and Shared Prosperity Fund are focused on strategic projects that deliver for the city and its region.
- Work with the Western Gateway to deliver investment into strategic infrastructure across South Wales and South West England, including improving train connectivity and reducing journey times to Bristol, Swansea and London.
- Work alongside Core Cities UK to ensure that the voice of British cities is heard by decision makers in Welsh and UK Government.
- Lead a bilingual capital city where Welsh is spoken and supported in our schools, our workplaces and our communities.
- Deliver the 'One Planet Cardiff' response to the climate emergency, accelerating the transition to net zero by putting sustainable development at the heart of everything we do as a Council.
- Lead a partnership with our city's universities and higher education sector, focussing on student and community life, economic development, student mental health and safety, and the transition to net zero.
- Continue to modernise and join up our public services, taking the innovation of the Covid-19 response into the work of recovery and renewal.



EDUCATION PORTFOLIO

COUNCILLOR

SARAH MERRY

We firmly believe that a good education is the surest route out of poverty and, in turn that, the long-term prosperity of the city relies on us supporting our children and young people to reach their potential. That is why we are committed to making every school in Cardiff a good school, where every child can receive a great education. We will continue our investment programme into new and existing school buildings, continue to drive up educational attainment, and deliver our commitment to put the views of children and young people at the heart of our policy agenda through becoming the first British city to be awarded Child Friendly City status. In doing so, we will place a particular focus on supporting our most vulnerable children, from supporting them and their families in their early years and through school, to the world of work and higher education.



Councillor Sarah Merry
Education



WE WILL:

- Secure UNICEF Child Friendly City status by the end of 2022.
- Support all schools in Cardiff to become Rights Respecting Schools by 2025.
- Establish a young persons' citizens panel to ensure that the voice of children and young people is heard in Council decision-making.
- Set a new vision and strategy for education in Cardiff by refreshing the Cardiff 2030 strategy.
- Support all schools to be ready to deliver the new curriculum for Wales.
- Close the attainment gap for our most vulnerable learners, with a particular focus on children in care, those educated other than at school and children from the most deprived communities.
- Support schools to improve pupil attendance following the Covid-19 pandemic, focusing on tackling persistent absenteeism.
- Ensure that all primary schools are prepared and able to provide Free School Meals to all children.
- Open new campuses for Willows, Cathays, Cantonian, Fitzalan, and Cardiff High Schools through 'Band B' of the 21st Century Schools programme.
- Open up to eight new primary schools and two new secondary schools by 2030, funded through the Local Development Plan.
- Provide additional funding to support maintenance in schools not covered by Bands A-C.
- Invest in digital infrastructure, equipment and new learning technologies for schools – aiming for a pupil to ICT devices ratio of 1:1.
- Promote the benefits of bilingualism, expanding uptake of Welsh-medium education in line with Cymraeg 2050.
- Develop a Community Focused Schools programme so that the excellent facilities available within schools are made available to the wider community.
- Expand and enhance the Cardiff Commitment, recruit new employers, and provide new ways for school pupils to engage with the fast-changing world of work.
- Further embed the Starting Well Partnership, a child-centred, whole-school and multi-agency approach to supporting emotional wellbeing and mental health.
- Implement the recommendations of the Cardiff Race Equality Task Force, including:
 - Supporting the diversification of the teaching workforce through a teaching assistant 'Step into Teaching' programme.
 - Increasing representation of ethnic minority residents in school leadership through a School Governors entry programme.
 - Strengthening the local approach to bullying and prejudice-related incidents at school.
 - Extending the work of Schools of Sanctuary to a broader network of schools and supporting the participation of refugee and asylum-seeking communities.
- Implement a Whole School Approach to preventing gender-based violence and abuse in education and other youth settings.

CLIMATE CHANGE PORTFOLIO

COUNCILLOR

CARO WILD



We are living in a climate emergency. We understand that urgent action is needed if we are to avert the dangers ahead and, through our One Planet Cardiff Strategy, have set out a wide range of ambitious actions that will deliver the transition to a net zero Council and net zero Cardiff in a way that supports new green economies and greater social wellbeing in the city.

The coming five years will be crucial. Achieving our One Planet aspirations will require action across everything we do. We will need to identify local sources of renewable energy, invest in sustainable transport and retrofit housing. We will need to enhance our city's already excellent green spaces, upgrade our flood defences and improve our recycling rates to be amongst the highest for any city anywhere. In doing so, we can make Cardiff a city known across the world for action on climate change and as a world-leading centre for low carbon industries and innovation.



Councillor Caro Wild
Climate Change



WE WILL:

- Develop more large-scale renewable energy generation projects such as the Lamby Way Solar Farm.
- Complete a new sustainable Heat Network, using the heat produced in the Energy from Waste plant to heat buildings in Cardiff Bay.
- Work with businesses and universities to position the region as a world-leading centre for low carbon industries and innovation.
- Lead the debate on the potential for tidal energy in the Severn Estuary through the Western Gateway's Independent Commission.
- Replace all 24,000 residential lights to low-energy LED lighting, saving 836 tonnes of CO₂ and over £400k per annum.
- Publish an action plan, including a set of annual carbon reduction targets, that will set Cardiff Council on the path to being a net zero organization by 2030, including:
 - Reducing the carbon impact of our core offices, wider estate and Council vehicles.
 - Transitioning our fleet to electric or low-emission vehicles.
 - Reducing the carbon footprint of the food served across our estate and services.
 - Decarbonising our supply chain.
- Work with government to strengthen Cardiff's coastal flood defences, particularly in the east of the city.
- Deliver the Council's ambitious green infrastructure plan, ensuring our approach to green infrastructure and biodiversity responds to the One Planet Cardiff Strategy and the nature emergency.
- Reduce the likelihood of river and waterway flooding and ensuring a regional catchment approach is taken to water management.
- Invest in further local, sustainable drainage schemes to protect our communities from extreme weather events and flash flooding.
- Make Cardiff a world-leading city for recycling by achieving 70% recycling performance
- Move towards a more circular economy and reduce the volume of waste by ensuring more resources are re-used and resources stay in Wales. This includes:
 - Removing 27m waste recycling bags from the Council's waste service each year.
 - Working with major venues to remove single-use plastic products.
 - Developing plans for Reuse and Upcycling Centres.
- Work alongside citizens and communities to unlock civic action, and provide additional support for local litter-picking and community-led initiatives.
- Make sure every ward in Cardiff meets the highest standards of street cleanliness, supported by a comprehensive programme of realignment to the Council's Street Scene services.
- Crack down on littering and fly-tipping by recruiting extra front-line staff to strengthen education and enforcement activity and exploring further measures, such as piloting Community Protection Officers.
- Lead a public engagement programme to understand the barriers to behaviour change and design innovative approaches to support people to reduce their carbon footprint.

A photograph of two women walking in a park. The woman on the left has long, curly brown hair and is wearing a dark leather jacket over a maroon turtleneck sweater. The woman on the right has shoulder-length brown hair and is wearing a grey sweater with a red scarf. They are both smiling and looking at each other. The background shows trees with autumn foliage in shades of yellow and orange, and a large building with a blue roof in the distance.

CULTURE, PARKS & EVENTS PORTFOLIO

COUNCILLOR JENNIFER

BURKE-DAVIES

Our parks and green spaces, as well as our capital city's culture, entertainment and sports scene, are a big part of what makes Cardiff such a great place to live. The pandemic and the lockdowns underlined how important our parks are to our health, happiness and wellbeing. That is why we will invest in our parks and green spaces, with a focus on improving those in our most deprived communities.

In Cardiff, we have a cultural and sporting infrastructure that can host major international events, and local creative and sporting talent, and venues to rival any city. As we rebuild the cultural, sporting and events economy post-Covid, we will set out a new programme to bring major events to Wales, and through working with local artists and musicians, we will promote local talent, preserve local venues and develop a new signature event that presents the best of Cardiff and Wales to the world.



Councillor Jennifer Burke-Davies
Culture, Parks & Events



WE WILL:

- Secure an additional Green Flag Award each year of the administration – focusing on areas of high deprivation – taking the number of Green Flag Parks from 15 to 20.
- Keep Cardiff Castle open as a public park.
- Roll out our Coed Caerdydd project with continued mass tree-planting and the creation of new woodlands, raising the city's tree canopy and biodiverse areas from 19% to 25% of total land use.
- Grow our park and woodland workforce through additional investment and support for apprenticeships and volunteer groups.
- Complete a playground mapping exercise and act on its recommendations to ensure investment in new play equipment and play spaces is directed to the areas of greatest need.
- Work with partners to develop new nature-focused opportunities for Flat Holm.
- Support Cardiff to become a National Park City.
- Continue to deliver our Music City Strategy to support and nurture music-making at all levels, supporting the Cardiff Music Board to implement the agreed recommendations of the Sound Diplomacy report.
- Use our work on the Music Strategy as a template for a new Cultural Strategy focused on supporting and celebrating Cardiff's creative talent.
- Develop a new pipeline of major events anchored around a homegrown music festival.
- Bid to be a host city for the Euro 2028 football championships, including establishing a legacy programme focused on young people.
- Work with arts and cultural venues to become more accessible to families and children as part of the 'Passport to the city' initiative.
- Ensure St David's Hall retains its position as a world-class auditorium.
- Work with the Royal Welsh College of Music and Drama to deliver a new future for the Old Library as a performance and learning space.
- Investigate a public art endowment fund.
- Seek to better tell the stories of underrepresented groups in the city's statues and public art.
- Introduce a new sports participation strategy focused on increasing physical activity amongst communities and groups with fewer opportunities to take part in sport.
- Prioritise public space and assets for local clubs and organisations and support community sports clubs, with a particular emphasis on under-represented groups, such as women and girls, ethnic minority communities, disabled people, and the LGBTQ+ community.
- Continue our investment in leisure centres, including the refurbishment of Pentwyn Leisure Centre, and provide additional 3G pitch facilities.

FINANCE, MODERNISATION & PERFORMANCE PORTFOLIO

COUNCILLOR

CHRIS WEAVER



Successful cities, with healthy, safe and confident communities, are built on a bedrock of excellent public services. As a Council, we will continue to focus on getting the basics right and on the delivery of good performance that we have seen over the past five years, ensuring that, when residents use our services, they receive the best possible customer experience.

The Covid-19 pandemic was a period of great challenge and great innovation in our public services. The complexity of the issues we were grappling with reached across service and organisational boundaries. Technical experts and managers from multiple disciplines, working in a range of organisations, needed to work together to solve problems on a daily basis, often using digital technologies in new ways. We will take this culture of innovation into the work of recovery and renewal, with digital technologies, skills and leadership to the fore.

We will also continue to use the full size and scale of the Council as a force for social and environmental good, setting the standard for all other organisations to follow. This will mean maximising the social impact of our spend, accelerating the move to net zero and leading the way as a 'Fair Work' employer.



Councillor Chris Weaver
Finance, Modernisation & Performance



WE WILL:

- Build on the change and innovation of the past two years to continue to modernise the way the Council operates.
- Close the budget gap over the next four years and support services disrupted by the long-term impact of Covid to adapt to new sustainable ways of working.
- Deliver hybrid working as ‘business as usual’ across all areas of the Council, providing a more responsive and flexible service for staff and citizens while driving down the Council’s assets, energy and transport costs.
- Place renewed focus on the citizen experience of our services in our service planning and performance, and set high standards for customer care across all Council departments.
- Increase the number of Council services available to citizens via digital platforms and, where appropriate, ensure digital and automation solutions are used to give digital ‘end to end’ services.
- Deliver the Council’s Data Strategy, making the best use of Council data to support performance improvement, solve problems and enhance evidence-based decision-making.
- Continue to champion the Real Living Wage across all sectors and employers, increasing the number of accredited living wage employers in the city to 260 by April 2024.
- Ensure Cardiff Council is a ‘Fair Work’ employer and reduce further our use of agency staff by transferring them onto permanent contracts.
- Deliver the recommendations of the Race Equality Task force, supporting career progression routes for ethnic minority employees and ensuring an inclusive and engaged workforce that reflects the great diversity of Cardiff’s communities.
- Decarbonise the Council’s supply chains by reviewing the carbon imported through our procurement programme.
- Strengthen our Socially Responsible Procurement Strategy to keep Council spending local and more accessible to SMEs (Small and Medium-Sized Enterprises), while generating new training and employment opportunities.
- Use our purchasing power to drive up workers’ rights and improve environmental standards.
- Support staff wellbeing, placing a particular focus on supporting mental health.



HOUSING & COMMUNITIES PORTFOLIO

COUNCILLOR

LYNDA THORNE

To tackle the housing crisis in Cardiff, my priority will be expanding our award-winning Council house building programme. Over the past five years we have built 706 Council homes, but over the next five we need to go further and faster. We will focus too on helping those renting in the private sector, where rents are rising and standards are too often too low, including supporting those who are suffering as a result of the cladding scandal.

During the pandemic, we took radical action to help people off our streets. Rough sleeper numbers fell from over 100 to under 10, and we intend to keep it low, with our preventative, multi-agency approach to supporting people off the streets.

We will continue to invest in our communities, through our expanding network of Community and Wellbeing Hubs and through an enhanced programme of community and district centre regeneration schemes. Allied to this, we will continue to work with the Police to make sure communities in Cardiff are safe, tackle anti-social behaviour and, together, do all we can to prevent people, particularly our young people, from falling into crime or being exploited by criminals.



Councillor Lynda Thorne
Housing & Communities



WE WILL:

- Deliver an expanded Council housebuilding programme to increase the Council's housing stock by a further 1,500 units minimum, focusing on zero-carbon homes.
- Increase energy efficiency and reduce carbon emissions through a Housing Energy Efficiency Retrofit programme across all tenures of housing, reaching 2,000 domestic retrofits per year by 2024.
- Work with Welsh Government and partners to help address the cost of renting in the private sector and raise standards, including exploring the feasibility of community-led housing and introducing further charges on empty properties.
- Continue to support victims of the Cladding/Fire Safety scandal, working with Welsh Government to provide practical interventions, such as installing fire sprinkler systems where appropriate and pressuring developers to provide redress.
- Continue our 'No Going Back' approach to keep rough sleeping at record low levels.
- Deliver a trauma-informed, public health-based approach to positively impact the lives of vulnerable people, especially those with street-based lifestyles.
- Improve the quality of our supported accommodation, including delivering the supported housing schemes for single people at Adams Court and for families at Harrison Drive.
- Prevent youth homelessness and ensure that young people leaving care are supported by:
 - Reviewing and advancing advice in mediation services.
 - Reviewing and increasing capacity within the young person's gateway accommodation.
 - Developing the Citadel supported housing scheme for young people with complex needs.
- Expand our Neighbourhood Regeneration programme and publish a new strategy to support district and local centres, based on 15-minute city placemaking principles.
- Deliver even more Community and Wellbeing Hubs with partners, focused on areas with lower access levels, including a Youth Hub in the city centre and new provision at the Ely Youth Hub. We will also deliver new Health and Wellbeing Hubs at Maelfa, Ely & Caerau and on strategic planning sites.
- Deliver the 'Michaelston College' multi-generational wellbeing village, bringing older person and family housing, as well as health, housing and community facilities, together into one sustainable and transformational project.
- Develop older persons housing that supports independent living across the city, including care ready flats in Rumney, Maelfa and St Mellons, and apartments and flats in Canton, Bute Street and Moorland Road.
- Create more resilient communities by expanding the targeted multi-agency problem-solving group approach to anti-social behaviour hotspots, including deploying CCTV in problem areas.
- Approve, in partnership with Community Safety Partnership members, a new Violence Prevention Strategy focused on preventing young people from falling into crime or criminal exploitation.
- Work with partners to tackle all forms of violence against women and girls, domestic abuse and sexual violence, and take action to strengthen the support available to victims, including agreeing an updated Violence against Women, Domestic Abuse and Sexual Violence strategy and undertaking a full review of refuge accommodation in the city by March 2023.
- Continue to make the case to UK Government for additional funding to cover the cost of policing our capital city, as is the case in other UK capitals.

INVESTMENT & DEVELOPMENT PORTFOLIO

COUNCILLOR

RUSSELL GOODWAY



News of the death of cities, much reported over the pandemic, has been greatly exaggerated. While home and agile working will impact on how cities are used by businesses and workers, and city centres will have to adapt to the shift to online retail, agglomeration, innovation and creativity will continue to drive economic growth and jobs. As Wales' core city, Cardiff will continue to play a leadership role in the Welsh economy post-Covid.

The Council will work with local businesses and investors to lead the city economy's recovery and renewal. Momentum will be rebuilt with an ambitious programme of city centre regeneration, completing the transformation of Cardiff Bay and developing a new industrial park in the east of the city. We will create the right environment for our home-grown business to succeed, while working with partners to attract new, innovative companies to Cardiff. Together, we will build a stronger, greener and fairer economy, delivering greater investment, stronger businesses and, ultimately, more and better jobs for the people of Cardiff.



Councillor Russell Goodway
Investment & Development



WE WILL:

- Deliver the new 17,000-seater Indoor Arena in Cardiff Bay.
- Facilitate the redevelopment of Metro Central and Central Quay.
- Facilitate the comprehensive redevelopment of the Canal Quarter, including reopening the canal and creating new public and commercial spaces on Churchill Way.
- Work with partners to establish new city centre management arrangements to keep the city centre safe, clean and vibrant.
- Deliver a new velodrome as part of a new phase of development in the Sports Village.
- Bring forward proposals to protect and revitalise historic buildings in the Bay.
- Explore the potential for improvements in Cardiff's business tourism offer.
- Work with City Deal partners, the private sector and the University Health Board to bring forward a proposal for a new Science Park Campus at Coryton.
- Support the completion of Cardiff Parkway and deliver a new Llanrumney Bridge as part of our Industrial Strategy for the east of the city.
- Support local businesses and start-ups as part of a focus on the foundational economy, including working with partners to attract investment into innovation and start-up space across the city.
- Engage closely with the retail and hospitality sectors to enable their successful renewal post-Covid and enhance the promotion of Cardiff as a visitor destination by establishing a new events strategy.
- Deliver a leaner and greener Council property estate, including reducing its carbon footprint by 30% and generating £25m in capital receipts through land and asset sales by the end of 2025/26.



SOCIAL SERVICES PORTFOLIO

COUNCILLOR NORMA MACKIE

COUNCILLOR ASH LISTER

Our ambition is for Cardiff to be a place where everyone can start well, live well and age well, and social services will play a crucial role in making this a reality. We will ensure Cardiff is a great place to grow old. As people grow older, we will help keep them in good physical and mental health for as long as possible. For those who are unfortunately suffering poor health, we will do all we can to help them live in their own homes and communities – and out of hospital or a care setting – for as long as possible.

We will also work with partners to improve the depth and reach of our mental health services and critically, seek to invest in a greater level of early help and counselling to prevent, not respond, to crises. We will support those with learning difficulties and support those who care for people with learning difficulties by ensuring that our day services meet what their children and dependants need. Doing all this will require continuing the ever-closer partnership working with the University Health Board, with care providers, with civic society and those receiving care. And, above all else, it will require investing in, celebrating and valuing our tireless, committed and compassionate social care workforce.



Councillor Norma Mackie
Social Services
(Lead responsibility for Adult Services)



Councillor Ash Lister
Social Services (Lead responsibility for Children's Services)



Adult Services

WE WILL:

- Work with partners to ensure that Cardiff is an Age Friendly City, where older people can enjoy all aspects of life and continue to play a valued and active role.
- Promote and celebrate Cardiff becoming the first Welsh city to join the World Health Organization's Global Network for Age-friendly Cities, and work with the network to better connect cities, communities, and organisations who share a commitment to making their communities a great place to grow older.
- Ensure effective adult protection systems are in place across the city.
- Build resilient and vibrant communities, providing opportunities for all people to get involved, volunteer and support others to stay connected.
- Deliver a city that is open and accessible to all, and work towards a transport system that all people have the confidence to use.
- Continue to work towards becoming a Dementia Friendly City which helps people living with dementia and their families to thrive.
- Listen to the voices of older people, providing the right help at the right time to support them to live independently at home and be active in their communities for as long as possible, including the use of technology, aids and adaptations.
- Improve access to early help and wellbeing services for people suffering with poor mental wellbeing, identifying those who need help and providing a wide range of support to prevent crisis.
- Support those with significant mental health issues to regain their confidence and rebuild their lives, enhancing current services and using best practice from elsewhere to identify and develop the support required.
- Support people with learning disabilities to live as independently as possible and to engage in their communities by developing a range of local accommodation and support options, also supporting their carers by expanding our complex needs day services and overnight respite provision.
- Improve awareness and further develop services for people with autism, ensuring appropriate help is available and tailored to individual needs.
- Support care experienced young people as they transition to adulthood, enhancing our services as a corporate parent to support them to reach their full potential.
- Listen to unpaid carers and families to better provide the help they need.
- Celebrate and support the social care workforce, recognising the value of the work that they do and ensuring that the way we commission services provides opportunities for job satisfaction and career development.
- Further develop the successful Cardiff Cares Academy to build capacity in the care sector.
- Continue to move towards locality working, bringing together multi-disciplinary services based in local communities to promote health and wellbeing, support independence and prevent unnecessary hospital admissions.
- Work with care providers to actively shape the care market, ensuring that it meets the needs of the people of Cardiff today, and responds to the needs of tomorrow, including increasing the amount of high-quality specialist care for people living with dementia or other complex health conditions.
- Put in place additional support to recruit and retain social workers, occupational therapists and other specialist staff, involving them in the development of good quality and effective social care services.

A photograph of a man and a young boy. The man, on the right, has dark hair and a beard, wearing a dark denim shirt and a watch. He is smiling and hugging the boy from behind. The boy, on the left, has reddish hair and is wearing a grey denim jacket and large white headphones. He is also smiling. They are in a room with a grey paneled wall.

SOCIAL SERVICES PORTFOLIO

Cardiff should be a great place to grow up for all children, without exception. Sadly, this is currently not the case. Too many children and families in our city live in poverty and the number of children coming into care is increasing year on year. Helping families stay together will be our first priority, because we know that outcomes for children are best when they are supported to grow up within their own families. When children do need our care, we will do all we can to keep them with their families and as close to home as possible. Again, we know that this leads to better outcomes for children and young people, and is a far more cost-effective approach, making sure that the resource we have goes to the place it is needed most – supporting young people and their families.

We will continue our work with partners to improve services for those children who are in, or have come into, the youth justice system, reducing the number of children entering the system and those re-offending. At the heart of our work will be the knowledge that these are first of all children and only secondly are they children in the youth justice system. We are committed to working alongside all the people in the city – our social workers, teachers, youth workers, nurses, doctors and police officers- who work each day with children and young people, particularly those children who are most vulnerable, to help make Cardiff a great place to grow up.

Children's Services

WE WILL:

- Provide children and families with the best start in life through our Early Help and Support Programme.
- Work to keep children safely with their families, supporting their growth and development needs and helping to prevent the need for care.
- Increase the number of children looked after who are placed with their wider families or community, and reduce the number of children placed in out of county, residential care placements.
- Increase the number of Local Authority Foster Carers and reduce our reliance on independent fostering agency placements.
- Continue to develop and embed a locality approach to service provision across case management teams.
- Celebrate the work of our children's social workers and promote social work as a great career.
- Continue to develop and support the Children's Services' workforce, recruiting and retaining more social workers in Cardiff.
- Work with schools and the health service to deliver an enhanced and joined-up approach – from school counselling to crisis support – for children and young people who are suffering with poor mental health.
- Complete the delivery of 'All Our Futures' development plan and set a new strategy for continuing to improve the Youth Justice Service.
- Protect vulnerable young people from exploitation and address the recent rise in serious youth violence through developing a robust, integrated, data-led approach across Council and partner services that work with young people.
- Deliver the Corporate Parenting Strategy 2021-24 to ensure children in our care are safe, receive the support they need, have high aspirations, can express their views and are ready for independent living.
- Enable all young people who are known to Children's Services to be empowered to play an active and central role in planning for their transition to adulthood.
- Use the information, intelligence and data we have across the Council and public services to develop a 'single view' of the contacts each child or young person has with our services.
- Work closely with Welsh Government to reform the children social care market, driving up quality and removing profit from looking after children.

TACKLING POVERTY, EQUALITY & PUBLIC HEALTH PORTFOLIO

COUNCILLOR JULIE SANGANI

COUNCILLOR PETER BRADBURY



Tackling long-term poverty and inequality is at the heart of all our policy commitments. The priority over the next 5 years will be to help our residents with the cost-of-living crisis and close the inequality gap that, in many cases, has been made worse by the recent pandemic. As we did throughout the Covid pandemic, we will make sure that the long-term prospects of children and young people are front and centre of our thinking and decision making.

We will therefore make sure that we have a great youth service offer available across the city, meeting the needs of children across our different communities. We will provide opportunities for them to access modern play facilities, gain experiences and be supported into training and employment when they leave school. This will mean that the jobs and opportunities that become available through our ambitious programme of house building and city regeneration deliver for young people and local communities.

Building on the excellent public service collaboration over the past two years that helped Cardiff respond to the public health crisis, we will continue to work collaboratively to address the wider harms caused by the pandemic and the pre-existing issues which impact on the health and wellbeing of our population.

We will also continue to celebrate the diversity of its communities. Our city's many languages, cultures, faiths – and cuisines! – are a source of great strength and what makes Cardiff such a welcoming and generous place to live. And we will continue, as we always have, to welcome people to make their homes and build new lives in our city, most urgently supporting those fleeing the conflict in Ukraine.



Councillor Julie Sangani
Tackling Poverty,
Equality &
Public Health
(Equalities &
Public Health)



Councillor Peter Bradbury
Tackling Poverty,
Equality & Public
Health (Tackling
Poverty & Supporting
Young People)



WE WILL:

- Introduce a new Community Participation Strategy, amplifying the voices of people who are currently less likely to get involved in the decision-making process.
- As a City of Sanctuary, welcome refugees and asylum seekers to Cardiff and Wales, supporting them to participate in and contribute to the economic, social and cultural life of the capital city, including continuing to lead the city's response to the Ukraine and Afghanistan crises.
- Work with Public Health Wales and other partners to carry out targeted activity to reduce health inequalities across the city, focused on:
 - Increasing uptake of childhood immunisation.
 - Increasing uptake of bowel cancer screening.
 - Tackling childhood obesity.
- Respond to and implement in full the recommendations of the Race Equality Taskforce.
- Develop a city-wide 'Equality and Diversity' network for employers to encourage good practice and collaboration, particularly to support action in the workplace.
- Build on our Stonewall Gold Status award as part of our commitment to LGBTQ+ inclusivity, aiming to become a Stonewall top 100 employer and the highest ranked local authority in Wales in the Stonewall Index.
- Adopt the principles of the Convention on the Elimination of All Forms of Discrimination Against Women and become a CEDAW City.
- Promote healthy, low-carbon food, with an increased focus on working with partners to tackle food poverty.
- Work with partners to support Cardiff's bid to become the first Gold Sustainable Food Place in Wales.
- Develop plans to ensure that school meals are healthy and rely on more sustainable and lower-carbon supply chains.
- Deliver a Youth Zone in Ely and explore other innovative partnerships to support youth services in the city.
- Respond to the recommendations of the independent review of Youth Services, ensuring that access to the service is available equitably across the city based on need, and is responsive to the different needs of different communities and groups of young people.
- Better integrate play services into our wider offer for young people.
- Scale up the 'Passport to the City' programme to ensure young people from all backgrounds can enjoy the world-class amenities Cardiff has to offer.
- Strengthen the availability of support during holidays, including by repeating the Summer of Smiles programme and growing the School Holiday Enrichment Programme.
- Respond to the cost-of-living crisis, making sure people are aware of and are claiming the maximum amount of benefits that they are entitled to.
- Invest in our Into Work Services and bring together wider employment support services under a single service that can help people into employment or training.
- Use the success of the Cardiff Cares Academy and Cardiff Works Ready schemes as a blueprint to meet any new or emerging workforce demands in the city.
- Work alongside major regeneration projects, including the new Indoor Arena, to support local people into the new jobs the projects create.
- Roll out the new Adult Learning service that can help people get the skills they need to succeed.
- Support the high demand of job vacancies in the construction industry by further developing the Onsite Construction Academy and creating a Taskforce Group, with representation from contactors, recruitment agencies, trade associations and housing associations, to consider the future of work and skills in the sector
- Continue to support new apprenticeships and trainee opportunities within the Council, with a goal of over 500 apprenticeships by 2025.

TRANSPORT AND STRATEGIC PLANNING PORTFOLIO

COUNCILLOR

DAN DE'ATH



Our ambition for transport is to fundamentally transform the way people move around the city, reducing the dependency on private cars whilst making it easier, safer and cheaper for people to walk, cycle or use public transport. This will mean more bike lanes, bus lanes, and 20mph roads, new metro stations and routes, and a commitment to new low-cost bus fares. This will all make a decisive contribution to tackling the climate emergency, addressing inequality and promoting inclusive economic growth.

As a Council, we also have an important role to play in shaping how the city is developed. We need to plan today for the Cardiff of tomorrow, one which is an even better place to live, work and study than it is now, and that is resilient to the challenges of the coming decade, most importantly the climate emergency. We will therefore bring forward a new Local Development Plan to help shape Cardiff for the next 15 years, ensuring the right development – housing, transport and employment land – happens in the right place, at the right time, in a coherent way that can benefit communities, protect the environment, and grow the economy in a sustainable way.



Councillor Dan De'Ath
Transport & Strategic Planning



WE WILL:

- Complete the first phase of Crossrail, strengthening links between the city centre and bay.
- Set out plans for new stations at Crwys Road, Butetown, St Mellons, Velindre, Ely Mill, Roath Park, Gabalfa and Newport Road.
- Radically improve bus transport through introducing more priority measures, new services, and work with partners to introduce a standard £1 bus fare.
- Develop and agree a new Bus Strategy for Cardiff.
- Complete the five strategic cycleways, including a full route to Newport.
- Ensure compliance with the EU Limit value for NO₂ is maintained on Castle Street and take action wherever necessary to ensure good air quality across Cardiff.
- Continue to progress transport and clean air improvements in the city centre, including completing the redesign in and around Central Square, in the east of the city centre and on Boulevard de Nantes.
- Continue to support both bus and taxi sectors to accelerate towards achieving 'Zero Tailpipe' emission fleets in advance of 2028.
- Make our communities healthier and safer by adopting a people-first preventative approach to road safety by making all residential areas 20mph and exploring new enforcement approaches.
- Nurture a strong active travel culture in every Cardiff school by delivering infrastructure schemes to facilitate active journeys to schools and introducing measures to deter car travel to school.
- Continue to deliver an extensive programme of localised improvements to our roads and footways to remove defects such as potholes.
- Consider and review road user charging options to identify opportunities and benefits for Cardiff residents and deliver transport improvements.
- Identify opportunities for secure cycle parking across key local centres.
- Develop a city-wide campaign to promote active travel.
- Develop park and ride sites across the city.
- Protect the green wedge around Cardiff.
- Deliver a new Local Development Plan for Cardiff that will help create a fair, healthy, more liveable, sustainable and low carbon city.
- Work with neighbouring authorities to agree a new Regional Development Plan built around the principle of transit-orientated development.
- Protect local spaces for nature – especially in urban areas – through stricter planning guidance and identification of local land for local growing projects.
- Adopt much stricter controls on Houses of Multiple Occupation (HMOs) and press for reform of the Planning Inspectorate System, engaging with Welsh Government and Planning and Environment Division Wales.
- Adopt robust master-planning principles to ensure that developers in Cardiff can be held to account for their contribution to meeting community needs, improving transport, providing affordable housing and delivering green infrastructure.
- Tackle properties that are long term empty by exploring the application of a 300% Council Tax Premium.
- Protect and celebrate local buildings such as pubs, community spaces and music venues – particularly those rich in the city's working-class history – by strengthening our planning regulations and continuing to lobby the Welsh Government for stronger powers.
- Adopt the principles of a 15-minute city approach, focusing on sustainability, placemaking, and the density of development that this vision requires.
- Broaden participation and accessibility in city planning and ensure there are appropriate platforms for engagement and community voice in the design of the city.
- Publish a Cardiff Smart City strategy which sets out how digital technologies and data will improve city services and infrastructures.
- Integrate great design, placemaking, greening and sustainability principles into all proposals for development and public spaces.
- Deliver a significantly enhanced and modern dogs home.





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**CARDIFF COUNCIL
CYNGOR CAERDYDD**



CABINET MEETING: 14 JULY 2022

SHARED PROSPERITY FUND UPDATE

LEADER OF THE COUNCIL

AGENDA ITEM: 5

Reason for this Report

1. To approve Cardiff Council's approach to the Shared Prosperity Fund and its initial submission to the Shared Prosperity Fund Regional Investment Plan.
2. To delegate authority to endorse the draft Regional Investment Plan for submission by the Lead Authority to the UK Government.
3. To enter into all necessary legal agreements with the lead body and partner authorities relating to the Shared Property Fund Regional Investment Plan

Background

The Shared Prosperity Fund

4. In April the UK Government published details on the new £2.6bn Shared Prosperity Fund. The funding is allocated to places across the UK on a needs basis, details on the allocations are available on the UK Government website. The UKSPF will support the UK government's Levelling Up objectives, namely to:
 - Boost productivity, pay, jobs and living standards by growing the private sector, especially in those places where they are lagging;
 - Spread opportunities and improve public services, especially in those places where they are weakest;
 - Restore a sense of community, local pride and belonging, especially in those places where they have been lost; and
 - Empower local leaders and communities, especially in those places lacking local agency.
5. To do this it has identified three investment priorities:
 - Community and Place
 - Supporting Local Business; and
 - People and Skills

6. There is also a dedicated element of the fund that sits under the People and Skills priority, Multiply, which seeks to improve adult numeracy skills. For each of these priorities there are a number of objectives for Wales. These are summarised below. Each objective also has a set of proposed interventions, which detail the types of activity that can be supported by the Shared Prosperity Fund. Details on the objectives and interventions are available on the UK Government website. Areas of activity that the fund will support are outlined below:

Priority	Objective
Communities and place	<ul style="list-style-type: none"> • Strengthening our social fabric and fostering a sense of local pride and belonging, through investment in activities that enhance physical, cultural and social ties and amenities, such as community infrastructure and local green space, and community-led projects • Building resilient, safe and healthy neighbourhoods, through investment in quality places that people want to live, work, play and learn in, through targeted improvements to the built environment and innovative approaches to crime prevention.
Supporting local business	<ul style="list-style-type: none"> • Creating jobs and boosting community cohesion, through investments that build on existing industries and institutions, and range from support for starting businesses to visible improvements to local retail, hospitality and leisure sector facilities. • Promoting networking and collaboration, through interventions that bring together businesses and partners within and across sectors to share knowledge, expertise and resources, and stimulate innovation and growth. • Increasing private sector investment in growth-enhancing activities, through targeted support for small and medium-sized businesses.
People and Skills	<ul style="list-style-type: none"> • Boosting core skills and support adults to progress in work, by targeting adults with no or low level qualifications and skills in maths, and upskill the working population. • Reducing levels of economic inactivity through investment in bespoke intensive life and employment support tailored to local need. • Supporting people furthest from the labour market to overcome barriers to work by providing cohesive, locally tailored support, including access to basic skills. • Supporting local areas to fund gaps in local skills provision to support people to progress in work, and supplement local adult skills provision.

7. The Shared Prosperity Fund prospectus outlines that every place in the UK. As set out at Spending Review 2021, the Fund is worth £2.6 billion over the period to 2024-25. The Fund will ramp up to £1.5 billion in 2024-25, including Multiply. Of the £2.6bn, circa £585m has been allocated to Wales, with a specific Multiply allocation of circa £100m, outlined in the table below.

Wales allocation

Core	£484,122,200
Multiply	£101,054,634
Total	£585,176,834

8. Within Wales allocations have been made on a local authority basis, based on the following formula:

- 40% of funding is allocated on a per capita basis across Wales.
- 30% of the allocation uses the same needs-based index previously used to identify UK Community Renewal Fund priority places.
- 30% are allocated using the Welsh Index of Multiple Deprivation.

9. The subsequent allocations for Cardiff are presented below:

Cardiff allocation

Core	£34,587,594
Multiply	£7,219,740
Total	£41,807,334

10. It should be noted that this is a notional allocation, and that the level of support for local areas will be determined through the agreement of an Investment Plan (details provided below). This plan is to be determined at the regional level, and to that end the UK Government have also published the aggregated regional allocation for the Cardiff Capital Region of £278,532,574.
11. The table outlined below highlights the allocations to the local authorities of the Cardiff Capital Region, including a per head comparison of the allocations.

SE Wales Allocations and Regional Aggregate

LA	Total	Pop	£ Per Head
Merthyr Tydfil	£27,437,113	60,424	£454
Blaenau Gwent	£28,165,492	70,020	£402
Torfaen	£24,696,014	94,832	£260
Newport	£32,850,549	156,447	£210
Caerphilly	£34,173,797	181,731	£188
Rhondda Cynon Taff	£45,111,298	241,873	£187
Bridgend	£23,106,591	147,539	£157
Cardiff	£41,807,334	369,202	£113
Vale of Glamorgan	£14,029,222	135,295	£104
Monmouthshire	£7,155,164	95,164	£75
CCR Total	£278,532,574	1,552,527	£179

Issues

12. In order to unlock funding the UK Government first needs to approve an Investment Plan. In Wales these plans will be developed on a regional basis, meaning that for South East Wales a plan must be developed for the Cardiff Capital Region footprint. To do this the local authorities of the Cardiff Capital Region will need to identify a lead authority to bring together the plan.

13. The plan will need to outline:

Local context: showing evidence of opportunities and challenges through the lens of the three investment priorities for UKSPF.

Selection of outcomes and interventions: identifying the outcomes to target based on local context, and the interventions to prioritise, under each investment priority.

Delivery: detailing:

- a. Approach to delivery and governance
- b. Expenditure and deliverables
- c. Capability and resource

14. Investment plans need to be submitted by 1 August 2022. After submission the UK Government will assess applications and engage with the lead authority to enable sign off. Where a plan cannot be signed off first time, the UK Government will provide feedback to the lead local authority and work iteratively to secure sign off.
15. The Lead Authority role will also extend beyond the submission of the Investment Plan and will be central to the management of the overall Shared Prosperity Fund allocation for the region. This role roughly encompasses the overall funding programme financial and performance management and will comprise the responsibilities of:
 - Legal contracting entity for the Shared Prosperity Fund (SPF) with UKG on behalf of 10 Local Authorities (LAs);
 - Financial Management of the SPF;
 - Distribution of funds to LAs based on an agreed Service Level Agreement
 - Reporting of financial spend and outcomes to UKG on behalf of 10 LAs in region – based on the Investment Plan
 - Quality Assurance role - quarterly returns/submissions to UKG
 - Monitoring & Evaluation of SPF programme outputs and outcomes in line with Investment Plan
 - Coordinate communications and engagement with UKG, 10 LAs, and external delivery partners
 - Recipient of UKG funds, dissemination of funds to partner LAs, reporting of financial and outcomes of SPF programme in region, and coordination between LA's with UKG
16. The Shared Prosperity Fund allows for up to 4% of the fund to be used for administration. It is proposed that an element of this allocation, based on cost, will be allocated for the Lead Authority to support the administration of the programme.
17. The role of Local Authorities will be more focused on the delivery of the fund, with the expectation that the majority of delivery will be routed through local government. It is expected, however, that a small element of the fund will be delivered at a co-ordinated regional level.
18. There will be four tiers of activity for the fund, defined by a Regional Investment Plan, these include:
 - Regional programmes, managed/coordinated and delivered regionally
 - Regional and sub-regional programmes, managed/coordinated regionally and delivered locally
 - Regional priorities as outlined in the Investment Plan, managed/coordinated locally and delivered locally
 - Local priorities, managed and delivered locally (under the umbrella of the regional plan priorities)
19. The table below outlines the relationships between the various bodies involved in the delivery of the Shared Prosperity Fund.

Body	Function
UK Government	Overall funder – approves plan
Lead Authority	Lead body – receives and distributes funding Submits plan Overall programme monitoring Strategic engagement
<i>Lead authority agrees Service Level Agreement with Delivery Bodies</i>	
Delivery Body - Local Authorities	Delivery Body - Cardiff Capital Region
<p><i>How Delivery bodies can deliver the plan:</i></p> <ul style="list-style-type: none"> • <i>Procurement of service provision</i> • <i>In-house provision</i> • <i>Commissioning third party organisations</i> • <i>Grant to public or private organisations</i> 	

Next steps

20. As outlined above, in order to access SPF funding, the UK Government first needs to approval a Regional Investment Plan. The timetable for the development plan is provided below:

When	Activity
Summer 2022	Further guidance published including guidance on monitoring benefits and evaluation, assurance, subsidy control, branding and publicity. Application processes and templates for Northern Ireland will be published – these may be used by lead local authorities in England, Scotland and Wales where desired.
30 June 2022	Investment plan window opens
1 August 2022	Investment plan window closes
July – September 2022	Indicative investment plan assessment period for UK government
October 2022 onwards	Anticipated date for first investment plans to be approved

October 2022 onwards	Anticipated first payment to be made to lead local authorities
March 2025	Three-year funding period ends

21. Rhondda Cynon Taf, subject to their necessary approvals, has been nominated as lead authority for the ten local authorities, based on prior experience of dealing with substantial grant programmes as well as capacity and resources to undertake the task. The lead authority has subsequently developed a high-level template for consideration by local authorities to enable them to contribute to the plan.
22. The development of the Investment Plan is the beginning of the Shared Prosperity Fund process. In the period between submission and approval the lead authority will continue to work with local authorities to provide further detail on how the fund will be administered in the Cardiff Capital Region. This will include the establishment and agreement of a Service Level Agreement.
23. During this period we will also work with local partners to consider the delivery phase of the Shared Prosperity Fund and to provide further context in how they can be involved in delivery. In the interim partners have been encouraged to submit their views relating to the areas below.

Area	Example information
Opportunities and challenges	<ul style="list-style-type: none"> • Evidence of need for support relating to the three priorities of the UKSPF • Areas of opportunity relating to the three priorities of the UKSPF
Outcomes	<ul style="list-style-type: none"> • Which outcomes should be the focus of the UKSPF in the Cardiff Capital Region? • What would success look like for the Cardiff Capital Region?
Interventions	<ul style="list-style-type: none"> • Which interventions identified in the UKSPF for Wales should be prioritised? • What types of projects should be supported?

Cardiff Council Approach

24. The initial task for the Council is to contribute towards the development of the Regional Investment Plan. This will include ensuring that appropriate interventions are included in the plan, as well as ensuring that it allows for the delivery of Council priorities. Given the compressed timescales involved it is proposed that the Council uses that *Greener, Fairer, Stronger* City Recovery Strategy as the basis for its submission. The strategy is attached as Appendix A.

25. The Recovery Strategy aligns closely with the aims of the Shared Prosperity Fund. In addition, an extensive engagement exercise was undertaken in developing the plan. This included:
- Online events supported by partners including Cardiff University and Sustrans.
 - A series of officer led engagement sessions with third sector representatives, business groups and cultural organisations.
 - The Child Friendly Team were also engaged to ensure that the opinions of the youth were captured, and this was achieved through a series of workshops that were undertaken in October with both primary and secondary schools across Cardiff.
26. To supplement this activity further a Recovery and Renewal Survey produced by Cardiff Research Centre was undertaken that was open to all residents. There were 1,746 valid responses to the survey. The summary report of the engagement activity is attached as Appendix B.
27. Based on the Recovery Strategy and a consideration of wider Council priorities a programme-based approach was adopted for submission to the regional plan. This is intended to give direction to the programme whilst also retaining flexibility in order to ensure efficient use of the available funding.
28. For the Communities and Place theme it is proposed that the following programmes will be established:
- Neighbourhood and Community Regeneration Programme
 - Community Capacity Building Programme
 - Growing our Cultural Capital
 - Resilient and Sustainable Communities Programme
29. Details on these programmes are provided below:

COMMUNITIES AND PLACE Proposed Programme	Recovery Mission
<p>NEIGHBOURHOOD AND COMMUNITY REGENERATION PROGRAMME - to progress a city-wide community regeneration programme to improve our neighbourhoods and tackle poverty. The programme would sit alongside and maximise the impact of other funding programmes. It would also include investment in active travel and public transport.</p> <p>Specific interventions could include:</p> <ul style="list-style-type: none"> • Investment in community buildings to bring them back to community use, or to improve their accessibility and use by local communities; • Improvements to areas such as underpasses and 	<p>Mission 2: A City for Everyone</p> <p>Mission 3: A 15 Minute City</p>

COMMUNITIES AND PLACE Proposed Programme	Recovery Mission
<p>bridges and other gateway areas that can act as ASB hotspots;</p> <ul style="list-style-type: none"> • Greening urban and local areas, and providing a team to support local maintenance of urban greening projects; • Provision of community facilities where there are gaps in provision, and improving access and support in existing facilities; • Investment in active travel facilities such as cycling hubs; • Establishing a place promotion team for local areas within the city to boost local pride and local business; and • Subsidising public transport use for hard to reach communities. 	
<p>COMMUNITY CAPACITY BUILDING PROGRAMME - establishing a programme of support to empower local communities through investing in capacity for both multi-agency management of local communities, and support for communities themselves to organise, manage and deliver key community schemes. Example interventions include:</p> <ul style="list-style-type: none"> • Establishing a community safety multi-agency problem solving group; • A dedicated community engagement team to shape regeneration activity; • Continued support for the Child Friendly City programme; • A District Centre Manager to support businesses in city neighbourhoods (replicating the City Centre Manager role); • A community grant programme to support local projects; and • A dedicated fund to support volunteer and community groups to establish capacity. 	<p>Mission 2: A City for Everyone</p> <p>Mission 3: A 15 Minute City</p>
<p>GROWING OUR CULTURAL AND SPORTING CAPITAL - Establishing a programme to support and promote local culture, and to provide a sustainable platform for cultural and sporting activity to thrive by investing directly in activity as well as establishing infrastructure. This will also include establishing a 'home grown' events strategy that delivers sustainable community and economic benefits. Example projects include:</p> <ul style="list-style-type: none"> • Local Sustainable Events programme, including supporting a new Signature event as part of the city's 	<p>Mission 4: Culture and sport-led renewal</p>

COMMUNITIES AND PLACE Proposed Programme	Recovery Mission
<ul style="list-style-type: none"> • music strategy; • Cultural, sports and visitor economy investment fund to support facilities in the city and its communities, including capital investment; • Public Art commission; • Grassroots music venues fund to support the city's Music Strategy; • Direct support for community arts projects. 	
<p>RESILIENT AND SUSTAINABLE COMMUNITIES PROGRAMME - establishing a programme to support communities to respond to climate change and to reduce the impact of cost of living and combat fuel poverty. This will include revenue and capital funding both directly into projects, but also to leverage support from other public and private sector sources. This will include support for residential, commercial and community and public buildings. Example projects include:</p> <ul style="list-style-type: none"> • Community grant scheme for energy efficiency low carbon investment; • Community energy generations schemes; • Direct funding to invest in support for those most impacted by the cost of living crisis; • Sustainable community building scheme; • Local circular economy projects. 	Mission 6: One Planet Recovery

30. For the Supporting Local Business theme, it is proposed that the following programmes will be established:

- Productive, Sustainable and Inclusive Business Programme
- City Centre Recovery Programme

31. Details on these programmes are provided below:

SUPPORTING LOCAL BUSINESS Proposed Programme	Recovery Mission
<p>PRODUCTIVE, SUSTAINABLE AND INCLUSIVE BUSINESS PROGRAMME - this is intended to deliver the city's Greener, Fairer, Stronger economic agenda, driven by the need to raise productivity, whilst also empowering businesses to respond to the challenges of climate change. The programme will also focus on supporting businesses to grow within our communities, whilst also equipping businesses to compete with the best in the world. The programme will also fit alongside the proposed CCR business support schemes and</p>	Mission 5: Tech City Mission 6: One Planet Recovery

SUPPORTING LOCAL BUSINESS Proposed Programme	Recovery Mission
<p>ensure that the local and regional offer is complimentary. Example projects include:</p> <ul style="list-style-type: none"> • Establishing business development and expansion grant to deliver the city's Greener, Fairer, Stronger economic agenda; • Support to establish business networks in key sectors; • Investment in new start-up units and incubation spaces; • An international trade and promotion programme (linking with the CCR); • An expanded tourism and business events team; and • Support for the circular economy. 	
<p>CITY CENTRE RECOVERY PROGRAMME - this will support the delivery of the city's city centre recovery action plan, ensuring that the city centre remains a thriving and vibrant place post-Covid. It also seeks to develop a city centre that is more led by a local and authentic offer, as well as a greener and more sustainable city centre. Proposed schemes include:</p> <ul style="list-style-type: none"> • An enhanced city centre management team with an additional focus on addressing ASB; • Support to renovate areas of the city centre; • Investment in feasibility and business planning for proposed new development; • Circular economy measures such as water refill points; • Cycle hubs and other active travel enhancement. 	<p>Mission 1: Reimagine the city centre</p>

32. For the People and Skills theme, it is proposed that the following programmes will be established:

- Into Work expansion
- Developing the Cardiff Commitment

33. Details on these programmes are provided below:

PEOPLE AND SKILLS Proposed Programme	Recovery Mission
<p>INTO WORK AND THE CARDIFF COMMITMENT - A programme to help people and business prepare for the world of work - and to support those in employment to become more productive and earn more.</p> <ul style="list-style-type: none"> • A complete Employment and Skills package for citizens of Cardiff, supporting people to return, secure and progress in employment through intensive mentoring 	<p>Mission 2: A City for Everyone</p> <p>Mission 5: Tech City</p>

PEOPLE AND SKILLS Proposed Programme	Recovery Mission
<ul style="list-style-type: none"> • and access to funding for training; • Dedicated focus on priority groups, not just by length of unemployment but also according to their circumstance and characteristics; • Addressing issues such as housing, money, debt, providing a well rounded service to address needs, in order for the person to then focus on upskilling, training, education, volunteering and employment; • Responding to the needs of priority employment sectors will also be addressed through the utilisation of the in-house Employer Liaison Team, putting employer requirements at the centre of the programme; ensuring Employment Mentors are well versed in the requirements of the local labour market; • An additional focus on wellbeing support and access to wellbeing services across the city; • Establishing Business Fora aligned with schools and skills providers; • An entrepreneurship programme; • An into work programme for EOTAS and those with additional learning needs; • A highly targeted programme of support for those at risk of becoming 'NEET', and those that have become economically inactive and face significant barriers to re-engaging in education, employment or training. 	

34. In developing these proposals, it is expected that there will be further engagement post submission of the Investment Plan to develop a delivery plan that will include more detail on projects and the process for delivery. It is expected that this will include establishing external grant and commissioning processes that will support other organisations such as third sector bodies, further education and higher education to be involved in the delivery of the Shared Prosperity Fund. There will also be consideration for regional collaboration in the delivery of the fund.

Regional Propositions

35. In addition to the local programmes a number of regionally led propositions have been brought forward. Whilst the scope of the fund is to be determined locally UK Government officials have outlined the expectation that the Investment Plan will need to be regionally coherent. This will include both alignment and co-ordination of local activity (such as business support to ensure there is no funding used to displace business activity), but also some specific regionally managed and delivered programmes. The proposals established for such activity are outlined below:

36. **Place Promotion:** Establishing a professional and accessible 'front door' for the region in terms of attracting investment, promoting the region for business events and as a visitor destination.
37. **Innovation and Clusters:** Building on the work done to date in support of innovation and cluster development across the Cardiff Capital Region.

Investment Plan

38. Reflecting these submissions, and those from the other local authorities in the Cardiff Capital Region, an Investment Plan will be developed by the Lead Authority. This plan will outline the broad themes where intervention will take place and the overall aims and objectives of the Investment Plan for the region.

Post Submission

39. As noted above considerable work will need to be undertaken following the submission of the Investment Plan. This will include establishing a more detailed delivery plan and internal governance, which will outline the process for agreeing funding for specific projects and how that funding is used.
40. There will also need to be a Service Level Agreement established with the Lead Authority that will determine how funding flows and the monitoring and evaluation requirements associated with the funding arrangements.
41. In addition, there is a need to establish co-ordination team that will ensure that the requirements of the Service Level Agreement are met. Given the timescales it is proposed that recruitment for this team begins immediately to ensure adequate support is in place once the funding arrangements are established. It is proposed that this team is funded by the 4% allowance within the shared prosperity fund for administrative purposes.

Levelling Up

42. The second round of Levelling Up Funding is expected to open for applications in July. Two schemes will be submitted by Cardiff, a transport-led bid that will develop the links between the city centre and the bay, and a further bid to support infrastructure and public realm improvements around the regeneration of Atlantic Wharf.
43. The Levelling Up Fund and Community Renewal Fund Applications Cabinet Report of 17 June 2021 outlined the intention to submit a transport-led scheme that would fall into the category of the 'exceptional' proposals, which allow for up to £50m of funding from the Levelling Up Fund. The scheme would comprise a range of interventions, including the development of transport links between the city centre and Cardiff Bay.

44. Work to prepare the bid has been underway since June 2021, and subsequently a proposal has been developed that will link Cardiff Central Station to Cardiff Bay as part of Crossrail Phase 1, laying the foundations for the extension of Crossrail to the east of the city.
45. The 10th March 2022 Cabinet Report *Cardiff Bay Regeneration Overview* further noted the expectation that the next round of Levelling Up Funding was due later in 2022. Feedback from the initial round of funding suggested that 'shovel ready' schemes would be prioritised for investment. Given the progress that has been made in the business case and planning application for the Arena and the wider Atlantic Wharf development it is proposed in the report that development related to the scheme was brought forward as a project for round two.

Reason for Recommendations

46. To approve Cardiff Council's approach to the Shared Prosperity Fund and its initial submission to the Shared Prosperity Fund Regional Investment Plan.
47. To delegate authority to endorse the draft Regional Investment Plan for submission to the UK Government.
48. To delegate authority to establish a delivery plan and programme management team and conclude any legal agreements.

Financial Implications

49. Subject to approval of an investment plan, the Shared Prosperity Fund will result in grant income to the Council to support specific projects. Any expenditure will need to be in accordance with the terms and conditions of the grant which do include ongoing monitoring of outcomes, clear expenditure deadlines and specific grant allocations to be spent by the end of each financial year etc. Resources and controls will need to be in place to support the grant reporting and administration processes. The grant allows a proportion of the award to be used towards such administration costs.
50. Projects prioritised in line with the criteria set out in the report should be after a robust options appraisal and selection process, which considers factors such as deliverability of the project outcomes, whether those projects are undertaken by the Council or by external bodies to be supported by grant. Council capacity and skills in place to deliver such projects will need to be considered as part of the submission along with consideration of timing of key tasks such as recruitment, planning, consultation and also procurement processes to ensure value for money.
51. Any projects should identify any confirm any match funding requirements at an early stage and also be clear as to whether they are to supported by the grant revenue or capital streams as well as wider considerations such as ongoing operating and maintenance costs, VAT implications on expenditure proposals any recurring costs that may continue to be

incurred after any grant may no longer be available. No funding is available to continue projects beyond the timescale of this grant, so each will need to have a clear exit strategy to avoid unbudgeted cost pressures at the end of the scheme adversely impacting on the budget gap identified in the Medium Term Financial Plan.

Legal Implications

52. There are no immediate legal implications arising out of this report. It is expected that legal agreements will need to be entered into with the Lead Body and partner authorities to manage the arrangements for the SPF, which will require further legal advice.

Property Implications

53. There are no direct property implications within this report. Adoption of the report recommendations may result in future proposals relating to the investment in Council property assets. Any proposals or recommendations in this regard should be undertaken through the agreed Council Asset Management Governance.

HR Implications

54. As detailed in paragraph 41, a co-ordination team will need to be established. Any creation of roles, and/or recruitment required will be carried out in line with corporately agreed policies and processes.

RECOMMENDATIONS

Cabinet is recommended to

- a) Approve Cardiff Council's submission to the Shared Prosperity Fund Regional Investment Plan, as detailed in paragraphs 24 to 34.
- b) Delegate authority to the Leader and Chief Executive to shape and endorse the final Regional Investment Plan submission by the Lead Body in the Leader's capacity as the Council's representative on the Cardiff Capital Region Cabinet and Corporate Joint Committee.
- c) Delegate authority to the Director of Economic Development, in consultation with the Section 151 officer, the Corporate Director People & Communities, the Director of Education & Lifelong Learning and the Director of Planning, Transport & Environment to establish an internal programme management team.
- d) Delegate authority to the Chief Executive, in consultation with the Leader of the Council to develop a detailed governance and delivery framework for the operation of the Shared Prosperity Fund in Cardiff.
- e) agree and enter into all legal agreements with the Lead Body and partner authorities in connection with the Shared Prosperity Fund, subject to legal advice.

Director of Economic Development	Neil Hanratty
	8 July 2022

The following appendices are attached:

- Appendix A: Greener, Fairer, Stronger City Recovery and Renewal Strategy*
- Appendix B: Greener, Fairer, Stronger City Recovery and Renewal Strategy Engagement Report, November 2021*



Appendix A

Greener, Fairer, Stronger

City Recovery and Renewal Strategy

November 2021



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Introduction

The COVID-19 pandemic has had an extraordinary impact on Cardiff, changing the way we live our lives and the way we do business in ways few of us could have imagined.

As the city emerges from the pandemic it is essential that we consider the steps we need to take to accelerate recovery, whilst at the same time recognising that we need to use the crisis as a catalyst to building back stronger, greener and fairer.

This report provides the Council's priorities for renewal. It outlines briefly how the pandemic has affected the city economy and the national and international trends that have been accelerated during the crisis. In addition, to inform this work, Dr Tim Williams, a leading authority on city development, was commissioned to provide a global perspective. Our response is set out as a series of key missions to develop the city of the future, and the initial steps we consider appropriate to achieve these missions.

There will undoubtedly be a long-term impact of the pandemic, but we have also seen an acceleration of trends that were emerging before COVID-19. Similarly, we have seen changes in the way we work and live that we may want to 'lock-in' to the future city. This report considers all of these issues and how, from a city development perspective, we should adopt a partnership approach to addressing a crisis that in many ways is comparable to that which affected the city as it grappled with deindustrialisation in the late 1970s and 1980s.

The city is entering a new and different environment, with new challenges and opportunities. This document proposes some of the initiatives and projects that the Council will take forward and provides the start of a conversation with citizens and city stakeholders on how we, together, can lead recovery and renewal in the capital city of Wales.



The Impact of COVID-19 on Cardiff

The COVID-19 pandemic has had a major impact on every aspect of city life. First and foremost, it's a public health crisis. Stay at home and stay local restrictions have also meant many months apart for families and friends.

Businesses have shut for extended periods and retail and hospitality have seen their doors closed, with, at its peak in the summer of 2020, 50,000 workers in the city furloughed, 9,000 have been reliant on the Self Employment Income Support Scheme and unemployment has roughly doubling over the course of the last year.

Jobs and businesses where there is direct person to person contact, including retail, hospitality and close contact services have been particularly affected. These sectors tend to employ more young people, women and people from an ethnic minority background and are typically, though not exclusively, concentrated within the city centre.

City centre businesses during this time were therefore particularly affected. Most businesses in the city centre ceased operating during the initial lockdown, whilst two-fifths were concerned about a cessation of trading. This is in an area with almost 70,000 jobs, Wales' largest cluster of employment, representing around a third of the city's workforce and responsible for attracting the majority of the city's 21 million annual visitors.

Across the UK businesses have also been making permanent job losses. In some cases this has been as a result of the direct economic impact of the pandemic, whilst other businesses (notably some large high street retail chains) have seen an acceleration of trends such as the movement towards online shopping. As a result it is clear that despite the support in place we do not expect a full and immediate recovery of the labour market once all restrictions are lifted.

City centres have also seen the impact of restrictions on events and the prevalence of work from home for office workers.

Evidence from last summer where gradual easing of restrictions allowed the reopening of hospitality with social distancing measures in place showed that footfall returned to levels just below that of the previous year, especially in the areas of the city where the Council introduced specific interventions to aid social distancing.

The pandemic had also seen the city's cultural venues and museums close their doors, with an impact on city life, wellbeing and jobs in the arts and creative sectors.

The pandemic has also changed the way we use our city. We have seen radical shifts in in how we move around, with increases in cycling allied to big falls in public transport usage. Congestion reduced, air quality improved, and city-region commuting fell to a fraction of pre-pandemic levels.

The increase in home working, with an estimated 46% of us working remotely in Cardiff at one point, has led to many discovering the neighbourhoods on their doorstep for the first time, and a greater demand for services and amenities closer to home. The city's public spaces and parks have become ever more important, for accessing green spaces and nature during lockdown and, when restrictions have allowed, to meet with friends and family.

Different communities and groups of people will however have had very different experiences. The health impact of the pandemic has not been felt evenly, with higher levels of infection in the city's more deprived communities and with those from a minority ethnic background.

And whilst children and young people are generally less clinically vulnerable to COVID-19 than the adult population, the wider effects of the pandemic have disproportionately affected the younger generation. Since March 2020, children and young people have experienced several extended periods of school closures and seen the routines of their daily lives upturned.

Cardiff Impact Summary

- The city economy was hit hard by the pandemic, with a doubling of unemployment only mitigated by high levels of public support.
- Young people were particularly hit, especially those working in events, hospitality and retail.
- There was a rapid and significant shift to home working, with 46% of the workforce working from home at the peak of the pandemic.
- The city centre in particular felt the impact due to the restrictions imposed, and the prevalence of working from home.
- The cultural, arts and heritage sector was hit hard, and Cardiff's major events programme suspended.
- Transport flows across and into the city reduced, with a shift to cycling and walking
- Economic inequalities that existed before the pandemic: between young and old; rich and poor; and between ethnic minority groups; will have widened.
- Evidence from Summer 2020 has shown that once restrictions ease there is latent demand in our economy.

The Initial Response – 2020

Supporting businesses and workers

In June 2020, Cabinet agreed to establish an Economic Recovery Task Force, with a focus on:

- Providing support for businesses and workers;
- Creating opportunities for young people;
- Creating partnerships to promote the uptake of options.

The Council's Into Work team successfully secured over £1million in funding to increase capacity to respond. This has enabled a scaling up of activity, leading to circa 400 individuals being supported into employment. In addition, the team supported well over 200 employers through their Employer Liaison Team, provided advice on accessing employment, training or benefits to 40,000 individuals, directly supported over 1,000 individuals with Universal Credit claims; delivered over 300 training courses and provided Adult Learning training for over 1,200 people. The Into Work team has also developed industry-specific redundancy support for employers impacted by the current economic climate, such as Debenhams and Arcadia.

The Council have also worked closely with officials in Welsh Government to review demand for business support and, in particular, those who fell between the gaps of UK Government support. Subsequently we have delivered circa 20,000 grants for small businesses, around 800 freelancer grants for the creative sector, and 200 grants for new starters. In total, the Council's Business Rates and Economic Development teams have supported over 20,000 businesses and paid out over £120 million in financial support over the course of the pandemic.

Supporting young people

The Economic Recovery Task Force has also worked to create additional opportunities for young people. This has included co-coordinating and promoting the Kickstart Scheme, which provides funding to create new job placements for 16 to 24 years olds on Universal Credit who are at risk of long-term unemployment. The Council also applied directly to the UK Government's Kickstart Scheme grant funding, to help create Kickstart Corporate Trainee opportunities for those aged 16-24, claiming Universal Benefit and at risk of long-term unemployment.

The Council's Youth Service has expanded its number of mentors, enabling one-to-one support to be provided to 300 more clients a week. 22 Care Workers have been supported into work through mentoring projects and pre-employment training. Additionally, the Council has also commissioned One Million Mentors to expand its mentoring programme for young people in Cardiff, providing one to one mentoring for all those taking part.

City Centre Recovery

Over the course of the summer of 2020 a series of interventions were put in place to support businesses and make the city centre a safer and more attractive place for residents and visitors.

The Castle was made free to enter for visitors, creating a new green public square within the city centre.

In August 2020, the Council, in partnership with FOR Cardiff, established the Castle Street Café to provide additional space for city centre food vendors in light of restrictions imposed.

The Council also developed the '#samediff' campaign to promote footfall in the city centre in a safe way. The campaign was delivered primarily through digital assets, targeting specific audiences to reflect changes in restrictions brought into place.

As a result of the interventions that the Council put in place, the increase in visitor numbers in the city centre outperformed the average for regional cities average significantly, with the recovery most pronounced in and around Castle Street, notably High Street.

Investing in active travel

To support the shift to safe and active travel, the delivery of the cycle networks was accelerated, with new pop-up cycle lanes put in place across the city.

District centres

To support local centre recovery improvements were made to provide additional space for eating and drinking, safe public spaces and increased local walking and cycling infrastructure, including initiatives Wellfield Road, Whitchurch, Llandaff and Pontcanna.

Cardiff Response Summary

- A rapid upscaling of its Into Work services support helped people back into work or training
- Over £120m in direct support to business has been administered by the Council.
- A range of additional support has also been put in place for young people, including a Kickstart Corporate Trainee scheme.
- The Council delivered a range of city centre interventions that outlined the city's resilience and the ability for footfall to recover.
- Investments have been made across the city in pop-up and permanent cycle-lanes
- District centre schemes helped support recovery for shops and restaurants in local communities.

UK Context

Across the UK, the pandemic has hit cities hardest. They have also seen the greatest change in the way people work, visit, and play in their local areas.

An overnight shift to home working

At its peak, around half of the UK's workforce was operating from home in some form or other.

Prior to the pandemic an online meeting was a novelty for many, today it is the norm. It is clear that much of this behaviour will be locked in, and that we will see a permanent shift in the office environment in the post pandemic world. This won't see the end of the office however, and in many cases this is seen as an opportunity for cities to re-orientate themselves towards more productive, collaborative activities.

Despite the pandemic there has been relatively low impact on office vacancy rates so far, though the full impact will take some time to understand. Nonetheless, work undertaken by Arup suggests there will be a 20% forecasted reduction in demand for future office space.

Evidence from UK analysis also shows that whilst homeworking is something that suits some – it is not something everyone wants to adopt looking for. In particular surveys have outlined that those in managerial occupations are almost twice as likely to want to have some form of flexible working than those in manual labour occupations.

An acceleration of the shift to online retail

Analysis by city experts Metrodynamics suggests what many believe to be an inevitability – that online retail is set to be a more permanent feature of the post-pandemic economy. This is, however, simply the acceleration of a pre-pandemic trend. Metrodynamics further outline that whilst the “shift presents opportunities to redesign urban centres to suit new purposes, in the near term there are significant challenges to face.” Estimates by KPMG suggests between 20% – 40% of retail offering could be lost to online retail.

But the city centre as ‘experience’ for shopping, eating and drinking appears resilient.

Conversely across the UK we have seen footfall in city centres recover relatively quickly. The demand for people to return to these spaces as places to meet, where shopping or work is just one reason to visit, does not appear to be particularly vulnerable. To that end, the challenge for cities is to make sure they remain active, animated and attractive. Cities are generally responding by making more of the local character that creates a city experience more unique to each city.

Forced to close for much of the year, the hospitality sector has taken a huge hit from the pandemic. Many in the sector have closed, some have changed their business model, whilst others have simply struggled through. The pandemic has also seen a lot of innovation within the sector however, from pubs and restaurants embracing new ways of working.

Post pandemic, commentators are outlining the expectation that there will be money to spend, with lockdown easing a rush of people to get out is expected.

Furthermore, a survey undertaken by Demos found that it was very clear that most people thought their local facilities, including retail, transport services and parks and open spaces, had become more important to them. The survey suggested that even things that were restricted during the pandemic, like access to transport and local jobs, had also increased in importance.

The rediscovery of the local

The consensus is that the pandemic has led to a greater connection between people and their area across the UK, whether it is for groceries, a coffee, or simply exploring what is on their doorstep. For many commentators a lot of this activity will remain locked-in, with a desire of better, cleaner, greener, safer and more sustainable neighbourhoods. Surveys also suggest that people intend to spend more time in the local area, even after the pandemic subsides.

The pandemic has widened existing inequalities

The health impact of the pandemic has not been felt evenly, with older people and those from deprived communities and from a minority ethnic background experiencing worse health outcomes. Across the UK, those working in front line jobs – often ‘key workers’ – have seen greater levels of infection and greater mortality than those able to work from home. Overall, economic and health inequalities that existed before the pandemic have widened.

UK Context Summary

- Most of the UK's workforce adopted some form of homeworking, and some of this is expected to stick.
- There will be some reduction in demand for office space.
- Online retail is set to become a more permanent feature, yet there is expected to be a renaissance of local centres and demand for authenticity.
- Footfall is expected to return to city centres – but it may be looking for a broader range of experiences.
- The local environment has become more important for everyone across the UK.
- The economic effects of the virus has disproportionately hit the young and deprived communities.

International Picture

Dr Tim Williams

The COVID-19 pandemic has had a big impact on cities and it will undoubtedly leave a lasting legacy. However, it is clear that in its wake it will not lead to the death of cities, rather cities like Cardiff will be at the forefront of our economic recovery. The pandemic has seen an acceleration of economic trends, whether it is agile working or the onward march of technology.

Whilst the world's megacities may struggle as people and businesses seek out more comfortable places to live and work, the benefits of agglomeration, of sharing ideas and of collaboration is likely to become more important than ever.

Quality of life will become increasingly important to people living in cities, and this brings a real opportunity to smaller cities that are big enough to benefit from agglomeration, but small enough to provide a quality of life without the negative consequences of pollution, congestion, and a high cost of living.

Within Wales, Cardiff is best placed to respond. Cardiff's weakness is also its opportunity. The city is, by international standards, small. Its size means it is not delivering the agglomeration benefits for the nation that it could, and whilst its renaissance in recent decades has seen the city perform well, it is still some way from delivering for the nation in the way that it could.

It is essential that Cardiff is empowered to respond. All evidence on city performance shows that its governments' flourish and deliver most for their region when they are empowered and work in partnership with other tiers of government. It is critical, therefore, that the city is given the responsibility, powers and capacity to determine and manage its economic agenda – but in doing so it must be hand in hand with its city-region and national government partners.

Cities on the eve of COVID-19

History does suggest we will as a society get on top of this threat however pessimistic the mood has been. The Spanish Flu of 1918/19, was, it must not be forgotten, followed by the Roaring 20s, when growth returned to cities and conspicuous consumption in them exploded. As urbanist Ed Glaeser points out, cities and pandemics have a long history: cities and towns have always had to 'strike a balancing act between providing the densities that support the collaboration, knowledge and innovation needed to accelerate economic growth, whilst also addressing the public health risks that density creates'.

Whatever happens from this point there must be no question that Cardiff can, with its public, private and third sectors aligned, 'manage it', and do so with imagination and verve. In so doing Cardiff can not only carry on its journey as Wales's Core City but also attract new investment and talent along the way.

On the eve of COVID-19, the 'Mega' cities, were beginning to experience pressures from growth. Their very productivity and thus attraction in the international market, was making them victims of their own success threatening their near-monopoly as attractors of talent, ideas and wealth. In particular, high-asset price inflation was inducing some families with children to move to areas offering more affordable housing and equivalent or enhanced liveability. Essentially the global cities and those on the cusp of that category were becoming what

some have termed 'luxury cities': increasingly gentrified and unequal. This was prompting increased interest in the attractions of competitive 'secondary' cities, with signs of a potential shift in the geography of talent attraction and investment which smaller but still competitive cities with the right assets, liveable environments and strategies were primed to exploit.

News of the death of cities has been greatly exaggerated...

Rushing to the defence of cities, urbanist Richard Florida says that 'news of the city's death has been greatly exaggerated'. Conceding that 'some aspects of our cities and metropolitan areas will be reshaped, depending on how long the current pandemic lasts' and that 'fear of density, and of subways and trains in particular, plus a desire for safer, more private surroundings may pull some towards the suburbs', Florida yet posits that 'other forces will push people back toward the great urban centres'. He adds that some of them will be artists and musicians drawn back by lower rents, thanks to the economic fallout from the virus allowing cities to 'reset and to reenergize their creative scenes'. Other commentators have echoed this view that such cities will see a churn of inner city populations and a 'youthification' of city centres.

A crisis for superstar cities – and the 'Cardiff difference' as a city fit for new times?

In this context, whatever actual dangers there may be from the densities in the mega cities on the global stage, there is a specific danger of cities like Cardiff being wrongly grouped with such cities as posing the same perceived health-risk when its own density of development, both residential and commercial, is much lower than cities some might speculate are 'high risk'.

The debate needs more nuance and an understanding of the extent to which COVID-19 might reinforce the negative externalities of bigger cities but actually accentuate the value of smaller ones such as Cardiff. The perceived problem around the superstar cities, while currently dragging all kinds of cities down, is an opportunity for secondary and smaller cities with the right assets. Cardiff has not become so agglomerated as to experience the diseconomies of growth experienced in over-agglomerated cities which were exacerbated as COVID-19 hit, leading to evidence of certain cohorts seeking to leave such cities.

Sell larger cities, buy Cardiff? An opportunity beyond the crisis

Cardiff, objectively, has a scale and structure which could hardly qualify it as a megacity. Its population matches that of a bigger London borough but there are 31 of those. If there are concerns about high-density tall office towers and COVID-19 – more perceived than real as we have seen – Cardiff has a total of only 17 office and residential buildings over 50 metres high, the official threshold to be considered a tall building – and none over 100 metres with the two tallest being just on 80 metres. Its dominant residential patterns are medium density terraces in the closer-in and older neighbourhoods and lower density suburban homes just a few kilometres further out.

Cardiff has therefore not developed many of the negative externalities of the superstar cities while building well towards the kind of activity, culture, cuisine and all other manner of human interaction we look for in cities. Add in the unique atmosphere and impact of major international sporting events – something which must be, and can be, with imagination and

collaboration, assured and you have a unique city offer developing, with more to come.

If dense cities were a pandemic risk – as yet unproven – Cardiff is essentially not that kind of city and wasn't on a track to be so. It is not Wuhan, Milan, or even a Hackney or a Camden with Cardiff having just over a quarter of the population density of such London boroughs. Despite having areas of high density, overall Cardiff is actually lower in residential density terms and also lower in commercial real estate density than Copenhagen the poster child for density done well and good urban planning. Nonetheless, Cardiff has many significant Capital city assets, such as world class parks, stadium, historic streets and buildings, waterside locations, cultural assets and residential neighbourhoods that are of outstanding quality and are a solid basis for developing a great capital city.

Also, objectively Cardiff thus has assets which help its comparative economic and wellbeing performance. Subjectively, with the right resilience and city regeneration strategy, the Council and its partners can choose to build on these assets and can strengthen the city further and in so doing establish its brand as a model city resistant to acute public health risks.

That city should be a liveable, inclusive and productive city of short journeys between jobs, homes and amenity; the city of great virtual and physical connectivity between its centre, its priority precincts, its many, diverse, flagship sites, its sustainable neighbourhoods and its regional heartland. We should bring public health experts to the urban design and planning table to offer a fresh perspective on neighbourhood design features that promote physical and mental well-being. The city in which the end-game was never density at any cost, but density done well. The city of human scale – the big-enough city – right for the times, resilient in the face of challenge. You could call it Cardiff 2040.

Managing a changing city centre as three challenges converge

As COVID-19 hit there were generic concerns in cities everywhere about trends underway beforehand but which have been accelerated in the wake of the pandemic. These are the shift to home working and the rise in online retail. Add to this the unique Cardiff issue of having a world-best stadium at the heart of the city and the related implication for all this for the hospitality sector in this special place – and you have a potential perfect storm of challenges for a city centre such as this. This represents a significant challenge of city centre management. Resources, capacity and focus, collaboration and imagination will be required to deal with this challenge.

Retail

Retail is the sector which has probably picked up the largest 'negative shock' from COVID-19– on top of its pre pandemic challenges: there is a dramatic shift underway and what has been called the 'Amazonisation' of our cities. The shift from 'bricks to clicks' is an existential threat to city centres – and needs to be responded to decisively by a coalition of the relevant public and private sectors. A range of creative approaches are being taken forward in cities in response from zoning for mixed uses and internal redesign of buildings to external animation of public space.

This shift will need to be a core focus. There are real opportunities to diversify city centres and make them more

engaging and appealing to more audiences, but imagination and capacity will be required to help make a successful transition. The Council will need to lead in 'curating' the city-centre, working with business and other tiers of government.

The same will apply to the impact on hospitality of changes to their customer base with councils needing to be flexible and creative around transition in uses but also in assisting the sector to grow out onto the streets even more. Cardiff will need to work creatively with the sector to restore momentum or to find alternative ways to ensure on-street vibrancy, by night and by day. The Barcelona Mayor has a slogan in another context which should inspire our collective cleverness around this key problem: 'Fill the streets with life'.

Offices

The shift to homeworking has clearly also had a radical impact. It is not clear how radical over the long term or whether the advent of a vaccine will restore office occupancy in city centres. Too much of the commentary on the future of offices was made at the start of the pandemic before office-leasers, users and employees had experienced any down-sides from home-working or began thinking creatively about how to re-invent city offices: the mood and response has been shifting as restrictions went on and companies and employees began to discover some of the diseconomies of homeworking.

We should not assume the 'new normal' implies the complete end of city centre office working. It does not. Some governments internationally, concerned about the economic crisis confronting their city centres and thus their nations, have begun to campaign to persuade employees of the importance and benefits of working in offices and to highlight some of the adverse economic and health consequences of working from home. Of course, some companies in the highest value locations are indeed thinking that if no one is coming to the office, why does the worker need to be in London when they could operate at lower costs elsewhere? As we have suggested: that could be Cardiff's opportunity.

It is doubtful that firms will continue to allow all staff to work from home for five days a week, but two days a week may become common, with workers dividing time between a city centre HQ and either their home or the kind of local, neighbourhood or small centre co-working spaces we are beginning to see emerge. In response the Council should develop with private sector and university partners a dynamic eco system in the city centre with a transformed retail and office offer, but also strengthening the economic potential of mixed-use centres across the city, ensuring an efficient transport network linking the 'hub' and the 'spokes'.

Events in the Capital city

The third objective challenge to the city centre is of enabling a stadium at the heart of the city to function successfully and of managing flows of people in a new era of public health concerns. It is pretty vital that there is a specific Cardiff-focussed strategy for events – a strategy that of course includes other venues which attract significant audiences for say cultural, entertainment or business events.

Despite this year of crisis, once community infection is suppressed audiences are keen to return. Sport and music will be key parts of a 'healthy city' branding going forward. It would also reflect the enhanced focus the Council is adopting on music and on nurturing a reputation for home grown talent, including the continued commitment towards delivering a new

Indoor Arena and initiating a unique Cardiff signature event to embrace the city's credentials as a leading UK destination for sport and music.

Curating the city-centre

Whatever the precise configuration is of the activities and businesses in the city centre following on from this crisis, we must assume the Council and collaborators will do more to draw people into and animate the city centre in which they have all already invested heavily. Of necessity it must become a destination of choice. The upstanding physical green and place assets the city has are often underplayed, or not made the most of. It is essential that the city undergoes a comprehensive regeneration and renewal process to create an outstanding and vibrant network of buildings, places, parks and streets in a single integrated whole that is accessible to all sections of the community and age groups. New strategies and resources will be needed. The coordination and 'curation' of 'place' by the Council will need a renewed focus, capacity and 'toolkit' of interventions: these are 'must haves' now not just 'nice to haves'.

A model city post-COVID-19?

Whenever 'the city' has been challenged before by pandemics, shifts in cultural preferences or changes in the needs of an economy, it has always managed to go one step back but two steps forward. It has redesigned itself to survive. It has been resilient, bouncing back stronger after absorbing lessons from previous threats. The best cities understand what in their city can be simply restarted, re-thinking what needs to be re-thought, and renewing what needs changing. The public mood shifts to a 'living with/life after' mentality concerned to secure the economic and health future, we are seeing people beginning to reclaim their city.

Reasserting the fundamentals of the 'good city'...

At one level COVID-19 reinforces some of the fundamentals of the 'good city', one that's healthy and uplifting to live in. Cardiff has the potential to become a fundamentally healthy city for those that live and work in it. This should be a priority. This also reminds us of the importance of things like clean air, public space, parks, and green areas in your neighbourhood. COVID-19 is breeding some desire for new thinking that achieves a better quality of life while preserving productivity, social inclusion and the environment. Central to this is a focus on place making, quality, landscape, architecture and design more generally.

As the shock of the crisis gives way to planning the future, we shall see post-crisis thinking turning to new thinking on integrated strategies to radically strengthen the resilience of our cities and how they can become more inclusive, accessible, greener, more circular and smarter. Part of this new thinking will be about enhanced Council involvement in helping to secure the health, well-being, skills and employment opportunities of the people they are accountable to.

COVID-19 has made us think more about 'place', not less. We all now realise how important it is to have safe and welcoming public and open spaces to have access to and places of agglomeration and interchange as foci of economic development and innovation.

Galvanising momentum around the green agenda

The crisis has enabled us to think about what long term trends mean for our cities, especially in relation to the climate agenda and the economy. There is momentum, galvanised by COVID-19, towards realising locally the Paris Agreement and the UN Sustainable Development Goals. This agenda has been summarised as 'zero carbon-zero poverty'. Housing is a key as part of a broader regeneration and place-making effort involving the retrofitting of existing settlements and the creation of new ones along a more mixed use, walkable and sustainable model – 'a 15 Minute City'.

Cardiff's 'networked governance'

A successful re-emergence of Cardiff in the wake of COVID-19 requires that the Council evolve its model of open and collaborative leadership. This model is as much about the council being the city's prime advocate and organising and convening allies as it is about being a producer of public services.

International Context Summary

- Whilst cities have always responded to challenges, the world's megacities were already finding that congestion and costs were beginning to outweigh the benefits of agglomeration.
- There is an opportunity for smaller cities like Cardiff where there is capacity for further agglomeration, whilst retaining its quality of life and cost benefits.
- Globally, cities are facing the same challenges in retail and office occupancy in city. Progressive responses are committed to using this as an opportunity to build better, more curated city centres.
- Demand for experiences will return – but it will be seeking more authentic and distinct offers.
- Public spaces will become a core part of city's economic infrastructure.
- Almost all cities are adopting a green recovery approach, investing in the sustainability of their cities whilst also creating jobs.
- Successful cities are responding in partnership – with governments, business and most importantly, their local communities.

10 key trends to shape Cardiff's renewal

1. **News of the death of cities has been greatly exaggerated:** Agglomeration, innovation, creativity will continue to drive economic growth and jobs. As Wales' core city Cardiff will continue to play a leadership role in the Welsh economy post-COVID.
2. **A new model of working will emerge:** Whilst agile and home working will inevitably change the way the office operates in the future, many businesses and workers want to get back into cities. Spaces and places in cities for people to collaborate will also become even more important for our economies.
3. **A reboot of the retail experience:** The accelerated shift to online retail may not reverse, having profound impact on the role of the city centre, district centres, and the labour market, particularly for young people. However, a new retail landscape will emerge, more authentic and more unique, and making the city centre and district centres more interesting places.
4. **The city as experience:** While the trend to online shopping may be irreversible, signs are that hospitality will bounce back as lockdown eases, and the role of food and drink, arts and culture in the city economy, and events, spaces and experiences that bring people together will remain important.
5. **The local, rediscovered:** Lockdowns have led to greater appreciation of local areas and demand for local services. Neighbourhoods, with easy and safe access to shops, schools, health care and green and blue spaces, giving more space to people, will be a central part of post-recovery cities.
6. **Digitisation – of everything – will continue:** In addition to zoom calls and online retail, citizens will increasingly access services online.
7. **Without concerted action, the gap between rich and poor will widen:** Poorest communities have faced a double whammy of health and financial hardship as a result of the pandemic. Unless concerted action is taken, the health inequalities that exist between the richest and poorest communities across the city will widen.
8. **Unlocking lockdown:** Over the short term, fear of the virus may continue to hit public transport, with a shift to car, cycling and walking. To avoid moving from lockdown to gridlock, cities are investing in pop-up parking, city-wide cycle-networks and in accessible, safe, district centres.
9. **Preparing for the next shock to the system:** Future risks, especially the climate emergency, will require planning to ensure city resilience, and also opportunities in the low carbon economy that need to be taken.
10. **Good governance matters:** Good governance is characteristic of cities that have responded well, with partnerships and relationships with public services, the private sector and other tiers of government being central to the ability of Council's to forge a city-wide response to the pandemic and recovery and renewal. For those that got it right, the pandemic has seen an increase in citizen satisfaction with increased trust in local government.

Engagement Exercise and Summary

A series of Greener, Fairer Stronger engagement sessions and stakeholder events took place from June to October 2021 focussing on the city renewal strategy. These events were hosted online, with the first an open event chaired by Professor Gillian Bristow, Head of Cardiff University's School of Geography and Planning. This event saw the city's recovery debated between Cllr Huw Thomas, the Leader of Cardiff Council and Dr Tim Williams, a leading expert of global cities.

Cardiff businesses were also invited to attend a further session with Dr Tim Williams alongside Cllr Russell Goodway, Cabinet Member for Investment and Development, to discuss the recovery from the business perspective.

Sustrans hosted an additional session focussing on liveable cities and towns for everyone. Facilitated by Christine Boston, Director, Sustrans it featured Cllr Caro Wild, Cabinet Member for Strategic Planning and Transport, Cardiff Council and Ali Abdi, Community Gateway Partnership Manager, Cardiff University.

A Communities of the Future engagement session was facilitated by Professor Gillian Bristow that looked at how cities will need to address the long-term drivers of health inequalities, including providing access to good jobs, housing and education to citizens in more deprived communities. Cllr Lynda Thorne, Cabinet Member for Housing and Communities, Cardiff Council and Bernadette Kinsella, Director Powell Dobson were the speakers for this session.

A series of officer led engagement sessions were also undertaken throughout the same period with the Economic Task Force, C3SC, FOR Cardiff (with separate sessions for directors and members), the Race Equality Taskforce, and the What Next? Cymru group.

The Council's Child Friendly City Team was also engaged to ensure that the opinions of the city's youth were captured, and this was achieved through a series of workshops that were undertaken in October 2021 with both primary and secondary schools across Cardiff. In addition, the Cardiff Youth Council have also identified a number of key missions as priorities for their consideration.

To supplement our activity further a Recovery and Renewal Survey produced by Cardiff Research Centre was undertaken that was open to all residents. There were 1,746 valid responses to the survey. A number of key themes have emerged from the engagement exercise, notably:

- Accessibility, cleanliness, and open spaces are important for the city centre
- Feeling safe is also important for city and district centres
- Concerns over homelessness, both for those impacted, and the impact on the city centre
- Recruitment issues persist in many foundational economy sectors
- Support for more open and green spaces across the city, and protecting existing space
- Better transport infrastructure underpinned almost all missions
- Skills and education were also critical to all missions
- Need to recognise the interconnection between health and economic outputs
- Need to promote and support activities for young people generally
- Comprehensive support for a 'culture and sport-led' renewal
- Accessibility to sport and culture for all was noted as important
- Support for a focus on supporting a tech-led renewal based on supporting skills and business development
- Comprehensive support for delivering the 'One Planet Strategy'

A further summary of the Key Missions is provided below.

Children and Young People Engagement Summary

- Accessibility, cleanliness, and open spaces are important for the city centre to attract young people.
- Young people are also concerned about the impact of homelessness and the needs of homeless in the city centre
- Cost was an issue for many young people, and a barrier for them taking part in events.
- A large number of young people had never been to the castle, or any stadiums in the city.
- Safety was an issue for a lot of young people too.

Key Issues - Mission 1: Reimagine the city centre

- Cleanliness, safety and accessibility were key issues raised in both engagement sessions and the survey feedback.
- Investment in public open space, including green space, was welcomed by all groups.
- Transport remains a critical component of the city centre.
- Recruitment issues were raised as important issues in the business engagement sessions.
- Supporting local home-grown businesses was also seen as a way of making the city centre more interesting.
- There were some differing priorities regarding transport, with support for both improved cycle infrastructure, whilst some were advocating for improved road infrastructure.

Key Issues – Mission 2: A City for Everyone

- The link between health and economic outcomes was also noted as a key issue, and the need for public services, housing and local regeneration to reflect health outcomes.
- Maintaining levels of support for rough sleepers was also recognised as a key project.
- Linking business and education was seen as important – as was recognising recruiting public sector workers is also a constraint to improving local services.
- Improved public transport was also raised as an essential part of improving access for all in the city.
- Anti-social behaviour was also raised by a number of respondents in the survey.
- Respondents from a minority ethnic background were also more likely to raise the need to provide additional support for young people, including extra-curricular activity.
- A need for data to understand the impact of policy on different groups was noted.

Key Issues – Mission 3: A 15 Minute City

- Improved transport connectivity was seen as the key issue in creating the 15 Minute City in both group discussions and the survey responses.
- The better curation of district centres was also supported in surveys and discussions, including a more prominent public services role.
- Investment in estate renewal and sustainable housing was also supported in engagement and survey work.
- The theme of 'safe, green and clean' emerged in all sessions and survey outputs.
- Conflicting views over the road infrastructure – for example there were some comments relating to the need and rationale for 20mph zones.
- Public services were highlighted as critical in the engagement sessions
- A number of respondents were also opposed to the new Velindre Cancer Centre development in the north of the city.

Key Issues – Mission 4: Culture and sport-led renewal

- Comprehensive support for the need to put art and culture and the heart of the city's recovery.
- Investing in creative infrastructure and skills was also widely supported.
- There was significant support for the city's Music Strategy and proposed new Signature Event.
- Accessibility for sporting and cultural uses was raised consistently, with the need to ensure that everyone benefits from all levels of investment.
- Questions were raised over the need to ensure that the impact of the new arena on communities was a positive one.

Key Issues – Mission 5: Tech City

- Need for a focus on knowledge-based industries to drive better growth.
- Infrastructure is critical – including digital connectivity.
- Public services play a role in procuring designing and delivering technological change.
- Support for establishing Cardiff as a 'Tech Hub'.
- Education is also critical.
- Recognised need to ensure that Cardiff can compete with cities in England and beyond.

Key Issues – Mission 6: One Planet Recovery

- Support for delivering the 'One Planet Strategy'.
- Flood protection also raised as a priority for many residents.
- Overall link between economic wellbeing, health and the environment were recognised in discussions.
- Retrofit schemes especially popular in the city's more deprived communities.
- Active and public transport also priorities for younger less affluent communities.
- The need to protect green space was also noted by a number of respondents.

Recovery and Renewal: Greener, Fairer, Stronger

The Missions

As the city emerges from the coronavirus pandemic whilst some things will change and some stay the same, the city, the nation and the world economy will be different. It is essential that as a city we respond to the challenges we face and grasp the opportunities on offer. To do this we will adopt a number of key missions:

- Mission 1: Reimagine the city centre
- Mission 2: A City for Everyone
- Mission 3: A 15 Minute City
- Mission 4: Culture and sport-led renewal
- Mission 5: Tech City
- Mission 6: One Planet Recovery

In delivering these missions we will work with public and private sector partners to identify potential funding and resources.



Key Missions

Mission 1: Reimagine the city centre

While the cities are expected to bounce back and continue to lead economic growth, the potential impact on city centres however is real and significant. This is especially true of Cardiff city centre, which has Wales' biggest concentration of employment, supporting around 70,000 jobs.

Although office workers are expected to return to city centres, it probably won't be in the same volume, as employers choose to maintain the flexible and hybrid working practices introduced during the pandemic. The city centre will, however, continue to act as Wales' primary commercial centre, and so we will maintain the momentum of our current projects improving the city's strategic business and transport infrastructure, wrapped around Central Station.

The retail and hospitality sector has been hit hard. The 'Amazonisation' of the high street will continue to see many familiar names disappear, and while the hospitality sector will bounce back, it will need additional support to do so safely over the remainder of the year. A dynamic approach to ensuring empty spaces are used productively will be needed to maintain the quality of the city centre. With international tourism impacted in the short term, Cardiff's visitor offer will become more localised, creating experiences and attractions for citizens and for the regional market.

Over the longer term, cities will need to respond to these challenges by taking a more active role in the management of their centres. As the economy restructures and space within the city centre gets repurposed we must make sure it does so in a way that adds to our city, whether it is better and more appropriate office and co-working space, new public squares and spaces, or simply a greener space.

In Cardiff, we will respond by reclaiming the streets for people, with more shared space, greater flexibility in how we use that space, and a focus on place-making.

In the recovery it is essential that we work to mitigate the threat to the thousands of jobs supported by our hospitality, retail and office sectors by attracting people back to the city centre when it is safe to do so.

We must maintain the momentum of our current projects, driving direct jobs through construction, but also improving our overall city infrastructure in the long term.

The response to shape the long-term future of the city centre needs to include measures to re-activate the night time economy, to improve the cultural offer, animate public spaces and diversify public transport options.

New governance arrangements will be needed to engage the full range of city centre stakeholders with joint initiatives to drive a collaborative response to recovery.

The engagement exercise also raised the need to reflect safety, cleanliness and accessibility issues in the city centre.

Key Issues

- The death of the city is greatly exaggerated – agglomeration will continue to drive innovation and creativity.
- But city centres face challenges, and office, retail and hospitality will change – we must actively encourage it to change for the better.
- Cities' role as a convener of people, for arts, culture, for work or shopping, or just to meet, will become more important.
- Spaces will change, and we need to actively manage how they do so.
- Retail and hospitality will increasingly value the local and authentic.
- Cleanliness, safety and accessibility were key issues raised in the engagement exercise
- Investment in public open space, including green space, was welcomed by all groups.
- Transport remains a critical component of developing the city centre.
- Recruitment issues were raised as important issues in the business engagement sessions.

Our Priorities

Make sure our city centre is safe, clean, welcoming and attractive for people of all ages and backgrounds.

Accelerate the completion of the central business district to support continued jobs growth.

Support existing businesses to grow and become more productive.

Improve existing - and establish new - public squares, streets, green spaces and open up our waterfront.

Take a more direct role in managing the future of the city centre to reflect the needs of residents, workers, businesses and visitors.

Put culture and arts at the centre of the recovery, embracing the role the sector plays in shaping our city centre.

Create a city centre that is fully accessible to all ages, and people of disabilities underpinned by a fully integrated transport system.

Proposed Projects

Complete Central Square and Central Quay as a new central business district, and Metro Central and the new Bus Station as a new the gateway to the city and Wales.

Bring forward the Canal Quarter development to create a major new city centre destination, reconnecting the city to its riverfront and opening up new public spaces.

Implement a new scheme to improve air quality and public realm and reduce congestion on Castle Street.

Explore proposals to develop a network of new squares, green streets with proposed new public spaces at St Mary Street south, Greyfriars Road, Park Place, and Metro Central south.

Bring forward plans for a new Metro link between Central Station and Cardiff Bay to provide first phase of the development of Cardiff Crossrail.

Complete a cycle loop around the city centre to connect each of the key city cycleways with each other.

Establish new safe and secure cycling hubs, commencing with a pilot initiative.

Invest in parklets, street greening and more flexible outdoor uses of public space across the city centre and keep Cardiff Castle open as a public park.

Increased cleansing activity in the city centre.

Establish new city centre management arrangements with a stronger partnership with the Business Improvement District, including establishing a Street Marshall scheme

Develop proposals for a new creative hub in the city centre to support production and performance.

Adopt a new 'home grown' events strategy and place animation programme.

Deliver further investment in Cardiff Market as a leading destination for local produce.

Mission 2: A City for Everyone

The health impact of the pandemic has not been felt evenly, with older people and those from deprived communities and from a minority ethnic background experiencing worse health outcomes.

The economic impact of COVID-19 has resulted in the greatest recession most of our city's residents will have experienced. This has led to a doubling of unemployment, over a 100% increase in Universal Credit applications and, ultimately, to a great many more families falling into poverty.

Across the UK, those working in front line jobs – often 'key workers' – have seen greater levels of infection and greater mortality than those able to work from home.

Overall, economic and health inequalities that existed before the pandemic have widened. Unless concerted action is taken, these gaps between communities will continue to grow.

Looking to the year ahead, we know the economic recovery will be uneven, with some sectors continuing to be impacted by the pandemic, particularly those sectors – such as hospitality and retail – that typically employ young people, women and those from a BAME background.

Over the months ahead there is an immediate need to ensure we respond by supporting those most impacted by the pandemic, whilst at the same time address the issues that are critical to narrowing health inequalities, including access to good jobs, good housing and education, and safe, clean and cohesion communities.

Focussed action will also be required in support of those most impacted by the pandemic, including children and young people, citizens from a minority ethnic background and the city's most vulnerable citizens.

The engagement exercise also raised the need to reflect health and anti-social behaviour in supporting a more equal city. Furthermore, accessibility to transport was also raised as a critical issue, with an asymmetry of accessibility found across the city. The survey work also

highlighted the support for maintaining current levels of support for rough sleepers. A need for better data to understand the impact of policy on different groups was also noted.

Key Issues

- The pandemic has widened inequalities, and without concerted city-wide action, the gaps between communities will grow.
- Unemployment has doubled and this is likely to be sustained for some time.
- It is expected that the young, women and those from a BAME background will feel the effects more than others.
- Life experiences of young people have been limited and there is a need for specific support in response.
- Cities will need to address the long-term drivers of health inequalities, including providing access to good jobs, housing and education to citizens in more deprived communities.
- Ensuring that development and regeneration supported all people was noted in both group discussions and the survey feedback.
- The link between health and economic outcomes was also noted as a key issue, and the need for public services to reflect health outcomes.
- Maintaining levels of support for rough sleepers was also recognised as a key project.
- Linking business and education was seen as important – as was recognising recruiting public sector workers is also a constraint to improving local services.
- Improved public transport was also raised as an essential part of improving access for all in the city.
- Respondents from a minority ethnic background were also more likely to raise the need to provide additional support for young people, including extra-curricular activity.

Our Priorities

Ensure that the benefits of the city's regeneration and development programme are felt across all the city's communities.

Become a Child Friendly City, where the interests of children and young people are at the heart of our response.

Ensure that the new models of support in place for the city's most vulnerable residents are maintained post-pandemic.

Address the long-term driver of health inequalities, including investing in housing, education and local communities.

Ensure that Cardiff is a city where we can all feel safe and welcome.

Proposed Projects

Gain status as a UNICEF Child Friendly City – the first UK city to achieve recognition and deliver a Child Friendly Recovery and Renewal programme.

Work with partners to deliver the Living Wage City initiative and encouraging all employers to become living wage accredited.

Work with Welsh Government to make sure all young people can access an offer of a job, training, education or voluntary opportunities.

Continue to invest in our Into Work team to provide support for people in our communities to get back into employment and training.

Continue our investment in new schools in the city's most deprived communities.

Provide additional support and mentoring for young people with a focus on hard-to-reach groups.

Deliver a programme of extra-curricular activity for Cardiff children, focusing on areas of deprivation.

Maintain the radical approach to supporting rough sleepers and the homeless population introduced during the pandemic.

Deliver over 2,000 new Council Houses as part of the most ambitious Council house building programme in Wales.

Support the Race Equality Task Force to address the long-term causes of racial inequalities.

Aim to establish social clauses within all major council contracts and capital programme to maximise local job creation and support local supply chains and local businesses.

Strengthen links between schools, higher education and business to increase the depth of digital, arts and STEM knowledge, skills and experiences offered to children and young people via the Curriculum for Wales 2022.

Mission 3: A 15 Minute City

The pandemic has brought to the fore the role of communities, local centres, our parks and the spaces on our doorstep. As the nation transitioned to a working day where the majority were working from home, and we saw big changes in the way we travelled, shopped and generally used the spaces around us.

It is clear that forms of agile working will remain in the post-pandemic world, and with it both a greater appreciation of the local. For the city this means there are opportunities to expand on those good things that happened during the pandemic such as increased active travel and a renewed focus on local economies. In responding we need to take steps to lock in the things that raised the profile of our local centres, whilst also investing in their future.

While curating and renewing the city centre and delivering major new developments, Cardiff will progress its version of a more interlinked city, a city of villages based on the existing network of successful local and district centres by making them more vibrant, busy and relevant to local communities. We will develop local areas with better and safe access by bike or foot to amenities and jobs on their doorstep, and with quick access also to the city centre. This fits with a hub and spoke approach to cities which may become more attractive after COVID-19, with more appetite for split-working between local centres and the central business district.

New opportunities come from public and active travel investment and improvements in local services, from investing in green and blue infrastructure – embracing our waterfronts and parks, and greening public spaces. These areas will provide minimum standards in terms of access to services, economic opportunity and green space. Improvements also come from investing in housing, jobs and public services in our communities.

The 'A 15 Minute City' concept will be supported by the delivery of a 'locality' approach to public services, with the colocation of public service teams in a network of Community and Wellbeing Hubs and a strengthened role for local schools in community life.

Achieving a 15 Minute City with integrated transport and land use also requires a strong regeneration and economic development capacity, which should be invested in as part of the establishment of 'place

infrastructure compact' style arrangements between the public and private sectors.

The Council will also need to take a more pro-active role in these areas to curate a city of networked centres that delivers for the economy, communities and our environment, where financial interests aren't the driver, but a means of supporting our communities.

The engagement sessions highlighted the central role of transport in delivering this mission, as well as a more active management of district centres.

Key Issues

- Working from home has led to a greater appreciation of our local communities and demand for local services.
- The use of parks and green spaces has increased massively as people have discovered their local green spaces.
- There are benefits that come from acting more local – from reduced congestion to community regeneration.
- Cities around the world are adopting the premise of the 'A 15 Minute City' in developing more liveable and sustainable cities.
- Improved transport connectivity was seen as the key issue in both group discussions and the survey responses.
- The better curation of district centres was also supported in surveys and discussions, including a more prominent public services role.
- Investment in estate renewal and sustainable housing was also supported in engagement and survey work.
- The theme of 'safe, green and clean' emerged in all sessions and survey outputs.
- Public services were highlighted as critical in the engagement sessions.
- The need to ensure that all corners of Cardiff are included in the 'Fifteen Minute City' concept was also raised by the Council's Economy and Culture Scrutiny Committee.

Our Priorities

Creating safe and accessible local centres for everyone, particularly children and older people.

Deliver a step change in the provision of public transport and active travel measures to link our communities, as outlined in our Transport White Paper.

Manage, curate and promote local and district centres across the city – to create vibrant centres by encouraging and promoting diverse local businesses, retail, workplaces, incubation spaces and social activity.

Invest in existing and establish new green spaces, whilst more actively embracing our waterfront.

Showcase and celebrate the diversity and culture of different parts of our city, including our city's historic assets.

Deliver a 'locality' approach to public services, with teams based in and able to respond to the needs of communities, built on the networks of Community and Wellbeing Hubs.

Support public service staff to work in an agile way, with community-based spaces in localities across the city.

Invest in estate renewal, enhancing existing housing estates and their neighbouring areas to deliver high quality sustainable low carbon housing, public realm and business space for our communities.

Proposed Projects

Establish a 15 Minute City toolkit for the Council and its partners.

Invest in a network of safe and segregated cycling routes between local centres as well as safe walking routes.

Establish 20mph speed limits in residential areas, creating safe urban environments where all people, children and families feel safe.

Transform public transport connectivity in district and local centres by working with Welsh Government and Transport for Wales to deliver investment in Cardiff Crossrail, City and Circle Lines and new train stations.

Develop proposals for a new urban park between the City Centre, Callaghan Square and Cardiff Bay, by greening Lloyd George Avenue to create Cardiff's equivalent of the New York Highline.

Provide active travel plans and effective safe active travel connections for schools.

Take forward the Channel View regeneration scheme and new Gasworks development to provide high quality, affordable, sustainable communities.

Develop and promote current assets such as the Wales Coastal Path to provide more outdoor attractions for residents and visitors across the city.

Expand and enhance our network of local multi-agency hubs, including a youth hub in the city centre.

Deliver major new large and small public realm and green infrastructure investment including a programme of re-greening our communities, improved footways, places, investing in trees, SUDs and new green spaces.

Support investment in co-working, innovation and start-up hubs within our city's communities, including touch-down hubs for public sector workers, focussing on areas of highest deprivation as a starting point.

Mission 4: Culture and sport-led renewal

Much of the creative sector has been devastated by the pandemic, with venues in particular closed by the restrictions for over a year. This has not only affected those businesses, but also those employed in the wider supply chain. There is an immediate need to ensure a sustainable renewal of the sector.

Sport came to a halt, affecting both professional and grassroots participation. For much of the past year attendance at sporting events has been restricted, whilst local clubs have been left unable to compete.

Even though the pandemic forced the doors to close on these sectors, it has too shone a light on their importance to city life, to the economy and to wellbeing.

During the periods of heightened restrictions, we have turned to music, literature and TV and film to fill our time. We've seen people engage with their own creativity, but we've also seen the desperation for people to see live performance, whether its theatre, cinema, music or sport.

Culture, creativity and sport shape cities as places to work, to live and to visit. In a world where the lines between these activities are increasingly blurred, maximising the impact of our creative and cultural assets is one of the ways in which we can create better lives for our communities and our workers, and to differentiate Cardiff from other cities for visitors.

Of course, this will still bring economic benefits, a productive and creative economy is now a prerequisite to a competitive economy. Cardiff has already staked its claim as a creative city, from producing the biggest budget TV shows in the UK, to its reputation for nurturing talent from grassroots to conservatoire musicians, to world class animators, games designers and artists.

Sport has also been a core component of our visitor economy, with our professional and national teams attracting millions of attendees each year. Our local talent has also been second to none.

Building on its strengths but also learning from weaknesses exposed by the pandemic in all cities, Cardiff will seek to develop its creative, cultural and sporting assets to support its economy, support the wellbeing of its residents, and to make the city a better place to live, work and visit. This will include reanimating the city centre to be safe and enjoyable as a unique place of interaction for business, arts, events and retail. It will be about providing space for our creative community to flourish. It is also about providing the facilities for people to participate.

We will also work to develop Cardiff Bay, with the new arena as a catalyst, to develop a cluster of creativity, bringing together the excellence already present in the city such as the Wales Millennium Centre, to create a focal point for the creative sector in Wales, a place where not only can you see the best performances, but also where the best productions are forged.

Sport is a big part of our culture, from our professional teams to our local talent, to the thousands of grassroots teams and clubs in our city. Part of our response is to recognise the benefits of supporting grassroots activity across all our communities.

There was comprehensive support as part of the engagement exercise for the need to put art and culture and the heart of the city's recovery. Investing in creative infrastructure and skills was also widely supported.

Accessibility for sporting and cultural venues was also raised consistently, as well as the need to ensure that the impact of the new arena on communities was a positive one.

Key Issues

- The pandemic has raised the importance of arts, culture and the creative use of space.
- The creative sector will be scarred, but raring to return.
- Culture, creativity and heritage (including sport) are important issues for Cardiff residents, but also attract business and visitors.
- Cities across the globe are embracing culture as a means of differentiation.
- Local experiences will become more important in attracting domestic and wider tourism.
- Culture is also increasingly recognised as a key wellbeing asset.
- Cities need to allow for and provide space for creative and cultural activities.
- The engagement exercise noted significant support for the city's Music Strategy and proposed new Signature Event
- Accessibility for sporting and cultural uses was raised consistently, with the need to ensure that everyone benefits from all levels of investment
- Questions were raised over the need to ensure that the impact of the new arena on communities was a positive one.

Our Priorities

Put culture at the heart of redevelopment, creating places and spaces that people want to be in and around, and supporting a more creative economy.

Invest in our creative infrastructure, from digital communication to low-cost artist workshops and studios, to makers' spaces and grassroots venues, enabling our skilled creatives to flourish, and recognising the role that culture and creativity can play in developing a better city.

Embrace Cardiff's Music City Strategy to make Cardiff the first city in the UK to incorporate music into its city structure – from planning and licensing to social wellbeing and tourism.

Support investment to unlock participation in sport at all levels.

Develop a new post-COVID Events Strategy with Welsh Government to support a home-grown focussed events sector that delivers a sustainable programme of events, supporting our own businesses in developing our visitor economy.

Proposed Projects

Deliver the new 15,000 seat arena in Cardiff Bay and establish an associated grassroots music support programme and embed the project in the local community.

Develop a new creative partnership for Wales in the heart of Cardiff Bay to develop more home-grown productions and support local jobs and businesses.

Develop proposals for public realm improvements in Womanby Street to create a cultural heart of the city centre.

Develop infrastructure to support the cultural, sporting and creative renewal of the city.

Establish plans for new creative hubs for businesses both in the city centre and in our district centres, providing flexible space for artists and creatives across Cardiff.

Deliver the Cardiff Music City festival as the first of the city's proposed new home-grown cultural events to kickstart the new events strategy.

Develop the business case for a new Centre of Contemporary Arts for Cardiff, with the intention of developing Wales' first internationally relevant exhibition space for contemporary art.

Explore the feasibility of Cardiff as a host city for the 2030 World Cup.

Deliver a new velodrome and outdoor cycling and running facility at the International Sports Village.

Publish a new Bilingual Cardiff Strategy to promote Welsh language and culture.

Mission 5: Tech City

The pandemic has seen a wholesale adoption of technology across almost all sectors, be it the almost instant adoption of flexible working practices for many, or the digital innovations in the hospitality sector have adopted throughout. Technology has both helped us to manage the health impact of COVID-19, whilst also supporting businesses who would have otherwise needed to close.

The UK response to the previous economic downturn was associated with a prolonged period of stagnation in productivity growth, manifesting itself in the low wage recovery that exacerbated income disparities. There is a need for cities to respond in a way that creates wealth for their citizens, and not just those in control of capital.

Productive cities however are not now reliant on natural resources or heavy industry. Today's successful cities are driven by the skills, knowledge and expertise of the people and businesses that live and operate there.

The pandemic has shown the impact that investment in technology can have in improving our lives and supporting business growth. As Cardiff emerges from the pandemic we need to build on our strengths as a liveable and clever city to grow our knowledge economy, creating not just more, but better, jobs.

To do this requires working with business, working with our universities, and working with our communities. We need to make sure we retain our talented people and provide them with the base to unleash their potential. This means creating the networks from which they can thrive, providing the working environment where they can collaborate, and having a great infrastructure backbone in place.

It's also important to note that tech businesses don't always need Grade A office space to flourish, the tech start-up of the future is just as likely to start in a co-working hub in the city centre, Bay, or in one of our communities. Investments such as Tramshed in Grangetown have shown the way for such spaces, and the internationally competitive businesses that can emerge from them.

We must however support tech at all stages of development and providing high quality space for businesses with the need to high spec spaces, or the

space to grow their operation is essential else we lose our city's best and brightest businesses. Projects such as Cardiff Parkway are integral to this, as is support for the city's emerging life sciences sector.

The engagement work supported the notion that Cardiff could attract tech companies previously attracted to larger UK cities, notably with some evidence of relocations already taking place. There was general support for the idea of developing Cardiff as Wales' 'Tech Hub'. There was also support for using tech to improve public services and city management.

Key Issues

- Agglomeration, innovation, creativity will continue to drive economic and wage growth.
- Hybrid working is here to stay – and the adoption of technology has been accelerated.
- There are opportunities for smaller cities to take advantage of the potential move away from the 'mega cities'.
- Technology has enabled business to operate and develop through the pandemic.
- Public services have also embraced and used technology to deliver services and improve performance.
- Competitive cities of the future will be reliant on a technology focused enterprise culture and an associated skilled workforce.
- The engagement work recognised the need for a focus on knowledge-based industries to drive better growth
- Infrastructure was raised as being critical to this mission.
- It was also noted that we must recognise the need to ensure that Cardiff can compete with cities in England and beyond.
- It was also noted that we should also ensure that we have equality of access to digital infrastructure, but also respect those who have difficulty in leading a 'digital first' life.
- The Economy and Culture Scrutiny Committee also highlighted the need for comprehensive digital access across the city.

Our Priorities

Establish Cardiff City Centre and Cardiff Bay as 'Tech Central' for Wales, retaining, developing and attracting the knowledge-based businesses of the future.

Support a 'start-up to IPO' tech eco-system creating a network of spaces for all stages of business development, and a programme of business and financial support for businesses with private sector partners.

Strengthen relationships between Cardiff and universities that focuses on public policy and economic development research for the city.

Invest in the infrastructure to support tech businesses in the city of all shapes and sizes, repurposing buildings to develop clusters of knowledge-based business.

Embed technology in the future delivery of public services and ensure equality of access across the city and alternative routes for those with difficulties in accessing digital services.

Proposed Projects

Deliver a new 'Tech City' approach that delivers dedicated programmes for support for the tech, finance, creative and life sciences sectors.

Support the development of a new Tramshed Tech network in the city to provide a full spectrum of support for emerging tech business, developing space, skills support, networks and links with finance for new and established businesses.

Support the development of a business case for a new Life Sciences Park with the Cardiff and Vale University Health Board that accelerates the development of the city-region's life sciences sector and attracts the best start-up businesses in the sector.

Support the delivery of Cardiff Parkway, a new business growth centre within the city, as an essential part of the city's business infrastructure offer.

Establish a new formal arrangement with the city's universities to share knowledge and expertise in developing public policy.

Develop a plan for Cardiff to become a Smart City to manage energy, traffic flows, congestion and air quality.

Work with partners to develop city to city rail links, including improved services to London, Bristol and Swansea.

Bring forward proposals for incubation space and business expansion space for the fintech, creative and cyber security sectors.

Develop the case for relocating a major UK Government department to Cardiff as part of the Places for Growth programme.

Work with infrastructure providers to ensure comprehensive digital accessibility across the city.

Mission 6: One Planet Recovery

Cities around the world are generally embracing a zero carbon, greener, cleaner and more sustainable response to the pandemic, creating better and more liveable communities.

The importance of local environment, including clean air, public squares, parks, and green spaces has been highlighted during the pandemic. More of us have been using these spaces, and they have become ever more important for our wellbeing. The temporary drop in emissions has improved otherwise congested spaces, as well as encouraging more active travel.

As Cardiff emerges from the COVID-19 crisis, the urgency, and radical nature of the interventions, which characterised the city's response to the pandemic must now be brought to bear on tackling the climate emergency.

The One Planet Cardiff strategy sets out an ambition for Cardiff to become a Carbon Neutral City by 2030. It outlines a wide range of activity to reduce carbon, whilst creating economic opportunities and promoting social well-being. The economic impact of COVID-19 has heightened the importance of this approach, and the Council will work to accelerate those carbon reduction projects that will create jobs and reduce living costs for those living in the city.

A number of major initiatives are already being progressed to help decarbonise the city. A city solar farm has recently been completed, generating 9MW of clean energy, construction of a major district heating network is about to commence, delivering an 80% carbon reduction heating emissions in connected buildings, and a housing energy retrofit programme is being developed with a longer-term ambition of making 2,000 homes per year warmer, greener and cheaper to run, especially in some of the most disadvantaged parts of the city. We're also setting a mission statement to significantly improve the energy performance of the Council's estate, moving towards Zero Carbon new build, and are implementing the Coed Caerdydd project which will see a significant increase in the area of the city given over to tree planting and enhanced biodiversity.

Measures are in place to improve air quality across the city, particularly in Castle Street. A £21 million programme of investment will dramatically improve air quality through transformational improvements to the urban realm, public transport and active travel infrastructure. In the short term, every effort will be made to ensure people feel safe and confident returning to using public transport. Over the longer term, the Council will progress the transformative package of transport projects set out in the Transport White Paper.

Our aim over the next ten years is to fundamentally transform the way people move around the city, reducing the dependency on private cars whilst adopting challenging modal split targets for active travel and public transport.

In response to the climate emergency the Council will also adapt its own organisational policies and practice to lead Cardiff's transition to a low carbon economy. Measures will include increasing the uptake of hybrid working and active travel amongst staff, driving our procurement activities to discourage and then remove all single use plastics from Council venues and pursuing the continued divestment from fossil fuels by the Cardiff and Vale of Glamorgan Pension Fund.

Equally important is the adoption of new technology. A cluster of innovative technologies is emerging, all of which will support a more innovative and productive economy. Forward looking cities are grasping these opportunities to create jobs and safeguard environment by establishing sizable investment programmes in green economy schemes. This is an important consideration given that the green economy has grown at around 5% over the last 10 years, making clear that economic growth in Cardiff must be green growth.

The engagement work showed comprehensive support for the city's One Planet Strategy. In particular the benefits for residents were noted, especially in areas such as fuel poverty. The link between the economy, the environment and health were also noted.

Key Issues

- Post-COVID, the climate emergency will remain as the greatest challenge and risk to cities.
- The pandemic has raised the importance of our local environment.
- The fall in emissions has created better environments and better spaces in otherwise congested city centre areas.
- Our use of parks and green spaces has risen and is expected to stay higher than pre-pandemic levels.
- The growth of the green economy represents a huge opportunity for jobs growth, with potential for immediate projects to create significant numbers of new jobs.
- Flooding will become a greater risk that will require mitigation through enhanced planning and investment in defences.
- Flood protection also raised as a priority for many residents and retrofit schemes especially popular in the city's more deprived communities.
- Active and public transport also priorities for younger less affluent communities.
- The need to protect green space was also noted by a number of respondents.

Our Priorities

Deliver the One Planet Cardiff Strategy, with the aim of becoming a carbon neutral city by 2030 and adopting 'zero carbon zero poverty' principles as we recover from the pandemic.

Use the market potential of the Green Recovery to create local jobs.

Develop planning policy and guidance to facilitate and maximise low energy, resource efficient and resilient development across the city.

Use the power of the Council's spending and investment decisions, and its own organisational policies, practice and partnerships to deliver maximum social and environmental gain.

Invest in sustainable homes and neighbourhoods, driving down both carbon footprint and energy costs for our communities.

Develop the infrastructure to make Cardiff the most Electric Vehicle (EV) friendly city in the UK.

Ensure the city is prepared for and protected from flooding events.

Proposed Projects

Work with regional partners to develop proposals for a mass retrofit programme for homes, upscaling and accelerating work to make existing homes more energy efficient, tackle fuel poverty, and stimulating new areas for skills development and employment.

Seek to establish a real time publicly accessible clean air monitoring network across the city.

Deliver 4,000 new sustainable homes, built to low carbon standards, at scale and pace focused on affordable, sustainable and low carbon mixed tenure homes.

Deliver an integrated and segregated cycle network, and develop Active Travel Plans and accessible walking and cycling routes for all schools.

Investigate a new pipeline of renewable energy generation projects on Council land to generate clean, renewable energy, both for direct local use and to help to further decarbonise National Grid electricity.

Deliver Phase 1 and Phase 2 of a Local Heat Network for Cardiff Bay and the City Centre.

Explore with partners proposals for tidal power to harness the energy potential of the Severn Estuary and establish a cluster of linked businesses.

Establish proposals for a programme of EV infrastructure investment.

Work with Cardiff Bus and other bus companies to green the city's bus fleet, including the introduction of new zero emission battery-electric buses as part of a modernisation and improvement for Cardiff Bus.

Promote healthy, local and low-carbon food through delivering the Cardiff Food Strategy.

Establish a City Tree Farm as part of the ambition to increase the city's tree canopy coverage and deliver the Coed Caerdydd Programme of mass planting of trees across the city.

Delivering the Missions

Working together to develop a Greener, Fairer, Stronger Capital City

The crisis has identified the need for cities, councils and government to reflect on how they enable recovery and transformation. The accelerated devolution of power, responsibilities and finance, and innovative partnership working between all tiers of government has underpinned successful cities internationally, and Cardiff should be part of that story.

Across the globe evidence on city performance suggest that they deliver most for their residents, region and nation when empowered to work in partnership with other tiers of government. Collaborative working, making the right decisions, at the right level, for the right purpose.

Cities also need to recognise that more than words are required to take forward their agenda, and to that end need to establish the means to do so.

In the case of Cardiff, this means establishing innovative governance arrangements between the Council, Welsh Government, Cardiff Capital Region, Western Gateway partners and UK Government, shaped by a common purpose whilst also recognising the city's need to determine its own agenda and to empower it to deliver.

This will also require new models of working that incentivises growth around public goals, bringing together governance structures and new financial mechanisms that encourage investment that drives public benefits.

For Wales it is also critical that the unique role of the capital city is recognised and reflected in its economic policy and development agenda.

To do this we will:

Drive competitiveness through collaboration

We will work with Welsh Government to support their economic agenda, and establish a modern, sustainable and inclusive capital city that delivers for our nation.

We will work with our local government colleagues in the Cardiff Capital Region to establish a Corporate Joint Committee that sees resources devolved to a regional level in a way that enables local government to support a stronger regional economy.

We will work with the Western Gateway to leverage investment on an international scale and recognise the potential for shared assets across the region to raise our overall competitiveness.

We will work with the UK Government as part of the Levelling Up agenda to establish Cardiff as a top tier UK city.

Establish new models of working

We will look at models such as Place Infrastructure Compacts, with a view to establishing a 'Capital City Compact' that leverages investment to benefit all of Wales.

We will explore the use of value capture models that incentivises sustainable development.

We will work with all levels of government to align external funding sources around a common purpose.

We will establish formal arrangements with our universities to maximise their impact on our economy and community development.

An International Capital City

We will reaffirm our international role through engaging in international networks.

We will work with our twin cities to establish a programme of professional exchanges for individuals and businesses.

Greener, Fairer, Stronger

City Recovery and Renewal Strategy

Engagement Report, November 2021



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Background

In June 2021 the Council launched its draft '*Greener, Fairer, Stronger*' City Recovery and Renewal Strategy that outlined the city's initial thinking of how it responds to the challenges it faces in the post-lockdown world. The work was informed by both desk research on trends emerging in Cardiff and other UK cities, as well as a global analysis that was led by Dr. Tim Williams that looked at how trends across the world could be expected to impact upon Cardiff, and how it should respond. The strategy outlined six key missions in its response, namely:

- Mission 1: Reimagine the city centre
- Mission 2: A City for Everyone
- Mission 3: A City of Villages
- Mission 4: Culture and sport-led renewal
- Mission 5: Tech City
- Mission 6: One Planet Recovery

In publishing the draft report the Council committed to undertaking a series of engagement exercises, with sessions led by Cabinet Members and an open survey for all residents.

Overview of Engagement

A series of Greener, Fairer Stronger engagement sessions and stakeholder events took place from June to October 2021 focussing on the city renewal strategy. These events were hosted online, with the first an open event chaired by Professor Gillian Bristow, Head of Cardiff University's School of Geography and Planning. This event saw the city's recovery debated between Cllr Huw Thomas, the Leader of Cardiff Council and Dr Tim Williams, a leading expert of global cities.

Cardiff businesses were also invited to attend a further session with Dr. Tim Williams alongside Cllr Russell Goodway, Cabinet Member for Investment and Development, to discuss the recovery from the business perspective.

Sustrans hosted an additional session focussing on liveable cities and towns for everyone. Facilitated by Christine Boston, Director, Sustrans it featured Cllr Caro Wild, Cabinet Member for Strategic Planning and Transport, Cardiff Council and Ali Abdi, Community Gateway Partnership Manager, Cardiff University.

A Communities of the Future engagement session was facilitated by Professor Gillian Bristow that looked at how cities will need to address the long-term drivers of health inequalities, including providing access to good jobs, housing and education to citizens in more deprived communities. Cllr Lynda Thorne, Cabinet Member for Housing and Communities, Cardiff Council and Bernadette Kinsella, Director Powell Dobson were the speakers for this session.

A series of officer led engagement sessions were also undertaken throughout the same period with the Economic Task Force, C3SC, FOR Cardiff (with separate sessions for directors and members), the Race Equality Taskforce, and the What Next? Cymru group.

The Council's Child Friendly City Team was also engaged to ensure that the opinions of the city's youth were captured, and this was achieved through a series of workshops that were undertaken in October 2021 with both primary and secondary schools across Cardiff. In addition the Cardiff Youth Council have also identified a number of key missions as priorities for their consideration.

To supplement our activity further a Recovery and Renewal Survey produced by Cardiff Research Centre was undertaken that was open to all residents. There were 1,746 valid responses to the survey.

This report brings together a summary of this engagement work.

Children and Young People Engagement

A series of events with children and young people took place in September and October 2021, with specific engagement sessions held in schools. In addition the Cardiff Youth Council has also taken on the consideration of one of the key missions of the recovery strategy, namely to 'Reimagine the City Centre' as one of their priorities for the year. A summary of the discussions and their output is presented below. The Cardiff Youth Council will continue to consider the 'Reimagine the City Centre' mission and feed into the delivery of this key mission.

Schools Engagement

The schools engagement sessions considered three of the strategy's missions, namely:

- Reimagine the City Centre
- City of Villages
- Culture & Sport Led Recovery

The sessions were facilitated by the Council's Child Friendly City Team and covered ages from ten to fifteen in primary and secondary schools.

SCHOOL	YEAR GROUPS	NUMBER OF SESSIONS RUN	TOTAL NUMBER OF PUPILS
Pentrebane Primary School	6	1	30
Fitzalan High School	7, 8 & 9	3	82
Ysgol Mynydd Bychan Primary School	6	1	30
Cantonian High School	7, 8 & 9	3	79
Total Number of Participants			221

Mission: Re-imagine the City Centre

There was consensus amongst children that cleanliness in the city centre is an issue, leading to the suggestion of more bins, power washing and litter picks. Many children highlighted the issue of homelessness with various suggestions on supporting people who are homeless in the city centre. Ideas such as giving essentials out and providing more shelter and accommodation were common suggestions. More green and open space, as well as soft play and places to take part in sport in the City Centre were also highlighted. This all feeds into the idea that the city centre has a role for recreation as well as retail, hospitality and office use. Participants also regularly highlighted the need for new shops with a focus on variety and increased small traders. With almost every class, the 'go crazy' suggestions were for a theme or water park.

Re-imagine the City Centre – Workshop key priorities/themes identified*

NO COST*	LOW COST	GO CRAZY
Volunteer Litter Picks	Graffiti walls	More toilets
More Trees/Greenery	Homeless Support (Food/shelter)	Street lighting/CCTV
More bins	More wheelchair access/lifts	Soft play/sport areas
Increased cleansing	Free event space	Theme park
	Free live music	Outdoor swimming pools
	More parks	New shops (more smaller shops)

Mission: A City of Villages

In order for the participants involved to be able to make informed choices and to open up discussions we asked a number of questions which helped define what we mean when we talk about a Village e.g. size, location, amenities etc. After running through the questions, the group was then asked to prioritise the most important elements in a village.

Housing was raised by a number of the participants, notably a need for a good mix of different types of to meet the needs of the community including apartments, terraced and detached family homes. There was a special mention for bungalows and care homes for the elderly residents. Access to green spaces alongside more formal play and leisure equipment was also raised, as well as a need for more accessible toilet facilities for families. Many young people also noted the need for employment within their communities. Better and more places to worship were also raised in some schools.

Better cycle infrastructure including more cycle lanes and places to securely store bikes was suggested as theft and damage was a concern. Rental bikes and E scooters were a theme although concern around vandalism with current rental bikes was raised consistently.

Support for community sports facilities was ranked high. Skating came up in half the workshops with street and ramp facilities highlighted. Places to have fun in your spare time including trampoline parks, cinema, soft play and play / youth centres were identified as important.

Mission: Sport & Culture Led

As part of the discussion around Sporting & Cultural recovery, it was starkly noted that the impact of COVID has significantly limited the opportunities for children and young people to take part and be immersed in sport and culture. The huge majority had never been to the theatre, been inside the castle, been in any of the stadiums, or seen a live band. Some of these would have been done while in school and they have missed most of the last two years. It has been suggested by children and young people that investment and innovation are required to counter this impact and seek the outcome that children and young people feel welcomed and confident engaging with future opportunities.

There were a range of proposals raised to address some of these issues, including free or subsidised tickets for cultural and sporting events, and free travel to and from those events. Children and young people also suggested that a city-wide calendar of child-friendly sporting and cultural activities would make the events more accessible increasing engagement and participation. Children and young people also felt that carrying out sports like running on the streets of Cardiff was dangerous as was travelling to and from events in the city centre and would like to see projects such as jogging groups, and improvements to lighting security measures.

Children and young people also suggested that the sports they took part in during Physical Education classes were not inclusive and varied and often based on gender. They would like to see a wider, open choice of sports which are accessible to all. Children repeatedly said that they weren't interested in visiting most museums due to the collection being "boring". Exceptions to this were St. Fagans and Techniquet, where children and young people enjoyed the interactive aspects of these settings.

Children and young people also noted gaming and eSports as important cultural and sporting topics, however, they identified a lack of local community structures and thought that gaming clubs, affordable gaming, and local gaming tournaments could help foster a better gaming culture across the city. In addition children and young people often brought up the topic of adventure activities and exciting outdoor pursuits such as kayaking, hiking, High-Ropes, Zip-lines, and adventure school trips.

Children and young people also stated that religions and traditions are part of the make-up of Cardiff and wanted more opportunity to practice and celebrate them.

Cardiff Youth Council Priority Subgroup – Reimagine the City Centre

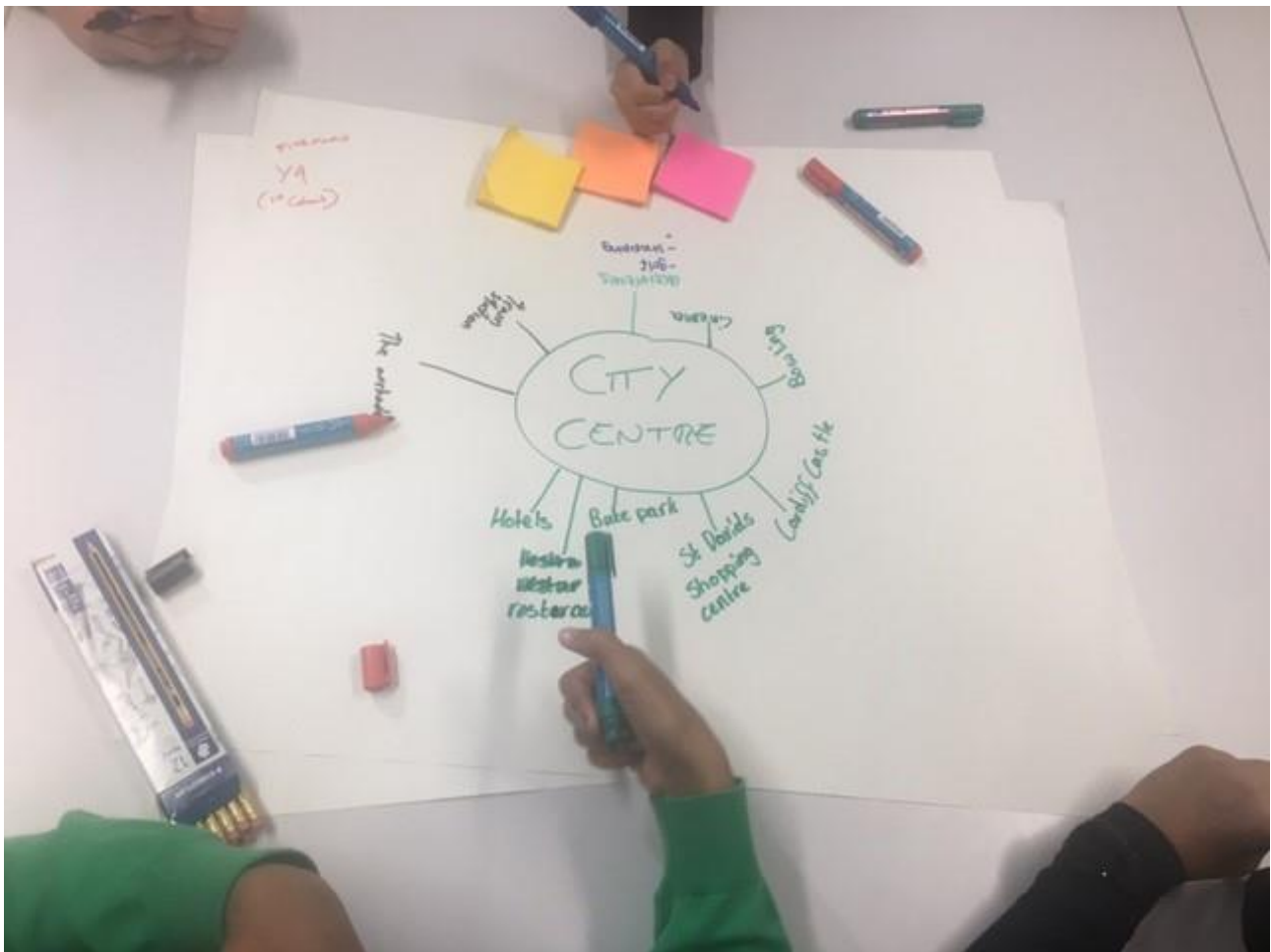
One of the priorities of Cardiff Youth Council at their September session was to consider the Re-Imagine the City Centre Key Mission. At their first meeting they went through the same workshop that was used within the schools and their priorities. A key issue raised in the session was safety, and the need to ensure that young people feel safe and confident to visit the city centre. Linked to this was accessibility, both in terms of the physical accessibility of the space itself, but also transport links and, critical, from an inclusive perspective where it was deemed important that all groups felt welcome within the city centre.

As with schools, cleanliness was also raised as a key issue for the Cardiff Youth Council, as well as more open and green spaces that support a city centre that allows for activities and sports.

Going forward, the Cardiff Youth Council will be exploring in more depth what some of these priorities mean and ways in which they, as a youth council, can help to promote, or work on them. They will also have the opportunity to run their own space within a city centre retail location and reach out to other children and young people to engage in further dialogue.

Children and Young People Engagement Summary

- Accessibility, cleanliness, and open spaces are important for the city centre to attract young people.
- Young people are also concerned about the impact of homelessness and the needs of homeless in the city centre
- Cost was an issue for many young people, and a barrier for them taking part in events.
- A large number of young people had never been to the castle, or any stadiums in the city.
- Safety was an issue for a lot of young people too.



Workshop event at Fitzalan High School

Key Missions

Mission 1: Reimagine the city centre

Throughout the engagement sessions, the city centre was of particular interest given the impact on the economy of the pandemic and the nature of any long term effects on business. Generally there was support for the idea of taking a greater role in the curation of the city centre, and for more green, clean and accessible spaces.

‘Making a city centre that is safe, clean, welcoming and attractive for people of all ages and backgrounds’ was viewed as the most important priority by respondents, with around two-thirds (65.4%) ranking this in their top three. This was followed by ‘Create a city centre that is fully accessible to all ages, and people of disabilities underpinned by a fully integrated transport system’ (63.8%).

Businesses also raised the issue of recruitment in the city centre, with particular need to support the hospitality sector. Recruitment issues have already manifested themselves in a contraction of activity for some businesses, with some operating on fewer days a week, or at lower capacity. Conversely we have seen footfall return quickly, with days regularly exceeding their pre-pandemic equivalents in terms of the number of people visiting the city centre.

“Recruitment is a real threat to the competitiveness of the city centre, we need more support in the hospitality industry.”

Business session

‘Create a city centre that is fully accessible to all ages, and people of disabilities underpinned by a fully integrated transport system’ was seen as the most important by female respondents (71.5%), those Under 35 (70.7%) and those that identified as disabled (69.8%). Male respondents rated this as less important (58.9%). This did reflect a number of discussions that suggested some groups felt the city centre was less accessible to them – covering issues of both physical accessibility as well as perceptions of safety.

“To make a good city you do need to be mindful some people want quiet and contemplation. It is imperative that we consider space for peace and quiet and an oasis of calm. Safety must be high on the agenda.”

Business session

“We need to encourage more use of public transport.”

Business session

Both the survey and the engagement sessions showed support for the establishment of more public spaces and opening up green spaces and the waterfront in the city. Overall there was no clear correlation with level of deprivation in the city in relation to the seven priorities.

Survey Summary – Key Priorities

Base: 1,020	1	2	3	% in top 3
Making a city centre that is safe, clean, welcoming and attractive for people of all ages and backgrounds.	22.3	26.1	17.1	65.4
Create a city centre that is fully accessible to all ages, and people of disabilities underpinned by a fully integrated transport system.	25.7	19.2	18.9	63.8
Improve existing – and establish new – public squares, green spaces and open up our waterfront.	23.4	15.0	17.7	56.2
Support existing businesses to grow and become more productive.	12.4	12.5	10.2	35.1
Put culture and arts at the centre of the recovery, embracing the role the sector plays in shaping our city centre.	6.6	13.9	14.4	34.9
Take a more direct role in managing the future of the city centre to reflect the needs of residents, workers, businesses and visitors.	6.5	7.5	12.7	26.7
Accelerate the completion of the central business district to support continued jobs growth.	7.8	5.5	6.1	19.4

When asked an open question on priorities, almost one in five respondents raised the need to improve public transport. In addition one in eight respondents raised concerns of anti-social behaviour and the need to make the city centre feel safer. Over ten percent also questioned the need for some development in the city centre, notably student accommodation.

Is there anything else the Council should prioritise to help re-imagine the city centre?

Theme	No.	%
Improve public transport / infrastructure	78	18.1
Tackle anti-social behaviour / improve Safety	54	12.5
No more inappropriate / student accommodation buildings	49	11.4

In terms of the proposed projects, Over half (53.6%) of respondents ranked ‘Complete Metro Central and the new Bus Station as a new the gateway to the city and Wales’ in their top 3 proposed projects for this mission, this was followed by ‘Complete a cycle loop around the city centre which will connect each of the key city cycleways with each other’ (28.9%) and ‘Bring forward plans for a new Metro link between Central Station and Cardiff Bay to provide first phase of the development of Cardiff Crossrail’ (25.9%).

Top 5 Ranked Proposed Projects

Base: 1,020	1	2	3	% in top 3
Complete Metro Central and the new Bus Station as a new the gateway to the city and Wales.	37.3	10.2	6.2	53.6
Complete a cycle loop around the city centre which will connect each of the key city cycleways with each other.	10.0	10.6	8.2	28.9
Bring forward plans for a new Metro link between Central Station and Cardiff Bay to provide first phase of the development of Cardiff Crossrail.	5.2	12.5	8.2	25.9
Bring forward the Canal Quarter development to create a major new destination, reconnecting the city to its riverfront and opening up new public spaces	10.6	8.6	6.6	25.8
Keeping Cardiff Castle open as a public park.	6.2	7.3	10.0	23.4

Looking at scores by respondent, those aged 55+ and who identified as disabled deemed the completion of the metro/bus station a high priority (64.6% and 60.0% respectively), this falls when compared by respondents Under 35 or those that from a minority ethnic background (44.0% and 48.1% respectively). Respondents under the age of 35 (48.3%) were more inclined to want the completion of a cycle loop around the city centre, compared to those 55+ (17.6%). When asked an open question on projects, almost one in eight responses raised the need for projects to support local businesses, with a number of respondents highlighting the need for both investment in public and active travel infrastructure, as well as re-opening the roads in the city centre.

Do you have any other comments on the role of the city centre in Cardiff’s recovery from the COVID-19 pandemic?

Theme	No.	%
Support local business	35	11.9
Better Public transport / Infrastructure	31	10.5
Reopen the roads	23	7.8

Key Issues

- Cleanliness, safety and accessibility were key issues raised in both engagement sessions and the survey feedback.
- Investment in public open space, including green space, was welcomed by all groups.
- Transport remains a critical component of the city centre.
- Recruitment and skills issues were raised as important issues in the business engagement sessions.
- Supporting local home grown businesses was also seen as a way of making the city centre more interesting.
- There were some differing priorities regarding transport, with support for both improved cycle infrastructure, whilst some were advocating for improved road infrastructure.
- Responses also showed conflicting views regarding development, with some raising concerns over city centre developments.

Mission 2: A City for Everyone

The need to ensure that everyone benefits from the post-pandemic recovery was universally endorsed, but critically it is important to understand the multi-faceted impact of both the pandemic and the different paths and recovery could take. A key lesson identified in the engagement sessions was that it is impossible to disentangle the health and economic impact of the pandemic. The direct impact of the pandemic itself – those who suffered as a result of COVID-19 – hit our more deprived communities the hardest. The economic impacts were also felt by those in our more deprived communities the hardest, with a concentration of applications for discretionary fund support coming from the city's Southern Arc.

“Health and wellbeing and the economy should be seen as two sides of the same coin.”

Public Service Board session

As with the city centre, accessibility and safety were also important, and from the survey, almost two-thirds of respondents ranked both 'Ensure that the benefits of the city's regeneration and development programme are felt across all the city's communities' and 'Ensure that Cardiff is a city where we can all feel safe and welcome' in their top 3 priorities for this mission (64.8% and 64.5% respectively). Three in ten (29.9%) ranked 'Become a Child Friendly City, where the interests of children and young people are at the heart of our response' in their top 3 priorities. However, when viewed by respondents aged under 35 or those with a household that contains a child this increases to 37.2% and 53.9% respectively. There was consistency of opinion across the demographic groups analysed regarding 'Ensure that the benefits of the city's regeneration and development programme are felt across all the city's communities'. It was also noted in discussions that better data was needed to monitor this.

“Cardiff Commitment is a great way to get business and education linked up and all businesses to be aware of this facility”

Business session

Survey Summary – Key Priorities

Base: 924	1	2	3	% in top 3
Ensure that the benefits of the city's regeneration and development programme are felt across all the city's communities.	21.4	21.6	21.8	64.8
Ensure that Cardiff is a city where we can all feel safe and welcome.	28.7	15.2	20.7	64.5
Address the long term driver of health inequalities, including investing in housing, education and local communities.	20.0	23.3	18.1	61.4
Ensure that the new models of support in place for the city's most vulnerable residents are maintained post-pandemic.	12.1	18.5	14.0	44.6
Use the role of the Council as an economic anchor institution, and the power of the Council's policies, procurement and partnerships to drive a local economic recovery.	11.1	9.4	12.0	32.6
Become a Child Friendly City, where the interests of children and young people are at the heart of our response.	10.5	10.7	8.7	29.9

When asked an open question on priorities, almost one in six responses raised the need to improve public transport and make it more accessible. In addition one in eight responses raised concerns of anti-social behaviour and safety. Over one in eight highlighted the need for support for people to access housing.

Is there anything else the Council should prioritise to make Cardiff a city for everyone?

Theme	No.	%
Better Public transport / Infrastructure/ Accessibility	38	16.3
More Police / Tackle ASB/ Safety / Anti-social concerns	31	13.3
Housing / Homelessness	29	12.4

These issues also aligned with the discussions in some of the engagement sessions, where it was felt that different groups had different outcomes when it came to accessing public services and housing. For example, there was a distinct divide in cycling according to gender. The issue of designing in good spaces for older people was also discussed.

“Currently participation in cycling is not equal in Cardiff. Bike Life data shows 14% of women vs 31% of men cycle at least once a week. And 12% of people who are disabled vs 26% of people who are not disabled cycle at least once a week.”

Sustainable transport session

“We need to ensure that senior living is back in the city. What will be the senior living experience for Cardiff”

Business session

Support for jobs for all people, and the Living Wage, was also raised regularly, and the need to work with third sector organisations to ensure that jobs for all were considered. In addition the positive work of the Council's Into Work Team was also noted. Issues of recruitment in public services were also seen as a barrier to delivering this mission.

“There is a recruitment crisis in hospitality & events and care & social services. Employability skills need to be improved in deprived areas. Into work services is key and a better relationship needs to be formed. Highlight the importance of Cardiff being an inclusive city for disabilities.

Third sector session

When considering projects, two in five (44.2%) respondents ranked ‘Maintain the radical approach to supporting rough sleepers and the homeless population introduced during the pandemic’ in their top 3 projects for this mission. This was followed by ‘Work with partners to deliver the Living Wage City initiative and encouraging all employers to become living wage accredited’ (39.5%) and ‘Work with Welsh Government to make sure all young people can access an offer of a job, training, education or voluntary opportunities’ (37.8%).

Top 5 ranked Proposed Projects

Base: 911	1	2	3	% in top 3
Maintain the radical approach to supporting rough sleepers and the homeless population introduced during the pandemic.	14.1	16.2	13.9	44.2
Work with partners to deliver the Living Wage City initiative and encouraging all employers to become living wage accredited.	23.2	8.8	7.6	39.5
Work with Welsh Government to make sure all young people can access an offer of a job, training, education or voluntary opportunities.	15.1	12.3	10.3	37.8
Deliver over 2,000 new Council Houses as part of the most ambitious Council house building programme in Wales.	12.2	11.2	10.6	34.0
Strengthen links between schools, higher education and business to increase the depth of digital and STEM knowledge, skills and experiences offered to children and young people via the Curriculum for Wales 2022.	6.9	9.5	10.8	27.2

Respondents from a minority ethnic background were around twice as likely to support the need for additional support and mentoring for young people with a focus on hard to reach groups. (22.1%) compared by those Under 35 (11.5%). A similar pattern was seen with regard the proposal to deliver a programme of extra-curricular activity for Cardiff children, focusing on areas of deprivation (30.2%) compared by those Under 35 (15.9%).

When asked for further comments, the biggest issue raised was around social inclusion and the need for projects identified to be accessible to all.

Do you have any other comments on the role of a City for Everyone in Cardiff's recovery from the COVID-19 pandemic

Theme	No.	%
Social Inclusion	68	44.2
Housing	10	6.5
COVID related / Health	10	6.5

Key Issues

- The need to ensure that development and regeneration supported all people was noted in both group discussions and the survey feedback.
- The link between health and economic outcomes was also noted as a key issue, and the need for public services, housing and local regeneration to reflect health outcomes.
- Maintaining levels of support for rough sleepers was also recognised as a key project.
- Linking business and education was seen as important – as was recognising recruiting public sector workers is also a constraint to improving local services.
- Improved public transport was also raised as an essential part of improving access for all in the city.
- Anti-social behaviour was also raised by a number of respondents in the survey.
- Respondents from a minority ethnic background were also more likely to raise the need to provide additional support for young people, including extra-curricular activity.
- A need for data to understand the impact of policy on different groups was noted.

Mission 3: A City of Villages

The City of Villages concept was generally endorsed during sessions and was seen as a critical link between all of the missions identified in the recovery strategy. The priority featuring most frequently in the top three of the survey was ‘Deliver a step change in the provision of public transport and active travel measures to link our communities, as outlined in our Transport White Paper’, with half (51.5%) of respondents ranking this in their top three. This was followed by ‘Invest in estate renewal, enhancing existing housing estates and their neighbouring areas to deliver high quality sustainable low carbon housing, public areas and business space for our communities’ (44.9%) and ‘Manage, curate and promote local and district centres – to create vibrant centres by encouraging and promoting diverse local businesses, retail, workplaces, start-up spaces and social activity’ (44.3%).

In the engagement sessions, public services were noted as important in developing sustainable communities, especially in those areas where there is little for-profit activity to support local opportunities and service delivery. The issue of designing communities to promote better health outcomes was also raised.

“Good local services and facilities are critical, and we need to support the not-for profit businesses in these areas to support our communities

Third sector session

“Public services play an essential role in good communities, but they can also become anchors of regeneration too.”

Public Service Board session

During the sessions it was also highlighted that there is an overlap between tourism, accessible transport and local regeneration, and the need for these things to be considered collectively. With regard to the tourism offer, it was highlighted that many of the city’s best food and drink destinations could be found outside the city centre, but that they were often difficult to access.

“The National Cycle Network can play a key role in supporting tourism’s recovery by enhancing and diversifying accessibility to tourism destinations, introducing vehicle free access to areas at risk of physical degradation, and helping to reduce levels of traffic where people visit.

Transport session

Survey Summary – Key Priorities

Base: 809	1	2	3	% in top 3
Deliver a step change in the provision of public transport and active travel measures to link our communities, as outlined in our Transport White Paper.	26.8	14.5	10.3	51.5
Invest in estate renewal, enhancing existing housing estates and their neighbouring areas to deliver high quality sustainable low carbon housing, public areas and business space for our communities.	13.8	14.1	16.9	44.9
Manage, curate and promote local and district centres – to create vibrant centres by encouraging and promoting diverse local businesses, retail, workplaces, start-up spaces and social activity.	13.7	14.8	15.7	44.3
Creating safe and accessible local centres for everyone, particularly children and older people.	21.0	12.6	10.3	43.9
Invest in existing and establish new green spaces, whilst more actively embracing our waterfront.	12.7	15.1	13.0	40.8
Deliver a ‘locality’ approach to public services, with teams based in and able to respond to the needs of communities, built on the networks of Community and Wellbeing Hubs.	5.4	12.1	9.6	27.2
Showcase and celebrate the diversity and culture of different parts of our city, including our city’s historic assets.	4.1	8.8	8.3	21.1
Support public service staff to work in an agile way, with community-based spaces in localities across the city.	2.5	4.0	7.2	13.6
Align resources across the Council to deliver a coordinated programme of regeneration activity in line with the Welsh Government’s Town Centres First Principle.	2.2	3.7	5.4	11.4

When asked an open question on priorities, almost 20% noted the need to improve active travel infrastructure, engaging with the community with decision making was also raised by a further 15%, whilst similar figure outlined the need to protect and preserve green spaces.

Is there anything else the Council should prioritise to make Cardiff a city of villages?

Theme	No.	%
Improved Active Travel Infrastructure/ Accessibility	31	19.9
Consider all Areas / Involve the community	24	15.4
Protect / Preserve Green spaces / Environment	24	15.4

“There is also a duty to provide protection and support to the musicians, artists and mircoorganisations that will play a huge part in the regeneration of the inner city in particular, but are often the first victim of the desirability that they have helped to achieve, as their spaces and precarious rental agreements make way for developers and developments.”

Arts sector response

With regard to proposed projects, over half (54.0%) ranked ‘Transform public transport connectivity in district and local centres by working with Welsh Government and Transport for Wales to deliver investment in Cardiff Crossrail, City and Circle Lines and new train stations’ in their top 3 projects for this mission. This was followed by ‘Invest in a network of safe and segregated cycling routes between local centres as well as safe walking routes’ (41.0%) and ‘Deliver major new large and small public areas and investment including a programme of re-greening our communities, improved footways, places, investing in trees and new green spaces’ (40.7%).

“Research shows that the construction of safe walking and cycling routes at scale can improve population health and reduce health inequalities”

Transport Session

Top 5 ranked Proposed Projects

Base: 808	1	2	3	% in top 3
Transform public transport connectivity in district and local centres by working with Welsh Government and Transport for Wales to deliver investment in Cardiff Crossrail, City and Circle Lines and new train stations.	29.1	16.0	0.9	54.0
Invest in a network of safe and segregated cycling routes between local centres as well as safe walking routes.	25.1	9.3	6.6	41.0
Deliver major new large and small public areas and investment including a programme of re-greening our communities, improved footways, places, investing in trees and new green spaces.	7.3	15.8	17.6	40.7
Develop and promote current assets such as the Wales Coastal Path to provide more outdoor attractions for residents and visitors across the city.	4.6	9.2	9.2	22.9
Develop proposals for a new urban park between the City Centre, Callaghan Sq. and Cardiff Bay, by greening Lloyd George Avenue to create Cardiff’s equivalent of the New York Highline.	6.2	8.4	8.2	22.8

When asked for further comments, conflicting concerns were raised around the imposition of 20mph areas, with both support and opposition. Improved active travel was also often cited. In addition a number of further comments were also highlighted with regard to preserving green fields in the city, with a number of responses citing the Velindre Cancer Centre development.

Do you have any other comments on the role of City of Villages in Cardiff’s recovery from the COVID-19 pandemic?

Theme	No.	%
Concerns around 20mph speed limit / speed bumps	16	12.7
Improved Active Travel Infrastructure/ Accessibility	16	12.7
Protect / Preserve Greenfield Sites / Environment	12	9.5

Key Issues

- Improved transport connectivity was seen as the key issue in creating the '15 minute city' in both group discussions and the survey responses.
- The better curation of district centres was also supported in surveys and discussions, including a more prominent public services role.
- Investment in estate renewal and sustainable housing was also supported in engagement and survey work.
- The theme of 'safe, green and clean' emerged in all sessions and survey outputs.
- Conflicting views over the road infrastructure – for example there were some comments relating to the need and rationale for 20mph zones.
- Public services were highlighted as critical in the engagement sessions,
- A number of respondents were also opposed to the new Velindre Cancer Centre development in the north of the city.
- It was also requested to change the mission to '15 Minute City' in line with the recognised term.

Mission 4: Culture and sport-led renewal

Much of the creative, cultural and sporting sectors were devastated by the pandemic, with venues in particular closed by the restrictions for over a year. This has not only affected those businesses, but also those employed in the wider supply chain, but more critically those who enjoy sport and culture. Given this it was unsurprising to find that 'Put culture at the heart of redevelopment, creating places and spaces that people want to be in and around, and supporting a more creative economy' was viewed as the most important priority for this mission, with over two-thirds (66.3%) of respondents ranking this in their top 3. Although being ranked the lowest priority, 'Support investment to unlock participation in sport at all levels' was still ranked in the top 3 by over half (51.1%) of respondents.

"Culture and the arts are integral to our wellbeing"

Arts sector response

"There is a human desire to connect. Reshape our city spaces physically and mentally. We need to look at the speed in which we can improve people experiences in terms of transport and how we move around the city in a positive and sustainable way."

'What's Next' session

Engagement sessions also raised the need to make culture more accessible in our recovery, specifically looking at both issues affecting disabled people, as well as different forms of culture.

"What specific actions are being taken to ensure disabled people are at the thinking about the cultural recovery?"

'What's Next' session

"Art forms under the hip hop umbrella have no space in Wales"

'What's Next' session

"There is little mention of the Welsh language and its place in the city, both in terms of its current status and future strategies for developing the Welsh Language."

Arts sector response

Survey Summary – Key Priorities

Base: 700

	1	2	3	% in top 3
Put culture at the heart of redevelopment, creating places and spaces that people want to be in and around, and supporting a more creative economy.	23.0	22.6	20.7	66.3
Invest in our creative infrastructure, from digital communication to low cost artist workshops and studios, to makers' spaces and grassroots venues, enabling our skilled creatives to flourish, and recognising the role that culture and creativity can play in developing a better city.	18.9	20.1	23.0	62.0
Embrace Cardiff's Music City Strategy to make Cardiff the first city in the UK to incorporate music into its city structure – from planning and licensing to social wellbeing and tourism.	25.7	17.3	15.6	58.6
Develop a new post-Covid Events Strategy with Welsh Government to support a home-grown focussed events sector that delivers a sustainable programme of events, supporting our own businesses in developing our visitor economy.	12.1	21.1	19.0	52.3
Support investment to unlock participation in sport at all levels.	21.0	17.4	12.7	51.1

There was consistency of opinion towards the importance of 'Put culture at the heart of redevelopment' and 'Invest in our creative infrastructure', across the demographic groups. Levels of support for investment in creative infrastructure was highest in the more deprived communities of the city. Households containing children and respondents from the least deprived areas with the biggest advocates of 'Support investment to unlock participation in sport at all levels.' (62.0% and 60.7% respectively).

Protecting art and culture was also raised independently by survey respondents, who also often cited the need to ensure accessibility to arts and sports for all groups in Cardiff.

Is there anything else the Council should prioritise for a culture and sport led renewal?

Theme	No.	%
Invest / Protect Music / Arts & Culture	28	25.9
Social Inclusion - Electoral Ward / Youth / Elderly / Those with disabilities / BAME	18	16.7
Work / Invest in Local / Grassroot clubs	16	14.8

‘Deliver the Cardiff Music City festival as the first of the city’s proposed new home-grown cultural events to kickstart the new events strategy’ and ‘Establish plans for new creative hubs for businesses both in the city centre and in our district centres, providing flexible space for artists and creatives across Cardiff’ were ranked in the top 3 by over two in five respondents (42.1% and 40.0% respectively).

Top 5 ranked Proposed Projects

Base: 722	1	2	3	% in top 3
Deliver the Cardiff Music City festival as the first of the city’s proposed new home-grown cultural events to kickstart the new events strategy.	12.3	16.5	13.3	42.1
Establish plans for new creative hubs for businesses both in the city centre and in our district centres, providing flexible space for artists and creatives across Cardiff.	13.3	14.0	12.7	40.0
Develop proposals for public realm improvements in Womanby Street to create a cultural heart of the city centre.	15.9	9.7	8.4	34.1
Develop a new creative partnership for Wales in the heart of Cardiff Bay to develop more home-grown productions and support local jobs and businesses.	10.2	11.2	10.5	32.0
Deliver a new velodrome and outdoor cycling and running facility at the International Sports Village.	10.4	10.0	11.4	31.7

Support for the delivery of the Cardiff Music City festival was consistent amongst both demographic and deprivation groups. Respondents from the most deprived communities, females and those that identified from a Minority Ethnicity had the highest level of support for new creative hubs for businesses both in the city centre and in our district centres (51.3%, 46.5% and 46.3% respectively). The ‘Develop a culture-led regeneration scheme for Mount Stuart Square’, received strongest support from those identified as from a minority ethnic background (49.3%).

In an open question on issues relating to this mission, almost one in five comments related to the need to protect arts and culture within the city. A similar proportion highlighted the need for greater social inclusion. Over 10% also raised the need for a new arena to deliver tangible benefits for local residents.

Do you have any other comments on the role of Culture and Sport in Cardiff’s recovery from the COVID-19 pandemic?

Theme	No.	%
Invest / Protect Arts & Culture / Heritage	24	19.4
Social Inclusion - Electoral Ward / Youth / Elderly / Those with disabilities / BAME	23	18.5
Concerns Around New Arena in Cardiff Bay	15	12.1

Key Issues

- Comprehensive support for the need to put art and culture and the heart of the city’s recovery.
- Investing in creative infrastructure and skills was also widely supported.
- There was significant support for the city’s Music Strategy and proposed new Signature Event.
- Accessibility for sporting and cultural uses was raised consistently, with the need to ensure that everyone benefits from all levels of investment.
- Questions were raised over the need to ensure that the impact of the new arena on communities was a positive one.

Mission 5: Tech City

The need for Cardiff to develop as a hub for knowledge based businesses was recognised during discussions, in particular the benefits of ensuring that Cardiff was primed with the business environment that could attract and retain talent in sectors such as fintech, creative industries, cyber security and life sciences.

“Co working spaces are becoming very important especially for fast growth tech companies. Accelerator firms are relocating from Bristol to Cardiff. We need to make the city special and an experience for people coming to the city”

Business session

“We’re seeing a movement of staff form outside Wales relocating to Cardiff”

Business session

Over seven-tenths of respondents (71.3%) ranked ‘Invest in the infrastructure to support tech businesses in the city of all shapes and sizes, repurposing buildings to develop clusters of knowledge-based business’ in their top 3 priorities for this mission. Respondents ranked ‘Support a tech eco-system creating a network of spaces for all stages of business development, and a programme of business and financial support for businesses with private sector partners’ as the least important priority, however, this was ranked in the top three by just under half (48.2%) of respondents.

Survey Summary – Key Priorities

Base: 627	1	2	3	% in top 3
Invest in the infrastructure to support tech businesses in the city of all shapes and sizes, repurposing buildings to develop clusters of knowledge-based business.	23.4	27.6	20.3	71.3
Embed technology in the future delivery of public services.	21.7	21.1	18.7	61.4
Strengthen relationships between Cardiff and universities that focuses on public policy and economic development research for the city.	23.8	16.9	16.7	57.4
Establish Cardiff City Centre and Cardiff Bay as ‘Tech Central’ for Wales, retaining, developing and attracting the knowledge-based businesses of the future.	20.4	14.0	15.3	49.8
Support a tech eco-system creating a network of spaces for all stages of business development, and a programme of business and financial support for businesses with private sector partners.	11.6	17.4	19.1	48.2

The engagement sessions also highlighted the need for small business to be part of the recovery, and noted the role that the Council could also play, citing the role of procurement as well as the support provide by Welsh Government and the Council in plugging the gaps in COVID-19 support funding for small businesses.

“Small business attribute 68% to the employment in Cardiff and small business maintain the community.”

Business session

“Cardiff Council Procurement Process – Small businesses find it difficult to get business from this.”

Business session

“Should be recognised that Cardiff Council did a good job in getting COVID funding out to so many difficult circumstances especially early on.

Business session

The open questions within the survey also highlighted the need for tech to be accessible, and that when described as a tech city this should also reflect the needs of residents. This in part reflected the concerns that some may have difficulty in using technology to access services and therefore the Council should also consider how it rolls out the use of digital technology. In addition, a need for improved infrastructure was also cited, as well as the need to provide good education and training if the city is to become at the forefront of the nations’ knowledge based economy. Overall infrastructure, including road and rail, was also cited as a key component of supporting this mission.

Is there anything else the Council should prioritise to make Cardiff a Tech city?

Theme	No.	%
Ensure Tech is available for all	34	44.2
Road Network / Infrastructure / Accessibility	10	13.0
Greater Education	8	10.4

Over a half (51.2%) of respondents ranked 'Develop a plan for Cardiff to become a Smart City to manage energy, traffic flows, congestion and air quality' in their top 3 priorities for this mission, this included (21.6%) that ranked it first. This was followed by 'Work with partners to develop city to city rail links, including improved services to London, Bristol and Swansea' (39.8%).

Top 5 ranked Proposed Projects

Base: 635	1	2	3	% in top 3
Develop a plan for Cardiff to become a Smart City to manage energy, traffic flows, congestion and air quality.	21.6	16.7	12.9	51.2
Work with partners to develop city to city rail links, including improved services to London, Bristol and Swansea.	12.0	17.2	10.7	39.8
Establish a new formal arrangement with the city's universities to share knowledge and expertise in developing public policy.	12.8	13.7	10.7	37.2
Support the development of a business case for a new Life Sciences Park with the Cardiff and Vale University Health Board that accelerates the development of the city-region's life sciences sector, and attracts the best start-up businesses in the sector.	15.3	11.2	9.6	36.1
Develop the case for relocating a major UK Government department to Cardiff as part of the Places for Growth programme.	5.0	9.9	17.5	32.4

On the open survey question, a substantial number of responses cited the need to improve overall transport infrastructure. This included improving city to city links, as well as ensuring that there are better local amenities for 'tech hubs' reflecting the role that other tech hot spots have in attracting and retaining talent. In particular this also reflected the lifestyle impact as much as the business impact for those working in the sector. Improved skills and training provision was also cited, reflecting the role of a skilled workforce in supporting the development of the sector.

Do you have any other comments on the role of Tech in Cardiff's recovery from the COVID-19 pandemic?

Theme	No.	%
Public Transport Network / Infrastructure/ Accessibility	13	25.5
Greater Education/ In schools /Youth	4	7.8
Ensure everyone benefits	4	7.8

Key Issues

- Need for a focus on knowledge based industries to drive better growth.
- Infrastructure is critical – including designing locations as well as connectivity.
- Public services play a role in procuring designing and delivering technological change.
- Support for establishing Cardiff as a 'Tech Hub'.
- Education is also critical.
- Need to ensure that Cardiff can compete with cities in England and beyond.

Mission 6: One Planet Recovery

Throughout the engagement sessions, the theme of a ‘green recovery’ was consistently supported, with the view that it drives economic, social, cultural as well as environmental benefits. It was also highlighted as an area that connected directly with both public and private funding opportunities. This was also backed by the wider survey, where ‘Deliver the One Planet Cardiff Strategy’ was the highest ranked priority for this mission, with over half (56.4%) respondents ranking this in their top 3. This was closely followed by ‘Ensure the city is prepared for and protected from flooding events’ (55.1%) and ‘Invest in sustainable homes and neighbourhoods, driving down both carbon footprint and energy costs for our communities’ (53.5%).

“We commend the Council for prioritising clean air, public space, parks, and green areas and their aim to maintain the stronger connections we have all developed for our local neighbourhoods.”

Transport Session

“There is significant evidence detailing the benefit to health and wellbeing from access for citizens to green spaces”

Transport Session

Survey Summary – Key Priorities

Base: 768	1	2	3	% in top 3
Deliver the One Planet Cardiff Strategy, with the aim of becoming a carbon neutral city by 2030, and adopting ‘zero carbon zero poverty’ principles as we recover from the pandemic.	36.6	10.8	9.0	56.4
Ensure the city is prepared for and protected from flooding events.	18.4	17.1	19.7	55.1
Invest in sustainable homes and neighbourhoods, driving down both carbon footprint and energy costs for our communities.	12.4	21.6	19.5	53.5
Develop the infrastructure to make Cardiff the most Electric Vehicle (EV) friendly city in the UK, and promoting and expanding infrastructure for a range of EV vehicles, including electric bikes.	12.4	16.0	12.5	40.9
Develop planning policy and guidance to facilitate and maximise low energy, resource efficient and resilient development across the city. Crucially, we’ll also be leading by example in this in our own construction activities.	6.9	15.2	12.2	34.4
Use the market potential of the Green Recovery to create local jobs.	10.3	10.0	9.4	29.7
Use the power of the Council’s spending and investment decisions, and its own organisational policies, practice and partnerships to deliver maximum social and environmental gain.	5.9	8.2	12.0	26.0

Through the sessions, the theme of greener and more accessible space was often raised, and this is reflected in the survey work undertaken, where over a quarter of those who provided an open response on priorities identified the need to protect green spaces. In addition, the need to reduce pollution was also noted, with an approach to reduce traffic and switch to electric vehicles proposed.

Is there anything else the Council should prioritise for a One Planet Recovery?

Theme	No.	%
Protect / Preserve Green Spaces / Build on Brownfield	47	27.5
Reduce Pollution - Less Traffic on Roads / Switch to Electric Powered Vehicles	16	9.4
Renewable Energy - Solar Panels / Heat Pumps etc.	13	7.6

With regard to the most popular projects, ‘Work with regional partners to develop proposals for a mass retrofit programme for homes, upscaling and accelerating work to make existing homes more energy efficient, tackle fuel poverty, and stimulating new areas for skills development and employment’ was viewed as the most important proposed project, with just under two in five (38.5%) respondents ranking this in their top 3. A similar proportion ranked developing a sustainable bus fleet and establishing a city farm in their top 3 projects.

Top 5 Proposed Projects

Base: 766	1	2	3	% in top 3
Work with regional partners to develop proposals for a mass retrofit programme for homes, upscaling and accelerating work to make existing homes more energy efficient, tackle fuel poverty, and stimulating new areas for skills development and employment.	23.8	7.3	7.4	38.5
Work with Cardiff Bus and other bus companies to green the city's bus fleet, including the introduction of new zero emission battery-electric buses as part of a modernisation and improvement for Cardiff Bus.	8.7	13.3	15.1	37.2
Establish a City Tree Farm as part of the ambition to increase the city's tree canopy coverage and deliver the Coed Caerdydd Programme of mass planting of trees across the city.	8.7	11.1	17.1	36.9
Explore with partners proposals for tidal power to harness the energy potential of the Severn Estuary and establish a cluster of linked businesses.	8.4	11.0	11.9	31.2
Investigate new renewable energy generation projects on Council land to generate clean, renewable energy, both for direct local use and to help to further decarbonise National Grid electricity.	6.9	11.6	9.3	27.8

Support for 'Work with regional partners to develop proposals for a mass retrofit programme for homes', was broadly consistent amongst the demographic groups. However, it received greater support amongst the most deprived communities (52.3%), reflecting the impact that such an approach would have in addressing fuel poverty in the more deprived communities of Cardiff, as well as the age of the housing stock. There was a broad consensus across the demographic and deprivation groups analysed for the project to work with Cardiff Bus and other bus companies to green the city's bus fleet. Under 35's and those from a minority ethnic background were twice as likely to support the delivery of an integrated cycle network (37.6% and 35.1% respectively) than older respondents (16.2%).

When asked an open question the issue of preserving green space was raised by a large number of respondents. In addition improved public transport and active travel infrastructure were also raised.

Do you have any other comments on the role of the One Planet Strategy in Cardiff's recovery from the COVID-19 pandemic?

Theme	No.	%
Protect / Preserve Green Spaces / Build on Brownfield	38	24.7
Better Public transport / Infrastructure	21	13.6
Improved Active Travel Infrastructure	14	9.1

Key Issues

- Support for delivering the 'One Planet Strategy'.
- Flood protection also raised as a priority for many residents.
- Overall link between economic wellbeing, health and the environment were recognised in discussions.
- Retrofit schemes especially popular in the city's more deprived communities.
- Active and public transport also priorities for younger less affluent communities.
- The need to protect green space was also noted by a number of respondents.

Summary

A number of key themes have emerged from the engagement sessions, notably:

- Accessibility, cleanliness, and open spaces are important for the city centre
- Feeling safe is also important for city and district centres
- Concerns over homelessness, both for those impacted, and the impact on the city centre
- Recruitment issues persist in many foundational economy sectors
- Support for more open and green spaces across the city, and protecting existing space
- Better transport infrastructure underpinned almost all missions
- Need to recognise the interconnection between health and economic outputs
- Need to promote and support activities for young people generally
- Comprehensive support for a 'culture and sport-led' renewal
- Accessibility to sport and culture for all was noted as important
- Support for a focus on supporting a tech-led renewal based on supporting skills and business development
- Comprehensive support for delivering the 'One Planet Strategy'

A further summary of the Key Missions is provided below:

Children and Young People Engagement Summary

- Accessibility, cleanliness, and open spaces are important for the city centre to attract young people.
- Young people are also concerned about the impact of homelessness and the needs of homeless in the city centre.
- Cost was an issue for many young people, and a barrier for them taking part in events.
- A large number of young people had never been to the castle, or any stadiums in the city.
- Safety was an issue for a lot of young people too.

Key Issues – Mission 1: Reimagine the city centre

- Cleanliness, safety and accessibility were key issues raised in both engagement sessions and the survey feedback.
- Investment in public open space, including green space, was welcomed by all groups.
- Transport remains a critical component of the city centre.
- Recruitment issues were raised as important issues in the business engagement sessions.
- Supporting local home-grown businesses was also seen as a way of making the city centre more interesting.

- There were some differing priorities regarding transport, with support for both improved cycle infrastructure, whilst some were advocating for improved road infrastructure.

Key Issues – Mission 2: A City for Everyone

- The link between health and economic outcomes was also noted as a key issue, and the need for public services, housing and local regeneration to reflect health outcomes.
- Maintaining levels of support for rough sleepers was also recognised as a key project.
- Linking business and education was seen as important – as was recognising recruiting public sector workers is also a constraint to improving local services.
- Improved public transport was also raised as an essential part of improving access for all in the city.
- Anti-social behaviour was also raised by a number of respondents in the survey.
- Respondents from a minority ethnic background were also more likely to raise the need to provide additional support for young people, including extra-curricular activity.
- A need for data to understand the impact of policy on different groups was noted.

Key Issues – Mission 3: A City of Villages

- Improved transport connectivity was seen as the key issue in creating the 'City of Villages' in both group discussions and the survey responses.
- The better curation of district centres was also supported in surveys and discussions, including a more prominent public services role.
- Investment in estate renewal and sustainable housing was also supported in engagement and survey work.
- The theme of 'safe, green and clean' emerged in all sessions and survey outputs.
- Conflicting views over the road infrastructure – for example there were some comments relating to the need and rationale for 20mph zones.
- Public services were highlighted as critical in the engagement sessions.
- A number of respondents were also opposed to the new Velindre Cancer Centre development in the north of the city.

Key Issues – Mission 4: Culture and sport-led renewal

- Comprehensive support for the need to put art and culture at the heart of the city's recovery.
- Investing in creative infrastructure and skills was also widely supported.
- There was significant support for the city's Music Strategy and proposed new Signature Event
- Accessibility for sporting and cultural uses was raised consistently, with the need to ensure that everyone benefits from all levels of investment.

- Questions were raised over the need to ensure that the impact of the new arena on communities was a positive one.

Key Issues – Mission 5: Tech City

- Need for a focus on knowledge-based industries to drive better growth.
- Infrastructure is critical – including designing locations as well as connectivity.
- Public services play a role in procuring designing and delivering technological change.
- Support for establishing Cardiff as a ‘Tech Hub’.
- Education is also critical.
- Need to ensure that Cardiff can compete with cities in England and beyond.

Key Issues – Mission 6: One Planet Recovery

- Support for delivering the ‘One Planet Strategy’.
- Flood protection also raised as a priority for many residents.
- Overall link between economic wellbeing, health and the environment were recognised in discussions.
- Retrofit schemes especially popular in the city’s more deprived communities.
- Active and public transport also priorities for younger less affluent communities.
- The need to protect green space was also noted by a number of respondents.

**CARDIFF COUNCIL
CYNGOR CAERDYDD**



CABINET MEETING: 14 JULY 2021

WELSH LANGUAGE STANDARDS: ANNUAL REPORT 2021-22

LEADER (COUNCILLOR HUW THOMAS)

AGENDA ITEM: 6

Reason for this Report

1. To agree and approve the content of the Welsh Language Standards Annual Report 2021-22, prior to formal publication in accordance with the Welsh Language Standards, under the Welsh Language (Wales) Measure 2011.

Background – Welsh language standards Annual Report 2021-22

2. Local authorities in Wales have a statutory duty to comply with Welsh Language Standards Regulations that explain how they as organisations must use the Welsh language in different situations. The Welsh Language (Wales) Measure 2011 established a legal framework to impose duties on certain organisations to comply with standards in relation to the Welsh language by way of sub-legislation (Welsh Language Regulation (No.1 Standards 2015).
3. The standards issued to Cardiff Council are listed in 'The Cardiff Council *Compliance Notice – Section 44 Welsh Language (Wales) Measure 2011*. A copy of the standards, which is referred to in this report, is available from:

www.cardiff.gov.uk/bilingualcardiff

4.

The principal aim of the legislation (standards) is to ensure that the Welsh language is treated no less favourably than the English language with the emphasis on actively offering and recording language choice rather than the onus being on the individual service user or employee to request information or services in Welsh.

5. The Welsh Language Standards have been drafted with the aim of:
 - improving the services Welsh-speakers can expect to receive from organisations in Welsh;

- increasing the use people make of Welsh-language services;
 - making it clear to organisations what they need to do in terms of the Welsh language; and
 - ensuring that there is an appropriate degree of consistency in terms of the duties placed on organisations in the same sectors.
6. Each local authority was issued with a compliance notice from the Welsh Language Commissioner in September 2015, which lists the standards and compliance date which the organisation is expected to comply with. Cardiff Council was issued with **171 standards**.
7. The Council has a statutory duty to comply with the Welsh Language Standards, which includes the requirement to produce an annual report on compliance with these standards.
8. Each local authority is required to publish each year an annual report detailing the following information.

Complaints
The number of complaints received during that financial year relating to compliance with the Welsh language standards.
Employees' Welsh language skills
The number of employees who have Welsh language skills at the end of the financial year in question.
Welsh-Medium Training
<ul style="list-style-type: none"> ➤ The number of members of staff who attended training courses offered in Welsh during the year. ➤ If a Welsh version of a course was offered by you during that year, the percentage of the total number of staff attending the course who attended the Welsh version.
Posts Advertised
<p>The number of new and vacant posts that were advertised during the year which were categorised as posts where:</p> <ul style="list-style-type: none"> • Welsh language skills were essential; • Welsh language skills needed to be learnt when appointed to the post; • Welsh language skills were desirable, or • Welsh language skills were not necessary.

9. The Welsh Language Commissioner can investigate a failure to comply with the Welsh Language Standards, and can take enforcement action, including imposing a civil penalty, requiring an action plan to remedy the breach or publicising the breach.
10. The statutory publishing deadline for the Annual Report on the Welsh Language Standards 2021/22 is **30 June 2022**. As its presentation has been delayed until the **14 July 2022** Cabinet a draft version of the Report has been published on the Cardiff Council website with a disclaimer that the final, approved report will be published as soon as possible.

Background – Bilingual Cardiff Strategy 2017-22 & 2022-27

11. Standard 146 requires the Council to conduct a review to assess the extent to which the targets and actions presented by the Bilingual Cardiff Strategy to promote the Welsh language have been met five years after its first publication.
12. The first Bilingual Cardiff Strategy was launched in 2017 and an independent review of its implementation was conducted by Nico in 2021/22. This review confirmed that Cardiff Council had met the requirement of Standards 145 and 146 and Nico's final report is included as **Appendix 1**.
13. Standard 145 of the Welsh Language Standards (No.1) Regulations 2015 requires the Council to review its Welsh language promotion strategy and publish a revision within 5 years of the previous strategy's publication.

Welsh Language Standard 145 states:

You must produce, and publish on your website, a 5-year strategy that sets out how you propose to promote the Welsh language and to facilitate the use of the Welsh language more widely in your area; and the strategy must include (amongst other matters) (a) a target (in terms of the percentage of speakers in your area) for increasing or maintaining the number of Welsh speakers in your area by the end of the 5 year period concerned, and (b) a statement setting out how you intend to reach that target; and you must review the strategy and publish a revised version on your website within 5 years of publishing a strategy (or of publishing a revised strategy).

14. The Bilingual Cardiff Strategy 2022-27 has been revised to follow the structure of Cymraeg 2050 – the Welsh Government's action plan for a million Welsh speakers by 2050. As a result, Cymraeg 2050's three themes and associated areas of work have been adopted and all action in the action plan will support one of these themes. They are:
 - Increase the number of Welsh speakers
 - Increase the use of Welsh
 - Creating favourable conditions – infrastructure and context

15. The Bilingual Cardiff Strategy 2022-27 has also been prepared in conjunction with the Council's Welsh in Education Strategic Plan 2022-32. Many of the Strategy's actions support WESP objectives and this relationship has been noted in the action plan.
16. It is a statutory duty under standard 145 to include a target in the Bilingual Cardiff Strategy 2022-27 to increase the number of Welsh speakers in Cardiff by the end of the 5-year-period. In order for Cardiff to play its part in supporting the Welsh Government's vision of a million Welsh speakers by 2050, we will need to see a percentage increase of 7.73% in the number of Welsh speakers (aged 3+) in Cardiff between 2022 and 2027. This represents increasing the number of Welsh speakers in Cardiff by 3,342 between 2022 (43,223) and 2027 (46,565). This target has been included in the Bilingual Cardiff Strategy.
17. The methodology used for this target was to apply the annual percentage increase required in Cardiff to support the achievement of a million Welsh speakers in Wales by 2050 (from the 562,016 reported in the 2011 Census). This equates as annual increase of 1.5% in the number of Welsh speakers in Cardiff.
18. This is a strategy for the city as a whole, not for any one organisation. Delivering the strategy relies on partnership working between public sector partners; between the public, private and education sectors; as well as the citizens of Cardiff.
19. The Bilingual Cardiff Strategy 2022-27 is attached as **Appendix 2**. It was agreed by Cardiff Council on 3 March 2022.

Nico's Review of the 2017-22 Bilingual Cardiff Strategy

20. Nico was commissioned to conduct an independent review of the implementation of the 2017-22 Bilingual Cardiff Strategy in 2021/22. Conducting such a review is a requirement in accordance with Welsh Language Standard 146 and the final report was approved by Full Council alongside the 2022-27 Bilingual Cardiff Strategy on 3 March 2022.
21. This review confirmed Cardiff Council had met the requirements of Welsh Language Standards 145 and 146 by the inclusion of a specific target to increase the number of Welsh speakers in Cardiff to support the Welsh Government Cymraeg 2050 strategy and the conduct of the review itself to ascertain the impact of the interventions resulting from the 2017-22 Bilingual Cardiff Strategy.
22. Nico also identified a number of the 2017-22 Bilingual Cardiff Strategy's strengths and the platform this provided for the implementation of the 2022-27 Bilingual Cardiff Strategy:
 - Establishment of the Bilingual Cardiff Forum to facilitate partnership working with Cardiff based and national organisations.

- Promotion of a consultative method of engagement with the Forum partners.
 - The Council's work to strengthen and promote the status of the Welsh language.
 - Development of the Forum sub-groups to support the development of the 2022-27 Bilingual Cardiff Strategy and its implementation over the next 5-year period.
23. Nico also presented a number of recommendations for the 2022-27 Bilingual Cardiff Strategy as part of the review. All recommendations have been accepted and actioned by Cardiff Council. Please see **pages 6-9** of the **2021/22 Annual Report on the Welsh Language Standards** for further details of the 6 recommendations received and actions taken to date.

Annual Report on the Welsh Language Standards 2021/22 – Summary of Achievements

24. With the inclusion of the **Introduction to Welsh Level 1 e-module**, a total of **1086** Cardiff Council staff participated in Welsh language training courses in 2021/22. This represents a **522%** increase in comparison with 2020/21.
25. **250** Cardiff Council staff members attended formal Welsh language courses provided by Cardiff Academy and the Working Welsh initiative, a **49%** increase in comparison with 2020/21.
26. Cardiff Council's Welsh Language Awareness e-module was completed by **990** staff members in 2021/22.
27. The number of Cardiff Council staff with Welsh language skills has increased by another **8.6%** since 2020-21 and represents **17.25%** of the workforce registered on the Council's DigiGOV HR system.
28. **657** pupils were allocated Reception places at Welsh-medium primary schools for September 2021, which made up **17.3%** of the total intake across the city.
29. Bilingual Cardiff translated a record **14,550,626 words** during 2021-22 (**99.9%** of all requests returned to the client by the agreed deadline date). This represents an increase of 25% compared to 2020-21.
30. The Council advertised **67** posts where Welsh language skills were an essential requirement and a further **648** posts where Welsh was desirable. The number of advertised Welsh essential and desirable posts represent a **158%** and a **108%** increase respectively in comparison with 2020/21.

Financial Implications

31. The Annual Report sets out the Council's performance in accordance with the Welsh Language Standards and is also accompanied by an Action Plan setting. Consideration should be given to the financial resources required to implementing the actions and be satisfied that these can be done within the existing budgetary allocation and that the funding source is identified prior to implementation.

Legal Implications

32. 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 and the report deals with all these obligations.

Equality Duty

33. In considering this matter, the Council must have regard to its public sector equality duties under the Equality Act 2010 (including specific Welsh public sector duties). This means the Council must give 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.
34. 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.
35. When taking strategic decisions, the Council also has a statutory duty to have due regard to the need to reduce inequalities of outcome resulting from socio-economic disadvantage ('the Socio-Economic Duty' imposed under section 1 of the Equality Act 2010).
36. In considering this, the Council must take into account the statutory guidance issued by the Welsh Ministers ([WG42004 A More Equal Wales The Socio-economic Duty Equality Act 2010 \(gov.wales\)](#)) and must be able to demonstrate how it has discharged its duty.

Well-being of Future Generations (Wales) Act 2015 - Standard legal imps

37. 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.

38. 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 2021-24. 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
39. 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>

HR Implications

40. The Welsh Language Standards Annual Report includes compliance with those standards that relate to the Council's role as an employer. Many of the initiatives which are highlighted in the report will continue and be reinforced. The specifics include:
- continuing with weekly informal sessions to give Welsh speakers opportunities to meet and practice;
 - ensuring continued training provision to increase the numbers of Welsh language speakers across the Council in line with the Council's Workforce Strategy and Welsh Language Skills Strategy;

- the provision of Welsh language training at all levels for all employees;
- the provision of other training such as First Aid and Health and Safety courses in Welsh;
- promoting job opportunities to groups proficient in the Welsh language;
- services to continue to review and enhance their Welsh language offer by increasing the number of Welsh essential posts; and
- ensuring that the number of posts which have Welsh language as an essential or desirable criteria continue to increase.

Property Implications

41. There are no specific property implications arising from this report. All Strategic Estates staff may access training and are supported to use their Welsh language skills when communicating with the public as appropriate.
42. The Strategic Estates impact operationally is mainly around the communication of surplus and disposal of assets, where certain documents and use of any form of external communication require translation and this will also apply to appointed advisers, such as property agents, acting on behalf of the Council.
43. The translation of internal documentation and publications will continue as per the existing regulations and staff have received further instruction and guidance during the year, on where this is required and how the correct processes needs to be followed.

RECOMMENDATIONS

Cabinet is recommended to recommend that Council approve the Welsh Language Standards Annual Report 2021-22 (attached as **Appendix A**) prior to formal publication in accordance with the Welsh Language Standards (Welsh Language (Wales) Measure 2011).

SENIOR RESPONSIBLE OFFICER	SARAH MCGILL Corporate Director People & Communities
	8 July 2022

The following appendices are attached:

Appendix A	Welsh Language Standards Annual Report 2021-22
Appendix 1	Nico's Review of the 2017-22 Bilingual Cardiff Strategy
Appendix 2	2022-27 Bilingual Cardiff Strategy



Caerdydd
Ddwyieithog



Page 205

Welsh Language Standards Annual Report 2021-22

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

Local authorities in Wales have a statutory duty to comply with regulation Welsh language standards that explain how they as organisations should use the Welsh language in different situations. The Welsh Language (Wales) Measure 2011 established a legal framework to impose duties on certain organisations to comply with standards in relation to the Welsh language by way of sub-legislation (Welsh Language Regulation (No.1) Standards 2015). The standards issued to Cardiff Council are listed in ‘The City of Cardiff Council Compliance Notice – Section 44 Welsh Language (Wales) Measure 2011’.

A copy of the standards, which is referred to in this report, is available from www.cardiff.gov.uk/bilingualcardiff

1. Introduction

The principal aim of the legislation (standards) is to ensure that the Welsh language is treated no less favourably than the English language, with the emphasis on actively offering and recording language choice rather than the onus being on the individual service user or employee to request information or services in Welsh. Each local authority is required to publish each year an annual report detailing the following information:

Complaints
The number of complaints received during that financial year which relating to compliance with the Welsh language standards.
Employees Welsh language skills
The number of employees who have Welsh language skills at the end of the financial year in question.
Welsh Medium Training
<ul style="list-style-type: none"> • The number of members of staff who attended training courses offered in Welsh during the year. • If a Welsh version of a course was offered by you during that year, the percentage of the total number of staff attending the course who attended the Welsh version
Posts Advertised
<p>The number of new and vacant posts that were advertised during the year which were categorised as posts where—</p> <ul style="list-style-type: none"> • Welsh language skills were essential, • Welsh language skills needed to be learnt when appointed to the post,

- Welsh language skills were desirable, or
- Welsh language skills were not necessary.

Each local authority was issued with a compliance notice from the Welsh Language Commissioner, which lists the standards, and the compliance date for each of the standards.

The Welsh Language Standards Annual Report 2021-22 will be agreed and approved by full Council prior to being published on the Council's website in accordance with the statutory requirements of the standards.

The statutory publishing deadline for the report is the **30th of June 2022**. However, it was agreed to present a draft version of the report on the Cardiff Council website to meet this date as the presentation of the report to Cabinet and Council was delayed until July 2022 to facilitate discussions of the new administration's priorities in the first Cabinet and Council meetings in June following the local elections.

Once approved the final report will be published on the Council's website: www.cardiff.gov.uk/bilingualcardiff

Achievements

The Council advertised **67** posts where Welsh language skills were an essential requirement and a further **648** posts where Welsh was desirable. The number of advertised Welsh essential and desirable posts represent a **158%** and a **108%** increase respectively in comparison with 2020/21.

- Bilingual Cardiff translated a record **14,550,626 words** during 2021-22 (**99.9%** of all requests returned to the client by the agreed deadline date). This represents an increase of 25% compared to 2020-21.
- Cardiff Council's revised Bilingual Cardiff Strategy for 2022-27 was approved by Cardiff Council on the 3rd of March 2022. Please see **Sections 5 & 6** for further details.
- In accordance with Welsh Language Standard 146 an independent review of the 2017-22 Bilingual Cardiff Strategy was conducted by Nico and their final report received Cardiff Council approval on the 3rd of March 2022. Additional information may be seen in **Section 5**.
- Cardiff Council's Welsh Language Awareness e-module has been completed by **990** staff members in 2021/22.

- The number of staff with Welsh language skills has increased by another **8.6%** since 2020-21 and represents **17.25%** of the workforce registered on the Council's DigiGOV HR system.
- **657** pupils were allocated Reception places at Welsh-medium primary schools for September 2021, which made up **17.3%** of the total intake across the city. This represents a slight decrease in comparison with 2020/21.
- Over 25,000 people engaged with the Tafwyl Festival, which was held digitally because of the restrictions in place due to the Covid-19 emergency. Tafwyl festival is supported by the Council, and in 2021-22 was live streamed from Cardiff Castle.
- Welsh cultural events such as Dydd Miwsig Cymru, St David's Day, Diwrnod Shwmae and Diwrnod Hawliau were successfully promoted across the Council.
- C4, Cardiff Council's Welsh language speakers and learners' group, held a virtual St. David's Day event with a guest speaker on the 1st of March 2022 which was attended by over **30** staff members.

The Covid-19 Emergency

2021/22 was another challenging year for Cardiff Council. The restrictions imposed because of the Covid-19 emergency, and the new ways of working developed as a result, has changed how the Council works and the way the public access its services. Measures to facilitate home-working and the delivery of services through digital platforms continue and large numbers of Council staff continue to work from home. This tests all aspects of service delivery but the provision of the Welsh language service brings some specific challenges.

Covid communications – the nature of the Covid-19 emergency has necessitated high volume and time-bound communication from the Council to the citizens of Cardiff. The Bilingual Cardiff Team worked and continue to work very closely with the Communications team to ensure that all communications to the public and to staff is bilingual during this unprecedented time. As demonstrated in **Section 7** of the report, the percentage of translation requests completed has risen by **25%** in 2021/22 and **99.9%** have been returned within the agreed timescales. This demonstrates the Bilingual Cardiff team's hard work and dedication in ensuring the large volumes of translation work received are completed within the required timescales.

Translation service – the total number of words translated by Bilingual Cardiff increased significantly in 2021/22. Higher volumes of translation work have been received by Council colleagues and external partners as the disruptions resulting from the Covid emergency have eased and normal business is resumed. In addition, urgent Covid related translation work, with extremely tight turnaround times, have continued to be received and actioned by the Bilingual Cardiff Team to ensure Cardiff's citizens receive information in English and Welsh simultaneously and in accordance with their language choice.

Telephone services – Cardiff Council has ensured that its telephone and call centre services continue to provide an uninterrupted service to the citizens of Cardiff. Due to the continued suspension of many of face-to-face services, the telephone service has remained the only way for many to discuss issues and receive advice. Services such as C2C have remain operational and have continued to provide a bilingual service. The Bilingual Cardiff Team aid individual Council officers by recording bilingual messages for their mobile phones to ensure all citizens can deal with their enquiry through the medium of Welsh.

Virtual meetings – Cardiff Council uses the Microsoft Teams platform for the conduct of virtual meetings. However, the Teams platform continues to lack support for a dedicated simultaneous translation channel. A small number of Zoom licenses have been procured to facilitate and support bilingual digital meetings and interviews on behalf of the Council and Bilingual Cardiff have supported colleagues by hosting bilingual Zoom meetings. Web-cast meetings such as Cabinet and Council meetings are also provided on both the Welsh and English versions of the Council’s website and supported by bilingual tweets on the Council’s social media accounts. Cardiff Council have worked in partnership with Microsoft and are part of the Beta testing programme for a dedicated translation channel on the Teams platform. The latest round of testing was held in March 2022, and it is hoped that this function will be rolled out more widely in early 2022/23.

4. Cardiff Council’s Welsh Language Skills Strategy

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Cardiff Council’s revised Welsh Language Skills Strategy was launched on the 1st of March 2021 and 2021/22 represents its first year of implementation.

As a result of the Welsh Language Skills Strategy all Council staff now have the opportunity to engage with Welsh language training. The Introduction to Welsh Level 1 e-module has been produced by Cardiff Council Academy to provide a taster course and this has been completed by **836** staff members in 2021/22.

In addition, **232** staff members have completed more advanced Welsh language training courses which represents a **21%** increase compared to 2020/21 (**167**). With the inclusion of the Introduction to Welsh Level 1 e-module the number of Cardiff Council staff who have engaged with Welsh language training in 2021/22 has increased by **522%**.

The Welsh Language Skills Strategy has also introduced a system of manager-led workplace assessments to measure need and capacity in relation to the provision of Welsh language services.

The following guidance documents have been produced to assist with the conduct of these assessments and to develop and recruit Welsh speaking staff:

- Assessing Welsh Language Skills and Identifying Welsh Essential Roles.
- Recruitment, Interview, and Selection Procedures and the Welsh Language.
- Comprehensive menu of Welsh language training options.

All customer facing roles at Cardiff Council now include Welsh language and/or Community language skills as a desirable requirement.

As a result of the measures presented by the Welsh Language Skills strategy **17.25%** of Council (non-schools) staff registered on the DigiGOV HR system have recorded they have some level of Welsh language skills and the number of posts advertised as Welsh essential and Welsh desirable have increased by **158%** and **108%** respectively. As not all staff members are registered on the DigiGOV system the number of staff members who have reported they have Welsh language skills represents **14.5%** of the entire (non-schools) Council workforce in 2021/22.

The guidance and procedures supporting the Welsh Language Skills Strategy will be further refined and developed in 2022/23 to build on the significant progress already achieved this year.

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Review of the Bilingual Cardiff Strategy 2017-22 and Recommendations for the 2022-27 Bilingual Cardiff Strategy

Nico were commissioned by Cardiff Council to conduct a review of the implementation of the 2017-22 Bilingual Cardiff Strategy. Conducting a review is a requirement under Welsh Language Standard 146 and represents best practice as this independent assessment provides a means to measure Cardiff Council's success in its implementation of the first Bilingual Cardiff Strategy. Nico's report was approved by Cabinet on the 24th of February 2022 and Full Council on the 3rd of March 2022. Nico's report confirmed that Cardiff Council had met the requirements of Standards 145 and 146.

The report's conclusions are presented below:

Standards 145 and 146

To address the Council's compliance with the standards in question, it is clear that the Council has fully met the requirements of standard 145 by setting a target in terms of the percentage and number of speakers in the area, together with outlining in the strategy how it would aim to achieve that target in the form of an action plan and targets.

This review meets the requirement in standard 146 in terms of assessing the extent to which the Council has followed the strategy and met the target set, and in turn, the assessment offers useful feedback for the production of a revised and ambitious 5-year strategy to be published in due course.

Overall impact of the strategy

As noted above, Census data is not yet available to measure the exact extent of the success of the Council's strategic intervention in terms of the numbers and ages of Welsh speakers in the area, but indications from other reliable sources suggest a stable and gradual increase.

It would be difficult to attribute any increase in numbers directly to the strategy's community activities, but, as the Commissioner's advice document on assessing the achievement of 5-year strategies notes, it is also difficult to attribute an increase in everyday use to specific activities. The Council is therefore encouraged to consider the Commissioner's advice document in the context of the second Cymraeg 2050 target to double the daily use of Welsh, by setting qualitative and quantitative measurements to track the impact and success of specific activities. The feedback from partners offers an excellent starting point for this.

Status of the language

*Although the 5-year strategy is founded by the promotion standards, the Bilingual Cardiff strategy has provided an opportunity for the Council to seek to expand on the statutory requirements of the other standards to which it is subject under the Measure such as the policy making and operational standards, for example with the Welsh language skills of its staff, the Cardiff street-naming policy and policy guidance for developers. These all relate to promoting the **status of the language** and this should be identified as good practice to emulate. It is important that Bilingual Cardiff continues to look for opportunities to raise the profile and status of the language in the city as well as its work in increasing the number of speakers and opportunities to use the language.*

Review of the Bilingual Cardiff Promotion Strategy 2017-22 (Nico) pgs. 31-32).

Nico identified a number of the 2017-22 Bilingual Cardiff Strategy's strengths and the platform this provided for the implementation of the 2022-27 Bilingual Cardiff Strategy:

- Establishment of the Bilingual Cardiff Forum to facilitate partnership working with Cardiff based and national organisations.
- Promotion of a consultative method of engagement with the Forum partners.
- The Council's work to strengthen and promote the status of the Welsh language.
- Development of the Forum sub-groups to support the development of the 2022-27 Bilingual Cardiff Strategy and its implementation over the next 5-year period.

Nico also presented a number of recommendations for the 2022-27 Bilingual Cardiff Strategy as part of the review. All recommendations have been accepted and actioned by Cardiff Council and they are detailed below:

- **Recommendation 1 2021 Census data**

The new Strategy should be reviewed following the publication of Census data on the Welsh language in 2022/23 with critical scrutiny of targets, adapting them as necessary. It will be necessary to be prepared to work with internal and external partners to meet challenge in any particular demographic area and to propose some new targets.

Reviewing and amending targets following publication of 2021 Census data has been included as specific actions for Themes 1, 2 and 3 in the Bilingual Cardiff Strategy 2022-27 action plan.

- **Recommendation 2 Children and young people**

With reviews of the Council's youth services currently taking place, together with the developments with Child Friendly Cardiff, there is an opportunity to put plans in place now to expand Welsh-medium provision over the next 5-10 years. The mapping exercise to identify gaps in provision referred to in the draft WESP, (objective 1 Outcome 5), should lead directly to proportionate investment in Welsh language services and resources that fits with the vision of the WESP and the new Promotion Strategy.

The exercise to map the Welsh language provision for children and young people in Cardiff is currently underway led by Menter Caerdydd and supported by the Bilingual Cardiff Forum partners.

- **Recommendation 3 Bilingual Cardiff Forum**

The strength of the Forum is its communication and links with partners/stakeholders. There is a need to consider how best to include:

- (i) officers from the Council (Education, Child Friendly Cardiff and Youth Services specifically) to share knowledge and good practice and ensure a shared understanding of goals;*
- (ii) a wider base of partners e.g., from business and economy.*

Council officers from Education, Cardiff Youth Service, Cardiff Commitment and Child Friendly City have joined the Bilingual Cardiff Forum to facilitate discussions with partners and share understanding of priorities and goals. Steps to widen the Forum membership to include a wider base of external partners are currently underway.

- **Recommendation 4 Measuring impact**

In order to be able to measure the strategy's progress effectively by 2027, the Welsh Language Commissioner's advice on assessing the strategy should be considered alongside the practical examples of evidence gathering given by partners. A decision should be made as to

the evidence that could demonstrate the impact of interventions, in terms of change in behaviour / attitude / use of Welsh as well as what success means in quantitative terms.

This has been included as an action under Theme 3 in the 2022-27 Bilingual Cardiff Strategy action plan and discussions will be held with the Welsh Language Commissioner and Bilingual Cardiff Forum partners to assess how impact may be measured effectively.

- **Recommendation 5 WESP 2022-31 (Outcomes 1 and 5)**

Following the consultation process on the Promotion Strategy and the WESP, stronger links between the two strategies should be ensured so that the strategic goals can be easily cross-referenced as they evolve into practical actions (specifically Outcome 1 and 5 of the WESP).

The 2022-27 Bilingual Cardiff Strategy action plan has been aligned with the Council's 2022-32 Welsh in Education Strategic Plan (WESP). Actions and targets have been revised to reflect the targets presented in the WESP and an additional column has been added noting the WESP outcomes supported by specific actions and targets.

- **Recommendation 6 Caerdydd Ddwylieithog / Bilingual Cardiff**

The Council should expand the resources of the Bilingual Cardiff team. Policy advice and expertise from the team could add value, provide valuable input and assurance of compliance as other departments plan their services in alignment with the Council's strategic goals.

This recommendation has been incorporated into restructuring plans for Bilingual Cardiff in order to increase the team's current capacity to provide policy support. Funding for a new Policy Officer has also been agreed and recruitment is currently under way.

6. Developing the 2022-27 Bilingual Cardiff Strategy

The revision of the first Bilingual Cardiff Strategy and the development of the Bilingual Cardiff Strategy 2022-27 is a statutory requirement in accordance with Welsh Language Standard 145. In addition to the recommendations received from Nico, the revised Strategy was subject to consultation with the Bilingual Cardiff Forum Partners and formal consultations were conducted with Council staff and with the public. The consultation exercises identified areas of priority and actions to populate the Strategy's action plan.

The Bilingual Cardiff Strategy 2022-27 has been aligned with Cymraeg 2050, the Welsh Government's Action Plan to achieve a million Welsh speakers by 2050. The structure of the Strategy and the action plan follows the three themes identified in Cymraeg 2050:

- Increasing the number of Welsh speakers
- Increasing the use of Welsh

- Creating favourable conditions – infrastructure and context

The actions presented in the Strategy's action plan follow these three themes to ensure Cardiff Council can support the Welsh Government's vision and meet Cymraeg 2050's requirements.

The Bilingual Cardiff Strategy was also developed in conjunction with Cardiff Council's Welsh in Education Strategic Plan 2022-32 (WESP). The WESP objectives supported by the Bilingual Cardiff Strategy 2022-27 have been identified and noted in the Strategy's action plan. Delivering both the Strategy in the WESP will require close cooperation and collaboration between Bilingual Cardiff, the Council's Education Department, and their partners. Aligning both strategy documents in this way will support closer partnership working based on mutually agreed goals.

The Bilingual Cardiff Strategy 2022-27 and its supporting action plan will be delivered in partnership with the members of the Bilingual Cardiff Forum. The Forum was established to support the first Bilingual Cardiff Strategy and its membership includes a number of organisations representing Cardiff's primary and secondary schools, higher and further education providers, cultural bodies, and Welsh language organisations such as the Urdd, Mudiad Meithrin, and Menter Caerdydd. The model of partnership working will be further developed over the next 5-year period and the Forum membership is to be expanded to include representatives from other fields such as the private sector and businesses.

The actions presented in the Strategy's action plan are ambitious and look to deepen Welsh language provision and establish the principle of working with partners across the South-east Wales region. Headline objectives include the foundation of a Welsh language Youth Forum, a Promotion Officer for Welsh medium education across South-east Wales, support and engagement with parents who send their children to Welsh language schools, and the promotion of Welsh language provision with minority ethnic communities.

7. Welsh in Education Strategic Plan 2017-21

WESP Mission Statement

Every child in our city feels confident in Welsh by 2050 to contribute towards creating a truly bilingual Cardiff where the Welsh language is protected and nurtured for future generations to use and enjoy.

WESP Vision

Cardiff's education system will act as a key driver to ensure that children are able to develop their Welsh skills, and create new speakers, to support Welsh Government's vision of having a million Welsh speakers by 2050.

The number of pupils enrolled at entry to Reception in Welsh-medium grew consistently between 2005/06 and 2012/13, although the percentage of total intake fluctuated. Numbers and percentages since then have both fluctuated, but with the general trend towards an increase in both. Pupils enrolled in 2021/22 represents a slight decrease in comparison with the highest number and percentage of pupils enrolled in Welsh-medium Reception classes reported for Cardiff in 2020/21. As the number of pupils enrolled in Welsh-medium classes directly relates to the pupil population, which may rise or fall, an increase in the percentage is a more appropriate measure of the success in promoting Welsh-medium education.

See table 1 below:

School Year	Actual Intake (WM)	Actual Intake (WM, EM and Faith)	% Actual Intake (WM)	School Year	Actual Intake (WM)	Actual Intake (WM, EM and Faith)	% Actual Intake (WM)
2006/07	465	3,257	14.3%	2014/15	706	4,246	16.6%
2007/08	519	3,463	15.0%	2015/16	690	4,335	15.9%
2008/09	555	3,474	16.0%	2016/17	744	4,340	17.1%
2009/10	572	3,683	15.5%	2017/18	707	4,098	17.3%
2010/11	594	3,859	15.4%	2018/19	702	4,125	16.9%
2011/12	651	4,019	16.2%	2019/20	683	4,119	16.6%
2012/13	686	4,221	16.3%	2020/21	749	4,136	18.1%
2013/14	678	4,256	15.9%	2021/22	657	3,789	17.3%

Table 1: Numbers and Percentage of pupils admitted to Welsh-medium education from 2006/07 to 2021/22

657 pupils were allocated Reception places at Welsh-medium primary schools for September 2021, which made up **17.3%** of the total intake across the city. This is a decrease from the previous year. The fall in the number of pupils allocated Welsh-medium places fell due to a fall in the birth rate. However, the Welsh-medium intake as a percentage of the total intake has also fallen.

Early preference data on the number of pupils entering Reception in September 2022 suggests an increase in the total number of pupils allocated a Welsh-medium primary school place, despite a further fall in the birth rate.

A further fall in total Reception intakes is projected in September 2023 and 2024. The Council is aware that this is likely to lead to a further fall in actual numbers of pupils entering Welsh-medium education. However, greater surplus places allow for a greater proportion of the population to enrol in Welsh-medium schools in Reception. The total number of Welsh-medium places available at entry to primary education city-wide could accommodate approximately 25% of the projected pupil population in 2023 and 2024. Therefore, there is sufficient capacity within the Welsh-medium primary sector to allow for a significant increase in take up.

The Welsh in Education Strategic Plan 2022-32 has been approved by the Council and will be implemented from April 2022. The focus of the WESP is to achieve the Welsh Government target for Cardiff of between 25% and 29% of pupils in Welsh-medium education by 2031/32.

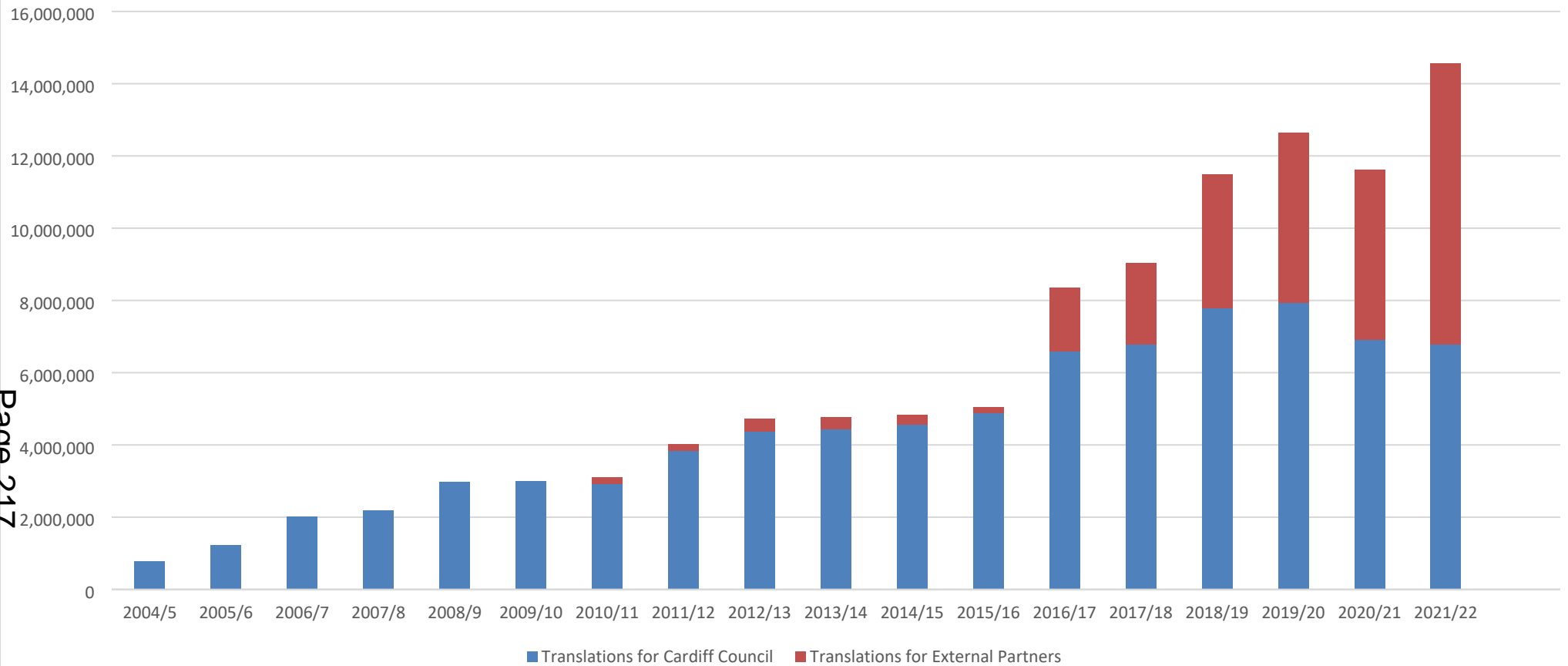
The [Welsh in Education Plan](#) can be found on the Council's website.

8. Welsh Translation

Bilingual Cardiff returned **99.9%** of translation requests by agreed deadlines. The total number of words translated (**14,550,626 words**) is a significant increase on the total for 2020/21 which reflects the increased workload as normal business practices are resumed by the Council and its partners with the easing of the Covid-19 emergency.

Bilingual Cardiff supports a number of external partners such as Local Authorities and Health Boards through the provision of document and simultaneous translation provision. In 2021/22 the volume of translation work completed by the Bilingual Cardiff Translation team for external partners (**7,776,028 words**) was higher than work completed for Cardiff Council (**6,774,598 words**). This is testament to the Translation Team's dedication and hard work in delivering work of the highest quality for internal and external customers and to provide vital assistance and support to our partners across South-east Wales.

Number of words translated by Bilingual Cardiff 2004/5 – 2021/22



9. Complaints against the Welsh Language Standards 2021/22

During 2021-22, a total of **6** complaints were received from the public in relation to the Welsh Language Standards. Whether the complaints were received in English or Welsh, they were dealt with in accordance with the [Corporate Complaints Procedure](#).

The Council was also subject to **6** new investigations into the possible failure to comply with standards under section 71 of the Welsh Language Measure (Wales) 2011 by Welsh Language Commissioner.

In 2021/22, the Council received:

- **4** investigations which resulted in the receipt of Enforcement Actions from the Welsh Language Commissioner to address identified breaches in the Welsh Language Standards.
- **1** investigation where it was agreed with the Welsh Language Commissioner that the subject of the investigation did not fall within the Council's responsibility and has therefore been closed.
- **1** investigation where it was agreed by the Welsh Language Commissioner that the Council had not breached the Welsh Language Standards and has therefore been closed.

The number of new investigations received by the Welsh language commissioner (**6**) is the same as the number of investigations received in 2020/21 (**6**).

10. Posts advertised in 2020-21

During 2021/22 **2019** posts were advertised, a 62% increase on the previous year.

- **67** posts were advertised where Welsh language skills were essential, a **158%** increase on the 2020/21 figure.
- **648** posts were advertised where Welsh language skills were desirable, a **108%** increase on the 2020/21 figure.
- **64% (1304)** of posts were advertised with Welsh language skills not deemed necessary at present, this compares to **72%** of posts in 2019/20.

Please note that these figures **relate to non-school posts only**.

11. Welsh Language Training & Welsh Medium training courses

In 2021-22 **1068** staff participated in Welsh language training courses, of which:

- **836** members of staff completed Cardiff Academy's Introduction to Welsh Level 1 e-module

- **156** members of staff attended Welsh language training courses developed internally by Cardiff Council's Academy and this includes taster and short courses (**32** attendees), intensive 120-hour courses (**124** attendees).
- **94** members of staff completed the 60-hour online course for beginners through the 'Working Welsh' scheme.

The number of Cardiff Council staff who have completed the Welsh language courses provided by the Cardiff Council Academy and through the 'Working Welsh' scheme has increased by **21%** in comparison with 2020/21. With the inclusion of the Academy's Introduction to Welsh Language Level 1 e-module the number of staff engaging with Welsh language training has increased by **522%**.

Furthermore:

- **990** members of staff completed Cardiff Council's Welsh Language awareness e-module in **2021/22**.

The number and percentage of staff who received Welsh language and Welsh language awareness training is monitored closely and individual records kept on the Council's internal HR System (DigiGOV).

Cardiff Council has been issued with standard 128, which states that we are required to provide training in Welsh for staff in the following areas, if they are provided in English:

Recruitment and interviewing;

- Performance management;
- Complaints and disciplinary procedures;
- Induction;
- Dealing with the public; and
- Health and safety.

Arrangements are in place to ensure that staff can request to receive their training through the medium of Welsh in accordance with standard 128. In 2020-21 there were no requests for training in Welsh. The following courses are delivered in Welsh:

- Violence against Women and Domestic Violence (online module)
- Cyber Security 1, 2 and 3 (online module)
- Children's Rights (online module)
- Welsh Language Awareness (online module)
- Customer Service (online module)
- Bob's Business: GDPR (online module)
- Fraud Awareness (online module)
- Disciplinary Policy and Procedure (online module)

Cardiff Academy intends to add a specific question on medium of delivery to the registration process in future to ensure that training in Welsh is actively promoted and that staff are aware of their right to receive training within the above areas, in Welsh. Where demand is sufficient, we will ensure that in-house training is delivered in Welsh.

12. Employees Welsh Language Skills

The development of the HR System (DigiGOV) and the opportunity for staff to validate their own personal data, has enabled the Council to record the Welsh language ability (and other languages) of staff. As of 31st March 2022, **6474** (non-school based) staff are employed by Cardiff Council, and of these a total of **4,753** staff have validated their entries on the HR system. From these, **939** staff have stated they have a level of Welsh language skills. This is an increase on the number reported in 2020/21 (**837**) and represents **17.25%** of those registered on the system or **14.5%** of the Council's entire workforce.

Service Area	Proficiency Levels					Total	Percentage of service area staff
	Entry Level	Foundation	Intermediate	Advanced	Proficient		
ADULTS HOUSING & COMMUNITIES	190	64	44	32	38	368	15.86%
CHILDRENS SERVICES	45	23	11	5	18	102	19.88%
ECONOMIC DEVELOPMENT	48	16	18	9	12	103	7.42%
EDUCATION & LIFELONG LEARNING (Excluding Schools)	49	19	13	9	23	113	13.65%
GOVERNANCE & LEGAL SERVICES	15	5	2	6	7	35	33.02%
PERFORMANCE & PARTNERSHIPS	5	6	1	2	16	30	40.54%
PLANNING TRANSPORT & ENVIRONMENT	30	6	6	2	6	50	10.64%
RESOURCES	56	25	12	13	32	138	17.25%
							Percentage of Corporate staff
Total	438	164	107	78	152	939	14.50%

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The number of staff with Welsh language skills has increased by **8.6%** since 2020-21 (**939 in 21/22** compared to **837 in 20/21**). This increase is attributed to awareness raising, the Bilingual Cardiff Strategy (which includes a target to increase the number of staff with Welsh language skills) and Welsh courses provided internally through our in-house Welsh language tutor as well as well as the 'Working Welsh' Scheme). The increase during 21/22 is welcomed during what has been a difficult year for staff due to the COVID 19 pandemic which has left many staff with both work and home pressures. Staff are reminded regularly to update their personal detail records on DigiGOV, and these include language choice and Welsh language proficiency.

13. Mwy na Geiriau / More than just Words - Strategic Framework for Welsh Language in Health, Social Services and Social Care

Cardiff Council – in partnership with Vale of Glamorgan Council, Cardiff and Vale University Health Board, and Cardiff and Vale College operate a Welsh Language Forum to take forward the objectives of Mwy Na Geiriau - More than Just Words.

During 2021/22 Cardiff and Vale College have joined the Forum and this reflects a greater focus on engagement with training providers to address the current recruitment challenges in the field of social care. A number of themes and actions have been discussed in the bi-monthly meetings and Cardiff Council has shared resources such as its Welsh language Awareness e-module, the Welsh Language Skills Strategy, and guidance on recruitment and training of Welsh language staff with the partners. Membership is to be expanded further to include additional training providers, and higher and further education partners, to develop and implement recruitment initiatives to encourage Welsh speakers to enter the field of social care.

14. Monitoring & Overseeing Compliance with the Standards

WELSH LANGUAGE COORDINATORS & CHAMPIONS

The Council has a network of Welsh language coordinators and champions across our various Directorates and Service Areas, who support the work of the Bilingual Cardiff team in implementing the Welsh Language Standards and promoting the use of the Welsh language internally. The role of the coordinators network includes:

- Assisting their service area or directorates to meet the Council's statutory duties and the requirements of the Welsh Language Standards.
- Providing feedback on issues relating to the Welsh language from the service area to the group, and vice versa as necessary.
- Providing feedback on any complaints or issues regarding the Welsh language from services users to the group.
- Distributing relevant documentation and information within service areas.

- Coordinating their service area's response for the Annual Report on the implementation of the Welsh Language Standards.

Coordinators and Champions do not need to speak Welsh, and each directorate is responsible for nominating at least one Coordinator, and one Champion, at Operational Manager level or above, to represent their directorate.

The Champion acts as a point of contact at a senior management level concerning directorate specific Welsh language issues. They also monitor senior management group agendas for items with Welsh Language Standards implications and support their service area's Welsh Language Coordinator with their work on facilitating the implementation of the Welsh language standards within their directorates. Welsh Language Coordinators meetings are held monthly and chaired by Bilingual Cardiff.

BILINGUAL CARDIFF MEMBER GROUP

The Bilingual Cardiff Member Group is a cross-party group established to take a lead role in developing a truly bilingual Cardiff where citizens and Cardiff Council staff can access services and support in either language equally through improved partnership working. During 2021-22 the group met 4 times to discuss Welsh language matters, including the implementation of the Welsh Language Standards, service provision during the Covid-19 emergency, the Bilingual Cardiff Strategy 2022-27, and the implementation of the Council's revised Welsh Language Skills Strategy.

DIRECTORATE DELIVERY PLANS

Following recommendations made by Cardiff Council's Audit Team each Council directorate is required to include details of Enforcement Actions received from the Welsh Language Commissioner in their Departmental Delivery Plans. The required information includes a description of the individual Enforcement Actions, the responsible Council officer, and the dates the Enforcement Actions were completed, and evidence of completion provided to the Welsh Language Commissioner.

This information will be updated during the year as Enforcement Actions are received and actioned. The inclusion of this information will provide a live record of the Council's implementation of Enforcement Actions received and an accessible record to facilitate reporting in communication with the Welsh Language Commissioner and to support the Annual Report on the Welsh Language Standards.

Guidance to support the Council's officers and to advise them of the requirements when including received Enforcement Actions in their Directorate Delivery Plans has been prepared by Bilingual Cardiff and approved by the Council's Senior Management Team. The guidance document will be available on the Bilingual Cardiff intranet page and will be presented to Senior Managers and Managers by officers from Bilingual Cardiff.

SENIOR MANAGEMENT TEAM

Matters relating to the Welsh language standards including information on Welsh Language Commissioner investigations are regularly taken to SMT meetings for information and steer.

CABINET & FULL COUNCIL

Cardiff Council's Welsh Language Standards Annual Report is considered by the Cabinet and full Council to ensure scrutiny at the highest level.

15. Promoting & Facilitating the Standards

STAFF GUIDELINES

To promote and facilitate the implementation of the standards, the Council has created and updated guidelines for staff. These include:

- A summary of the 'Service Delivery Standards'
- Communicating Bilingually
- Bilingual Reception Services
- Holding Meetings Bilingually
- Welsh Language Calls
- Guidance Note: Bilingual Signage & Official Notices
- Translation Guidelines
- Welsh Language Standards: Quick Wins Guide
- Welsh Language Standards: Guide to Third Parties
- Assessing Welsh Language Skills and Identifying Welsh Essential Roles
- Recruitment, Interview, and Selection Procedures and the Welsh Language.

These guidelines are available for staff on the Bilingual Cardiff Intranet page and have been regularly promoted to staff through established communication channels including the monthly Core Brief and 'Welsh Matters' newsletters which are distributed to all staff. Regular articles have also appeared on the Council's intranet homepage.

Reception signs (standard 67) and email signature logos (standard 134) are also available to staff on the Bilingual Cardiff intranet page as well as a copy of the full standards, annual reports, and online translation request form.

The web content and translation request form have both been updated to remind staff to include the corporate statements to comply with standards 2, 3 & 7 (Correspondence), 49 (forms) and 50A (documents).

'WELSH MATTERS' BRIEF

The Welsh Matters brief is distributed to staff via the Welsh language coordinators network. The brief contains policy advice on complying with the Welsh language standards, information on Welsh training and other articles relating to the Welsh language agenda.

C4 SOCIAL CLUB

A resource to promote and facilitate virtual Welsh language events has been developed and launched by the Council's in-house Welsh language trainer. The resource is presented on the Microsoft Teams platform and allows users to set up meetings, discussion groups, and social events so Welsh speakers and learners may meet to converse in Welsh and improve language skills. A weekly meet up has also been arranged by the Council's Welsh language tutor. The social club held a St. David's Day event featuring a talk given by Liz Day who has learned Welsh fluently during lockdown and this was very well attended.

BILINGUAL CARDIFF: TRANSLATION & POLICY ADVICE

Bilingual Cardiff provides a full Welsh language translation and simultaneous translation service for all Council Directorates.

The team offer guidance and advice to all Council staff, along with organisations, companies and individuals who provide services on behalf of the Council, on issues regarding the Welsh language, translation, and the Council's commitment under the statutory Welsh Language Standards.

WELSH LANGUAGE TRAINING

As a result of the publication of the Welsh Language Skills Strategy in 2021, Cardiff Council are committed to provide all its staff members with the opportunity to engage with Welsh language training.

The Introduction to Welsh Language Level 1 and Welsh language Awareness e-modules allow staff to learn Welsh language vocabulary and common phrases and provide historical and cultural context for the language.

The Cardiff Council Academy have also developed a wide variety of Welsh language courses. These have been tailored to allow as much flexibility as possible to encourage Council staff to participate. The course developed by Cardiff Council Academy in the last year are:

- **Mynediad Online (Welsh Level 1)** – a mainly self-study virtual course.
- **Mynediad (Welsh Level 1)** – a mixed self-study and tutor-led virtual course.
- **Sylfaen (Welsh Level 2)** – a more advanced mixed self-study and tutor-led virtual course.
- **Half Day Taster** – a tutor-led introduction course.
- **Canolradd (Welsh Level 3)** - a mixed self-study and tutor-led course for more confident learners and those who speak Welsh but have lost their spoken confidence.
- **Two Day Beginners** – a tutor-led virtual course to develop robust basic Welsh language skills.
- **WELCOME Part 1** – a fully self-study virtual course that may be completed by staff at any time.
- **Mynediad (Welsh Level 1) Immersive** – a fully tutor-led course delivered through a weekly 4-hour session.
- **Uwch (Welsh Level 4)** – a mixed self-study and tutor-led course with a focus on using Welsh in the workplace.
- **Hyfedredd (Welsh Level 5)** – a mixed self-study and tutor-led course focussing on written Welsh and more formal spoken Welsh.

A tutor has been provided by the National Centre for Learning Welsh to assist Cardiff Council Academy's in-house Welsh tutor to deliver these courses and to support staff who are learning Welsh.

Cardiff Council is committed to providing its staff with the opportunity to receive Welsh language training and there is no individual cost to Council staff, or their directorates, and staff have their hours credited for time attending courses.

WELSH LANGUAGE AWARENESS TRAINING

The Welsh language awareness module was revised in 2020/21 and presented as an e-module by Cardiff Council's Academy learning platform. It is currently being rolled out to all staff (including schools staff). Since its launch, the e-module has been completed by **4460** staff members.

The e-module provides information on the following:

- The historical context of the Welsh language.

- The importance of the Welsh language in the delivery of Council services to the citizens of Cardiff.
- Staff roles and responsibilities in delivering Welsh language and bilingual services.
- Assess the delivery of Welsh language services and identify areas for improvement.

'IAITH GWAITH' LANYARDS & BADGES

Iaith Gwaith lanyards are produced by the Welsh Language Commissioner's office for Welsh speaking staff, so they demonstrate to service users and colleagues that they speak Welsh. These lanyards - along with Welsh learner lanyards - are offered to staff when they receive or renew their staff ID cards or may be requested at any time from Bilingual Cardiff. Each monthly 'Welsh Matters' brief which is distributed to all staff via their directorate or service area Welsh language coordinator includes a reminder for staff to request the lanyards from Bilingual Cardiff.

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Appendix 1

Review of the Bilingual Cardiff Promotion Strategy 2017-22

“5-year strategies have huge potential to make local authorities promotion agencies for the Welsh language within their areas, coordinating and driving efforts in areas as diverse as education, economy, planning, youth, tourism, care and so on. The strategies have led to more strategic attention to the Welsh language by a number of organisations, but it is not clear how many new activities have been put in place as a direct result of the strategies, and it seems no significant new budgets and resources have been dedicated to implement them in most cases.

There is an opportunity on the horizon to change this, with a requirement for organisations to review and formulate new strategies in 2022. Now is the time to start planning and measuring impact in order to ensure that the strategies have a real impact on the position of the Welsh language in the community during this decade.”

Welsh Language Commissioner, Narrowing the Gap, Assurance Report 2019-20

1. Introduction

This independent review was undertaken by Nia Davies from Nico and was commissioned by the Council to assess the delivery of the Bilingual Cardiff 5-year Welsh language Promotion Strategy at the end of its five years, as well as to make relevant recommendations in drawing up the second strategy for 2022-2027.

The review took place in October and November 2021, and was based on desk top research, a review of internal documentation regarding the Council's strategy and interviews with key partners and internal stakeholders. The research also included consideration of the Language Profile produced by Menter Caerdydd in 2021, the Welsh Language Commissioner's guidance documents; the Welsh Government's Cymraeg 2050 strategy, together with the Council's draft WESP.

This review looks at the strategy in its statutory and policy context; the extent to which the objectives of standards 145 and 146 have been achieved; and outlines conclusions and recommendations for consideration by the Council for the next strategy.

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2. Summary

The aim of this review is to assess the extent to which the Council has met the requirements of Welsh Language Standards number 145 and 146.

The publication of a Promotion Strategy is a specific statutory requirement, but the Strategy itself is the culmination of a wide range of strategic action by the Council and its partners providing a focus for those activities.

The Strategy acknowledges its relevance in the context of the objectives of the Welsh Government's national strategy, Cymraeg 2050, and its role within a wider policy context with education and well-being at the forefront.

Until the 2021 Census figures are available to us, according to the evidence seen in terms of the Council's projections regarding the city's population in 2021, the figures of the Annual Population Survey and the National Survey for Wales show that there is an encouraging trend in the right direction, and Cardiff has managed to maintain its percentage of Welsh speakers as the population has grown.

This review concludes that the Council has met its requirements under standards 145 and 146 by setting a target in terms of the percentage and number of Welsh speakers in the area, together with outlining in the strategy how it aims to achieve that target in the form of an action plan and targets for the Council and partners. The Council has met all the targets it originally set itself which in turn provides a firm foundation for the next strategy.

This review meets the requirement in standard 146 to assess the extent to which the Council has followed the strategy and met the target set, and in turn, the assessment provides useful feedback for the production of a revised and ambitious 5-year strategy to be published in due course.

Feedback from partners and stakeholders highlights several examples of good practice and points to a number of opportunities for the Council to strengthen the direction of the next strategy. The recommendations in this report therefore seek to reflect these findings. The recommendations are outlined on page 33 with the aim of providing an element of challenge for future planning.

3. Context

The Bilingual Cardiff Strategy is a specific statutory requirement arising from the Welsh Language Standards Regulations, but it also exists in a wider policy and legislative context. The Strategy acknowledges its relationship with the objectives of the Welsh Government's strategy for the language, and its role alongside the Welsh in Education Strategic Plan as well as the wider objectives of areas of well-being.

i. Welsh Language (Wales) Measure 2011

The Welsh Language (Wales) Measure 2011 established a legal framework to impose duties on certain organisations to comply with standards in relation to the Welsh language through regulations (The Welsh Language Standards (No. 1) Regulations 2015).

The standards that refer specifically to the 5 year Strategy are standards 145 and 146 and require Cardiff Council to:

- produce and publish a 5-year strategy setting out how it intends to promote the Welsh language and to facilitate the use of Welsh more widely in the area;
- include a target for increasing or maintaining the number of Welsh speakers in the area by the end of the five-year period;
- include a statement explaining how the Council intends to reach that target;
- review the strategy and publish a revised version of it on the website within 5 years of the date of publication of the strategy (or the date of publication of a revised version of it);
- after 5 years, assess the extent to which the Council has followed that strategy and met the target it has set;
- publish the assessment on the website, showing the number of Welsh speakers in the area, and the age of those speakers;

- note in the assessment a list of activities arranged or funded by the Council to promote the Welsh language during the previous five years.

The Welsh Language Commissioner published an advice document in 2021 on assessing the delivery of the 5-year strategies which provides information on methodologies and data sources and suggestions on the best methods to monitor progress. This report aims to cover the main areas identified in this document.

ii. Cymraeg 2050: A Million Welsh Speakers

Cymraeg 2050 sets out the Government's long-term aim towards a million Welsh speakers by 2050. It is based on three strategic themes:

1. Increasing the number of Welsh speakers
2. Increasing the use of Welsh
3. Creating favourable conditions – Infrastructure and context

The Cymraeg 2050 targets are:

- Number of Welsh speakers to reach one million by 2050.
- The percentage of the population that speaks Welsh daily, and can speak more than just a few words of Welsh, to increase from 10 per cent (in 2013-15) to 20 per cent by 2050.

The Bilingual Cardiff strategy is therefore a vital contribution to both national targets.

iii Cymraeg 2050 update (July 2021)

On 13 July 2021, the Government published the Welsh Work Programme 2050 2021-2026, outlining the route map for the next 5 years with broad reference to the following areas:

- emphasis on the relationship of Well-being and the Welsh language more clearly – this can be more clearly reflected with the Council's other activities
- language planning is a long-term process and this should be recognised when preparing targets
- the importance of education and the education workforce
- the need to review things after the Census data is published and adjust priorities accordingly
- the importance of celebrating successes and encouraging
- 3 year opportunity around the National Eisteddfod
- the importance of the 'Welsh – it belongs to us all' initiative and the importance of that narrative
- emphasis on the foundational economy
- emphasis on the principles of community development and empowerment in language planning initiatives ensuring that partners motivate communities to take action
- the importance of promoting the Welsh language in remote working hubs
- the importance of mainstreaming the Welsh language across the equality agenda
- continued investment in Cymraeg Gwaith

iv. Government Response to the Impact of Covid-19 on the Welsh Language

The Government published its response to the impact of Covid-19 on the Welsh language in July 2021, and a number of recommendations included some relating to local authority promotion strategies:

"Local Authorities should give Welsh-speaking community organisations a strong voice in planning and implementing their language promotion strategies. Welsh Language Promotion Strategies, Welsh in Education Strategic Plans and Mentrau Iaith County Forums should be interwoven with the Welsh-speaking community organisations."

Among the recommendations were:

- *" ensuring a strong voice for community groups within the Promotional Strategies, Welsh in Education Strategic Plans and County Forums of the Mentrau Iaith*
- *ensuring that the language forums meet regularly and develop work programs in conjunction with other partners and the community and support the Promotion Strategies and the Welsh in Education Strategic Plans*
- *tapping into the enthusiasm of communities as they prepare for the National Eisteddfod, as well as our expectations for the legacy and the specific role of the local authority in that regard (see also recommendation 3)*
- *we'll support the work of the local authority in developing and realising their Promotional Strategy by providing them with data and evidence. This will also be very useful for the Welsh in Education Strategic Plans*
- *work with relevant partners to ensure that work on the implementation of county Promotion Strategies reflects this recommendation*
- *emphasise that local authorities need to ensure that all organisations who play a part in the implementation of the strategy have a clear role, and that all those organisations have timely access to proposed plans to ensure strategic and specialist input"*

It will therefore be important to consider the above in the context of the next strategy.

v. *Welsh in Education Strategic Plan 2022-2032*

The Welsh in Education Strategic Plans Regulations came into force in December 2020 and the strategic plans cycle (10 years) was changed from 1 September 2021 to 1 September 2022. Guidance was issued by the Government in 2021 to set out its vision and strategic direction. Trajectory data was provided to all local authorities in August 2021.

The Council is consulting on its draft WESP for 2022-2031 at the time of writing. The Council acknowledges that the education system and the WESP will play a key role in ensuring the growth of the language in the city and notes its commitment to *"ensure a scale of growth in line with the 25-29% as provided by the Welsh Government"*.

The Leader of the Council has stated that:

"The growth of the Welsh language in Cardiff has been supported by the expansion of Welsh-medium education.

The Bilingual Cardiff Strategy includes a number of targeting to develop this provision and it will be implemented to support and facilitate the Council's new 10-year Welsh in Education Strategic Plan.

Both strategies have been prepared in tandem to ensure consistency of action and ambition to provide every parent in Cardiff the opportunity for their children to be educated in Welsh."

It will be vital that the Bilingual Cardiff Strategy complements and drives the WESP forward particularly in terms of the aims of Outcomes 1 and 5.

vi. *Well-being*

The Council's Well-being Plan aims to provide a more holistic approach to the planning and delivery of public services in Wales, including a better way of integrating the relevant duties and frameworks.

One of the well-being goals under the Act is 'Wales of vibrant culture and thriving Welsh language". However, it is important to acknowledge that the language is very closely linked to other well-being goals (economy, health and care eg.) and the importance of wider partnerships and frameworks.

vii. Cardiff 2030 and a Child Friendly City

Both visions set out the city's ambition for its children and young people in terms of education and as a great city to be brought up in. The emphasis is on the rights of children and young people who are central to any decisions. Partnerships are key to both visions and the promotion strategy is important to the success of both visions, because children's rights, inevitably include the right to the Welsh language.

Interim review 2018

Nico carried out an interim review of the strategy at the request of the Council in March 2018. Some recommendations were made covering the following areas, and officers were asked for an update on progress made:

- *Measuring impact – evidence of progress*
Evidence of effective procedures and governance was identified in relation to gathering evidence of the achievement of the targets. It was noted that all the Council's targets had been achieved over the 5 years. Officers report that the Forum has enabled the action plan to develop over time bringing partners together to take action, share objectives and identify gaps. The Commissioner's advice document on assessing the achievement of strategies and the need to consider, with partners, methods of gathering qualitative evidence for the delivery of the second strategy were discussed.

- *Awareness of the vision*

It was noted that the strategy and the Bilingual Cardiff brand had helped to embed the vision. Officers said that the internal consultation on the second strategy has confirmed this with consistency of representations. There is a need to continue to cascade information internally across departments.

- *Bilingual Cardiff Forum to involve more partners from wider areas*

Officers noted that the Forum had evolved and was the key strength of the strategy in terms of strengthening partners' relationships with each other. Officers stated that there is a mutual understanding and a real desire to develop further. They have brought in new partners during the period (e.g. Health Board, arts and heritage organisations and the third sector). With the creation of sub-groups to discuss the formulation of the second strategy, it has been possible to bring relevant partners closer with a greater thematic focus.

It was also noted that the strong link between Bilingual Cardiff officers and the Forum's partners allowed them to be prepared for opportunities at short notice to develop provisions for children and young people as a result of the recovery fund grant (Summer of Smiles).

- *Stakeholder Engagement*

As above, the need to continue to identify new stakeholders and ensure that communication remains equally effective both internally and externally, was noted.

4. Targets and performance measures

As noted above each county council's strategy (standard 145) must include:

- a target (in terms of the percentage of speakers in their area) for increasing or maintaining the number of Welsh speakers in the area by the end of the 5-year period concerned, and
- a statement explaining how they intend to meet the target.

An assessment of the strategy (standard 146) must include:

- information on the number and ages of Welsh speakers in the area
- a list of activities organised or funded during the 5 years to promote the use of the Welsh language

Linked to standard 146 is the need to ensure that monitoring arrangements and performance measures are in place to assess the delivery of the strategy.

The target that the Council set itself in terms of Welsh speakers was to increase the number of Welsh speakers (aged 3+) in Cardiff by 15.9% from 36,735 (2011 Census) to 42,583 (2021 Census).

Apart from the Census data, the Council's own main sources of data in terms of the number of Welsh speakers among its population are its **education** and **workforce** data which allows the Council to identify any trends and progress towards the target each year.

The Census

According to the 2011 Census **11.1%** of the population of Cardiff were fluent Welsh speakers with **16.2 %** of Cardiff's population having some knowledge of Welsh i.e. understanding, speaking, reading or writing or a combination of these.

2011	Able to speak Welsh Number	Able to speak Welsh % of population
Cardiff	36,735	11.1
Wales	562,016	19.0

Cardiff is the most populous area of Wales and is currently the local authority with the third highest number of Welsh speakers in Wales. The Council's research suggests that it could be the first by 2027, the end of the second strategy.

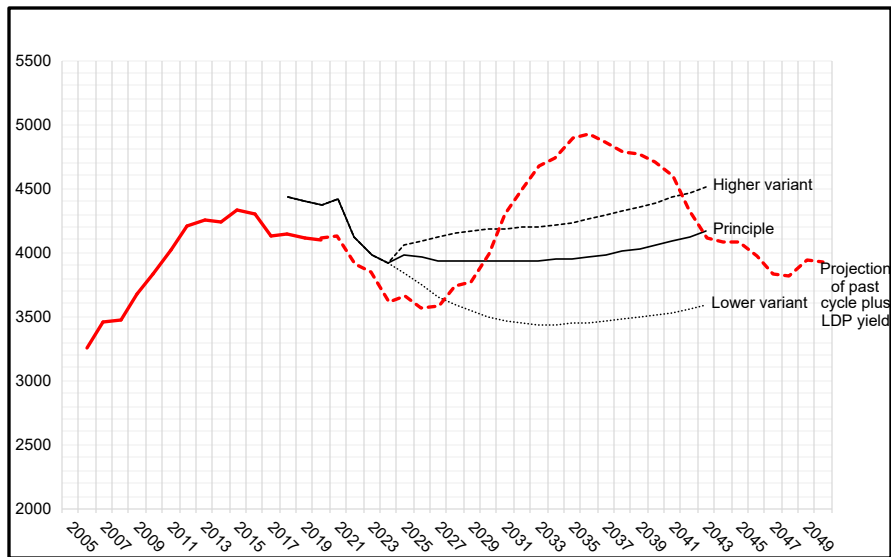
The 2021 Census was carried out on 21/03/2021 and the first results are expected within 12 months and the remainder within 24 months. Therefore, at present, specific and accurate data on the number and ages of Welsh speakers in the area is not available at the time of compiling this report to meet the requirements of standard 146 to the extent that the Council would wish.

However, the Council's research and data forecasts based on Welsh Government data sources (Population Survey, and projected population data for 2021) predicts 42,584 Welsh speakers in 2021 (11.6% of the population). This is an increase in number of some 5,849, which is the aim on which the first Strategy was based.

Local data forecasts – Cardiff population beyond 2021

The Council anticipates a fall in population between now and the next Census in 2031, broadly due to a fall in the birth rate from 2021 onwards, together with the number of people moving to Cardiff. This will therefore have to be kept in mind when considering the second 5-year Strategy period figures together with the achievement of the WESP which takes account of these forecasts.

Projected number of 5 year olds in Cardiff 2020 2050



(Source: Welsh Government/Cardiff Council)

What other evidence is there?

The Welsh Language Commissioner's guidance document on assessing the achievement of the 5-year strategies points us to other methods of tracking patterns or trends that could provide useful insight on the delivery of the strategy.

Annual Population Survey

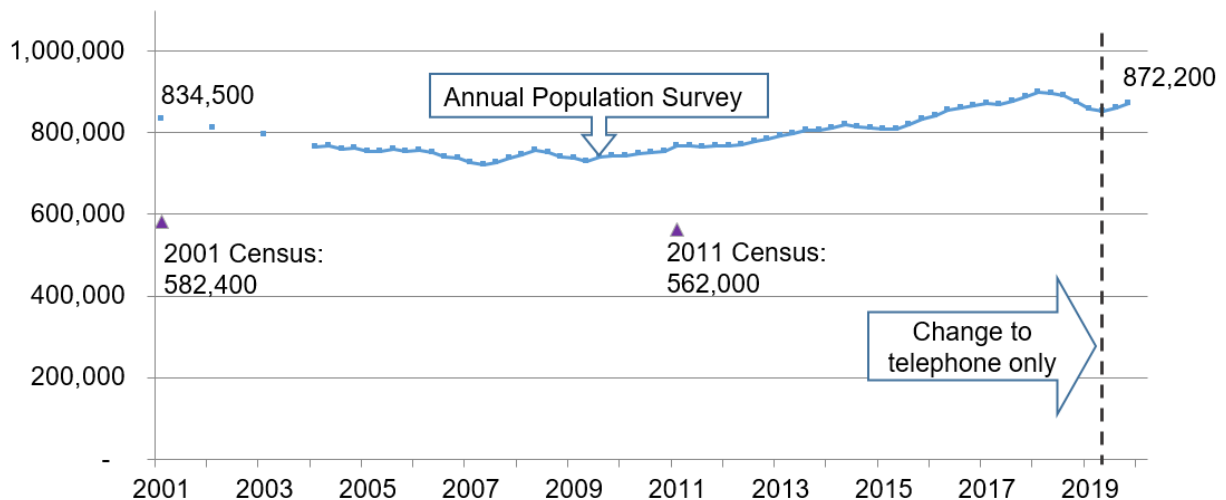
The Office for National Statistics conducts a quarterly survey and provides data on the number of people able to speak Welsh at county council level to demonstrate

Welsh language trends between each census. However, the Commissioner's guidance document states that 'the annual survey results should not be used to measure progress towards the target of a million Welsh speakers'.

Nevertheless, the advantage with this is that it produces results more often and can be a useful indicator. It provides results according to broad age groups to give us a general idea of progress.

At an all-Wales level the trend is as follows:

Number of people aged 3 or over able to speak Welsh, 2001 to September 2020



Source: Annual Population Survey and Census of Population

And at local authority level:

Year	Able to speak Welsh	All	Percentage of population
30 June 2017	69,900	344,300	20.3
30 June 2019	81,300	353,300	23.0
30 June 2021*	89,600	361,500	24.8

(Source Annual Population Survey - October 2021)

*The Government website states that this increase should be treated with care due to a change in how the survey was conducted from mid March 2020 due to the coronavirus pandemic.

National Survey for Wales

Another indicator is the National Survey for Wales which gathers information on the ability of adults aged 16 and over to speak Welsh in accordance with national indicators 36 and 37 of the Well-being of Future Generations Act. As with the Annual Survey, it is not possible to use the data with target for standard 145 but it is useful to show indications and trends in the capital city compared to the rest of Wales:

Year	Percentage of people who speak Welsh daily and can speak more than just a few words of Welsh	Wales	D37 Percentage of adults (16+) who speak Welsh	Wales
2019-20	6%	10%	10%	16%
2018-19	7%	11%	10%	18%
2017-18	6%	12%	11%	19%
2016-17	5%	11%	9%	20%

(Source: statswales.gov.wales)

Until the 2021 Census figures are available, according to the evidence shown in the figures of the Annual Population Survey and the National Survey for Wales there is an encouraging trend in the right direction, and the city has managed to maintain its percentage of Welsh speakers as the population grows.

Language Use Survey

The language use surveys do not gather information on numbers of Welsh speakers, they collect more detailed information on fluency and use. Due to Covid-19 the 2019-21 Language Use Survey had to be discontinued early but the data collected during the first nine months of the survey, when released, will

provide an insight into how people use the Welsh language at a national (and possibly regional) level.

The previous language use survey, in 2013-15, showed that there had been a significant increase in the number of those stating that they were fluent and those who used Welsh every day since 2004-06.

Language transmission

According to the 2011 Census figures, in Wales, the rate of transmission of Welsh to children in households where two parents can speak Welsh was 82%. In Cardiff the rate was slightly higher than this at 84%.

The majority of 3-4 year olds in Cardiff live in a household where no adult speaks Welsh (61% in a couple household and 27% in a single parent household). Only 12% of children live in a household where one or more adults can speak Welsh.

Therefore in Cardiff there is considerable reliance on nursery and education provision to transfer the language to the city's children.

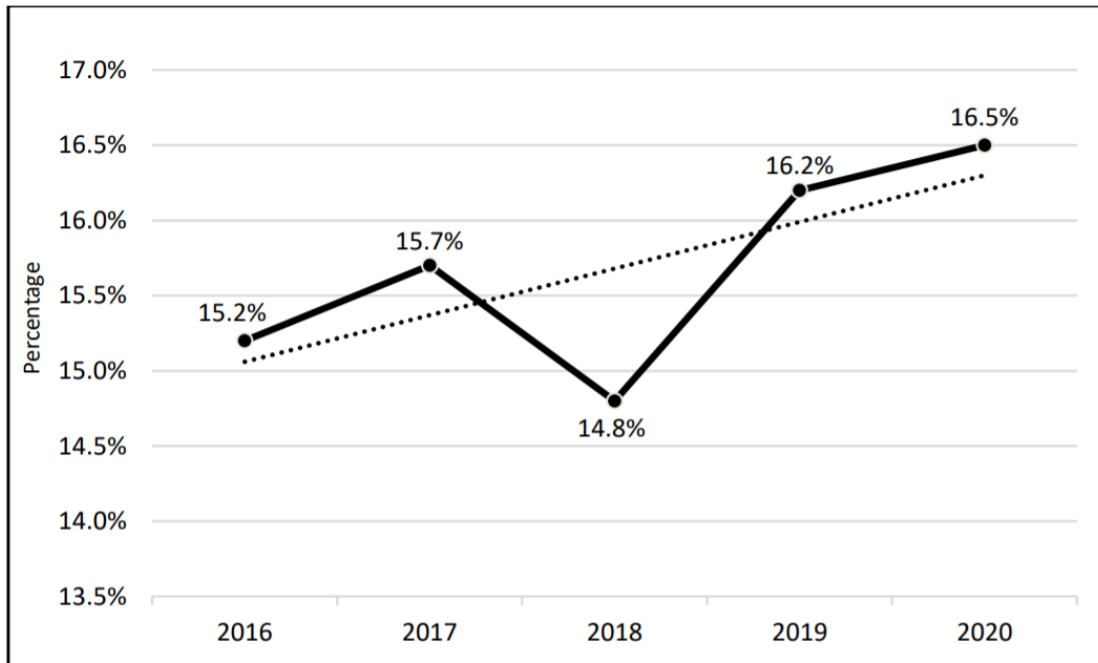
Education

Reception classes

The numbers and percentages of pupils entering reception have varied, but there has been a general level of progress during the period under review. The percentage and number of pupils registered in 2020/21 represented Cardiff's highest percentage of pupils in Welsh Reception classes (764 pupils or 18.5% according to council figures). As there is a direct relationship between the number of pupils registered in Welsh classes with the population of pupils, that may rise or fall, a percentage increase is a better indicator of growth.

Percentage of seven-year-olds in Welsh-medium education

The graph below shows the pattern at primary level over the period.



(Source: Cardiff 2050 Trajectory 2022 – 2032 WESP)

The 'Cardiff 2050 Trajectory 2022-2032 WESP' document summarises the following:

"In January 2017 there were 7,272 pupils aged 4-18 attending Welsh-medium schools. This had increased to 7,902 Welsh-medium pupils in January 2020, which is an increase of 8.7%. On average the number of pupils in Welsh-medium schools has increased by over 200 pupils each year. To reach the target of 8,107 pupils by 2022, set out in Bilingual Cardiff, the current number would only need to increase by a further 205 pupils. Therefore it is very likely that the target of a 12.3% increase will be met by 2022. However, much of this increase is driven by population patterns rather than a change in preference."

Workforce

County councils are required to assess the Welsh language skills of the workforce and publish the information annually. While increasing the Welsh language skills of the workforce is covered by the requirements of other standards, it is fair to say that this aspect and the associated targets in the promotion strategy support the core aims of increasing the number of speakers and the use of Welsh and raising awareness of its importance among the workforce.

The table below summarises the figures over the period:

Council staff – Welsh language skills (figures do not include staff working in schools)	Number	Percentage
2016-2017	242	5.4%
2020-2021	837	11.96%

The number of staff with Welsh language skills has increased by **7.86%** since 2019-20 and **60%** since 2018-19 (**837 in 20/21** compared to **776 in 19/20** and **523 in 18/19**). This increase is associated with improved recording and awareness raising arrangements, the first 5-year strategy (which included a target to increase the number of staff with Welsh language skills), the Bilingual Cardiff: Bilingual Council policy (Promoting and Using Welsh in the Council – June 2018) and Welsh courses provided by an in-house Welsh tutor as well as the Work Welsh scheme.

Activities

A table reporting the full list of activities together with the record of their achievement, is attached as evidence for the purposes of reporting on standard 146 (Annex 1). The activities were subject to regular scrutiny during the Forum and Council scrutiny processes, and a report on them was included as part of an Annual Monitoring Report to the Commissioner.

Naturally, progress during 2020-21 has been limited in a number of areas due to the impact of Covid-19, as people focus on adapting to new models of service delivery. The lessons learned as more flexible and blended provision and work develop over this period will be very valuable when considering future targets.

5. Delivering the 2017-22 Strategy – stakeholder feedback

Interviews were conducted with a number of internal and external partners covering the following:

- Impact of COVID-19
 - Main lessons
 - Successes
 - Bilingual Cardiff Forum
 - Challenges
 - Measuring impact
-
- **Impact of COVID-19**

Although it is too early to assess the full impact of the pandemic on the Welsh language, it is fair to say that in terms of formal and informal opportunities to use Welsh in the community the pandemic has undoubtedly had a negative effect, as highlighted in the Welsh Government's report on the Impact of COVID-19 on Welsh-speaking community groups (December 2020).

However, officers and partners were keen to emphasise the positive side in going forward with many partners having managed to adapt and change ways of working very quickly with flexibility and creativity. Everyone was forced to adapt, experiment and learn, with some successfully extending their appeal nationally with online activities although missing out with the face-to-face contact locally.

Internally, officers noted that there had been little negative impact on the work of the Bilingual Cardiff team, except that it had not been possible to invite partners to meetings of the Bilingual Cardiff Members Working Group to share information and to bring the additional level of scrutiny to the implementation of the strategy. Instead, an overview of progress continued with Bilingual Cardiff internal monitoring reports.

- **Key lessons – partners were asked to sum up the lessons of the last 5 years of the Strategy**

COVID-19: The importance of having a flexible approach and a willingness to experiment and adapt was highlighted.

Communications: The importance of maintaining clear and consistent communication through the Forum so that partners are kept up to date with each other's work and any developments on the horizon.

It was noted that there was a need to try to ensure continuity between each meeting but that this was difficult as the Forum meets once a term.

Gaps: The importance of identifying gaps – i.e. the areas that fall between the responsibilities of different partners. Although there is generally an effective strategic overlap, there are areas that need to be mapped in order to understand gaps and ensure commitment of relevant individuals, whether they are external partners or other departments within the council.

Targets: The importance of setting targets that are in line with the work of partners was noted.

- **Successes – partners were asked what they thought the main successes with the Strategy were**

One of the strengths identified was the initial approach of involving and consulting partners and stakeholders from the outset in planning the strategy. It was also noted that public consultation on the strategy was a strength in order to have the opportunity to hear the voice of the city's Welsh speakers.

Another strength identified by a number of partners was the development of the Bilingual Cardiff Forum over the 5 years where share good practice is share and challenges discussed. It was noted that partners have come to understand each other's priorities and this then facilitates the way of

identifying where there are gaps and demand so that strategic planning can take place.

It was noted how important it is that the strategy recognises the work of Mudiad Meithrin as the key to starting the bilingual journey and that it is absolutely vital to increasing the numbers of speakers and the use of the language in the home.

"Having the support of partners in similar areas with the same vision ultimately helps us reach more parents."

It was noted that the opportunity to bring partners together had also enabled more informal and social links and partnerships to take place that can lead to projects and collaboration.

- **Bilingual Cardiff Forum – after the Welsh Government identified the need for local authorities to ensure that the language forums develop joint programmes of work, partners were asked how the role of the Forum could be strengthened over the coming years**

The feedback from partners was that the Forum was a strength and a good and effective model. But in pressing them to offer suggestions for the future the following suggestions were noted:

It might be interesting if an overview of what other forums are doing across Wales were available.

"Need to try to ensure the opportunity to be less formal at times rather than just formal meetings with quarterly reports"

At the same time the Forum was seen as a very useful opportunity for everyone to get to know organisations and partners better.

Sub-groups – these have been seen as a new development with a lot of potential, allowing for more thematic discussions. It was noted that future opportunities could be examined with the sub-groups to explore common themes (e.g. challenges in terms of technology, the new curriculum for

Wales, diversity) with different individuals having the opportunity to lead on specific small pieces of work with the support and input of other members to strengthen things across the city.

It was noted that a number of partners already held termly meetings in other forums to share information and priorities.

Reference was made to examples of good practice in other areas with important developments across national and international networks (Irish youth groups for example) that can bring another perspective while at the same time celebrating the Welsh language.

"The Forum needs more voices"

The positive step of expanding the Forum's membership over the 5 years was acknowledged, but it was also noted that there may be a need to invite some providers who are key to the aims of the strategy but who are not a regular part of the Forum family, either to the main meeting or to meetings of the more specialist sub-groups when focusing on specific actions (for example Chapter Arts and Sherman Theatre when arts are an area of discussion, or the private sector and business). Whilst it was recognised that simultaneous translation facilities would need to be considered on such occasions, the importance of considering the inclusion of non-Welsh speaking organisations and officers from the Council who do not necessarily speak Welsh but represent relevant areas was noted. Having said that, the risk of involving too large a number of people was identified as something that might impairing the effectiveness of the meetings, and it was recognised that it would be difficult to strike a perfect balance.

Internal partners (from Youth Services and Child Friendly Cardiff in particular) indicated their willingness to be invited to share information with the partners in the Forum when key developments were planned that were relevant to the work of partners (e.g. Children's University).

It was noted that the co-leadership between Bilingual Cardiff and Menter Caerdydd had been a strength:

"This is more effective in ensuring that the work at a strategic level is driven forward"

It was also noted that it was important that Cardiff Council co-ordinated the governance and communications of the Forum to bring everyone together.

- **Challenges – Partners were asked there were apparent gaps when thinking about their work and the Council's provision.**

It was noted that there needed to be a greater emphasis on sharing information about the benefits of Welsh-medium education early to new families, e.g. with registration of births, Flying Start, libraries, Family Information Services and health visitors.

"What about holding a specific meeting with them to discuss more about how they can contribute to the strategy?"

The majority agreed that youth work was generally a challenging area across Wales in terms of meeting local needs and the resources and expertise required.

"There is a certain amount of learning to be done in this area"

The need to look at what is be happening across Wales was noted, identifying good practice and seeing whether it was possible to get national partners to feed in to a process of mapping provision in Cardiff.

More than one partner identified the need to map the Council's youth provision to see where the gaps in Welsh language provision are and what needs to be done to address it, particularly in more specialist areas such as ALN and so on.

"Services for young people should be prioritised, and the opportunity to discuss this is now. We need a vision to take things forward in this area"

and ensure that the Welsh language is part of young people's lives outside school"

It was noted that there was a lack of clarity in terms of the future budget for youth services to accompany the vision and growth of Welsh speakers in this cohort over the coming decades.

A number of partners were keen to note that the Council should ensure adequate resources and funding for those partners who specialise in providing activities in Welsh across the city to ensure continuity of provision. It was noted that the way in which the Urdd and Menter Caerdydd responded to a Summer of Smiles funding was an example of the flexibility of these bodies to be able to offer quality Welsh language provision at short notice.

On the other hand, it was suggested that the terms and conditions within the Youth Innovation Grant could be reviewed to ensure that it included some specific Welsh language objectives (whether relating to communication methods, a specific proportion of activities in Welsh, or staff skills for example) so that organisations applying for the grants have to think about how they will also provide for Welsh-speaking young people. It was noted that the Welsh language needed to be moved up the agenda and that the rest of the Council needed to consider the importance of the Welsh language in the community, outside school, and tie things closer to the aims of the WESP and the promotion strategy over the next 5 years.

The importance of continuity and progression and establishing a pathway for young children, working up through the ages in order to normalise social use of the language at all stages was noted.

The proposed Bilingual Cardiff Youth Forum set out in the draft strategy would be an opportunity to consider how to include the voices of the children of all the city's Welsh-medium schools, whether through language charter groups or school councils and so on.

In terms of the council's own resources, it was noted that perhaps the strategy should reflect an aspiration in terms of developing the Welsh language skills of the youth workforce in general to ensure more bilingual skills over time as well as a need to ensure clarity in terms of requirements for the type of skills sought in recruitment.

It was noted that there should be an attempt to ensure that everyone's voice is heard, for example, the voice of youth in the context of diversity and that the Welsh language is a language for all. It was asked whether this element can be promoted with a visual campaign for all residents of the city (the council's campaign was mentioned some years ago which used the friendly faces of its staff to bring the council closer to the residents), so that all the city's communities can see and celebrate Welsh as a language that stands alongside other languages in the community.

A gap in arts provision was noted with a need for more detailed discussion to map provision leading to the necessary strategic conversations.

It was noted that Cardiff was uniquely placed because it had a wealth of experiences and resources within the reach of all. The gap in this context is how to ensure that Cardiff children experience these activities systematically, coherently and fairly regardless of their circumstances.

It was suggested that there was an opportunity to have a strategic conversation as partners in the Forum to identify the challenges faced by everyone and whether joint solutions can be found.

- **Measuring impact**

It was noted that it was important that the council continued to mainstream the Welsh language into all areas and that the Welsh language was a proactive policy consideration when allocating grants and agreements.

In terms of the work of the Forum's partners, it was noted that the fact that the Strategy reflected the strategic themes of Cymraeg 2050 was a

strength as it will be easier in terms of reporting. It ensures compatibility with the aims of the partners and is easier for them to plan and map goals.

"These themes are a silver thread running through everyone's planning."

Partners were asked how the impact of the strategy on behaviour change or patterns of use could be measured. Everyone saw this as a challenge in their own reporting areas. However, it was also noted that quantitative and qualitative data were equally important although it was a challenge to ensure consistent methods and the quality of the information collected.

Partners shared a number of examples of good practice that could be considered for measuring the Strategy's impact using qualitative methods. These include:

- Using a mix of formal and informal methods of gathering users' views, from quick snapshots surveys to measuring satisfaction with activities to more in-depth case studies that track the journey through the process and identify lessons that have been learned. The case studies then help to report on achievement and share good practice across the body.
- Include questions about language use in staff questionnaires.
- In certain activities that take place over a period of time, it is possible to develop relationships with people and gather their views and feedback. It is also possible to target the views of different groups and create case studies to demonstrate impact.
- Mudiad Meithrin for example asks all parents who have attended groups over the term to complete a short questionnaire to measure progress in using the language. Mudiad is then able to use extracts from the feedback to promote the groups.
- Another partner in their internal meetings uses case studies/good news stories that reflect encouraging examples, reporting experiences that demonstrate the short/long-term impact of different activities.

- One partner noted that increasing awareness of the language of its history and culture was seen to bring to life the importance of the Welsh language to young people and staff in different organisations, and there is therefore a change in behaviour or attitude and subsequently this qualitative evidence should also be sought in expanding such training in the future.
- It was noted that the Siarter Iaith (Language Charter)'s methods of setting a baseline and measuring impact may provide an excellent example of measuring progress in use of the Welsh language. The questionnaire records children's social use of Welsh in school, in the yard and in the community and enables children to record their confidence and how important the Welsh language is to them as well. The questionnaire is repeated after a period of time to track the change as a result of different activities. The graph or 'language web' is an effective visual tool to show which areas need to be focussed on.
- The Arts Council of Wales conducts the Children's Omnibus Survey <https://arts.wales/about-us/research/annual-surveys> with an arts focus with a sample of 2000 across Wales. It was suggested that the Council's research department would be able to carry out an omnibus themselves with schools in the county to collect data as a measurement before implementing a scheme such as this and afterwards (for example relating to the arts in Welsh and English).
- Innovative examples of qualitative evidence gathering can also be found within Council departments –an ethnographic study in the work of the Child Friendly Cardiff team; the youth services department makes extensive use of technology and various digital activities to engage with young people to find out their views and feelings on different topics.
- It was suggested that consideration should be given to the best ways of reaching people as this is much more than sharing messages on social media. A number of sources should be considered as age groups differ in their use of social media and so on. It would be possible to draw on

the links of partners as well as through Hwb and the schools, Siarter Iaith Co-ordinators and school councils and so on.

- In terms of measuring the impact of the strategy, it was suggested that individual partners could feed back to Forum meetings on their qualitative methods of measuring impact and this could then feed into the whole strategy where appropriate, eg. providing a case study to enrich the evidence.
- A similar suggestion was that an item could be included on the Forum's agenda with different partners sharing good practice and good news stories (for example in the form of a short case study) as a means of collecting a record of qualitative evidence over time.

Any further comments

It was noted that a strong Forum was crucial to the success of the strategy's objectives with the Council and the Menter co-chairing. It was asked whether there was scope to bring in other key partners to lead on some items with a specific responsibility or role. It was noted that there was a need to maintain the work that is currently taking place to ensure commitment from all and action between each quarterly meeting.

In conclusion, the quote below sums up the collaborative spirit of the Bilingual Cardiff Forum:

"We would like to thank you for the clear and strong leadership in driving the strategy forward" (Mudiad Meithrin)

6. Conclusions

- **Standards 145 and 146**

To address the Council's compliance with the standards in question, it is clear that the Council has fully met the requirements of standard 145 by setting a target in terms of the percentage and number of speakers in the area, together with outlining in the strategy how it would aim to achieve that target in the form of an action plan and targets.

This review meets the requirement in standard 146 in terms of assessing the extent to which the Council has followed the strategy and met the target set, and in turn, the assessment offers useful feedback for the production of a revised and ambitious 5 year strategy to be published in due course.

- **Overall impact of the strategy**

As noted above, Census data is not yet available to measure the exact extent of the success of the Council's strategic intervention in terms of the numbers and ages of Welsh speakers in the area, but indications from other reliable sources suggest a stable and gradual increase.

It would be difficult to attribute any increase in numbers directly to the strategy's community activities, but, as the Commissioner's advice document on assessing the achievement of 5-year strategies notes, it is also difficult to attribute an increase in everyday use to specific activities. The Council is therefore encouraged to consider the Commissioner's advice document in the context of the second Cymraeg 2050 target to double the daily use of Welsh, by setting qualitative and quantitative measurements to track the impact and success of specific activities. The feedback from partners offers an excellent starting point for this.

- **Status of the language**

Although the 5-year strategy is founded by the promotion standards, the Bilingual Cardiff strategy has provided an opportunity for the Council to seek to expand on the statutory requirements of the other standards to which it is subject under the Measure such as the policy making and

operational standards, for example with the Welsh language skills of its staff, the Cardiff street-naming policy and policy guidance for developers. These all relate to promoting the **status of the language** and this should be identified as good practice to emulate. It is important that Bilingual Cardiff continues to look for opportunities to raise the profile and status of the language in the city as well as its work in increasing the number of speakers and opportunities to use the language.

7. Recommendations

As noted in the first review, it is important to celebrate the strengths of the Bilingual Cardiff Strategy and lessons learned should continue to be examined and good practice shared. A number of opportunities arise for the Council on the cusp of the implementation of a new promotion strategy and WESP along with other strategic developments at Council level and with partners.

Section 3 sets out the recent position at national policy level in relation to the Welsh language and any new approach at this level should be taken into account in the development of the second strategy with consideration of any new opportunities arising.

Section 5 sets out valuable insights and suggestions contained in the feedback received from the interviews with partners and careful consideration should be given to each one.

The recommendations below are based on the new context of the 5-year strategies, interviews with partners and an assessment of progress to date, and are intended to provide an element of challenge in planning for the future with the Bilingual Cardiff Strategy for 2022-2027:

Recommendation 1.

2021 Census data The new Strategy should be reviewed following the publication of Census data on the Welsh language in 2022/23 with critical scrutiny of targets, adapting them as necessary. It will be necessary to be prepared to work with internal and external partners to meet challenge in any particular demographic area and to propose some new targets.

Recommendation 2.

Children and young people With reviews of the Council's youth services currently taking place, together with the developments with Child Friendly Cardiff, there is an opportunity to put plans in place now to expand Welsh-medium provision over the next 5-10 years. The mapping exercise to identify gaps in provision referred to in the draft WESP, (objective 1 Outcome 5), should lead directly to proportionate investment in Welsh

language services and resources that fits with the vision of the WESP and the new Promotion Strategy.

Recommendation 3.

Bilingual Cardiff Forum The strength of the Forum is its communication and links with partners/stakeholders. There is a need to consider how best to include:

- (i) officers from the Council (Education, Child Friendly Cardiff and Youth Services specifically) to share knowledge and good practice and ensure a shared understanding of goals;
- (ii) a wider base of partners eg. from business and economy.

Recommendation 4.

Measuring impact In order to be able to measure the strategy's progress effectively by 2027, the Welsh Language Commissioner's advice on assessing the strategy should be considered alongside the practical examples of evidence gathering given by partners. A decision should be made as to the evidence that could demonstrate the impact of interventions, in terms of change in behaviour / attitude / use of Welsh as well as what success means in quantitative terms.

Recommendation 5.

WESP 2022-31 (outcome goals 1 and 5) Following the consultation process on the Promotion Strategy and the WESP, stronger links between the two strategies should be ensured so that the strategic goals can be easily cross-referenced as they evolve into practical actions (specifically Outcome 1 and 5 of the WESP).

Recommendation 6.

Caerdydd Ddwieithog / Bilingual Cardiff The Council should expand the resources of the Bilingual Cardiff team. Policy advice and expertise from the team could add value, provide valuable input and assurance of compliance as other departments plan their services in alignment with the Council's strategic goals.

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BILINGUAL CARDIFF STRATEGY 2022-27

Prepared in line with the requirements of Welsh Language Standard 145 under the Welsh Language Standards (No.1) Regulations 2015.

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

Caerdydd
Ddwyieithog



INTRODUCTION FROM THE LEADER

Bilingual Cardiff was first launched in 2017 and the Bilingual Cardiff Strategy for 2022-27 represents our first revision of Cardiff Council's 5-year plan to promote and support the Welsh language in Wales' capital city.

This revision will build on the excellent work completed by the Bilingual Cardiff Forum partners in the initial 5-year term and presents a number of ambitious and far-reaching actions and outcomes to further consolidate and develop the language's growth.

The Welsh language has always been part of Cardiff's history. It is an integral aspect of the city's identity, a distinct part of its history and provides a markedly different flavour to our diverse and multi-cultural city.

The language's sustained growth since the last decades of the 20th century however has worked to re-establish Welsh in Cardiff and it can now be heard spoken on the street and in the home, in school and in work, from Grangetown to Pontprennau and from Radyr to Splott.

Cardiff is now the local authority area with the third highest number of Welsh speakers in Wales and it is anticipated that it may be the first by the end of this strategy's term in 2027.

As leader of the Council and as a Welsh speaker it gives me great pride to see the communities of our capital city embrace the language and once again make it part of our common experience.

The most significant revision to the Bilingual Cardiff strategy for the next 5-year term is the adoption of the strategic themes presented as part of Cymraeg 2050, the Welsh Government's action plan to achieve a million Welsh speakers by 2050.

The three strategic themes are to increase the number of Welsh speakers, increase the use of Welsh, and to provide favourable conditions to support the language's growth.

The Bilingual Cardiff Strategy will support the Welsh Government's ambition and includes targets and actions to sustain the growth of the Welsh language in the city and meet Cymraeg 2050's goals.

The growth of the Welsh language in Cardiff has been supported by the expansion of Welsh-medium education.

The Bilingual Cardiff Strategy includes a number of targets to develop this provision and it will be implemented to support and facilitate the Council's new 10-year Welsh in Education Strategic Plan.

Both strategies have been prepared in tandem to ensure consistency of action and ambition and to provide every parent in Cardiff with the opportunity for their children to be educated in Welsh.

They also include actions and targets to increase the availability of Welsh language provision within English medium schools and to support the education workforce to teach Welsh as a subject and to teach other subjects through the medium of Welsh.

The Bilingual Cardiff Strategy includes ambitious and far reaching actions and targets to support the use of Welsh within Cardiff's communities.

These include the establishment of a youth forum to deliver Welsh language events, promotion initiatives with minority and ethnically diverse communities, production of a newsletter detailing Welsh language employment opportunities and an information pack detailing Welsh language services for individuals and families moving to the city, and developing the Council's Welsh speaking workforce through training and recruitment.

These actions will support Cymraeg 2050 and allow the Council to move closer to its vision of Cardiff as a truly bilingual capital city.

Bilingual Cardiff 2022-27 represents an opportunity to grow the Welsh language and to promote its ownership for every citizen.

The Welsh language has always been part of our city's heritage and I welcome this ambitious strategy which provides the conditions required for it to prosper further in Wales' capital city.



A handwritten signature in dark ink, appearing to read 'Huw Thomas', written in a cursive style.

Cllr Huw Thomas
Leader, City of Cardiff Council

OVERVIEW

The Welsh Language (Wales) Measure 2011 established a legal framework to impose duties on certain organisations to comply with standards in relation to the Welsh language by way of sub-legislation (Welsh Language Standards (No.1) Regulations 2015).

The standards issued to the City of Cardiff Council are listed in *'The City of Cardiff Council Compliance Notice – Section 44 Welsh Language (Wales) Measure 2011'*.

Standard 145 requires the Council to produce and publish a five-year strategy which sets out how we will promote and facilitate the use of Welsh.

This strategy will include a target to increase the number of Welsh speakers within Cardiff as well as specific actions to facilitate the use of the language to support the Welsh Government's Cymraeg 2050 vision to achieve a million Welsh speakers by 2050.

The first Bilingual Cardiff Strategy was put in place for 2017-2022 and this represents its first revision and will be operational for 2022-2027. It will be reviewed and approved by Cardiff Council's Cabinet and published by March 2022.

Welsh Language Standard 145 states:

You must produce, and publish on your website, a 5-year strategy that sets out how you propose to promote the Welsh language and to facilitate the use of the Welsh language more widely in your area; and the strategy must include (amongst other matters)

- (a) a target (in terms of the percentage of speakers in your area) for increasing or maintaining the number of Welsh speakers in your area by the end of the 5-year period concerned, and
- (b) a statement setting out how you intend to reach that target; and you must review the strategy and publish a revised version on your website within 5 years of publishing a strategy (or of publishing a revised strategy)

CONTACT

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1. BILINGUAL CARDIFF

Mission Statement

Work with partners to double the number of Welsh speakers in Cardiff by 2050 through the Bilingual Cardiff Strategy, in line with Welsh Government's vision.

Vision

Our vision is to develop a truly bilingual Cardiff. A Cardiff where our citizens can live, work and play, as well as access services and support in Welsh or English equally.

A capital city where bilingualism is promoted as something completely natural, and where the Welsh language is protected and nurtured for future generations to use and enjoy.

Cardiff has been one of the fastest growing major cities in Britain, and this growth has had a positive impact on the Welsh language.

Over the last 25 years, the number of Welsh speakers in Cardiff has more than doubled with the latest census figures indicating that over 16% of the city's population have one or more skills in the Welsh language.

As the city grows our aim is to increase both the number and percentage of Welsh speakers and learners in Cardiff. We fully support Cymraeg 2050, the Welsh Government's vision for a million Welsh speakers by 2050.

In order for Cardiff to play its part in achieving this vision, we would need to increase the number of Welsh speakers (aged 3+) in Cardiff by 15.9%. Based on the projected number of Welsh speakers of 42,584 in the 2021 Census, this would require an increase to 49,355 in the 2031 Census. In order to support the commitment to increase the number of Welsh speakers in line with the targets set by Cymraeg 2050, we will need to increase the number of Welsh speakers (aged 3+) in Cardiff by 3,386 during the lifetime of this Strategy 2022-27 and this is included as an objective in the action plan.

The targets for the increase in the number of Welsh speakers in Cardiff will be revised following the publication of Census 2021 data.

Our approach set out in this document is structured to reflect the strategic areas outlined in the Welsh Government's Cymraeg 2050 Welsh language strategy. Cymraeg 2050 is structured around 3 strategic areas which have been identified with the aim of increasing the use of Welsh.

The Bilingual Cardiff Strategy 2022-27 sets out our strategic priorities under each of these areas and identifies the change that we will need to make to realise our vision of a bilingual Cardiff.

This is a strategy for the city as a whole, not for any one organisation. Delivering the strategy relies on partnership working between public sector partners, between the public, private and education sectors; and, most importantly of all, with the people of Cardiff.

The first Bilingual Cardiff Strategy has created valuable and productive relationships with partners across the city under the Bilingual Cardiff banner. They include organisations such as Mudiad Meithrin, yr Urdd and Menter Caerdydd, higher and further education providers such as Cardiff University and Cardiff and Vale College, and cultural organisations such as the Wales Millennium Centre and Literature Wales.

The revised strategy for 2022-27 will deepen these relationships through the agreement and delivery of ambitious and wide-ranging outcomes and objectives as part of the Bilingual Cardiff action plan. Bilingual Cardiff will also look to extend the partners network both in terms of representation for the citizens of Cardiff and through the inclusion of regional partners across the Southeast Wales region.

Supporting young people, families and communities to learn, speak, use and choose Welsh will also be at the heart of delivering our ambitions. Recent years have seen a significant increase in the growth of Welsh medium education in the city with an ever-increasing number of our children and young people now receiving their education in Welsh.

The education system and the Council's Welsh in Education Strategic Plan 2022-32 will play a key role in ensuring the future growth of the language as we aim to increase the number of children – and parents – who have the opportunity to learn and speak Welsh and have opportunities to use the language outside the school gates.

2. A BILINGUAL CAPITAL: CARDIFF'S LANGUAGE PROFILE

The city has seen a significant increase in the number and percentage of Welsh speakers, with numbers doubling in the 20 years between the 1991 and 2011 censuses. The 2011 census statistics indicate that 16.2% of the population of Cardiff have one or more skills in the Welsh language (ability to read, write or/and understand Welsh), and 36,735 or 11.1% of the county's population are Welsh speakers.

The number of Welsh speakers is projected to be 42,584 in 2021¹. This projection will be validated, and all related targets revised as necessary, following publication of the 2021 Census data.

Comparison in the number and percentage of Welsh speakers between 1991 and 2021:

CARDIFF			
1991	2001	2011	2021 (projected)
18,071 (6.6%)	32,504 (11%)	36,735 (11.1%)	42,584 (11.6%) ²

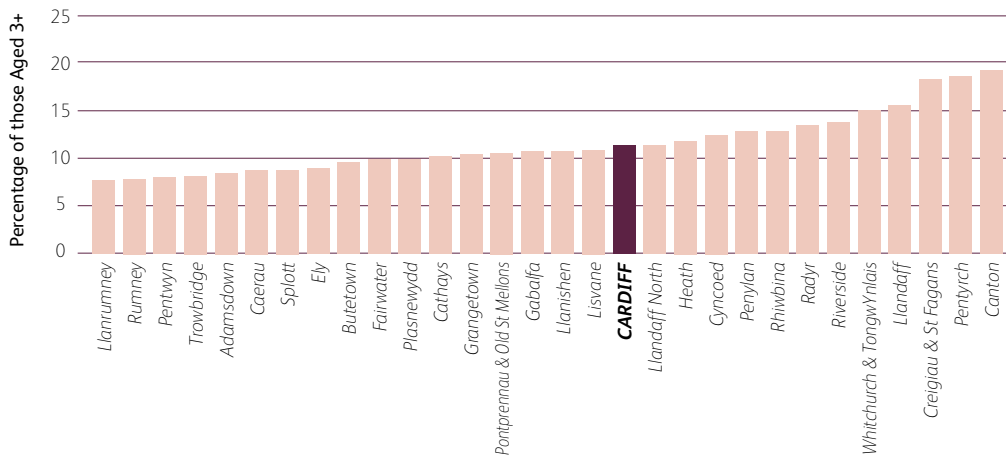
Cardiff has experienced a consistent rise in both the number and percentage of Welsh speakers over the last 30 years and is currently the local authority with the third highest number³ of Welsh speakers in Wales.

The concentration of Welsh speakers across the city's electoral wards ranges from 7-9% in areas such as Llanrumney, Adamsdown and Butetown to 17-19% in Creigiau / St. Fagans, Pentyrch and Canton⁴. It is anticipated that the 2021 Census results will demonstrate a sustained increase in both the number and percentage of Welsh speakers across the city of Cardiff.

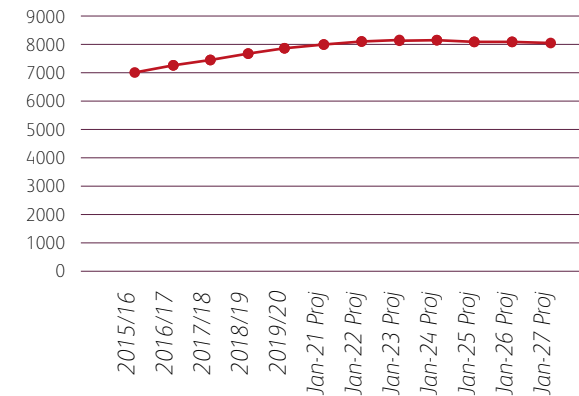
1. Based on the Welsh Government's Annual Population Survey and Local Authority Profile Data
 2. Based on WG's projected population for Cardiff in 2021 (365,317)
 3. Annual Population Survey
 4. 2011 Census data.



Percentage of Population Aged 3+ able to speak Welsh, 2011 (Census)



Number of students enrolled in Welsh medium education 2004/5 – 2027 (projected)



The growth in the number of Welsh speakers in Cardiff has been driven by two well documented trends:

1. A significant number of Welsh speakers have migrated to Cardiff since the 1980s.
2. The expansion of Welsh medium primary and secondary education driven by policy, practice and the commitment of parents and teaching staff.⁵

The projected number of pupils takes account of the most recent data for take up of places provided by the Pupil Level Annual School Census (PLASC) in the last three years. The

projected numbers begin to fall from January 2024 due to a reduction in the birth rate and the consequent reduction in the numbers entering primary schools.

The city has three Welsh medium secondary schools, and seventeen Welsh primary schools (of which two are dual stream primary schools). The most recent numbers on roll data confirmed 4707 pupils in attendance at primary level, and 2756 aged 11-16 years at secondary level (April 2021). Further information about Cardiff’s language profile may be viewed [here](#).

5. Please see The City of Cardiff Council Welsh in Education Strategic Plan 2022-32

3. POLICY CONTEXT

The production, publication and implementation of a five-year strategy to promote the Welsh language is a statutory requirement derived from the Welsh language standards (No.1) Regulations 2015.

The Bilingual Cardiff Strategy for 2022-27 represents both a revision and continuation of the first Bilingual Cardiff Strategy (2017-2022) and builds upon work undertaken in Cardiff to meet the needs of the city's Welsh speakers, learners and communities.

In addition, this Strategy provides a core foundation in meeting the 'well-being' goal - A Wales of vibrant culture and thriving Welsh language – in accordance with the Well-being of Future Generations (Wales) Act 2015.

The following section sets out the statutory and policy framework within which this new strategy sits:

Welsh Language (No.1) Regulation Standards 2015

The Welsh Language (Wales) Measure 2011 established a legal framework to impose a statutory on public bodies in Wales to comply with standards of conduct with regard to the Welsh language. Cardiff Council has implemented these standards since March 2016.

The standards to ensure that:

- the people of Wales have a legal right to use the Welsh language;
- the Welsh language is not treated less favourably than the English language; and
- the use of the language is promoted and facilitated in all aspects of the Council's work and service delivery.

The Welsh language standards replaced the system of Welsh language schemes presented by the 1993 Welsh Language Act and the Council has a statutory duty to produce and publish an annual report detailing their implementation.



The Well-being of Future Generations (Wales) Act 2015

This Act aims to improve the social, economic, environmental and cultural well-being of Wales. The Act will make the public bodies listed in the Act think more about the long term, work better with people and communities and each other, look to prevent problems and take a more joined-up approach. One of the seven Well-being goals listed in the Act is “A Wales of vibrant culture and thriving Welsh language”.

Cymraeg 2050

Published in 2017 this is the Welsh Government’s vision of achieving a million Welsh speakers by the year 2050. It introduces three core themes which will facilitate the achievement of this ambition:

- Increasing the number of Welsh speakers
- Increasing the use of Welsh
- Creating favourable conditions – infrastructure and context

The Bilingual Cardiff Strategy details Cardiff Council’s commitment and objectives to support the Welsh Government’s vision and its action plan follows the three themes noted above.

Delivering Ambition: Cardiff Council’s Corporate Plan 2020-22 & Cardiff Wellbeing Plan 2018-2022

Delivering Capital Ambition, the Council’s Corporate Plan, sets out how the Administration’s priorities for Cardiff will be achieved, providing clarity on what will be delivered, and by when. Capital Ambition identifies four priorities:

- Working for Cardiff: Making sure that all our citizens can contribute to, and benefit from, the city’s success.
- Working for Wales: A successful Wales needs a successful capital city.
- Working for the Future: Managing the city’s growth in a sustainable way.
- Working for Public Services: Making sure our public services are delivered efficiently, effectively and sustainably in the face of the rising demand and reducing budgets.

The Cardiff Well-being Plan sets out the Cardiff Public Sector Boards’ priorities for action over the next 5 years, and beyond. The plan focuses on the areas of public service delivery which fundamentally require partnership working between the city’s public and community services, and with the citizens of Cardiff.

Cardiff 2030

This is Cardiff Council's vision for education and builds on extensive engagement and consultation with school leaders, governors, wider educators, partners and stakeholders, together with many children and young people, between January and July 2019.

It sets out to consolidate the gains made under Cardiff 2020 but also marks out a broader scope and greater ambition for learning in Cardiff for the future. This embraces learning beyond formal statutory schooling and looks to strengthen the place of schools in relation to learning throughout the city more broadly.

Under five key goals it shapes, at a high level, the actions that we believe will be needed to realise our ambitions for education in Cardiff to 2030. The actions to achieve these goals will be based firmly on the two key themes of shared responsibility and partnership, and on the recognition of children and young people's rights in all that we do.

Child Friendly Cardiff

Cardiff is the first city in Wales to participate in the UK committee for UNICEF's national Child Friendly Cities and Communities initiative. The ambition is for Cardiff to be recognised as a Child Friendly City: a city with children and young people at its heart, where the rights of children and young people are respected by all, a great place to grow up.

Cardiff Council will work together with its partners to create a city where all children and young people can share their voice and have an input on decisions being made that will affect them.

4. CARDIFF COUNCIL'S WELSH IN EDUCATION STRATEGIC PLAN 2022-2032

The Welsh Education Strategic Plan (WESP) is prepared under Section 84 of The School Standard and Organisation (Wales) Act 2013 and complies with the Welsh in Education Strategic Plans (Wales) Regulations 2019.

They place a statutory requirement on local authorities to prepare and deliver a Welsh in Education Strategic Plan (WESP). The Act enables Welsh Ministers to approve the Plan submitted, approve the Plan with modifications or reject the Plan and require the authority to prepare another.

The WESP focuses on the targets in the Welsh Medium Education Strategy and local authorities are expected to report annually on performance against these targets. In accordance with Welsh Government guidance the WESP will be implemented over a ten-year period from 2022 to 2032.

Cardiff Council will publish its 10-year Welsh in Education Plan (WESP) for 2022-2032 in February 2022. The consultation and publication timetables for both the Bilingual Cardiff Strategy and the WESP have been harmonised to facilitate the inclusion of mutual objectives and outcomes.

A key recommendation in Nico's assessment of the implementation of the first Bilingual Cardiff Strategy (2017-22) was to strengthen the relationship between the two strategies and to align targets.

This work has been undertaken in partnership with the Council's Education department and the Bilingual Cardiff Strategy 2022-27 action plan has been revised and an additional column added to confirm the WESP Outcomes supported by specific initiatives and actions.

The commitments made in the Bilingual Cardiff Strategy to increase the number of Welsh speakers in Cardiff must be supported by the expansion of Welsh medium education presented in the WESP and therefore this alignment is appropriate and both strategies will be published concurrently.

5. WORKING WITH PARTNERS

The first 5-year Bilingual Cardiff Strategy was launched in 2017. The strategy established the principle of partnership working with partners and stakeholders across the city.

This 5-year strategy for 2022-27 builds on these established and productive relationships to support and fulfil our shared vision of a truly bilingual city.

The Bilingual Cardiff Forum, which includes representation from the Bilingual Cardiff partners, undertakes the role of implementing and monitoring this strategy on behalf of their organisations, whilst the Bilingual Cardiff team leads on facilitating the Strategy from the Council's perspective as well as reporting progress to the Welsh Language Commissioner as part of the Council's Welsh Language Standards Annual Report. Please see **Appendix II** for further information on Bilingual Cardiff's lead partners.

The organisations comprising the Bilingual Cardiff Forum have also contributed to the Council's work and a number of partners have presented relevant projects or their organisations contribution towards the implementation of the Bilingual Cardiff Strategy Action Plan to the Bilingual Cardiff Working Group.

The Working Group is a cross-party representative group of Cardiff Council councillors who provide an overview of the implementation of the Bilingual Cardiff Strategy and its supporting action plan.



6. CYMRAEG 2050 STRATEGIC THEMES

Theme 1: Increase the number of Welsh speakers

Vision	Increase the number and percentage of Welsh speakers in Cardiff
Outcome	The number and percentage of Welsh speakers in Cardiff continues to increase and meets the identified targets to achieve the Welsh Government’s goals of a million Welsh speakers by 2050
Areas of Work	<ul style="list-style-type: none"> • Language transmission in the family • The early years • Statutory education • Post-compulsory education • The education Workforce, resources and qualifications
Areas of Work	<ul style="list-style-type: none"> • Promote the benefits of using Welsh in the home and raise awareness of the Welsh language and its history and culture with families who do not speak Welsh. • Promote Welsh medium education with Black Asian and Minority Ethnic and under-represented communities in Cardiff. • Increase the number of pupils receiving Welsh medium primary and secondary education. • Develop opportunities for children and young people in English medium settings to positively connect with the Welsh language. • Implement the Welsh in Education Strategic Plan 2022-32. • Increase the education and training workforce who are qualified to teach Welsh as a subject and to teach other subjects through the medium of Welsh.

Theme 2: Increasing the use of Welsh

Vision	A truly bilingual capital city
Outcome	The use of the Welsh language significantly increased and normalised

Areas of Work	<ul style="list-style-type: none"> • The workforce • Services • Social use of Welsh
Areas of Work	<ul style="list-style-type: none"> • Increase the number of Cardiff Council staff who can speak Welsh. • Increase the number of Cardiff Council staff who receive Welsh language training. • Provide Bilingual Cardiff partner organisations with best practice guidance to increase the number of their staff who speak Welsh and the number who receive Welsh language training. • Deliver high quality Welsh language services and meet the requirements of the Welsh language standards. • Establish a Youth Forum to empower young people to deliver Welsh language social events. • Develop a programme of activities for young people who speak Welsh as a second language.

Theme 3: Creating favourable conditions – infrastructure and context

Vision	Creation and maintenance of suitable conditions and an environment where the Welsh language and its speakers can thrive.
Outcome	The Welsh language is supported through linguistic planning, economic development, digital platforms and culture.
Areas of Work	<ul style="list-style-type: none"> • Community and economy • Culture and media • Wales and the wider world • Digital technology • Linguistic infrastructure • Language planning • Evaluation and research
Areas of Work	<ul style="list-style-type: none"> • Develop a resource to detail all Welsh language employment and development opportunities in the city. • Maintain and further develop programmes of cultural activities for children and young people, families, and adults and older people. • Develop an information pack detailing all Welsh language services and support available in Cardiff. • Ensure that the Welsh language is at the heart of innovation in digital technology to enable the use of Welsh in all digital contexts. • Promote the use of Welsh in all new developments in Cardiff.



APPENDICES

Bilingual Cardiff: 5 Year Welsh Language Strategy 2022 - 2027

APPENDIX 1 - BILINGUAL CARDIFF 5 YEAR ACTION PLAN

STRATEGIC THEME 1: INCREASE THE NUMBER OF WELSH SPEAKERS

Areas of Work:

1. Transferring the language within the family,
2. Early years,
3. Statutory education,
4. Post-compulsory education,
5. Education workforce, resources and qualifications

Objective	Target	Timetable	Reporting Source	Delivery Partner(s)	WESP Outcome(s) Supported
1. All targets for Theme 1 to be revised following receipt of 2021 Census data	Targets and priorities to be assessed following receipt of Census data and further refined/ adapted.	Census data is anticipated to be published in 2023	2021 Census	Cardiff Council	
2. Campaign to promote the use of Welsh in the home – promoting bilingualism and multi-language within non-Welsh speaking households in Cardiff	An increase in the number of families participating in Welsh and bilingual activity within the home – e.g. S4C's Clwb Cwtsh and similar activity by the Forum's partners.	Agree and launch the campaign by September 2022 and progress to be reported annually by the delivery partners.	Delivery partner reports to the BC Forum	Mudiad Meithrin Cymraeg i Blant (Welsh for Children) Menter Caerdydd S4C The Urdd Cylch methrin (nursery groups)	Outcomes 1, 2, 3, 4 & 5

Objective	Target	Timetable	Reporting Source	Delivery Partner(s)	WESP Outcome(s) Supported
<p>3. Promote Welsh-medium education among non-Welsh speaking families to increase awareness of the history of the Welsh language and foster pride in the language.</p>	<p>Develop and introduce a language awareness campaign by July 2024</p> <p>Partner with the Cylchau Meithrin, Cardiff Council services (e.g. Flying Start, Early Years and Childcare) and CAVUHB health workers and midwives to deliver the promote Welsh medium Education and Welsh Language awareness.</p>	<p>March 2024</p> <p>Roll out the campaign in July 2024.</p>	<p>Agree the language awareness campaign in the March 2023 BC Forum meeting</p> <p>Delivery partner reports to the BC Forum</p>	<p>Cardiff Council Cardiff University Education Consortia Menter Caerdydd The Urdd CAVUHB Cylch meithrin (Nursery groups)</p>	<p>Outcomes 1, 2, 3, 4 &</p>
<p>4. Increase the provision of Welsh language training for parents who send their children to Welsh-medium schools.</p>	<p>An increase in the number of non-Welsh speaking parents sending their children to Welsh-medium schools in Cardiff who receive Welsh language training through the Forum's partners.</p>	<p>Initial provision to be submitted by September 2022 and participation statistics to be reported annually by delivery partners with target to be met by March 2027.</p>	<p>Delivery partner reports to the BC Forum</p>	<p>National Centre for Learning Welsh Menter Caerdydd Mudiad Meithrin The Urdd CAVC Welsh Language Immersion Unit</p>	<p>Outcomes 1, 2, 3, 4, 5 & 6</p>

Objective	Target	Timetable	Reporting Source	Delivery Partner(s)	WESP Outcome(s) Supported
5. Increase in Welsh-medium early years' social opportunities and raise awareness of this provision.	A 25 % increase in Welsh-medium early years' social provision provided by the Forum's partners.	Provision to be developed by September 2022 and participation statistics to be reported annually by delivery partners with target to be met by March 2027.	Delivery partner reports to the BC Forum	Mudiad Meithrin Cymraeg i Blant (Welsh for Children) Cardiff and Vale College Cardiff primary schools. Menter Caerdydd The Urdd Cardiff and Vale Health Board Welsh Language Commissioner	Outcome 1
6. Pilot initiative to work intensively in 2 different areas of the city around a primary school experiencing a reduction in the number of children seeking a place in reception/nursery class	Identify and agree a pilot scheme with two primary schools by September 2024. Pilot launched for academic year 2024/25.	September 2023 June 2024	Delivery partner reports to the BC Forum and Cardiff Council's Welsh Education Forum (WEF)	Menter Caerdydd Mudiad Meithrin The Urdd Cardiff Welsh-medium primary schools Cardiff colleges and universities	Outcomes 1 & 2

Objective	Target	Timetable	Reporting Source	Delivery Partner(s)	WESP Outcome(s) Supported
7. Increase in percentage of the people who can speak Welsh	<p>Census results to show that 11.6 % of Cardiff’s population can speak Welsh.</p> <p>Annual increase consistent with 13 % of Cardiff population able to speak Welsh by 2027 to be confirmed by the National Survey for Wales and the Language Use Survey</p>	<p>Census report by 2023.</p> <p>Reports based on the National Survey for Wales and the Language Use Survey annually at the Forum’s March meeting with the target to be met by March 2027.</p>	<p>National Census</p> <p>National Survey for Wales and Language Use Survey</p>	Cardiff Council	
8. Funding, appointing and maintaining the post of Welsh Education Promotion Officer (across the Southeast Wales Region)	<p>Agree the funding application with the Welsh Government.</p> <p>Agree the priorities and duties of the post with the BC Forum partners and appoint the officer.</p> <p>Line management for the officer and workplace support.</p>	<p>Funding in place by April 2022</p> <p>By September 2022</p> <p>September 2022 onwards</p>	<p>Funding agreement with Welsh Government.</p> <p>Job description and person specification agreed by Forum partners and successful completion of recruitment.</p> <p>The Mentrau to report annually to the BC Forum</p>	<p>Cardiff Council</p> <p>Forum Partners</p> <p>Southeast Wales</p> <p>Mentrau Iaith</p>	Outcomes 1, 2, 3, 4 & 7

Objective	Target	Timetable	Reporting Source	Delivery Partner(s)	WESP Outcome(s) Supported
9. Agree and co-deliver Welsh-medium education promotion initiatives with organisations representing minority ethnic communities	2 promotional initiatives to be undertaken in conjunction with organisations representing minority ethnic communities on an annual basis.	Promotional initiatives to commence in September 2023	Delivery partner reports to the BC Forum	Cardiff Council C3SC All BC Forum partners Welsh Language Immersion Unit Cardiff Welsh-medium primary and secondary schools.	Outcomes 1, 2, 3, 4, 5 & 6
10. An increase in the number of places available within primary and secondary Welsh-medium secondary education in Cardiff.	23.2 % of Reception pupils taught through the medium of Welsh by January 2027. 14.7 % of Year 7 pupils taught through the medium of Welsh by 2026/27.	Progress to be reported annually following the publication of the annual report on the WESP with the target to be met by March 2027.	Cardiff Council WESP Annual Report	Cardiff Council	Outcomes 1, 2, 3, 4 & 6
11. Increase the provision for Welsh-medium additional learning needs.	4.4 % of additional learning needs provision to be provided through the medium of Welsh by 2027	Progress to be reported annually following the publication of the annual report on the WESP with the target to be met by March 2027.	Cardiff Council WESP Annual Report	Cardiff Council	Outcome 6

Objective	Target	Timetable	Reporting Source	Delivery Partner(s)	WESP Outcome(s) Supported
<p>12. An increase in the number of secondary school pupils studying qualifications assessed through the medium of Welsh.</p>	<p>14 % of secondary school pupils study qualifications through the medium of Welsh by 2027.</p>	<p>Progress to be reported annually following the publication of the annual report on the WESP with the target to be met by March 2027.</p>	<p>Cardiff Council WESP Annual Report</p>	<p>Cardiff Council</p>	<p>Outcome 3</p>
<p>13. An increase in the number of students studying further and higher education courses through the medium of Welsh.</p> <p>Develop and co-ordinate a campaign to promote Welsh-medium education and training for further and higher education students.</p> <p>Explore opportunities to fund a Transition Officer to support the objective and promotional campaign.</p>	<p>50 % of Welsh speaking students studying at Cardiff universities and colleges study through the medium of Welsh.</p> <p>Launch the promotional campaign by September 2024.</p> <p>Case study to be developed and presented to BC Forum partners by September 2023.</p>	<p>March 2027</p> <p>September 2024</p> <p>September 2023</p>	<p>Cardiff colleges and universities' annual reports.</p> <p>Agreement of the campaign in the September 2024 BC Forum meeting.</p> <p>Case study agreed in the September 2023 BC Forum meeting.</p>	<p>National Centre for Learning Welsh</p> <p>Cardiff and Vale College Education Consortia</p> <p>University of South Wales</p> <p>Cardiff University Cardiff</p> <p>Metropolitan University</p> <p>Coleg Cymraeg Cenedlaethol</p> <p>Cardiff Welsh-medium secondary schools</p>	<p>Outcome 7</p>

Objective	Target	Timetable	Reporting Source	Delivery Partner(s)	WESP Outcome(s) Supported
<p>13. Develop the education workforce to increase the number teaching Welsh as a subject and teaching through the medium of Welsh. This includes teachers in the English-medium education sector who have the ability to use Welsh confidently and across the curriculum and additional specialist staff to support Welsh medium ALN provision.</p> <p>Develop and deliver support for teachers from English-medium schools to up-skill to enable them to teach through the medium of Welsh including membership of the Sabbatical scheme and long-term support to practise and improve language skills.</p> <p>Promote the Welsh Government's offer to provide free Welsh lessons to young people aged 16-25 years old and the education workforce with the Bilingual Cardiff Forum partners.</p>	<p>Continue to monitor data and intervene as necessary.</p> <p>10 teachers receive this support annually from September 2024.</p>	<p>Progress to be reported annually to the BC Forum with the target to be met by March 2027.</p> <p>Delivery of support by September 2024.</p> <p>April 2022 onwards</p>	<p>Cardiff colleges and universities' annual reports.</p> <p>Cardiff colleges and universities' annual reports.</p> <p>BC Forum meetings and in communications to BC Forum partners</p>	<p>National Centre for Learning Welsh</p> <p>Cardiff and Vale College</p> <p>Education Consortia</p> <p>University of South Wales</p> <p>Cardiff University</p> <p>Cardiff Metropolitan University</p> <p>Coleg Cymraeg Cenedlaethol</p>	<p>Outcomes 3, 4, 6 & 7</p> <p>Outcomes 3, 4 & 7</p> <p>Outcomes 3, 4, 6 & 7</p>

STRATEGIC THEME 2: INCREASING THE USE OF WELSH

Areas of Work:

1. **The workforce,**
2. **Services,**
3. **Social use of Welsh**

Objective	Target	Timetable	Reporting Source	Delivery Partner(s)	WESP Outcome(s) Supported
1. All targets for Theme 2 to be revised following receipt of 2021 Census data	Targets and priorities to be assessed following receipt of Census data and further refined/adapted.	Census data is anticipated to be published in 2023	2021 Census	Cardiff Council	
2. Establish a Bilingual Cardiff Youth Forum. All BC Forum partners to identify one young person to represent them as members of the Youth Forum. Identify and confirm funding to fund activity and events agreed by the Bilingual Cardiff Youth Forum. Support the membership of the Youth Forum to be Welsh language champions on social media platforms.	Populate the Youth Forum and offer the necessary support to ensure it meets from 2022/23 onwards. Enable the Youth Forum to run a programme of events each year by offering an events budget. Link the Youth Forum events programme and other event funding programmes such as the Arts Council of Wales Night Out and Literature Wales Writers in Action.	April 2022 April 2023 April 2023	Delivery partner reports to the BC Forum	Cardiff Council Arts Council of Wales Yr Urdd Menter Caerdydd Literature Wales All BC Forum Partners	Outcomes 3, 4 & 5

Objective	Target	Timetable	Reporting Source	Delivery Partner(s)	WESP Outcome(s) Supported
<p>3. Conduct a mapping exercise for Welsh medium children and young people’s provision provided by Cardiff Council to identify potential gaps in provision and address them through actions and funding.</p>	<p>A comprehensive account of the Welsh medium children and young people’s services provided by the Council.</p> <p>Present the findings of the mapping exercise to the Bilingual Cardiff Forum.</p> <p>Identify opportunities to develop additional provision to address identified gaps.</p>	<p>August 2022</p> <p>September 2022</p> <p>April 2023</p>	<p>Cardiff Council mapping exercise</p>	<p>Cardiff Council</p>	
<p>4. Develop a network of ambassadors who have already received Welsh-medium education to promote the language and access to Cardiff’s primary and secondary schools.</p> <p>Support the ambassadors by inviting them to meet families to promote Welsh-medium education.</p> <p>Develop supporting resources (e.g. interviews with ambassadors) to be presented as digital resources and through the social media accounts of BC Partners and Council services (e.g. admissions, early years).</p> <p>Develop a campaign in conjunction with the ambassadors and BC Forum partners to promote Welsh-medium education with multi-lingual audiences.</p>	<p>All partners to identify ambassadors who will appeal to communities across Cardiff to increase access to Welsh-medium education.</p> <p>Develop and agree an engagement programme with families.</p> <p>Identify and agree a budget to support the production of resources.</p> <p>Identify representative organisations to support and agree the engagement campaign.</p>	<p>September 2023</p> <p>September 2024</p> <p>September 2024</p> <p>September 2025</p>	<p>Delivery partner reports to the BC Forum</p> <p>Agreement of the engagement programme in the September 2024 BC Forum meeting</p> <p>Budget identified and agreed in the September 2024 BC Forum meeting.</p> <p>Agreement of the engagement programme in the September 2025 BC Forum meeting</p>	<p>Cardiff Council</p> <p>Menter Caerdydd</p> <p>Cardiff Welsh-medium primary and secondary schools</p> <p>Cardiff colleges and universities</p> <p>The Urdd</p> <p>All BC Forum partners</p>	<p>Outcomes 1, 2, 3 & 4</p>

Objective	Target	Timetable	Reporting Source	Delivery Partner(s)	WESP Outcome(s) Supported
5. Increase activity with 'second language' schools installing clubs, holding workshops and encouraging activities directly with the schools.	Develop strategic partnerships between BC Forum partners, Cardiff Council's WEF, and schools to support long-term provision through the medium of Welsh.	September 2024	Delivery partner reports to the BC Forum	Cardiff Council Menter Caerdydd The Urdd Literature Wales Wales Millennium Centre Arts Council of Wales Cardiff primary and secondary schools	Outcomes 3, 4 & 5
6. Hold an annual 'Gyrfa Gymraeg' Welsh Career event to share information about the wide range of further education courses that can lead to a Welsh post.	Agree to hold it as a separate event or as part of a wider jobs fair. Identify funding for the event to ensure it can be an annual event. To hold the Welsh Career event.	March 2022 September 2022 By March 2023 and then annually.	Delivery partner reports to the BC Forum	Cardiff Council Menter Caerdydd Cardiff Welsh-medium Secondary Schools Cardiff Colleges and Universities Cardiff Commitment	Outcomes 5 & 7
7. An increase in the number of Cardiff Council staff with Welsh language ability.	Increase the number of Council staff with Welsh language skills to 20% of the workforce by 2027.	March 2027	Cardiff Council's Annual Report on Welsh Language Standards	Cardiff Council	

Objective	Target	Timetable	Reporting Source	Delivery Partner(s)	WESP Outcome(s) Supported
8. An increase in the number of Cardiff Council staff receiving Welsh language training.	Increase the number of Council staff who have received training in Welsh to 50% of the workforce by 2027.	March 2027	Cardiff Council's Annual Report on Welsh Language Standards	Cardiff Council	
9. Develop and run a campaign to share best practice in increasing the percentage of the workforce who speak Welsh and/or have received Welsh language training.	An increase in the number of BC Forum Partners' staff that speak Welsh and an increase in the number of those workforces joining Welsh-medium training courses.	March 2024	Delivery partner reports to the BC Forum	National Centre for Learning Welsh Cardiff Council Cardiff Colleges and Universities	
10. Hold Tafwyl every year to promote and raise awareness of the Welsh language and attract Welsh-speaking and non-Welsh speaking communities to socialise and engage with the Welsh language, the Welsh music scene, literature, sport and Welsh culture	Hold Tafwyl each year.	Annual	Menter Caerdydd Tafwyl Report	Menter Caerdydd	Outcome 5

STRATEGIC THEME 3: CREATING FAVOURABLE CONDITIONS: INFRASTRUCTURE AND CONTEXT

Areas of Work:

1. Community and economy,
2. Culture and media,
3. Wales and the wider world,
4. Digital technology,
5. Linguistic infrastructure,
6. Language planning,
7. Evaluation and research

Objective	Target	Timetable	Reporting Source	Delivery Partner(s)	WESP Outcome(s) Supported
1. All targets for Theme 3 to be revised following receipt of 2021 Census data.	Targets and priorities to be assessed following receipt of Census data and further refined/adapted.	Census data is anticipated to be published in 2023	2021 Census	Cardiff Council	
2. Expand the Bilingual Cardiff Forum membership to include: i) officers from the Council to share knowledge and good practice and ensure a shared understanding of goals; ii) a wider base of partners e.g. from business and economy.	Additional members to be identified and agreed by the Bilingual Cardiff forum.	June 2022	Bilingual Cardiff Forum minutes	Cardiff Council	
3. Create a strapline for the Bilingual Cardiff Strategy and vision.	Create and agree the strapline to market the Bilingual Cardiff Strategy 2022/27.	By April 2022	Agreement in the March 2022 BC Forum meeting.	Literature Wales Cardiff Council All BC Forum partners	

Objective	Target	Timetable	Reporting Source	Delivery Partner(s)	WESP Outcome(s) Supported
<p>4. Create and sustain children’s arts activity to support and promote the Bilingual Cardiff Strategy</p>	<p>An increase in the number of arts events and projects provided by the Forum’s partners and an increase in the number of children attending them.</p>	<p>Programme of activity to be agreed by March 2023.</p>	<p>Delivery partner reports to the BC Forum</p>	<p>Arts Council of Wales Literature Wales Cardiff Enterprise Millennium Centre Cardiff Schools The Urdd</p>	<p>Outcome 5</p>
<p>5. Increase awareness of the provision, opportunities and access to the arts in Welsh in Cardiff for children, young people and families.</p> <p>Develop and agree a programme of arts activity in Welsh aimed at adults and older people.</p> <p>Provide Welsh-medium creative reading and writing sessions in Cardiff city libraries and hubs.</p>	<p>Delivery partners to submit information on arts activity in Welsh to be shared with the Forum’s partners.</p> <p>6 events to be held annually.</p> <p>6 sessions to be held annually.</p>	<p>April 2022</p> <p>April 2024</p> <p>March 2023</p>	<p>Delivery partner reports to the BC Forum</p> <p>Delivery partner reports to the BC Forum</p> <p>Delivery partner reports to the BC Forum</p>	<p>Arts Council of Wales Literature Wales Menter Caerdydd Merched y Wawr Millennium Centre The Urdd Cardiff Council</p>	<p>Outcomes 3, 4 & 5</p>

Objective	Target	Timetable	Reporting Source	Delivery Partner(s)	WESP Outcome(s) Supported
6. Increase arts collaboration with years 12 and 13 in Secondary Schools and Undergraduates at Cardiff Colleges and Universities	A programme of work agreed between the delivery partners and collaborative activity to be undertaken from the start of the 2023/24 academic year.	September 2023	Delivery partner reports to the BC Forum	Cardiff Colleges and Universities Cardiff Welsh-medium Secondary Schools	Outcomes 4 & 5
7. Develop, create and design a monthly circular of Welsh language employment opportunities and work skills development in the city, from volunteering to full-time jobs.	12 monthly circulars have been set and formatted to be shared with the partners.	April 2022	All partners to receive a monthly circular to share with their networks.	Y Dinesydd All BC Forum Partners	Outcomes 5 & 7
8. Agree and share good practice guidance regarding the use of Welsh and Welsh language considerations for the use of housing developers, housing associations, construction companies, and security companies etc. who work with Cardiff Council.	Distribute the guidance to the Council's partners and encourage the use of and comprehensive consideration of the Welsh language. Reinforce the Council's guidance that a Welsh language name should be given to all housing developments and projects in Cardiff – this includes the unofficial name used for preliminary marketing and the development or project's final, official name.	September 2022	The handbook to be shared with the Forum's partners.	Cardiff Council Menter Caerdydd All BC Forum partners	

Objective	Target	Timetable	Reporting Source	Delivery Partner(s)	WESP Outcome(s) Supported
<p>9. Maintain and promote the Council's street name list and share it internally (e.g. ishare maps and address gazetteer) and externally (Ordnance Survey, Post Office etc.).</p>	<p>Transfer of street names to council resources and relevant external bodies.</p> <p>Strengthen the Council's Street Naming Policy to apply its principles regarding shared spaces to include the naming of parks, green spaces, woodland, transport stations, footpaths and cycleways, and new Council-owned buildings and developments.</p> <p>Engage with local schools (especially schools serving the new Local Development Plan areas) to foster ownership of Welsh language street names in their catchment areas.</p>	<p>March 2023</p> <p>April 2023</p> <p>Engage with schools in Northeast Cardiff by the end of 2023 and schools in Northwest Cardiff by 2025</p>	<p>Delivery partner reports to the BC Forum</p> <p>Revision and expansion of the Council's Street Naming Policy</p> <p>Delivery partner reports to the BC Forum</p>	<p>Cardiff Council</p> <p>Welsh Language Commissioner</p> <p>Cardiff Primary and Secondary Schools</p>	<p>Outcomes 4 & 5</p>
<p>10. Create a lifelong information pack about Welsh language activity and resources in Cardiff.</p>	<p>Agree the final package and promulgate it to communities across Cardiff.</p>	<p>September 2022</p>	<p>Agreement of the information pack in the September 2022 BC Forum meeting</p>	<p>Menter Caerdydd</p>	<p>All Outcomes</p>
<p>11. Work in partnership with information technology companies to advocate for the development and delivery of programmes and resources that support the Welsh language.</p>	<p>Ensure that programmes and information technology resources support Welsh language provision.</p>	<p>March 2027</p>	<p>Delivery partner reports to the BC Forum</p>	<p>Cardiff Council</p> <p>Welsh Language Commissioner</p> <p>Cardiff colleges and universities.</p>	
<p>12. Develop and publish a Grants Policy</p>	<p>Develop a Cardiff Council Grants Policy to meet the requirements under the Welsh Language Standards</p>	<p>March 2022</p>		<p>Cardiff Council</p>	

Objective	Target	Timetable	Reporting Source	Delivery Partner(s)	WESP Outcome(s) Supported
13. Assessment the effectiveness of Bilingual Cardiff strategy interventions.	Assess the impact of the interventions described in the Bilingual Cardiff strategy action plan and measure success in supporting the Cymraeg 2050 themes with reference to Welsh Language Commissioner guidance and Bilingual Cardiff Forum partner best practice.	April 2023 and annually thereafter.	Cardiff Council and Bilingual Cardiff Forum reports on the implementation and completion of the actions described in the Bilingual Cardiff action plan.	Cardiff Council	
14. Revise Cardiff Council's guidance to 3rd parties on the implementation of the Welsh language Standards	Update and revise the 3rd party guidance and include a section the Welsh language standards requirements in terms of tendering.	April 2022	Publication of revised 3rd party guidance	Cardiff Council	
15. Enhance the status of the Welsh language in Cardiff by increasing its prominence in branding for Cardiff Bus and Taxis.	Work in partnership with relevant Council departments and teams to introduce the Welsh term 'Taksi' as the signage used by Cardiff's new fleet of greener taxis.	April 2023	Change in licensing conditions to include this requirement.	Cardiff Council	
	Increase the use and prominence of Welsh language branding for the Cardiff Bus fleet.	April 2023	Agreement with Cardiff Bus.		
	Investigate the feasibility of the inclusion of requirements concerning the usage of the Welsh language term 'Taxis' in the conditions supporting Cardiff Council grants to replace older taxis with greener models.	April 2023	Inclusion of requirements in relevant grant conditions.		

APPENDIX 2 - LEAD PARTNERS

As a City wide strategy, the success of the Bilingual Cardiff vision as outlined in this strategy depends on collaborative working with our partners and stakeholders. The following lead partners have agreed to implement and monitor progress against the relevant actions within the action plan.

Arts Council Wales

Arts Council Wales was established in 1994 and is the official body that funds and develops the arts in Wales. Funded by the Welsh Government and the National Lottery they support artists and arts organisations carrying out programmes of work across Wales in order to make the arts central to the life and wellbeing of the nation.

Cardiff Rugby

Cardiff Rugby are one of the four professional Welsh regional rugby union teams. Based in Cardiff, the capital of Wales, the team play at Cardiff Arms Park and are owned by Cardiff Rugby Ltd, who also own and run Cardiff Rugby Football Club. From 2003 to 2021 the club were known as the Cardiff Blues before changing their name to Cardiff Rugby prior to the start of the 2021-22 season.

Cardiff Public Service Board

As part of the implementation of the Well-being of Future Generations Act (Wales) 2015, all local authorities in Wales are required to establish Public Services Boards (PSBs). PSBs bring public and third sector bodies together to work in partnership to improve economic, social, environmental and cultural well-being.

The statutory members of a PSB are as follows:

- The City of Cardiff Council
- Cardiff and Vale University Health Board
- South Wales Fire and Rescue
- Natural Resources Wales

Membership of the Board must also include a number of other partners who participate in its activity as 'invited participants'. Representatives of the following sit on the Cardiff PSB:

- The Welsh Ministers
- The Chief Constable of South Wales Police
- The South Wales Police and Crime Commissioner
- Representatives of the National Probation Service and Community Rehabilitation Company
- Cardiff Third Sector Council

Other partners who exercise functions of a public nature can also be involved in the delivery of its work.

PSBs have a duty under the Well-being of Future Generations Act to assess the economic, social, environmental and cultural well-being of the local area and to produce a local well-being plan setting out well-being objectives that will contribute to achieving the Welsh Government's 7 well-being goals. More information on these goals can be found [here](#).

Cardiff Metropolitan University

Cardiff Metropolitan University is an institution rooted in Wales and provides practice-focused and professionally oriented education for students. Its vision is derived for its commitment to education. Research and innovation undertaken in partnership with students, governments, business and industry to provide tangible benefits for individuals, society and the economy.

Cardiff Met is committed to ensuring that every student fulfils their potential to make outstanding graduate-level contributions to their own and future generations.

Cardiff Third Sector Council (C3SG)

Cardiff Third Sector Council exists to support and develop Cardiff's third sector. Working with the Welsh Government and WCVA, it is committed to increasing the knowledge and

skills of the sector to ensure that groups and organisations in Cardiff can make themselves sustainable and meet the needs of their communities.

Cardiff University (School of Welsh)

The School of Welsh at Cardiff University is a world class academic unit with a global reputation. It specialises in a range of fields relating to the Welsh language and its culture, including literature, linguistics, sociolinguistics, translation, education, planning and policy. It has strong international links, especially with countries that are home to minority languages, such as Canada, Catalonia, the Basque Country and Ireland. The school's staff also specialise in various aspects of the Welsh language and its culture in Cardiff and the surrounding areas.

National surveys show that the School excels in its teaching, its research and the effect of its research outside the academic field. It delivers world class education from undergraduate level to PhD level. Cardiff Welsh for Adults is part of the School and it delivers courses to over 2,000 students in the capital. The School is also responsible for the Welsh for All scheme (which gives an opportunity to hundreds of Cardiff University students to learn Welsh for free) and is one of the centres for the National Sabbatical Scheme (which develops the Welsh skills of education practitioners).

The School of Welsh is part of Cardiff University, an ambitious and innovative university with a bold and strategic vision. Cardiff University is a member of the Russell Group and ranked as 154 in the 2020 QS World University Rankings. Its world-leading research was ranked 6th amongst UK universities in the 2020 Research Excellence Framework for quality. The university provides an educationally outstanding experience for its students. Driven by creativity and curiosity, Cardiff University strives to fulfil its social, cultural and economic obligations to Cardiff, Wales, and the world.

Cardiff and Vale College

Cardiff and Vale College is one of the largest colleges in the UK, delivering high quality education and training within the Capital Region of Wales.

The College has more than 30,000 learners each year across full-time and part-time college courses, university qualifications and apprenticeship programmes, along with dedicated training provision for employers.

It develops skilled and employable people – with some of the best student success rates in the sector and a focus on experiences that ensures that learners stand out and progress.

Cardiff and Vale University Health Board

Cardiff and Vale University Health Board is one of the local health board of NHS Wales. It came into being on 1 October 2009 through the amalgamation of three NHS organisations in the Cardiff and Vale of Glamorgan area. The three organisations amalgamated were: Cardiff and Vale NHS Trust, employing 12,000 staff and previously responsibility for hospital services in the Cardiff and Vale of Glamorgan area; Cardiff Local Health Board; and Vale of Glamorgan Local Health Board both responsible for GP, Dental, Optical and pharmacy services. The headquarters of the Board is in the University Hospital of Wales, in Cardiff.

Coleg Cymraeg Cenedlaethol

The Coleg Cymraeg Cenedlaethol works through branches located across seven universities in Wales. The aim of the branches is to support the work of the Coleg and act as a local point of contact for students.

The choice of Welsh medium courses has expanded significantly in recent years. There are currently over 1,000 courses for Welsh medium students, along with over 150 undergraduate scholarships awarded to students annually.

The work of Coleg Cymraeg Cenedlaethol includes:

- Ensure more study opportunities for Welsh medium students - in partnership with the universities
- Train, develop and fund new Welsh medium lecturers for the future
- Fund undergraduate and post-graduate scholarships
- Support students studying course through the medium of Welsh
- Increase the number of students choosing to study their whole course or part of their course through the medium of Welsh
- Develop quality modules, courses and resources for Welsh medium students.

Colegau Cymru

Colegau Cymru / Colleges Wales is the national educational charity that represents 14 of Wales' further education (FE) colleges and designated FE institutions. Its Board comprises of college principals and chairs of corporations, appointed by member colleges. It also works closely with a wide range of partners in post-16 education, training and skills.

Central South Education Consortium

The Central South Consortium (CSC) was established in September 2012. It is a Joint Education Service for five local authorities:

- Bridgend
- Cardiff
- Merthyr Tydfil
- Rhondda Cynon Taf
- Vale of Glamorgan

The consortium is commissioned by and acts on behalf of the five local authorities to develop a school improvement service that challenges, monitors and supports schools to raise standards.

Clwb Ifor Bach

Clwb Ifor Bach is a live music venue, nightclub and promoter situated in Cardiff city centre on Womanby Street, hosting international, local and emerging artists and has been an early platform for some of the biggest names in music today.

Since its establishment in 1983, Clwb Ifor Bach has been a musical focal point in Cardiff and Wales, welcoming all musical styles and genres from all corners of the world through its doors.

Y Dinesydd

Y Dinesydd is a monthly local Welsh-language newspaper (or Papur Bro in Welsh) for Cardiff, Wales, established in October 1973.

Eisteddfod Genedlaethol Cymru

The National Eisteddfod of Wales is one of the world's greatest cultural festivals and is held annually during the first week of August. It is a travelling festival, alternating between north and south Wales. The Eisteddfod was last held in Cardiff in 2018.

The festival, which attracts 150,000 visitors, celebrates the Welsh language and the culture of Wales in an inclusive and eclectic way. Much work has been done over the past decade to develop the festival as a family-friendly and accessible event, evolving and changing from year to year as it visits different parts of Wales.

Literature Wales

Literature Wales is the national company for the development of literature in Wales. It believes that literature is for everyone and can be found anywhere. The organisation's many projects and activities include Wales Book of the Year, the National Poet of Wales, Bardd Plant Cymru and Young People's Laureate Wales, Literary Tourism initiatives, Writers on Tour

funding scheme, creative writing courses at Tŷ Newydd Writing Centre, Services for Writers (including Bursaries and Mentoring) and Young People's Writing Squads.

The Chief Executive is Lleucu Siencyn. Literature Wales is a registered charity and a Company Limited by Guarantee and works with the support of the Arts Council of Wales and the Welsh Government.

Menter Caerdydd

Menter Caerdydd was established in June 1998, with the aim of promoting and expanding the use of Welsh in Cardiff by creating opportunities for the city's residents to use the language outside work and school. Today, Menter Caerdydd is seen as one of the most successful Language Initiatives in Wales with over 40,000 service users.

Menter Caerdydd delivers services by working in partnership with a number of Welsh organisations in Cardiff, as well as other organisations in the city whose focus stretches beyond offering activities in Welsh. Menter Caerdydd's main partners are the Welsh Government and Cardiff City Council who are responsible for funding a number of services offered in Welsh in the City. It's a registered charity and a Company Limited by Guarantee.

Menter Caerdydd's core work encompasses six priorities, namely:

- Promoting and creating opportunities to use Welsh.
- Building confidence and changing people's attitude towards Welsh.
- Reinforcing Welsh and its use within families.
- Developing employment and training opportunities for young people and adults.
- Developing Welsh Festivals to raise awareness of Welsh.
- Ensuring that Welsh has a visual platform on a digital level.

Menter Caerdydd's services and activities include leading on Co-ordinating Training and Volunteering opportunities for 16+ students in Welsh, co-ordinating Tafwyl – Cardiff's Welsh language festival, organising weekly clubs for children, free play opportunities and workshops and Care Plans during the Holidays, social opportunities and activities for learners and families, and leading the City's Welsh Language Forum.

Merched y Wawr

Merched y Wawr is a voluntary, non-political, organisation for women in Wales. Its activities are conducted through the medium of Welsh its aims are to promote women's issues and to support culture, education and the arts in Wales.

Mudiad Meithrin

Mudiad Meithrin: a national voluntary organisation of cylchoedd meithrin, cylchoedd Ti a Fi, wraparound care, meithrin sessions and Welsh-medium nurseries that provide early years experiences, childcare and education of a high quality for approximately 22,000 children each week.



National Centre for Learning Welsh

The Centre is a national body responsible for all aspects of the Welsh for Adults education program. It operates as a body at arm's length from Welsh Government and has a clear vision for the future.

The Centre:

- is a visible institution setting a national strategic direction for the Welsh for Adults sector.
- provides leadership for Welsh for Adults providers.
- raises standards in teaching and learning in Welsh for Adults.
- presents an engaging, appropriate and high quality national curriculum and produce resources suitable for all kinds of learners.

The National Centre for Learning Welsh provider in Cardiff is Cardiff University.

National Museum Wales

Amgueddfa Genedlaethol Cymru – National Museum Wales is a Welsh Government sponsored body that comprises seven museums in Wales:

- National Museum Cardiff
- St Fagans National Museum of History,
- Big Pit National Coal Museum,
- National Wool Museum,
- National Slate Museum,
- National Roman Legion Museum
- National Waterfront Museum

S4C

S4C is the Welsh language fourth channel and the first television channel to be aimed specifically at a Welsh-speaking audience.

University of Wales Trinity Saint David

The University of Wales Trinity Saint David (UWTSD) was formed on 18 November 2010 through the merger of the University of Wales Lampeter and Trinity University College Carmarthen, under Lampeter's Royal Charter of 1828. On the 1 August 2013, Swansea Metropolitan University became part of UWTSD.

Urdd Gobaith Cymru

The Urdd is the largest youth organisation for children and young people in Wales with over 50,000 members. 30 % of all Welsh speakers in Wales aged between 8-25 are members.

Urdd Gobaith Cymru's aim is to provide the opportunity, through the medium of Welsh, for the children and young people in Wales to become fully rounded individuals, developing personal and social skills that will enable them to make a positive contribution to the community.

Wales Millennium Centre

Wales Millennium Centre is an arts centre and performance venue located in Cardiff Bay. The centre hosts performances of opera, ballet, contemporary dance, theatre comedy, and musicals.

The Wales Millennium Centre comprises one large theatre and two smaller halls with shops, bars and restaurants. It houses the national orchestra and opera, dance, theatre and literature companies, a total of eight arts organisations in residence.

The main theatre, the Donald Gordon Theatre, has 2,497 seats, the BBC Hoddinott Hall 350 and the Weston Studio Theatre 250.

Welsh Language Commissioner

The Welsh Language Commissioner's vision is to see a Wales where people can use Welsh in their everyday lives, and the statutory aim of the post is to promote and facilitate the use of Welsh.

The Commissioner's strategic objectives are:

- Influencing policy to develop the Welsh language
- Expanding people's rights to use Welsh
- Ensuring that public bodies comply with Welsh language standards
- Facilitating wider use of Welsh with businesses and charities

Welsh Government

The Welsh Government is the devolved Government for Wales. The Welsh Government works to improve the lives of people in Wales and make our nation a better place in which to live and work. The Government is responsible for the devolved areas that include key areas of public life such as health, education and the environment.

The Welsh language is one of the Welsh Government's areas of responsibility - Section 61(k) of the Government of Wales Act 2006 (GOWA 2006) provides that the Welsh Ministers may do anything which they consider appropriate to support the Welsh Language.

The Welsh Government's aim is to see the Welsh language thrive, and has outlined its vision to see a million Welsh speakers by the year 2050.

Caerdydd
Ddwyieithog



Bilingual
Cardiff



UCHELGAIS
PRIFDDINAS
CAPITAL
AMBITION



CARDIFF
CAERDYDD

**CARDIFF COUNCIL
CYNGOR CAERDYDD**



CABINET MEETING: 14 JULY 2022

SCHOOL ORGANISATION PROPOSALS: PROVISION FOR CHILDREN AND YOUNG PEOPLE WITH ADDITIONAL LEARNING NEEDS (ALN)

EMOTIONAL HEALTH AND WELL BEING PROVISION FOR PRIMARY AND SECONDARY AGED PUPILS

EDUCATION (COUNCILLOR SARAH MERRY)

AGENDA ITEM: 7

Reason for this Report

1. This report is to inform the Cabinet of any objections received to the published statutory notices to:
 - increase the capacity of The Court Special School from 42 to 72 places. The school would transfer to new build accommodation across two sites at Fairwater Primary School and the current St Mellons CiW Primary School site in Llanrumney with 36 pupils on each site from September 2025.
 - establish a 20-place Specialist Resource Base for emotional health and wellbeing at Cardiff West Community High School from September 2022.
 - establish a 20-place Specialist Resource Base for emotional health and wellbeing at Eastern High School from September 2023.

Background

2. At its meeting on 10 March 2022, the Cabinet, in accordance with the terms of the Schools Standards and Organisation (Wales) Act, approved a recommendation for the publication of statutory notices relating to the proposals as set out at paragraph 1. A copy of the Cabinet Report of 10 March 2022 is attached as Appendix 1
3. The statutory notices were published on 06 May 2022 for a period of 28 days to allow for objections. The statutory notice period expired on 02 June 2022. Copies of the notices are attached at Appendix 2.

4. The notices were published on the Council website and posted at The Court Special School, Fairwater Primary School, St Mellons CiW Primary School, Cardiff West Community High School and Eastern High School.
5. Copies of the notices were distributed via e-mail to organisations and consultees required under the School Organisation Code 2018.
6. Residents and businesses in the local area were notified of publication of the statutory notices by letter.

Issues

7. In accordance with the requirements of the School Organisation Code the Council's Cabinet has responsibility for the determination of school organisation proposals including those which receive objections (save for those that are required to be considered by the Welsh Government).
8. In accordance with this the Cabinet must decide whether to approve, reject or approve with modifications, the proposals. The Council must not approach the decision with a closed mind and any objections must be conscientiously considered.

Objections Received

9. There were no objections to the proposal to increase the capacity of The Court Special School and to transfer the school to new build accommodation across two sites at Fairwater Primary School and the current St Mellons CiW Primary School site in Llanrumney.
10. There were no objections to the proposal to establish a 20 place Specialist Resource Base for emotional health and wellbeing at Cardiff West Community High School.
11. There were no objections to the establish a 20-place Specialist Resource Base for emotional health and wellbeing at Eastern High School.

Requirements of the School Organisation Code

12. As set out in the School Organisation Code, the following factors should be taken into account by relevant bodies when exercising their function of approving/determining proposals. The Council must at all times consider the interests of learners.

Section 1.3 Quality and Standards in Education

13. The Council works closely with the governing bodies of schools to make sure that standards in schools are high, that teaching is good, and that leadership and governance is strong.
14. The proposals are not expected to have any negative impact on the quality of standards of education at The Court Special School or Fairwater Primary School.

15. The new school facilities for The Court Special School would provide high quality learning environments which improve learning choices and opportunities for pupils.
16. The Court Special School would be provided with fit for purpose 21st Century buildings, which could more easily support a range of evidence-based initiatives specific to ensuring an appropriate offer for pupils with high levels of Emotional Health and Wellbeing needs – a therapy focus, early intervention opportunities, and support nurture and wellbeing.
17. A dual site would allow for a wider range of resources for the school with more space to develop the curriculum offer, offering a wide range of experiences for pupils and support the delivery of the new 'Curriculum for Wales' for learners (3 – 16) which is being implemented in Welsh schools in September 2022.
18. The new curriculum will adopt an approach which is inclusive and designed to address the need to prepare children and young people in Wales to thrive and be successful in a rapidly changing world.
19. It is recognised that the new curriculum will provide breadth, enable greater depth of learning, ensure better progression, provide scope for more imaginative and creative use of time, and place and a much greater emphasis on skills. The proposed 21st Century School will meet the need of this new, flexible curriculum along with providing facilities that allow for real-world practical learning with local organisations and employers context.
20. The co-location of specialist provision with mainstream primary school sites would provide enhanced opportunities for reintegration, allow for more effective transitions and greater ease for staff to share best practice, strengthen relationships with mainstream schools and support professional learning opportunities and multiagency working.
21. The proposals are not expected to have any negative impact on the quality of standards of education at Cardiff West Community High School or Eastern High.
22. An assessment of Cardiff West Community High School provided by the Central South Consortium in the 2021/ 2022 school year gave the following evaluation:
 - The school is improving its track record in raising pupils' achievement including that of vulnerable learners over time.
 - The proportion of pupils making two or more levels of progress from Key Stage 2 to Key Stage 3, in comparison with local and regional averages, was lower in each of mathematics and much lower in English and in science.
 - There have been clear improvements in attitudes to learning.

- The deputy headteacher operates a robust system for tracking the progress of every pupil when compared against their targets.
 - The school has constructive and well-planned use of Pupil Deprivation Grant funds intended to improve outcomes for eFSM (Free School Meal) pupils whilst developing the core skills across the curriculum
23. Establishing a Specialist Resource Base at Cardiff West Community High School would provide appropriate high quality school places for young people with emotional and wellbeing needs as well as providing enhanced opportunities for staff to upskill across the school in this growing area of need.
24. An assessment of Eastern High provided by the Central South Consortium in the 2021/ 2022 school year gave the following evaluation:
- The school has a very good track record in raising the achievement of nearly all pupils, including vulnerable learners over the previous three-year period.
 - The proportion of pupils making two or more levels of progress from Key Stage 2 to Key Stage 3, in comparison with local and regional averages, was much lower in each of English, mathematics and science.
 - Leaders throughout the school plan and implement change and sustain improvement successfully in most respects. The senior leadership team is setting the direction for the work of the staff team and this work is having a positive impact upon the learning experiences of all pupils.
25. Establishing a Specialist Resource Base at Eastern High would provide appropriate high quality school places for young people with emotional and wellbeing needs as well as providing the opportunities for staff development specific to these needs in the wider school.

Section 1.4 Need for places and the impact on accessibility of schools

26. The majority of learners with Additional Learning Needs (ALN) attend a local mainstream school and benefit from effective Additional Learning Needs Provision. These learners do not need to attend a special school or Specialist Resource Base.
27. However, the number of pupils with severe and complex needs, who need a place in a special school or specialist resource base has continued to grow.
28. This is due to a number of factors including:
- pupil population changes
 - improved survival rates for children born with significant disabilities,
 - increased complexity in needs

- increased incidence and identification of specific needs such as autism, ADHD, physical disabilities and sensory impairments
29. The range of expertise, specialist support and facilities required in special schools and Specialist Resource Bases has also increased.
 30. There are also more children and young people with emotional health and wellbeing needs. This was a trend before COVID 19 but has been exacerbated by school closures and other measures to manage the pandemic.
 31. At the end of March 2021, there were 2,265 children in Cardiff with a statement of Special Education Needs. As the population grows, so will the number of children and young people with significant and complex ALN that will potentially need a specialist place.
 32. In 2020/21 Cardiff Council funded 1,116 places in Specialist Resource Bases or special schools. In addition, 48 temporary places for learners were available in Wellbeing Classes and Speech and Language Classes, and 90 places were available in the Pupil Referral Unit (PRU).
 33. Whilst there are a number of existing specialist settings across Cardiff, there are not enough places available. The number of children who would benefit from a place is projected to increase over coming years.
 34. The proposals would also improve the overall distribution of specialist provision across Cardiff. At present a significant proportion of secondary age learners with Emotional Health and Wellbeing needs who require specialist placement, live within the catchment areas served by Cardiff West Community High School and Eastern High. These proposals would allow an increased number of learners to access specialist provision closer to home, reducing the time they spend travelling to and from specialist provision.

Section 1.5 Resourcing of education and other financial implications

35. The Council has a statutory duty to provide sufficient places appropriate to the needs of learners.
36. Currently, as there is insufficient specialist provision within Cardiff, the Council has funded some places at special schools in other Council areas or in independent schools. The total spend on such specialist provision was £7.3m in 2021/22. The budget for 2022/23 for these types of places is currently set at £7.6m. The proposals provide 30 additional places for primary age learners and 40 places for secondary age learners, which would offset the projected increase in spending on these out of county or independent places. Without investment in additional places, the cost of placing learners in such provision would be expected to grow significantly in future years. The proposals therefore address the escalation in such costs.

The Court Special School

37. The capital costs of expanding The Court Special School are included within the Council's 21st Century Schools Band B programme.
38. The current differential in average per-pupil revenue costs between placements at the Court School, and in alternative independent provision, are estimated to be c£15,000 - £18,000 per year, per learner, plus transport costs. However, there are insufficient places available in the primary sector for the number of learners projected to require such support.
39. The annual cost to the Council of school transport for primary-age learners with Emotional Health & Wellbeing Needs to The Court averages c£7,000 per learner.
40. Taking account of the distribution of the proposed additional primary places in the East and the West of the city, it is anticipated that the average journey length for pupils would reduce.

Cardiff West Community High School and Eastern High

41. The capital cost of works to establish Specialist Resource Bases at Cardiff West Community High School and Eastern High would be met from the Council's Education asset renewal programme. This is a five year programme which prioritises works including ALN sufficiency, condition and suitability.
42. The differential in average per-pupil revenue costs between placements in secondary age Specialist Resource Bases, and in alternative independent provision, are estimated to be at least £25,000 per year, per learner, plus transport costs. However, there are insufficient places available in the secondary sector for the number of learners projected to require such support.
43. The annual cost to the Council of school transport for secondary-age learners with Emotional Health & Wellbeing Needs to within-County provision averages c£3,700 per learner. The annual cost to the Council of school transport for learners with Emotional Health & Wellbeing Needs to alternative independent provision is c£7,500 per learner.
44. Taking account of the distribution of the proposed additional places in the East and the West of the city, and the high concentration of learners resident in the catchment areas served by Cardiff West Community High School and Eastern High, it is anticipated that the average journey length for learners would reduce and that the average transport cost per learner would also reduce.

Section 1.6 Other General Factors

45. The delivery of 21st Century learning environments will ensure that there are appropriate, high quality school places for young people, which meet the needs of Cardiff's growing and changing population.
46. The Council does not expect the proposal to have any negative impact on the quality of standards of education for children from economically deprived backgrounds.

Section 1.14 Additional factors to be taken into account in preparing, publishing, approving or determining proposals for the reorganisation of SEN provision

47. The lack of Specialist Resource Bases in some localities can disadvantage learners living in those areas. Some families are unfamiliar with the areas where provision is located. Parents or carers may lack the means to travel easily to those areas.
48. The proposed expansion of Emotional Health and Wellbeing provision would result in a better distribution of specialist resource bases across the city would improve access for pupils. It would reduce travel times for many pupils, as well as increasing the number of places available.
49. The current expertise and inclusive practice would be maintained and built upon.
50. The additional places would help to ensure that there are sufficient places to meet increased demand arising out of a changing pupil population and a growing incidence and identification of Emotional Health and Wellbeing needs in Cardiff.
51. It is not expected that the proposed expansion/establishment of Emotional Health and Wellbeing provision at The Court Special School, Cardiff West Community High School and Eastern High will impact negatively on existing ALN provision. It is expected to improve distribution and appropriate placements compared to the current position.

Section 1.15 Factors to be taken into account in approving/ determining school organisation proposals

52. There are no related school organisation proposals.
53. The consultation on the proposed changes was carried out in accordance with the requirements of the Welsh Government School Organisation Code (November 2018).
54. The consultation documents were sent to those it should have been sent to and pupils at local schools were consulted. The required amount of time (42 days of which at least 20 are school days) was provided to respond to the consultation.

55. The consultation documents contained the prescribed information as set out in the Code.
56. The timescale and content in the consultation report complied with the requirements of the Code.
57. The publication of the statutory notices complied with the requirements of the Code and the notices contained all of the prescribed information.

Objections to the proposal

58. The Council did not receive any objections to the statutory notices by the closing date.

Admissions

59. There are no plans to change the Council's policy on the admission of children to schools as a result of or associated with this proposal.
60. Admissions to specialist provision are managed by the local authority and subject to a statement of Special Educational Needs (SEN) or Individual Development Plan (IDP) as appropriate.

Partnerships

61. The [Cardiff Commitment](#) is a vision which the city of Cardiff is dedicated to realising and that seeks to ensure all children and young people have access to opportunities that deliver ambition and skills and supports them to progress into education, employment, and training.
62. The Cardiff Commitment through school, employer networks (in growth sectors of the economy in particular), community, further and higher education partnerships, delivers knowledge, skills and experiences for pupils to fulfil their potential and contribute to the economic growth of our capital city.
63. The Cardiff Commitment works with employers to support the development of learning pathways, careers and work related experiences and collaboration to construct authentic learning experiences with industry as per the requirements of the [Curriculum for Wales](#) with a focus on supporting children and young people who need it most.
64. Through the Cardiff Commitment, the Council has built a city-wide alliance to support educational achievement; in particular to raise the aspirations of learners, create opportunities, develop skills and support progression into the world of work. The number and breadth of partners involved has grown significantly since 2016, with over 300 partners now involved in various ways.
65. This approach enables both universal and targeted programmes to work together and stay focused upon the shared vision that any child growing up in Cardiff should have equal opportunity to realise their potential. And

importantly that the journey to independence is a continuum that should be nurtured from primary school into secondary school, and through to Post 16 education, training and employment.

66. The breadth of companies now involved with the initiative is 300+ and the significance of the pledges they make opens up a variety of opportunities for children and young people as the Cardiff Commitment is utilised as a touch stone for all Council relationships with employers.
67. The Council's proposals for Band B of the Sustainable Communities for Learning Programme (formerly known as 21st Century Schools Programme) and the Cardiff 2030 strategy clearly state the link between improving the environment for learning and raising standards of achievement.
68. Accelerator projects led by the Core Team and undertaken with schools are informed by data held in relation to Free School Meals, Looked After Children in Education, ALN and Wales Index of Multiple Deprivation areas. The Cardiff Commitment accelerator areas aim to get most benefit and value from partnerships and look to provide sustainable and scalable approaches for schools and employers. Six Priority Areas support the development of opportunities and include creating school/business partnerships to deliver experiences of work and target skills development in the key economic growth sectors of the Cardiff Capital Region across age continuum.
69. An example of this is the Business Forum approach which sees partners from across the Growth Sectors in the region working with schools to develop opportunities and skills which support ambition and progression into education, employment and training.
70. 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

71. The Council is committed to developing a Bilingual Cardiff.
72. Cardiff's Welsh in Education Strategic Plan (WESP) 2022-2031 sets out a series of ambitious commitments to build on the progress achieved to date. These will ensure that every child in the city can receive an education in the language of Welsh, the number receiving their education in Welsh-medium schools will increase, and through the significant use of Welsh in English-medium education all will have the opportunity to become confident in speaking Welsh.
73. The level of special educational needs/ additional learning needs in the Welsh-medium sector has historically been lower than in the English medium sector. This has however been changing over the last 4-5 years,

with schools reporting an increased incidence of additional learning needs, in all areas of need.

74. A review of additional learning needs in the Welsh-medium sector was undertaken with Welsh-medium schools in 2016 to inform the Welsh in Education Strategic Plan (WESP). Schools reported a small but significant number of examples of pupils with additional learning needs leaving the Welsh-medium sector in order to access Specialist Resource Bases or special schools.
75. There was also some anecdotal evidence to suggest that some families who would otherwise choose Welsh-medium education opt instead for English medium if their child has additional learning needs, through concern that their child may need to transfer to the specialist sector at a later date.
76. Through the WESP, Cardiff has invested in specialist provision in the sector, including some capacity to respond to growing demand and to generate more confidence in the availability of specialist provision in the sector.
77. A new primary base was established at Ysgol Gymraeg Pwll Coch, within the catchment area of Ysgol Gyfun Gymraeg Glantaf, where the secondary base is established. The two bases cater for learners with severe learning difficulties, providing a specialist curriculum and supporting a range of secondary needs including physical and medical needs, speech and language difficulties and autism.
78. As the Welsh sector continues to grow it will be important to develop additional provision in anticipation of the need, to ensure Welsh-medium education is a genuine choice for learners with complex additional learning needs.
79. Following engagement sessions with members of Cardiff's Welsh Education Forum in summer 2021, the Council formally consulted on its draft Welsh in Education Strategic Plan (WESP) 2022-2032 between 15 October 2021 and 13 December 2021.
80. Links to the plan (including the full draft WESP, the easy read summary version and the Trajectory for Growth) and survey webpage were circulated to statutory stakeholders including Cardiff schools and Cardiff's Welsh Education Forum member organisations.
81. The draft WESP sets out the strategy for the development of Welsh-medium additional learning needs provision and proposals would be brought forward as part of the implementation of the Council's Welsh in Education Strategic Plan following agreement of the strategy by the Welsh Government and formal adoption by the Council later in 2022.
82. The Cabinet approved Cardiff's WESP 2022-2031 at its meeting of 24 February 2022, for submission to the Welsh Government Ministers.

83. The ongoing development of additional learning needs provision including new and existing provision will be kept under review to ensure proposals are brought forward in a strategic and holistic way that takes into account the needs of all of our learners and reflects the additionality required to ensure parity in the Welsh-medium sector as new places are delivered throughout the proposed WESP.

Wellbeing of Future Generations

84. In line with the Well-being of Future Generations Act Cardiff 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.
85. 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.
86. 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.
87. The project will consult with all statutory bodies when developing a planning application to ensure that environmental and biodiversity impacts are fully considered.

Local Member consultation

88. Local members were consulted during the consultation period. The consultation period for The Court Special School proposals ran from 11 October 2021 until 17 January 2022. The consultation period for the secondary Specialist Resource Base provision for learners with motional health and wellbeing needs ran from 14 December 2021 until 1 February 2022.

Scrutiny Consideration

89. The Children & Young People's Scrutiny Committee considered this report on 5 July 2022. Any comments received will be circulated at the Cabinet meeting.

Reason for Recommendations

90. To meet increasing demand for special school places for primary, secondary and post-16 age learners with emotional health and wellbeing needs.

Financial Implications

91. This report outlines changes to ALN provision and schools intakes at The Court Special School, alongside establishment of SRBs at Cardiff West Community High School and Eastern High. Whilst there are no capital financial implications directly arising from this report, once a final solution has been agreed for each site it will be necessary for a full financial evaluation to be undertaken. The aim of this will be to provide assurance that the scheme is allocated specific funding and remains affordable once all relevant costs and contingencies for potential changes in delivery timescales have been incorporated.
92. The outline 21st Century Schools Band B Programme was approved by Cabinet in December 2017. At that time the overall value of the programme amounted to £284m, including the Court Special School project. The Welsh Government (WG) have not formally approved individual project budgets but have given their in-principle support to each project within Cardiff Council's programme.
93. The overall projected costs of the Court are included in the current Band B cash-flow forecast, to be funded through Welsh Government Grant (75%) and 21st Century Schools Invest to Save borrowing (25%). Any revenue costs in relation to these schemes, including capital financing costs will be funded through the School Organisation Programme Revenue Reserve.
94. A capital receipts target of £25m is expected to fund part of the overall Band B programme. The source of these receipts has yet to be identified, but any site disposals resulting from building schools on new sites should be prioritised to fund Band B.
95. This report sets out proposals and recommends additional SRB provision at Cardiff West Community High School and Eastern High that will need to be funded from the existing delegated schools' budgets. This is an area of high-cost provision through out of county placements or enhanced Complex Needs Enhancement (CNE) payments for mainstream pupils. Any capital works on these sites will be funded through the Asset Renewal Capital budget. These schemes will need to be prioritised against other schools investments required including roof and boiler replacements, health and safety works and other priority works arising from surveys. If approved these schemes will require tight budgetary control to ensure that other priority schemes are not adversely impacted or delayed.
96. There will need to be a review of the budget for each SRB or Special School which has an increase in the number of places. The due diligence

undertaken must provide assurance that the additional places will be taken up and that the cost and numbers of out of county placements and CNE will reduce in order to ensure no significant pressure ongoing on school budgets. Over the medium term, regular review and analysis needs to be undertaken comparing the projected number of places available to places taken up. This will ensure that the optimum benefits are achieved by the financial resources used.

97. The proposal for a better spread of provision at special schools and SRBs across the city means that the transport cost per individual learner is likely to decrease. However, projections within the transport implications indicate that the overall impact on home to school transport is likely to increase over the medium term. Schools transport budgets have seen increasing pressure over the last three years and there will be a need for more robust planning to identify increased price or provision alongside additional controls to ensure any changes are affordable within existing budget allocations where possible. The decision maker needs to consider the likelihood that savings on individual placements and a more effective management of out of county placements will be able to cover the additional cost of transporting the increased SRB places.
98. The covering report sets out that the number of places will incrementally grow over the next four years and further work is required to establish the cost / saving for each financial year. For 2022/23, there is a risk that overall spend on, out of county provision and enhanced CNE payments for children and young people with ALN would increase in September 2022, but this pressure will need to be managed within school delegated budgets. However, the need to ensure robust modelling is in place to ensure that any further pressures are identified and understood prior to implementation and are robustly modelled and factored into medium-term planning is of paramount importance.

Legal Implications

99. The school organisation proposals set out in the report must be considered having regard to the provisions of the School Standards and Organisation (Wales) Act 2013 ('the Act') and the School Organisation Code 2018 ('the Code'). The Code sets out the factors which should be considered in respect of different proposals, the statutory procedures, legal requirements and guidance.
100. The statutory procedures involve a public consultation, publication of a consultation report, statutory notice and a 28-day objection period, prior to determination of the proposals. The previous reports to Cabinet on these proposals are referred to in the body of the report. In March 2022, Cabinet considered the consultation report and resolved to proceed with the proposals and authorised publication of the statutory notice, with the required 28-day objection period (which ended on 2 June 2022).
101. The content of the statutory notice, manner of publication and persons to be notified are prescribed in the Code. Under section 49 of the Act, when objections have been received, the Council must publish a summary of

the statutory objections and the Council's response to those objections ("the Objection Report") on its website and make this available to the interested parties listed in the Code. This Cabinet report constitutes the Objections Report.

102. The Council must decide whether or not to implement its proposals within 16 weeks from the end of the objection period (under section 53 of the 2013 Act). If the Council fails to determine the proposals within the 16-week period, it is taken to have withdrawn the proposals. When determining its proposals, the Council must be satisfied that the statutory consultation has been conducted and the proposals published in accordance with the Code; and it must conscientiously consider the Objections Report and any responses to the notice supporting the proposals, having regard to the relevant factors set out in the Code
103. The decision on whether or not to proceed with the proposals must be set out, with reasons having regard to the factors set out in the Code, and issued in the form of a decision letter, published on the Council's website and notified to the Welsh Ministers, the school governing body and all interested parties listed in the Code.
104. If the proposals are taken forward, the admission arrangements for the school, including admission numbers and catchment areas, will need to be determined, following consultation, in accordance with the School Admission Code and the Education (Determination of Admission Arrangements) (Wales) Regulations 2006.
105. In considering this matter, the Council must have regard to its public sector equality duties under the Equality Act 2010 (including specific Welsh public sector duties). This means the Council must give 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.
106. When taking strategic decisions, the Council also has a statutory duty to have due regard to the need to reduce inequalities of outcome resulting from socio-economic disadvantage ('the Socio-Economic Duty' imposed under section 1 of the Equality Act 2010). In considering this, the Council must take into account the statutory guidance issued by the Welsh Ministers (WG42004 A More Equal Wales The Socio-economic Duty Equality Act 2010 (gov.wales) and must be able to demonstrate how it has discharged its duty.

Well-Being of Future Generations (Wales) Act 2015

107. 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.

108. 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 2021-24. 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.
109. 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
110. 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>

General

111. The decision maker should be satisfied that the decision is in accordance with the financial and budgetary policy.
112. The decision maker should also have regard to, when making its decision, to the Council's wider obligations under the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.

HR Implications

The Court Special School

113. The proposed increase in pupil numbers for The Court Special School would require the Governing Body to plan for the workforce requirements

in readiness for the expansion and proposal to operate across two sites. The Governing Body will be encouraged to undertake this work in line with the School Organisation Planning HR Framework.

114. HR People Services will provide advice, support and guidance to the Governing Body for the workforce planning and consequential recruitment processes. Where Governing Bodies have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of an increase in the numbers on roll would provide opportunities for school-based staff on the school redeployment register.
115. The proposal to relocate the school and to operate across two sites 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 and staff involvement in the development of building specifications or designs.

Cardiff West Community High School and Eastern High

116. HR People Services will work with the Governing Body of each school to address any HR implications arising from the establishment of a Specialist Resource Base at their school and whether there is a need for staff resources.
117. Where the Governing Body has adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the establishment of the Specialist Resource Base will provide opportunities for school-based staff on the school redeployment register.

Property Implications

118. Strategic Estates continue to work with and support Education colleagues through the asset management process and any property matters relating and arising from the proposals.

Traffic and Transport Implications

119. As part of its overall strategy to affect modal shift away from car travel, the Council is seeking to reduce the proportion of school journeys made by car and to maximise opportunities for travel to school by sustainable modes including walking and cycling.
120. The Council is working to support all schools in the development and implementation of Active Travel Plans. Active Travel Plans identify actions by the school to support and encourage active travel to school – to develop a school active travel culture - and also any improvements to on-site and off-site infrastructure required to facilitate active journeys.

121. The individual needs of pupils at special schools and SRBs, together with the greater distances travelled, necessarily limit the scope for high rates of active travel compared with mainstream school pupils.
122. The Council applies the statutory qualifying walking distance criteria for pupil to qualify for free home to school transport to special schools and SRBs. Additionally, some learners who live within two / three miles of the school may be provided with free transport due to their individual learning needs and social issues.
123. Overall, the costs of home to school transport for the additional places would increase as the proposed changes increase the number of pupils transported from home to specialist provision.
124. The annual cost to the Council of school transport for primary-age learners with Emotional Health & Wellbeing Needs to The Court averages c£7,000 per learner. The annual cost to the Council of school transport for secondary-age learners with Emotional Health & Wellbeing Needs to within-County provision averages c£3,700 per learner.
125. The annual cost to the Council of school transport for learners with Emotional Health & Wellbeing Needs to alternative independent provision is c£7,500 per learner.
126. Taking account of the distribution of the proposed additional places in East and West of the city it is anticipated that the average journey length would reduce.
127. The projected costs of transporting the additional pupils to school, as a result of these proposals, would increase by c£32k in 2023/24 rising to c£135k by 2025/26 as pupils are enrolled to the expanded provision. However, should the proposals not proceed, transporting pupils to alternative provision is estimated at c75k in 2023/24 rising to c£285k by 2025/26.
128. It is anticipated that the continued increase in the number of pupils transported to specialist provision, including those arising from these proposals, will incur further costs of c£178k per year for supporting and managing transport. This includes compliance, administration and independent travel training (invest to save).
129. Transport Assessments or Transport Statements will be required as part of planning applications for new school accommodation. These will identify measures to be included as part of the applications to address any potentially adverse impacts, to facilitate access and maximise travel by sustainable modes.
130. A number of initiatives have successfully demonstrated support and encouragement for active and sustainable travel amongst the ALN cohort, including Independent Travel Training for older pupils, cycle maintenance and cycle training.

131. Some pupils are able to travel independently or with parent/carers and if resident within the two-mile qualifying distance may not be eligible for Learner Transport.
132. Provision of recommended improvements for active travel would benefit these pupils as well as any mainstream pupils, staff and visitors to the sites.
133. Numbers of pupils who continue to use Learner Transport for their journey to school will be likely to increase in line with the trend for increasing numbers of pupils requiring places at special schools or specialist resource bases. Each school location with new or increased demand for Learner Transport vehicles will require suitable new, improved and / or expanded facilities for drop-off and pick-up within the site. The areas required would need to accommodate appropriate vehicles. In some cases, minibuses may be suitable, but this is also dependent on individual pupil needs, home locations and co-ordination of routes.
134. Car parking provision at new schools or where accommodation at existing sites is to be expanded will need to be in line with the Council's parking standards. Allocations for special schools and specialist resource bases are agreed on a case-by-case basis but requirements are expected to generally correlate with 1 car space per typical number of pupils in a class.

Transport matters relating to The Court at the proposed Fairwater Primary School site

135. There are good public transport links with several bus services a short walk from the school. Waun-gron Park rail station is approximately 0.75 miles (1.2km) from the school.
136. Various facilities for walking and cycling, including upgrading of the Bwlch Road crossing are proposed to support the Fairwater Campus development over the next 3-4 years. These facilities will also support active journeys to the Fairwater Primary School site.
137. An initial Transport Assessment for this site has identified that traffic impacts would be acceptable and manageable. A revised Transport Assessment may be required to support necessary planning applications and requirements will be confirmed in further discussions between the project team and relevant transport officers.

Transport matters relating to The Court at the proposed St Mellons CiW Primary School site

138. There are current parking issues outside the adjacent Pen Y Bryn Primary along Dunster Road. The Transport team is monitoring the situation and will consider whether or not any parking restrictions may be required to ease the situation. This will help support access arrangements to the St Mellons CiW site.

Transport matters relating to Cardiff West Community High School

139. With the expected increased demand for Learner Transport at Cardiff West Community High School, suitable improved and / or expanded facilities for drop-off and pick-up may be required within the site to accommodate the appropriate numbers of vehicles. Additional parking restrictions along Penally Road around school start and finish times would reduce congestion and parking issues and improve safety for pupils. Traffic Regulation Orders will be required to introduce these restrictions. Details of these measures and programming for their introduction in conjunction with the delivery of the new facilities will require further discussions between the project team and relevant transport officers.

Transport matters relating to Eastern High

140. With the expected increased demand for Learner Transport at Eastern High School suitable facilities for drop-off and pick-up to accommodate the appropriate numbers of vehicles are required. There are existing issues with traffic and parking around the southern end of Trowbridge Road which the transport team are seeking to address as part of a Safe Routes in Communities project. Measures to improve traffic issues outside the school may include additional parking restrictions or consideration of a School Street around school start and finish times to reduce congestion and parking issues and improve safety for pupils. Such measures will help to provide ease of access to the SRB facility. Their implementation can be integrated with the timetable for delivery of the SRB.

Equality Impact Assessment

141. The EQIA prepared ahead of the consultation phase has been reviewed to take account of the responses received and any further information made available or secured since the original documents was prepared relevant to the proposal from the Council and/or its partners. No changes were found to be necessary to the document at this point.
142. In the event the proposals are able to proceed to implementation, proposal specific EQIAs will be kept under regular review as part do the planning and delivery process.
143. The Equality Impact Assessment is attached at Appendix 3.

RECOMMENDATIONS

Cabinet is recommended to

- (i) Approve the proposals in respect of changes to The Court Special School, Cardiff West Community High School and Eastern High as set out in paragraph 1 of this report, without modification.

- (ii) Authorise officers to take the appropriate actions to implement the proposals as set out in paragraph 1
- (iii) Authorise officers to publish the decision within 7 days of determination of the proposal
- (iv) Delegate authority to the Director of Education & Lifelong Learning (in consultation with the Cabinet Member for Education and Cabinet Member Finance, Modernisation & Performance, the Director of Governance and Legal Services, the Director of Economic Development 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).

SENIOR RESPONSIBLE OFFICER	Melanie Godfrey Director of Education & Lifelong Learning
	8 July 2022

The following appendices are attached:

Appendix 1: Cabinet Report 10 March 2022

Appendix 2: Statutory Notices

Appendix 3: Equality Impact Assessment

**SCHOOL ORGANISATION PROPOSALS: PROVISION FOR
CHILDREN AND YOUNG PEOPLE WITH ADDITIONAL
LEARNING NEEDS (ALN)**

**EMOTIONAL HEALTH AND WELLBEING PROVISION FOR
PRIMARY AND SECONDARY AGED PUPILS**

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

AGENDA ITEM: 8

Reason for this Report

1. The purpose of this report is to inform Cabinet of the responses received following public consultation on proposals to extend and realign special school and Specialist Resource Bases (SRBs) for pupils across Cardiff with emotional, health and wellbeing needs.

Background

2. At its meeting on 15 July 2021 the Cabinet authorised officers to consult on proposals to:
 - increase the capacity of The Court Special School from 42 to 72 places. The school would transfer to new build accommodation across two sites at Fairwater Primary School and the current St Mellons CiW Primary School site in Llanrumney with 36 pupils on each site from September 2025.
3. At its meeting on 14 October 2021 the Cabinet authorised officers to consult on proposals to:
 - increase the capacity of Greenhill School from 64 to 160 places. The school would transfer to new build accommodation across two sites at the Ty Glas in Llanishen and the Dutch Garden Centre site with 80 places on each site from September 2025

- establish a 20-place Specialist Resource Base for emotional health and wellbeing at Cardiff West Community High School from September 2022.
- establish a 20-place Specialist Resource Base for emotional health and wellbeing at Eastern High from September 2022.

Issues

4. The consultation period for The Court Special School proposals ran from 11 October 2021 until 17 January 2022.
5. The consultation period for the Greenhill School proposals and the secondary Specialist Resource Base provision for learners with emotional health and wellbeing needs ran from 14 December 2021 until 01 February 2022.
6. The consultation process for each set of proposals involved:
 - Publication of bilingual consultation documents outlining background, rationale and implications to parents, staff and governors of affected schools, Headteachers and Chairs of Governors city-wide, elected Members, local residents and other stakeholders (a copy of the consultation documents can be seen at Appendix 1);
 - Publication of bilingual summary documents setting out the main points of the consultation documents (a copy of the summary documents can be seen at Appendix 2);
 - Publication of information in community languages upon request;
 - Consultation meetings via Microsoft Teams with school governors and staff at The Court Special School, Greenhill School, Fairwater Primary School and Cardiff West Community High School. The Governing Body and staff of Eastern High declined the offer of meetings as a number of meetings had been held ahead of the consultation and they had sufficient information available to them (notes from the meetings can be seen at Appendix 3);
 - Consultation meetings with pupil representatives at The Court Special School, Fairwater Primary School, Greenhill School and Cardiff West Community High School (notes from these meetings can be seen at Appendix 4);
 - Two public consultation meetings via Microsoft Teams at which the proposals were explained and questions answered (notes from the meetings can be seen at Appendix 5);
 - Drop-in sessions via Microsoft Teams where officers were available to answer questions (there were no requests for drop-in sessions);
 - Letters setting out details of the proposals and where further information could be found were sent to local residents and businesses in the area surrounding the school sites subject to the proposed changes;
 - A communication campaign via social media;

- A consultation response slip for return by post or e-mail, attached to the consultation documents and summary documents;
 - An online response from at www.cardiff.gov.uk/ALNSchoolproposals
7. For stakeholders who did not have access to digital platforms the opportunity to discuss the proposed changes via telephone was available.
 8. The views expressed at Council organised meetings, drop-in sessions, telephone calls, and on paper or electronically through the appropriate channels, have been recorded.
 9. Views were sought from interested stakeholders via online surveys and hard copy versions of the surveys within the consultation documents.
 10. The details presented in this report, represent the views expressed during the consultation process. These include the wider stakeholder surveys, formal responses, e-mail responses, views expressed at public meetings, drop-in sessions, telephone calls and pupil consultation meetings.
 11. The views expressed in the wider stakeholder surveys reflect those raised in the e-mail responses received.

Responses received regarding the proposal The Court Special School

12. The consultation on the proposed expansion and transfer of The Court Special School was undertaken jointly with a proposal for the establishment of a Specialist Resource Base for learners with Complex Learning Needs at Moorland Primary School.
13. The responses received to the consultation included expressions of support and concerns relevant to both proposals.
14. In total there were 44 responses received, including 35 online responses and 9 e-mail responses.
15. Formal responses were received from:
 - Estyn
 - The Court Special School Governing Body
 - The Court Special School Headteacher
 - The Court Special School Staff
 - Fairwater Primary School Governing Body
 - Pen y Bryn Primary School Governing Body
16. The response from Estyn set out its view that the proposal is likely to at least maintain the standard of education provision in the area. However, there are ways in which the proposal could be strengthened.
17. Full copies of the formal responses can be seen at Appendix 6.

18. Of the 35 online responses received, 88.6% supported the proposal to increase the capacity of The Court Special School from 42 to 72 places, with 60% of responses supporting the proposed transfer of the school to new build accommodation across two sites at Fairwater Primary School and the current St Mellons CiW Primary School site in Llanrumney.
19. A summary of the responses received from all stakeholders, and appraisal of views expressed, can be seen at Appendix 7.
20. A summary analysis of the responses received are included in Appendix 8.

Views expressed

21. Reasons for supporting the proposed changes included:
 - The need to respond to the growing demand for additional learning needs provision.
 - A dual site arrangement could allow for pupils to have stronger links with their local communities.
 - The potential for active travel/children to spend less time in taxis commuting to school.
 - The potential benefits arising out of co-location with mainstream provision.
 - The opportunities to develop stronger links with local communities.
 - The provision of purpose-built facilities would provide an improved learning environment.
 - The opportunity for enhanced development opportunities for children and staff.
22. Whilst there was support for the expansion and redevelopment of The Court Special School there were a number of concerns related to:
 - The ability to maintain one school ethos across two sites.
 - The current lack of Welsh-medium additional learning needs provision.
 - The need to maintain small class sizes in order to be able to provide appropriate levels of support.
 - The need for both school sites to be new and purpose built.
 - Potential safeguarding concerns around co-location with mainstream provision.
 - Access arrangements to both proposed sites and the potential for increased traffic around the sites.
 - Staffing arrangements and the need to ensure sufficient time is allowed for upskilling of new staff.
 - The safety of children on school sites during the construction phase.
 - The design/layout of any new build needs to allow for suitable distance and security with the integrity of both mainstream and special school provision maintained.
 - The future of existing Wellbeing provision at Fairwater Primary School.

23. The Governing Body of Fairwater Primary School expressed a wish for greater detail on the proposed changes, including detail on site matters such as access, boundaries, buildings and organisation of the two schools on the shared site.
24. Separate to the proposed changes, Fairwater Governing Body asked for consideration to be given to the establishment of nursery provision at the school.
25. A number of alternative suggestions were put forward. These included the use of land at Fitzalan High School, the former Michaelston Community College site and at the school playing fields in Cardiff West Community High School.
26. It was also suggested that a more rural location would be better for the school, that single site provision should be developed, and that the age range of the school be extended to age 19.

The Court Special School Pupil Representation

27. Officers met with pupils from The Court Special School to discuss the proposals and gather their opinions.
28. The pupils liked the idea of a new school buildings and facilities; the school currently had issues with heating and windows. They would like better facilities with more suitable rooms/spaces to do things. They provided a range of ideas for what they would like to be provided including improved sports facilities (internal and external), quiet areas, outside space and equipment, an outdoor classroom, craft and music rooms.
29. They also wanted established practices, such as earning tokens throughout the week to spend on Fridays, to be maintained.

Fairwater Primary School Pupil representation

30. Officers met virtually with pupil representatives from Fairwater Primary School to discuss the proposal and gather their opinions.
31. Overall, the children were happy with the idea of having another school on their site.
32. The points raised related to any loss of playground space, whether there would be opportunities to play with the children from the other school, the age range of the new school, access arrangements and the location of the new school on the site.
33. Notes of the meetings can be seen at Appendix 4.

Response to views expressed

34. The Council welcomes the expressions of support for the expansion and redevelopment of The Court Special School.

35. It is however acknowledged that there are a number of concerns raised particularly around transition arrangements, site layouts/access, the co-location of special and mainstream provision, the potential for increased traffic and the status of existing Wellbeing provision.
36. The development of the proposal would be progressed in partnership with the relevant Headteachers and Governing Bodies and would consider fully the concerns raised and appropriate ways in which these could be mitigated including phased implementation, accommodation requirements, site layout options, traffic management, transition planning and Outreach support.
37. The Council will work closely with each school to consider the design, layout, access and buildings arrangements as the proposals are developed. Whilst initial development appraisals have been undertaken, these detailed matters would be considered at a later stage taking account of the initial feedback during this consultation stage on organisational changes.
38. The co-location of specialist and mainstream provision provides the opportunity to build partnerships and develop collaborative working practices which would benefit all of the schools.
39. The majority of The Court pupils would be eligible for Learner Transport in shared taxis or minibuses. The site access would be designed for efficient access by this small number of vehicles.
40. An appropriately sized drop-off and pick-up area would be incorporated in a safe, secure area within the site.
41. The existing Wellbeing class at Fairwater Primary School continues to be an important part of citywide emotional health and wellbeing support for primary aged pupils and this is intended to continue.
42. The establishment of nursery provision at Fairwater Primary School is out outside of the scope of the proposal consulted on and will be considered separately.
43. The development of Welsh-medium additional learning needs provision is being considered and proposals will be brought forward as part of the implementation of the Council's Welsh in Education Strategic Plan 2022-2031, following consideration of the strategy by the Welsh Government and formal adoption later in 2022.
44. A full appraisal of the views expressed can be seen at Appendix 7.

Responses received regarding the proposal for Greenhill School during the consultation period

45. In total 28 responses were received including 22 online survey responses and 6 e-mail responses.

46. Formal responses in respect of the Greenhill School proposals were received from:
- Local Members - Rhiwbina
 - Estyn
 - Greenhill School Governing Body
 - Greenhill School Senior Leadership Team
47. In addition to these, a further 17 responses were received during the consultation period that did not comment directly on the Greenhill School proposals but commented on the need for an increase in additional learning needs provision overall, particularly in the Welsh-medium sector.
48. The response from Estyn sets out its view that the proposal is likely at least to maintain the standard of education provision in the area.
49. Full copies of the formal responses can be seen at Appendix 6.
50. Of the 22 online survey responses received, 64% supported the proposal to increase the capacity of the school from 64 to 160 places.
51. However, of the 20 online responses which answered the question regarding the transfer of the school to new build accommodation across two sites at the Dutch Garden Centre site and Ty Glas Road only 32% were in favour.
52. A summary of the responses received from all stakeholders, and appraisal of views expressed, can be seen at Appendix 7.
53. A summary analysis of the responses received are included in Appendix 8.
54. Reasons for supporting the proposed changes included:
- The need to respond to the growing demand for emotional health and wellbeing provision.
 - The provision of new accommodation and facilities would support education and wellbeing.
 - More children would benefit from being able to access specialist provision, particularly those for whom mainstream provision is not suitable.
 - A dual site arrangement would allow for an increase in the range of activities and opportunities available for learners, would support pupil management and provide the focused attention pupils need.
 - The Ty Glas site is centrally located with good transport links.
 - The nature of the Dutch Garden Centre site would provide opportunities to develop a range of learning options.

55. Whilst there was support overall for the expansion of the school there were a number of concerns and queries summarised as follows:

- The appropriateness of the sites needs to be carefully considered for the needs of the children.
- The proximity of the Dutch Garden Centre site to the M4 motorway / junction and the potential health and safety implications arising out of this.
- The lack of public transport to the Dutch Garden Centre site at present.
- The size of the Ty Glas site that is likely to be available for Greenhill School.
- The potential for difficulties arising out of Greenhill School sharing a site with a mainstream school at the Ty Glas site.
- The challenges around retaining the ethos of Greenhill School across two sites; a single site potentially offers a cohesive identity, security and continuity for pupils.
- The dilution of resources across two sites could result in decreased effectiveness overall.
- Additional pupil numbers could require larger class sizes leading to increased pressure on staff.
- Increased pupil numbers could lead to reduced opportunities for 1:1 support in both educational aspects and wellbeing.
- Whilst the integration of girls at the school is welcome, careful consideration would need to be given to how this would be managed.
- The current lack of Welsh-medium emotional health and wellbeing provision is limiting the opportunities for children to continue their education through the medium of Welsh.
- The need to ensure that any new accommodation is comparable in size with the existing school facilities e.g., classrooms.
- The future use of the existing Greenhill School site.
- The Council's original proposal for the Dutch Garden Centre at J30 of the M4 was for a Park and Ride facility. Is that proposal no longer considered and replaced by the school development?
- When do you intend to demolish the Inland Revenue Buildings?
- Will the Council ensure local residents are provided with full planning details of the proposed developments in Rhiwbina, Llanishen and the J30 at the M4 site?

56. A number of alternative suggestions were put forward. These included:

- Maintaining Greenhill School provision on the existing site; the current school site provides a perfect base for a safe and successful school. The school is well supported by the local community and the current school site should therefore be developed to provide quality accommodation.
- The Ty Glas site should be used exclusively for Greenhill.
- Having an expanded Greenhill on one site in new purpose-built accommodation.
- There should be separate sites for boys and girls in recognition of welfare and safeguarding risks.

- Consideration should be given to the wider independent/private education offer.

Greenhill School Pupil representation

57. Officers met with pupils at Greenhill School to discuss the proposals and gather their opinions.
58. The pupils supported an increase in the capacity of the school as this would allow for a greater number of young people to benefit from the opportunities provided by the school.
59. They liked the idea of a new school buildings/facilities and provided a range of ideas for what they would like to be provided including improved sports facilities (internal and external), cooking facilities, quiet areas, outside space that could be developed as a garden/small animal area, separate sixth form provision and a community/parent space.
60. They were however concerned about the location of the Dutch Garden Centre site close to the M4 motorway/ junction, and the potential risks around this.
61. The co-location of a mainstream secondary school site was also a concern and the potential difficulties in the schools' pupil relationships associated with this.
62. At present all of the Greenhill School pupils are boys, many of whom have not been in a mixed school with girls. Some of the pupils attended primary schools with girls, but they felt it was different as the pupils become older, as there is the possibility of relationships between the pupils which could cause difficulties.
63. Notes of the pupil meetings can be seen at Appendix 4.

Response to the view expressed

64. The Council welcomes the expressions of support for the expansion of Greenhill School.
65. It is however acknowledged that a number of issues have been raised in relation to the proposed sites, including concerns around safety, the need to maintain a supportive single school ethos and the provision of Welsh-medium additional learning needs provision.
66. It is therefore proposed that further feasibility work is undertaken to consider the appropriateness of the sites for the accommodation of emotional health and wellbeing provision for learners aged 11 – 19.
67. This will include consideration of:

- the proximity of the Dutch Garden Centre site to the M4/motorway junction and the management of risks associated with this e.g., site mitigations, pupil management and supervision.
 - public transport access to the Dutch Garden Centre site.
 - the extent of land available at the Ty Glas site for Greenhill School and site layout options.
68. The demolition of the vacant buildings on the Ty Glas site is to be progressed in 2022/23. This would allow for redevelopment of the site for education purposes at the earliest opportunity. This will also support the Council in managing the ongoing security and maintenance costs related to the vacant site.
69. The points raised during the consultation will be further appraised prior to bringing forward revised proposals for the provision of English-medium and Welsh-medium education health and wellbeing special school places for learners aged 11-19.
70. A full appraisal of the views expressed can be seen at Appendix 7.

Responses received regarding the establishment of emotional health and wellbeing Specialist Resource Base provision for learners aged 11-19 (Cardiff West Community High School and Eastern High) during the consultation period

71. In total, six responses were received including two online survey responses and four email responses.
72. Formal responses were received from:
- Estyn
 - Cardiff West Community High School Governing Body
 - Cardiff West Community High School Headteacher
 - Eastern High Headteacher and Governing Body
73. In addition to these a further 17 responses were received during the consultation period, that did not comment directly on the proposals for Cardiff West Community High School and Eastern High but commented on the need for an increase in additional learning needs provision overall, particularly in the Welsh-medium sector.
74. On the basis of the latest information, Estyn have expressed reservations about increasing the capacity of any current provision or establishing a new specialist provision at Cardiff West Community High School.
75. With regards to Eastern High, Estyn consider that the proposals are likely to, at least, maintain the standard of education provision in the area.
76. Full copies of the formal responses can be seen at Appendix 6.
77. The responses received supported the expansion of emotional health and wellbeing secondary provision.

78. A summary of the responses received from all stakeholders, and appraisal of views expressed, can be seen at Appendix 7.
79. Reasons for supporting the proposed changes included:
- The need to improve access to Additional Learning Needs provision.
 - The need to provide locally for children living within the Cardiff West Community High School and Eastern High catchment areas.
 - The expertise and support of the specialist additional learning needs staff can be shared with staff in the mainstream schools.
80. Whilst there was support for the proposals, a number of concerns raised related to:
- The potential for increased traffic around the school sites.
 - The accommodation needed in order to facilitate the provision at both schools.
 - The proposed implementation date for the Eastern High provision.
 - The safety and wellbeing of all pupils.

Cardiff West Community High School Pupil representation

81. Officers met virtually with pupil representatives from Cardiff West Community High School to discuss the proposals and gather their opinions.
82. The pupils supported the establishment of the Specialist Resource Base provision at the school. The building and facilities at the school are good and would support this type of provision.
83. The pupils suggested that start/finish times could be staggered to offset any increase in traffic as a result of the proposal.
84. Notes of the meetings can be seen at Appendix 6.

Eastern High Pupil representation

85. Officers arranged with Eastern High to meet with pupil representatives from the school during the consultation period to discuss the proposals and gather their opinions. However, due to staffing issues arising from Covid-19, the school postponed the sessions arranged and was unable to facilitate a session in-person or online during the consultation period.

Response to the views expressed

86. The Council welcomes the expressions of support for establishment of emotional health and wellbeing Specialist Resource Base provision at Cardiff West Community High School and Eastern High.

87. It is however acknowledged that there are a number of concerns raised particularly around increasing the capacity of any current provision or establishing a new specialist provision in Cardiff West Community High School, accommodation requirements, the proposed implementation date at Eastern High and a potential increase in traffic.
88. Specialist provision has been available at Cardiff West Community High School for pupils enrolled at the school who require additional emotional health and wellbeing support. The proposal consulted on seeks to formalise this provision and does not propose to increase the capacity of any current provision or establish any new specialist provision. The school will continue to be supported in providing for existing pupils and any future pupils accessing the provision who are largely expected to be from the area local to the school.
89. Accommodation requirements have been assessed and discussed with each school. Further work is being undertaken to review existing accommodation and identify any additional capacity required.
90. Following discussions with Eastern High, it has been agreed that the implementation date for the establishment of Specialist Resource Base provision at the school would be put back to September 2023 to allow for accommodation, staffing and training arrangements to be finalised.
91. Only a small number of additional vehicles would be anticipated to be required for those pupils who are eligible for Learner Transport, in shared taxis or by minibus.
92. At Cardiff West Community High School suitable improved and/or expanded facilities for drop-off and pick-up may be required within the site to accommodate the appropriate numbers of vehicles.
93. Additional parking restrictions along Penally Road around school start and finish times would reduce congestion and parking issues and improve safety for pupils.
94. At Eastern High the site would be assessed to ensure there is suitable facilities for drop-off and pick-up to accommodate the appropriate numbers of vehicles.
95. Measures to improve traffic issues outside the school may include additional parking restrictions or consideration of a School Street around school start and finish times to reduce congestion and parking issues and improve safety for pupils.
96. A full appraisal of the views expressed can be seen at Appendix 7.

Formal responses received during the consultation regarding Additional Learning Needs Provision

97. In addition to the responses received regarding the individual proposals consulted on, formal responses regarding the overall provision for children and young adults with additional learning needs were received from:
- Ysgol Glan Morfa Headteacher and Governing Body
 - Ysgol Melin Gruffydd Governing Body
 - Ysgol Glan Ceubal Governing Body
 - Ysgol Pencae Governing Body
 - Ysgol Pwll Coch Governing Body
 - Ysgol y Berllan Deg Governing Body
 - Ysgol Gwaelod y Garth Governing Body
 - Ysgol Nant Caerau Governing Body
 - Ysgol Pen y Gores Governing Body
 - Creigiau Primary School Governing Body
 - Ysgol Mynydd Bychan Governing Body
 - Ysgol Treganna Governing Body
 - Ysgol Coed y Gof Governing Body
 - Ysgol Gyfun Gymraeg Plasmawr School and Governing Body
 - Ysgol Gyfun Gymraeg Glantaf Governing Body
 - Cardiff Governors Association
 - Merched y Wawr
98. The responses from the Welsh-medium schools contained largely consistent content and are summarised below.
99. Schools acknowledge and welcome the proposals to increase capacity for the English-medium sector and fully support the provision for the most vulnerable pupils in our communities. However, there was a strong feeling that there is a lack of additional learning needs provision within the Welsh-medium sector and a disappointment that more changes were not proposed as part of this consultation.
100. Furthermore, the view was expressed that this consultation contradicts the recent Welsh in Education Strategic Plan (WESP) consultation which noted the Council's ambition to open three specialist units in Welsh-medium schools in the Primary sector and a further three in the Secondary sector.
101. Concerns were outlined that by limiting the investment to one sector it encourages families to transfer ALN pupils to leave the Welsh-medium sector and move to English-medium schools where the investment and resources are currently viewed as being superior and better able to meet more complex or higher levels of need.
102. Investment is needed within the Welsh-medium sector in order to ensure parity of provision and full inclusion within Welsh-medium schools.

103. The documentation recognises a clear growing need within the English-medium sector but not in the Welsh-medium with concerns expressed as to whether the research been sufficient to accurately reflect need presenting in Welsh-medium schools.
104. Concerns were also expressed that there is a lack of clear provision in terms of emotional health and well-being and behavior within the Welsh-medium sector for pupils at Stage 4-5 (who have needs beyond mainstream provision) along with a lack of space to establish nurture/wellbeing classes.
105. There was a consistent view across the majority of the responses submitted by the Welsh-medium schools that there is a definite need for a greater number of Welsh-medium ALN places and that this need is increasing. In order to respond to this effectively there was a call for strategic and holistic planning which puts the children and families at the heart of all that we do consistent with our collective commitment to the UNCRC and FGWBA with other corporate goals such as One Planet Cardiff, Cardiff 2030 and Child Friendly City status.

Response to the view expressed

106. The Council welcomes the expressions of support for the expansion of additional learning needs provision for children and young people city wide.
107. Following engagement sessions with members of Cardiff's Welsh Education Forum in summer 2021, the Council formally consulted on its draft Welsh in Education Strategic Plan (WESP) 2022-2032 between 15 October 2021 and 13 December 2021.
108. Links to the plan (including the full draft WESP, the easy read summary version and the Trajectory for Growth) and survey webpage were circulated to statutory stakeholders including all of Cardiff's schools and Cardiff's Welsh Education Forum member organisations.
109. The draft WESP sets out the strategy for the development of Welsh-medium additional learning needs provision and it is intended that proposals would be brought forward as part of the implementation of the Council's Welsh in Education Strategic Plan following agreement of the strategy by the Welsh Government and formal adoption by the Council later in 2022.
110. The ongoing development of additional learning needs provision including new and existing provision will be kept under review to ensure proposals are brought forward in a strategic and holistic way that takes into account the needs of all of our learners and provides parity in the Welsh-medium sector as new places are delivered throughout the proposed WESP.
111. A full appraisal of the views expressed can be seen at Appendix 7.

Health provision

112. The proposals to expand specialist provision at the above school sites 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 2021.
113. 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 units. 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.

Admissions Arrangements

114. The Council would manage admissions to each of the special schools and Specialist Resource Bases in accordance with the ALN Code.

Learner Travel Arrangements

115. There are no plans to change the Council's transport policy for school children.
116. 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.
117. The Council's transport policy for school children can be viewed on the Council's website www.cardiff.gov.uk/schooltransport.
118. Any increase in demand for Learner Transport will require funding. Whilst the per pupil cost of school transport is likely to decrease further modelling is required to establish whether the overall transport costs are likely to increase or decrease.

Community Impact

119. The following are taken into account when considering a proposal: Public Open Space, parkland, noise and traffic congestion. Officers will work with schools, local members and any community group to make sure that the proposal avoids negative impacts if possible.

Local Member consultation

120. Additional learning needs provision is city-wide, and all local members were consulted as part of the public consultation. The response to the consultation received from the Rhiwbina Members can be seen at Appendix 6.

Scrutiny Consideration

121. The Children and Young People's Scrutiny Committee will consider this report on 8 March 2022. Any comments received will be circulated at the Cabinet meeting.

Reasons for Recommendations

122. To meet increasing demand for special school places for primary, secondary and post-16 age learners with emotional health and wellbeing needs.

Finance Implications

123. This report outlines the responses to public consultation on changes to ALN provision and school's intake within The Court Special School. There are no capital financial implications directly arising from this report. However, once a final solution has been agreed for each site 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 once all relevant costs and contingencies for potential changes in delivery timescales have been incorporated.
124. The outline 21st Century Schools Band B Programme was approved by Cabinet in December 2017. At that time the overall value of the programme amounted to £284m, including the Court Special School project. The Welsh Government (WG) have not formally approved individual project budgets but have given their in-principle support to each project within Cardiff Council's programme.
125. The overall projected costs of the Court are included in the current Band B cash-flow forecast, to be funded through Welsh Government Grant (75%) and 21st Century Schools Invest to Save borrowing (25%). Any revenue costs in relation to these schemes, including capital financing costs will be funded through the School Organisation Programme Revenue Reserve.
126. A capital receipts target of £25m is expected to fund part of the overall Band B programme. The source of these receipts has yet to be identified, but any site disposals resulting from building schools on new sites should be prioritised to fund Band B.
127. This report sets out proposals and recommends additional SRB provision at Cardiff West Community High and Eastern High Schools that will need

to be funded from the existing delegated schools' budgets. This is an area of high-cost provision through Out of County Placements or enhanced Complex Needs Enhancement payments for mainstream pupils.

128. There will need to be a review of the budget for each SRB or Special School which has an increase in the number of places. The due diligence undertaken must provide assurance that the additional places will be taken up and that the cost and numbers of Out of County Placements and CNE enhancements will reduce in order to ensure no significant pressure ongoing on school budgets. Over the medium term, regular review and analysis needs to be undertaken comparing the projected number of places available to places taken up. This will ensure that the optimum benefits are achieved by the financial resources used.
129. The proposal for a better spread of provision at special schools and SRBs across the city means that the transport cost per individual learner is likely to decrease. However, as noted in both the body of the report and the Transportation implications there is need for further work in order to establish the full impact on transport costs both in the short term and the medium term. The decision maker needs to consider the likelihood that savings on individual placements and a more effective management of Out of County Placements will be able to cover the additional cost of transporting the increased SRB places. The covering report sets out that the number of places will incrementally grow over the next four years and further work is required to establish the cost / saving for each financial year. For 2022/23, there is a risk that overall spend on home to school transport, Out of County provision and enhanced CNE payments for children and young people with ALN would increase in September 22, but this pressure can be managed within school delegated budgets. However, the need to ensure robust modelling is in place to ensure that any further pressures are identified and understood prior to implementation and are robustly modelled and factored into medium-term planning is of paramount importance.

Legal Implications

130. 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, including appropriate provision for pupils with special educational needs (or additional learning needs).
131. A local authority can make school organisation proposals, including making 'regulated alterations' to a community school or a community special school, under sections 42-44 of the Schools Standards and Organisation (Wales) Act 2013. The proposals set out in the report constitute 'regulated alterations' and must be considered having regard to the provisions of the 2013 Act and the School Organisation Code 2018, which sets out factors to be considered in respect of different proposals, the statutory procedures, legal requirements and guidance.

132. Where an increase in a school's capacity is proposed, the Council must have regard to evidence of current or future need/demand in the area for additional places, with reference to the school's language category (and religious character / gender intake if applicable). The Code also includes specific factors to be considered in relation to proposals for the reorganisation of provision for Special Educational Needs (or Additional Learning Needs). Cabinet will need to be satisfied that all relevant factors are properly considered in relation to the proposals.
133. The Council is required, prior to publishing its proposals, to undertake a consultation on its proposals in accordance with section 48 of that Act and the School Organisation Code 2018. Following the public consultation, the Council is required to publish and circulate to all interested parties (listed in the Code) a consultation report:
- (i) summarising each of the issues raised by the consultees.
 - (ii) responding to these by means of clarification, amendment to the proposal or rejection of the concerns with supporting reasons;
 - (iii) setting out Estyn's response to the consultation in full; and
 - (iv) responding to Estyn's response by means of clarification, amendment to the proposal, or rejection of the concerns, with supporting reasons.
134. The consultation report may also make recommendations to the Cabinet about how to proceed, i.e. to publish the proposals as consultation on with any appropriate modifications, to abandon the proposals and retain the status quo or to significantly recast the proposals and re-consult.
135. This Cabinet report, together with the appendices constitutes the required consultation report; and seeks the Cabinet's approval to proceed to publish all proposals except those relating to Greenhill Special School. The only modification is in relation to the commencement date of the SRB at Eastern High School. In considering this matter, the Cabinet is required to review the proposals having regard to all further relevant information put forward during the consultation period (and otherwise).

Land Matters

136. It is anticipated that if The Court proposal proceeds, the Council would need to undertake due diligence on potential site constraints and subject to that, additional decisions may be required to deal with specific property, planning or procurement issues arising from this matter.

Statutory Determination Process and Other Considerations

137. If the Cabinet decides to proceed, the proposals must be published within 26 weeks from the end of the consultation period (unless an extension of time is obtained from the Welsh Ministers). Proposals must be published by way of a statutory notice, allowing a minimum of 28 days for objections ('the Objection Period'). The content of the statutory notice, manner of publication and persons to be notified are prescribed in the Code.

138. Within 16 weeks from the end of the Objection Period, the Council must conscientiously consider any objections received and determine whether or not to implement its proposals (under section 53 of the 2013 Act). Members will note that the recommendation is for Cabinet to receive a further report at that stage.
139. If any objections are received during the Objection Period, the Council is required to publish an Objections Report summarising all objections made (and not withdrawn) and its response to those objections. The Objections Report must be published within 7 days from the date of the Council's determination of the proposals and made available to the interested parties listed in the Code. At the same time as publishing the Objections Report, the Council must also notify its decision to the Welsh Ministers, the school governing body and all interested parties listed in the Code.
140. If the proposals are taken forward, the admission arrangements, including admission numbers and catchment areas, will need to be determined, following consultation, in accordance with the School Admission Code and the Education (Determination of Admission Arrangements) (Wales) Regulations 2006.
141. In considering the proposals, the Council must have regard to its public sector equality 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.
142. When taking strategic decisions, the Council also has a statutory duty to have due regard to the need to reduce inequalities of outcome resulting from socio-economic disadvantage ('the Socio-Economic Duty' imposed under section 1 of the Equality Act 2010). In considering this, the Council must take into account the statutory guidance issued by the Welsh Ministers and must be able to demonstrate how it has discharged its duty.
143. Due regard and consideration should be given to the outcomes of the Equalities Impact Assessment.
144. The Council must also be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards and consider the impact of its proposals upon the Welsh language.
145. The Well-being of Future Generations (Wales) Act 2015 requires the Council to consider how the proposals will contribute towards meeting its wellbeing objectives (set out in the Corporate Plan). Members must also be satisfied that the proposals comply with the sustainable development principle, which requires that the needs of the present are met without compromising the ability of future generations to meet their own needs.

146. The decision makers must be satisfied that the proposals fall within the Council's approved policy and budget framework.

HR Implications

The Court Special School

147. The proposed increase in pupil numbers for The Court Special School would require the Governing Body to plan for the workforce requirements in readiness for the expansion and proposal to operate across two sites. The Governing Body will be encouraged to undertake this work in line with the School Organisation Planning HR Framework.
148. HR People Services will provide advice, support and guidance to the Governing Body for the workforce planning and consequential recruitment processes. Where Governing Bodies have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of an increase in the numbers on roll would provide opportunities for school-based staff on the school redeployment register.
149. The proposal to relocate the school and to operate across two sites 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 and staff involvement in the development of building specifications or designs.

Cardiff West Community High School

150. HR People Services will work with the Governing Body to address any HR implications arising from the establishment of a Specialist Resource Base at the school and whether there is a need for staff resources.
151. Where the Governing Body has adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the establishment of the Specialist Resource Base will provide opportunities for school-based staff on the school redeployment register.

Eastern High

152. HR People Services will work with the Governing Body to address the HR implications arising from the establishment of a Specialist Resource Base at the school and the resulting need for additional staffing.
153. Where the Governing Body has adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the establishment of the Specialist Resource Base will provide opportunities for school-based staff on the school redeployment register.

Property Implications

154. Strategic Estates continue to work with and support Education colleagues through the asset management process and any property matters relating and arising from the proposals. There are numerous options in this paper which will in time require further input as and when the consultation period completes, and we move towards business cases.

Traffic and Transport Implications

155. 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.
156. The individual needs of pupils at special schools and SRBs, together with the greater distances travelled, necessarily limit the scope for high rates of active travel compared with mainstream school pupils.
157. The Council applies the statutory qualifying walking distance criteria for pupils to qualify for free home to school transport to special schools and SRBs. Additionally, some learners who live within two / three miles of the school may be provided with free transport due to their individual learning needs and social issues.
158. The proposal for a better spread of provision at special schools and SRBs across the city means that the transport cost per individual learner is likely to decrease. However due to the increasing numbers of eligible learners there is still expected to be a risk of high transport costs. Further modelling is required to establish whether the demand on the school transport budget is likely to increase or decrease.
159. The existing high numbers of special school pupils eligible for Learner Transport are not generally expected to change significantly, however a proportion of Greenhill and secondary age SRB pupils are able to, and may already, travel to school independently. These pupils as well as staff and school visitors would benefit from any required improvements in facilities for active travel to school or public transport facilities.
160. Transport Assessments would be required for the new school proposals, and Transport Statements may be required for proposals to establish SRBs. These will identify measures to be included as part of the applications to maximise travel by sustainable modes.
161. The Council's current Corporate Plan includes a commitment to every school in Cardiff developing an Active Travel Plan. Each such plan will identify actions by the school to support and encourage active travel to school and also any improvements to on-site and off-site infrastructure required to facilitate active journeys.

162. 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.
163. A number of initiatives have successfully demonstrated support and encouragement for active and sustainable travel amongst the ALN cohort, including Independent Travel Training for older pupils, cycle maintenance and cycle training.
164. Some pupils are able to travel independently or with parent/carers and if resident within the two-mile qualifying distance may not be eligible for Learner Transport.
165. Provision of recommended improvements for active travel would benefit these pupils as well as any mainstream pupils, staff and visitors to the sites.
166. Numbers of pupils who continue to use Learner Transport for their journey to school will be likely to increase in line with the trend for increasing numbers of pupils requiring places at special schools or SRBs. Each school location with new or increased demand for Learner Transport vehicles will require suitable new, improved and / or expanded facilities for drop-off and pick-up within the site. The areas required would need to accommodate appropriate numbers of vehicles which may approximate to one taxi for a typical average of 3 pupils. In some cases minibuses may be suitable, but this is also dependent on individual pupil needs, home locations and co-ordination of routes.
167. Car parking provision at new schools would be in line with the Council's parking standards. Allocations for special schools and SRBs are agreed on a case-by-case basis but requirements are expected to generally correlate with 1 car space per typical number of pupils in a class. This is in line with the standard 1 space per 30 pupils in mainstream schools, but results in a higher ratio of spaces due to the much smaller class sizes.

Transport matters relating to The Court at the proposed Fairwater Primary School site

168. There are very good public transport links with several bus services a short walk from the school. Waun-gron Park rail station is approximately 0.75 miles (1.2km) from the school.
169. There is good walking route access to the school and good existing and proposed cycling links. Short term improvements due through the Ely Mill development with links via Cycleway 5 to the city centre. The Ely Trail runs along Bwlch Road immediately to the south of the site and continues to Cardiff Bay of varying standards: traffic-free/ on-road. Signed routes

link through Canton to the centre with medium term improvements due for on-road light segregation cycle tracks.

170. A recent Transport Assessment for this site identified acceptable traffic impact due to a comparable (but larger) development.
171. Further various facilities for walking and cycling, including upgrading of the Bwlch Road crossing are proposed in the Fairwater area for another school project with provision due by late 2023. These would also improve walking and cycling access to/from Ely south of railway line and river Ely and north east through Fairwater, Llandaff and the wider network.
172. The proposed location at the Fairwater Primary School site would give potential for a separate second access from the existing primary school access.
173. The development proposals may require a revised Transport Assessment which will confirm measures to be included as part of the application to maximise travel by sustainable modes and identify any further provision relating specifically to a proposal for The Court.

Transport matters relating to The Court at the proposed St Mellons CiW Primary School site

174. There are good public transport links via Llanrumney & Countisbury Avenue and also from Newport Road which are within short walking distance for staff access. There is good walking route accessibility for local pupils and staff.
175. Cycleway 2 is planned along this section of Newport Road. A short-medium term future phase will replace the existing cycle lanes provision on this busy main road.
176. There are current parking issues outside the adjacent Pen Y Bryn Primary along Dunster Road. While the Transport team is monitoring the situation and reviewing the need for additional measures and parking controls outside all schools, the need for any additional measures outside the proposed site would be considered as part of that process.

Transport matters relating to Cardiff West Community High School

177. With the expected increased demand for Learner Transport at Cardiff West Community High School suitable improved and / or expanded facilities for drop-off and pick-up may be required within the site to accommodate the appropriate numbers of vehicles. Additional parking restrictions along Penally Road around school start and finish times would reduce congestion and parking issues and improve safety for pupils.

Transport matters relating to Eastern High

178. With the expected increased demand for Learner Transport at Eastern High School the site would be assessed to ensure there is suitable facilities

for drop-off and pick-up to accommodate the appropriate numbers of vehicles. Measures to improve traffic issues outside the school may include additional parking restrictions or consideration of a School Street around school start and finish times to reduce congestion and parking issues and improve safety for pupils.

Impact of the proposals on the Welsh Language

179. The Council is committed to developing a Bilingual Cardiff.
180. Cardiff's Welsh in Education Strategic Plan (WESP) 2022-2031 sets out a series of ambitious commitments to build on the progress achieved to date. These will ensure that every child in the city can receive an education in the language of Welsh, the number receiving their education in Welsh-medium schools will increase, and through the significant use of Welsh in English medium education all will have the opportunity to become confident in speaking Welsh.
181. The level of special educational needs/ additional learning needs in the Welsh-medium sector has historically been lower than in the English medium sector. This has however been changing over the last 4-5 years, with schools reporting an increased incidence of additional learning needs, in all areas of need.
182. A review of additional learning needs in the Welsh-medium sector was undertaken with Welsh medium schools in 2016 to inform the Welsh in Education Strategic Plan (WESP). Schools reported a small but significant number of examples of pupils with additional learning needs leaving the Welsh-medium sector in order to access Specialist Resource Bases or special schools.
183. There was also some anecdotal evidence to suggest that some families who would otherwise choose Welsh-medium education opt instead for English medium if their child has additional learning needs, through concern that their child may need to transfer to the specialist sector at a later date.
184. Through the WESP, Cardiff has invested in specialist provision in the sector, including some capacity to respond to growing demand and to generate more confidence in the availability of specialist provision in the sector.
185. A new primary base was established at Ysgol Gymraeg Pwll Coch, within the catchment area of Ysgol Gyfun Gymraeg Glantaf, where the secondary base is established. The two bases cater for learners with severe learning difficulties, providing a specialist curriculum and supporting a range of secondary needs including physical and medical needs, speech and language difficulties and autism.

186. As the Welsh sector continues to grow it will be important to develop additional provision in anticipation of the need, to ensure Welsh-medium education is a genuine choice for learners with complex additional learning needs.
187. Following engagement sessions with members of Cardiff's Welsh Education Forum in summer 2021, the Council formally consulted on its draft Welsh in Education Strategic Plan (WESP) 2022-2032 between 15 October 2021 and 13 December 2021.
188. Links to the plan (including the full draft WESP, the easy read summary version and the Trajectory for Growth) and survey webpage were circulated to statutory stakeholders including Cardiff schools and Cardiff's Welsh Education Forum member organisations.
189. The draft WESP sets out the strategy for the development of Welsh-medium additional learning needs provision and proposals would be brought forward as part of the implementation of the Council's Welsh in Education Strategic Plan following agreement of the strategy by the Welsh Government and formal adoption by the Council later in 2022.
190. The Cabinet approved Cardiff's WESP 2022-2031 at its meeting of 24 February 2022, for submission to the Welsh Government Ministers.
191. The ongoing development of additional learning needs provision including new and existing provision will be kept under review to ensure proposals are brought forward in a strategic and holistic way that takes into account the needs of all of our learners and reflects the additionality required to ensure parity in the Welsh-medium sector as new places are delivered throughout the proposed WESP.

Wellbeing of Future Generations

192. 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.
193. 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.

194. 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.

Equality Impact Assessment

195. An Equality Impact Assessment has been carried out. It concluded that the proposed changes would not negatively affect a particular group in society.
196. The Equality Impact Assessment is attached as Appendix 9.

RECOMMENDATIONS

The Cabinet is recommended to

1. authorise officers to proceed to publish proposals in accordance with section 48 of The School Standards and Organisation (Wales) Act 2013 to:
 - Increase the capacity of The Court Special School from 42 to 72 places. The school would transfer to new build accommodation across two sites at Fairwater Primary School and the current St Mellons, CiW Primary School site in Llanrumney with 36 pupils on each site from September 2025.
 - establish a 20-place Specialist Resource Base for emotional health and wellbeing at Cardiff West Community High School from September 2022.
 - establish a 20-place Specialist Resource Base for emotional health and wellbeing at Eastern High from September 2023.
2. Note progress the proposal to increase the capacity of Greenhill School.
3. Note that officers will bring a further report to Cabinet for consideration, setting out details of revised proposals for the provision of secondary English-medium and Welsh-medium education health and wellbeing special school places.

SENIOR RESPONSIBLE OFFICER	Melanie Godfrey Director of Education & Lifelong Learning
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The following appendices are attached:

Appendix 1: Consultation documents

Appendix 2: Summary documents

Appendix 3: Notes of meetings with Governing Bodies and Staff

Appendix 4: Notes from pupil engagement meetings

Appendix 5: Notes from public meetings

Appendix 6: Formal responses received

Appendix 7: Summary of responses received, and appraisal of views expressed

Appendix 8: Summary analysis of responses received

Appendix 9: Equality Impact Assessment

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CARDIFF COUNCIL

SCHOOL STANDARDS AND ORGANISATION (WALES) ACT 2013

EMOTIONAL HEALTH AND WELLBEING PROVISION FOR PRIMARY AGED PUPILS

THE COURT SPECIAL SCHOOL

NOTICE IS HEREBY GIVEN in accordance with Section 44 of the School Standards and Organisation (Wales) Act 2013 and the School Organisation Code, that Cardiff Council (herein after “the Authority”), having consulted such persons as appeared to them to be appropriate, propose to alter The Court Special School, Station Rd, Llanishen, Cardiff CF14 5UX as follows:

- Increase the capacity of The Court Special School from 42 to 72 places.
- Transfer The Court Special School to new build accommodation across two sites at Fairwater Primary School, Wellright Road, Cardiff, CF5 3ED and the current St Mellons, Church in Wales Primary School site, Dunster Road, Llanrumney, Cardiff, CF3 5TP with 36 pupils on each site.

It is proposed to implement the proposal in September 2025.

The school is currently maintained by Cardiff Council.

The Authority undertook a period of consultation before deciding to publish this proposal. A consultation report containing a summary of the issues raised by consultees and the Authority’s responses and the views of Estyn on the proposed changes is available to view at:

[Agenda for Cabinet on Thursday, 10th March, 2022, 2.00 pm : City of Cardiff Council \(moderngov.co.uk\)](#)

The current school capacity is 42 places. The current number of pupils at the school is 40.

Children are taught in mixed classes and the numbers per age group may vary however the overall number would not exceed 72.

The school will continue to provide places for primary aged learners with emotional health and wellbeing needs.

There are no plans to change the Council’s policy on the admission of children to schools as a result of these proposals.

Admissions to the school are managed by the local authority and subject to a statement of Special Educational Needs (SEN) or Individual Development Plan (IDP) as appropriate.

Any arrangements for the transport of pupils will be made in accordance with the Authority’s existing policies on school transport.

Within a period of 28 days of the date of publication of these proposals, that is to say by 02 June 2022, any person may object to these proposals.

Objections should be sent to the Director of Education and Lifelong Learning, Cardiff Council, County Hall, Atlantic Wharf, Cardiff CF10 4UW.

Objections may also be sent to the Director of Education and Lifelong Learning, Cardiff Council using the following e-mail address: SchoolResponses@cardiff.gov.uk

Please note that any such objection must contain the full name and postal address of the objector.

The Authority will publish a summary of any such objections made (and not withdrawn in writing) within the objection period, together with their observations thereon, before the end of 7 days beginning with the day the proposal is determined.

Dated this 06 day of May 2022

Signed: Davina Fiore
Director of Legal, Governance and Monitoring Officer
For Cardiff Council

EXPLANATORY NOTE

(This does not form part of the Notice but is intended to explain its general meanings)

Cardiff Council is committed to the principles of inclusion. The majority of learners with Additional Learning Needs (ALN) attend a local mainstream school, and benefit from effective Additional Learning Provision (ALP). These learners do not need to attend a special school or specialist resource base. However, the number of pupils with severe and complex needs, who need a place in a special school or specialist resource base has continued to grow.

The Council is seeking to provide a better distribution of specialist provision across the city. This would improve access for learners, and reduce travel times for many pupils, as well as increasing the number of places available.

All pupils enrolled at The Court Special School 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. The purpose of The Court Special School is to provide a specialist learning environment and curriculum, where learners can fulfil their potential.

It is proposed that The Court School is expanded from 42 to 72 places and that the school transfers to new build accommodation across two sites at Fairwater Primary School in Fairwater and the current St Mellons Church in Wales Primary School site in Llanrumney with 36 pupils on each site. St Mellons Church is Wales Primary School is transferring to new build premises on the new housing development at St Edeyrn's, Bridge Road, Cardiff, CF3 6UZ.

A number of other expansions, and new provision at other schools city-wide, are also being progressed.

In addition to the proposal for The Court Special School, proposals to establish specialist resource base provision for secondary age pupils at Cardiff West Community High School and Eastern High are being progressed. Details of these proposals and copies of the statutory notices can be found at [Emotional Health & Wellbeing provision \(cardiff.gov.uk\)](http://www.cardiff.gov.uk/emotional-health-wellbeing-provision)

Proposals to expand provision at Greenhill Special School are not being progressed at this time with further work being undertaken to develop proposals for the provision of secondary English-medium and Welsh-medium emotional health and wellbeing special school places.

CARDIFF COUNCIL

SCHOOL STANDARDS AND ORGANISATION (WALES) ACT 2013

ADDITIONAL LEARNING NEEDS PROVISION

CARDIFF WEST COMMUNITY HIGH SCHOOL

NOTICE IS HEREBY GIVEN in accordance with Section 42 of the School Standards and Organisation (Wales) Act 2013 and the School Organisation Code, that Cardiff Council (herein after “the Authority”), having consulted such persons as appeared to them to be appropriate, propose to alter Cardiff West Community High School, Penally Road, Caerau, Cardiff, CF5 5XP as follows:

- establish a 20-place Specialist Resource Base (SRB) at Cardiff West Community High School for secondary aged pupils with emotional health and wellbeing needs.

It is proposed to implement the proposal from September 2022.

The school is currently maintained by Cardiff Council.

The Authority undertook a period of consultation before deciding to publish this proposal. A consultation report containing a summary of the issues raised by consultees and the Authority’s responses and the views of Estyn on the proposed change is available to view at:

[Agenda for Cabinet on Thursday, 10th March, 2022, 2.00 pm : City of Cardiff Council \(modern.gov.co.uk\)](#)

The current school capacity is 1500 places including sixth form. The current number of pupils at the school is 955 (11-16) and 68 (sixth form).

There are no plans to change the Council’s policy on the admission of children to schools as a result of these proposals.

Admissions to the specialist resource base would be managed by the local authority and be subject to a statement of Special Educational Needs (SEN) or Individual Development Plan (IDP) as appropriate.

Admissions to the specialist resource base would be separate to admission to the main school and would be in addition to the Published Admission Number (PAN).

Any arrangements for the transport of pupils will be made in accordance with the Authority’s existing policies on school transport.

Within a period of 28 days of the date of publication of these proposals, that is to say by 02 June 2022, any person may object to these proposals.

Objections should be sent to the Director of Education and Lifelong Learning, Cardiff Council, County Hall, Atlantic Wharf, Cardiff CF10 4UW.

Objections may also be sent to the Director of Education and Lifelong Learning, Cardiff Council using the following e-mail address: SchoolResponses@cardiff.gov.uk

Please note that any such objection must contain the full name and postal address of the objector.

The Authority will publish a summary of any such objections made (and not withdrawn in writing) within the objection period, together with their observations thereon, before the end of 7 days beginning with the day the proposal is determined.

Dated this 06 day of May 2022

Signed: Davina Fiore
Director of Legal, Governance and Monitoring Officer
For Cardiff Council

EXPLANATORY NOTE

(This does not form part of the Notice but is intended to explain its general meanings)

Cardiff Council is committed to the principles of inclusion. The majority of learners with Additional Learning Needs (ALN) attend a local mainstream school, and benefit from effective Additional Learning Provision (ALP). These learners do not need to attend a special school or specialist resource base. However, the number of learners with severe and complex needs, who need a place in a special school or specialist resource base has continued to grow.

The Council is seeking to provide a better distribution of specialist resource provision across the city. This would improve access for pupils, and reduce travel times for many learners, as well as increasing the number of places available. A number of other expansions, and new provision at other schools city-wide, are also being progressed.

In addition to the proposal for Cardiff West Community High School, proposals to establish specialist resource base provision for secondary age pupils at Eastern High and the proposed expansion of The Court Special School which provides places for primary aged pupils are being progressed. Details of these proposals and copies of the statutory notices can be found at [Emotional Health & Wellbeing provision \(cardiff.gov.uk\)](https://www.cardiff.gov.uk/emotional-health-wellbeing-provision)

Proposals to expand provision at Greenhill Special School are not being progressed at this time with further work being undertaken to develop proposals for the provision of secondary English-medium and Welsh-medium emotional health and wellbeing special school places.

CARDIFF COUNCIL

SCHOOL STANDARDS AND ORGANISATION (WALES) ACT 2013

ADDITIONAL LEARNING NEEDS PROVISION

EASTERN HIGH

NOTICE IS HEREBY GIVEN in accordance with Section 42 of the School Standards and Organisation (Wales) Act 2013 and the School Organisation Code, that Cardiff Council (herein after “the Authority”), having consulted such persons as appeared to them to be appropriate, propose to alter Eastern High, Trowbridge Road, Cardiff, CF3 1XZ as follows:

- establish a 20-place Specialist Resource Base (SRB) at Eastern High, for secondary aged pupils with emotional health and wellbeing needs.

It is proposed to implement the proposal from September 2023.

The school is currently maintained by Cardiff Council.

The Authority undertook a period of consultation before deciding to publish this proposal. A consultation report containing a summary of the issues raised by consultees and the Authority’s responses and the views of Estyn on the proposed change is available to view at:

[Agenda for Cabinet on Thursday, 10th March, 2022, 2.00 pm : City of Cardiff Council \(moderngov.co.uk\)](#)

The current school capacity is 1200 places. The current number of pupils at the school is 1176.

There are no plans to change the Council’s policy on the admission of children to schools as a result of these proposals.

Admissions to the specialist resource base would be managed by the local authority and be subject to a statement of Special Educational Needs (SEN) or Individual Development Plan (IDP) as appropriate.

Admissions to the specialist resource base would be separate to admission to the main school and would be in addition to the Published Admission Number (PAN).

Any arrangements for the transport of pupils will be made in accordance with the Authority’s existing policies on school transport.

Within a period of 28 days of the date of publication of these proposals, that is to say by 02 June 2022, any person may object to these proposals.

Objections should be sent to the Director of Education and Lifelong Learning, Cardiff Council, County Hall, Atlantic Wharf, Cardiff CF10 4UW.

Objections may also be sent to the Director of Education and Lifelong Learning, Cardiff Council using the following e-mail address: SchoolResponses@cardiff.gov.uk

Please note that any such objection must contain the full name and postal address of the objector.

The Authority will publish a summary of any such objections made (and not withdrawn in writing) within the objection period, together with their observations thereon, before the end of 7 days beginning with the day the proposal is determined.

Dated this 06 day of May 2022

Signed: Davina Fiore
Director of Legal, Governance and Monitoring Officer
For Cardiff Council

EXPLANATORY NOTE

(This does not form part of the Notice but is intended to explain its general meanings)

Cardiff Council is committed to the principles of inclusion. The majority of learners with Additional Learning Needs (ALN) attend a local mainstream school, and benefit from effective Additional Learning Provision (ALP). These learners do not need to attend a special school or specialist resource base. However, the number of learners with severe and complex needs, who need a place in a special school or specialist resource base has continued to grow.

The Council is seeking to provide a better distribution of specialist resource provision across the city. This would improve access for pupils and reduce travel times for many learners, as well as increasing the number of places available. A number of other expansions, and new provision at other schools city-wide, are also proposed.

In addition to the proposal for Eastern High, proposals to establish specialist resource base provision for secondary age pupils at Cardiff West Community High School and the proposed expansion of The Court Special School which provides places for primary aged pupils are being progressed. Details of these proposals and copies of the statutory notices can be found at [Emotional Health & Wellbeing provision \(cardiff.gov.uk\)](http://www.cardiff.gov.uk/emotional-health-wellbeing-provision)

Proposals to expand provision at Greenhill Special School are not being progressed at this time with further work being undertaken to develop proposals for the provision of secondary English-medium and Welsh-medium emotional health and wellbeing special school places.

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Appendix 3

Policy/Strategy/Project/Procedure/Service/Function Title: SCHOOL ORGANISATION PLANNING: EMOTIONAL HEALTH AND WELL BEING PROVISION FOR PRIMARY AND SECONDARY AGED PUPILS
Post Statutory Notice

Who is responsible for developing and implementing the Policy/Strategy/Project/Procedure/Service/Function?	
Name: Richard Portas	Job Title: Programme Director
Service Team: Schools Programme	Service Area: Education
Assessment Date: May 2022	

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

<p>1. To inform Cabinet of any objections received to the statutory notices to:</p> <ul style="list-style-type: none"> • Increase the capacity of The Court Special School from 42 to 72 places. The school would transfer to new build accommodation across two sites at Fairwater Primary School and the current St Mellons CiW Primary School site in Llanrumney with 36 pupils on each site from September 2025. • establish a 20-place Specialist Resource Base for emotional health and wellbeing at Cardiff West Community High School from September 2022. • establish a 20-place Specialist Resource Base for emotional health and wellbeing at Eastern High School from September 2023.
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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.]

<p>1. At its meeting on 10 March 2022, the Cabinet, in accordance with the terms of the Schools Standards and Organisation (Wales) Act, approved a recommendation for the publication of a statutory notices relating to the proposals as set out at paragraph 1. A copy of the Cabinet Report of 10 March 2022 is attached as Appendix 1.</p> <p>2. The statutory notices were published on 06 May 2022 for a period of 28 days to allow for objections. The statutory notice period expired on 02 June 2022. A copy of the notices is attached at Appendix 2.</p>

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3. The notices were published on the Council website and posted at The Court Special School, Fairwater Primary School, St Mellons CiW Primary School, Cardiff West Community High School and Eastern High School.
4. Copies of the notices were distributed via e-mail to organisations and consultees required under the School Organisation Code 2018.
5. Residents and businesses in the local area were notified of publication of the statutory notices by letter.

Following the end of the statutory notice period on 02 June 2022 **no objections** were received.

3 Assess Impact on the Protected Characteristics

3.1 Age

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

	Yes	No	N/A
Up to 18 years	x		
18 - 65 years	x		
Over 65 years	x		

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

The impact will be positive as the proposals will support the sufficiency of places in suitable specialist learning environments. This provision is age dependent and therefore not accessible to pupils outside of this age range, or adults, either locally or in the wider community. The Council would manage admissions to special school and specialist resource base provision in accordance with the ALN Code.

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

If the proposals were to proceed, an equality impact assessment would be carried out to identify the accessibility of any new accommodation. 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.

The Council's procedure for managing staffing changes arising from the proposal would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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3.2 Disability

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

	Yes	No	N/A
Hearing Impairment			
Physical Impairment			
Visual Impairment			
Learning Disability	x		
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 impact will be positive as the proposals will support the sufficiency of places in suitable specialist learning environments. The Council would manage admissions to special school and specialist resource base provision in accordance with the ALN Code.

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

If the proposals were to proceed, an equality impact assessment would be carried out to identify the accessibility of any new accommodation 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.

The Council's procedure for managing staffing changes arising from the proposal would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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
Transgender People (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)			

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

The proposed changes would not have a differential impact as the schools and specialist resources bases will continue to apply the Council's policies on equal opportunities. The Council would manage admissions to special school and specialist resource base provision in accordance with the ALN Code.

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

The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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	

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

The proposed changes would not have a differential impact as the schools and specialist resource bases will continue to apply the Council's policies on equal opportunities.

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

The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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			x

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

The proposed changes would not have a differential impact as the schools and specialists resource bases will continue to apply the Council's policies on equal opportunities.

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

The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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.

The proposed changes would not have a differential impact as the schools and specialist resource bases will continue to apply the Council's policies on equal opportunities.

The Council would manage admissions to special school and specialist resource base provision in accordance with the ALN Code.

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

The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

3.7 Religion, Belief or Non-Belief

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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.

The proposed changes would not have a differential impact as the schools and specialist resource bases will continue to apply the Council's policies on equal opportunities. The Council would manage admissions to special school and specialist resource base provision in accordance with the ALN Code.

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

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	

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

The proposed changes would not have a differential impact as the schools and special resources bases will continue to apply the Council's policies on equal opportunities. The Council would manage admissions to special school and specialist resource base provision in accordance with the ALN Code.

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

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Maintained school provision admits pupils of both sexes and this would continue to be the case.

The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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			

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

The proposed changes would not have a differential impact as the schools and special resource bases will continue to apply the Council's policies on equal opportunities. The Council would manage admissions to special school and specialist resource base provision in accordance with the ALN Code.

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

Evidence collated by the Stonewall lobby group alleges that Lesbian, Gay, Bisexual people are likely to be discriminated against in workplace recruitment. The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

3.10 Socio-economic Duty

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on the Socio-economic Duty?

	Yes	No	N/A

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

The proposed changes are expected to have a positive impact on the Socio-economic Duty. The Council has made a clear commitment to continuing the investment in, and improvement of, Cardiff schools to make sure every child has the best possible start in life (www.cardiffcommitment.co.uk).

The delivery of additional ALN places will ensure that there are appropriate, high quality school places for young people, which meet the needs of Cardiff's growing and changing population.

The Council works closely with the governing bodies of schools to ensure that standards in schools are high, that teaching is good, and that leadership and governance is strong.

The Council does not expect the proposal to have any negative impact on the quality of standards of education for pupils, at these schools.

Some of the funding that a school receives is based on the number of pupils in the school who receive Free School Meals.

All schools in Cardiff would receive funding for these pupils. There is no information available that suggests that the proposals would have a negative effect on pupils who receive Free School Meals.

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

N/A

3.11 Welsh Language

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

	Yes	No	N/A

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

The Council is committed to developing a Bilingual Cardiff.

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Cardiff's Welsh in Education Strategic Plan (WESP) 2022-2031 sets out a series of ambitious commitments to build on the progress achieved to date. These will ensure that every child in the city can receive an education in the language of Welsh, the number receiving their education in Welsh-medium schools will increase, and through the significant use of Welsh in English medium education all will have the opportunity to become confident in speaking Welsh.

The level of special educational needs/ additional learning needs in the Welsh-medium sector has historically been lower than in the English medium sector. This has however been changing over the last 4-5 years, with schools reporting an increased incidence of additional learning needs, in all areas of need.

A review of additional learning needs in the Welsh-medium sector was undertaken with Welsh medium schools in 2016 to inform the Welsh in Education Strategic Plan (WESP). Schools reported a small but significant number of examples of pupils with additional learning needs leaving the Welsh-medium sector in order to access Specialist Resource Bases or special schools.

There was also some anecdotal evidence to suggest that some families who would otherwise choose Welsh-medium education opt instead for English medium if their child has additional learning needs, through concern that their child may need to transfer to the specialist sector at a later date.

Through the WESP, Cardiff has invested in specialist provision in the sector, including some capacity to respond to growing demand and to generate more confidence in the availability of specialist provision in the sector.

A new primary base was established at Ysgol Gymraeg Pwll Coch, within the catchment area of Ysgol Gyfun Gymraeg Glantaf, where the secondary base is established. The two bases cater for learners with severe learning difficulties, providing a specialist curriculum and supporting a range of secondary needs including physical and medical needs, speech and language difficulties and autism.

As the Welsh sector continues to grow it will be important to develop additional provision in anticipation of the need, to ensure Welsh-medium education is a genuine choice for learners with complex additional learning needs.

Following engagement sessions with members of Cardiff's Welsh Education Forum in summer 2021, the Council formally consulted on its draft Welsh in Education Strategic Plan (WESP) 2022-2032 between 15 October 2021 and 13 December 2021.

Links to the plan (including the full draft WESP, the easy read summary version and the Trajectory for Growth) and survey webpage were circulated to statutory stakeholders including Cardiff schools and Cardiff's Welsh Education Forum

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Equality Impact Assessment Corporate Assessment Template

member organisations.

The draft WESP sets out the strategy for the development of Welsh-medium additional learning needs provision and proposals would be brought forward as part of the implementation of the Council's Welsh in Education Strategic Plan following agreement of the strategy by the Welsh Government and formal adoption by the Council later in 2022.

The Cabinet approved Cardiff's WESP 2022-2031 at its meeting of 24 February 2022, for submission to the Welsh Government Ministers.

The ongoing development of additional learning needs provision including new and existing provision will be kept under review to ensure proposals are brought forward in a strategic and holistic way that takes into account the needs of all of our learners and reflects the additionality required to ensure parity in the Welsh-medium sector as new places are delivered throughout the proposed WESP.

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

Demand for WM ALN places will be kept under review and proposals brought forward in line with the Welsh in Education Strategic Plan.

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 schemes.

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

Groups	Actions
Age	
Disability	
Gender Reassignment	
Marriage & Civil Partnership	

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Pregnancy & Maternity	
Race	
Religion/Belief	
Sex	
Sexual Orientation	
Socio-economic Duty	
Welsh Language	
Generic Over-Arching [applicable to all the above groups]	<p>See Generic Over Arching below:</p> <p>If the proposals were to proceed:</p> <ul style="list-style-type: none"> • compliance with the Council’s policies on equal opportunities would need to be ensured. • an equality impact assessment would be carried out to identify the accessibility of any 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. • Demand for WM ALN places will be kept under review and proposals brought forward in line with the Welsh in Education Strategic Plan

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: June 2022
Designation: School Organisation Project Officer	
Approved By:	
Designation:	
Service Area: Education	

7.1 On completion of this Assessment, please ensure that the Form is posted on your Directorate’s Page on CIS - *Council Wide/Management*

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**Equality Impact Assessment
Corporate Assessment Template**

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 2536 / 3262 or email equalityteam@cardiff.gov.uk

**CARDIFF COUNCIL
CYNGOR CAERDYDD**



CABINET MEETING: 14 JULY 2022

SCHOOL ORGANISATION PROPOSALS: PROVISION FOR CHILDREN AND YOUNG PEOPLE WITH ADDITIONAL LEARNING NEEDS (ALN)

COMPLEX LEARNING NEEDS AND AUTISM SPECTRUM CONDITION PROVISION FOR PRIMARY AND SECONDARY AGED PUPILS

EDUCATION (COUNCILLOR SARAH MERRY)

AGENDA ITEM: 8

Reason for this Report

1. This report is to inform the Cabinet of any objections received to the published statutory notices to:
 - establish a 20 place Specialist Resource Base for primary aged children with Complex Learning Needs at Moorland Primary School from September 2023
 - establish a 30 place Specialist Resource Base for learners with complex learning needs at Willows High School from September 2023
 - increase the designated number at the Llanishen High School Specialist Resource Base for learners with Autism Spectrum Condition from 20 to 45 places from September 2022
 - establish a 30 place Specialist Resource Base at Ysgol Gyfun Gymraeg Glantaf alongside the existing 30 place Specialist Resource Base for learners with Autism Spectrum Condition from September 2023
 - increase the designated number of Ty Gwyn Special School from 198 to 240 from September 2022
 - increase the designated number of The Hollies Special School from 90 to 119 from September 2022

- further increase the designated number of The Hollies Special School from 119 to 150 from September 2023
- increase the designated number at the Specialist Resource Base at Llanishen Fach Primary School for learners with complex learning needs from 20 to 30 places from September 2023
- increase the designated number at the Specialist Resource Base at Pentreban Primary School for learners with Autism Spectrum Condition from 20 to 24 spaces from September 2022

Background

2. At its meeting on 10 March 2022 the Cabinet in accordance with the terms of the Schools Standards and Organisation (Wales) Act, approved a recommendation for the publication of statutory notices relating to the schools as set out at paragraph 1. A copy of the Cabinet Report of 10 March 2022 is attached as Appendix 1.
3. The statutory notices were published on 6 May for a period of 28 days to allow for objections. The statutory notice period expired on 2 June 2022. Copies of the notices are attached at Appendix 2.
4. The notices were published on the Council's website, and hard copies were posted at the relevant school sites.
5. Copies of the notices were distributed via e-mail to organisations and consultees required under the School Organisation Code 2018.
6. Residents and businesses in the local areas to each school were notified of publication of the statutory notices by letter.
7. The Cabinet Report of 10 March 2022 also considered the outcome of consultations to increase the number of places at Meadowbank Special School, Marlborough Primary School and Springwood Primary School. As each of these schools had scheduled INSET days in the summer term, the publication of Statutory notices related to the proposed changes at Meadowbank Special School, Marlborough Primary School and Springwood Primary School were delayed in order to comply with the requirements of the School Organisation Code in relation to the number of school days that must be included within the objection period.
8. A further report will be provided to Cabinet in September 2022 providing details of any objections received, the proposed responses to those objections and recommendations for implementation or otherwise of these proposals.

Issues

9. In accordance with the requirements of the School Organisation Code the Council's Cabinet has responsibility for the determination of school

organisation proposals including those which receive objections (save for those that are required to be considered by the Welsh Government).

10. In accordance with this the Cabinet must decide whether to approve, reject or approve with modifications, the proposals. The Council must not approach the decision with a closed mind and any objections must be conscientiously considered.

Objections Received

11. There were no objections to the published proposals for Moorland Primary School, Willows High School, Llanishen High School, Ysgol Gyfun Gymraeg Glantaf, The Hollies Special School, Llanishen Fach Primary School and Pentreban Primary School.
12. There were two objections to the published proposal for Ty Gwyn Special School.
13. A summary of the objections received, and the Council's response can be seen at paragraphs 49 – 60.
14. As set out in the School Organisation Code, the following factors should be taken into account by relevant bodies when exercising their function of approving/determining proposals. The Council must at all times consider the interests of learners.

Section 1.3 Quality and Standards in Education

15. The Council works closely with the governing bodies of schools to make sure that standards in schools are high, that teaching is good, and that leadership and governance is strong.
16. As set out in the consultation document, standards at the schools included in the proposals are all good. Increasing the number of specialist pupil places or establishing specialist resource base provisions at the schools would provide appropriate high quality school places for young people with complex learning needs and autism.
17. The proposals are not expected to have any negative impact on the quality of standards of education at the schools as a result of the proposed changes.
18. The proposals are not expected to have any negative impact on teaching and learning experiences at any of the schools involved in the proposals.
19. The opportunity to employ specialist staff and to work more closely with specialist services in Cardiff would have the potential to enhance the mainstream schools' capacity for inclusion and benefit all pupils in the schools.

20. Some pupils with ALN can find change difficult and may find moving to a new building on a new site unsettling. There would be sufficient time to plan and support their transition to adapt to their new settings.

Section 1.4 Need for Places and the Impact on Accessibility of Schools

21. The majority of learners with Additional Learning Needs (ALN) attend a local mainstream school and benefit from effective Additional Learning Needs Provision). These learners do not need to attend a special school or Specialist Resource Base.
22. However, the number of pupils with severe and complex needs, who need a place in a special school or specialist resource base has continued to grow.
23. This is due to a number of factors including:
- pupil population changes
 - improved survival rates for children born with significant disabilities,
 - increased complexity in needs
 - increased incidence and identification of specific needs such as autism, ADHD, physical disabilities and sensory impairments
24. The range of expertise, specialist support and facilities required in special schools and specialist resource bases has also increased.
25. At the end of March 2021, there were 2,265 children in Cardiff with a statement of Special Education Needs. As the population grows, so will the number of children and young people with significant and complex Additional Learning Needs that will potentially need a specialist place.
26. In 2020/21 Cardiff Council funded 1,116 places in specialist resource bases or special schools. In addition, 48 temporary places for learners were available in wellbeing classes and speech and language classes, and 90 places were available in the Pupil Referral Unit (PRU).
27. Whilst there are a number of existing specialist settings across Cardiff, there are not enough places available. The number of children who would benefit from a place is projected to increase over coming years.
28. The proposals would increase the number of specialist resource places for primary, secondary and post-16 aged learners with complex learning needs and autism and would contribute towards meeting projected demand.
29. The proposals would also improve the overall distribution of specialist provision across Cardiff. This would mean that learners living in all areas of the city have the potential to access specialist provision closer to home, reducing the time they spend travelling to and from school.

Section 1.5 Resourcing of Education and Other Financial Implications

30. The Council has a statutory duty to provide places appropriate to the needs of learners.
31. Currently, as there is insufficient specialist provision within Cardiff, the Council has funded some places at special schools in other Council areas or in independent schools. The total spend on such specialist provision was £7.3m in 2021/22. The budget for 2022/23 for these types of places is currently set at £7.6m.
32. The proposals would provide 221 additional places in Cardiff schools for learners with Complex Learning Needs and/ or Autism Spectrum Condition, which would offset the projected increase in spending on places in other Council areas or in independent schools. Without investment in additional in-county places, such spending on places would be expected to grow significantly in future years.
33. The capital cost of works to expand special schools and to establish or expand specialist resource bases would be met from the Council's Education asset renewal programme. This is a five year programme which prioritises works including ALN sufficiency, condition and suitability.
34. The differential in average per-pupil revenue costs between placements in Cardiff's special schools and specialist resource bases, and in alternative independent provision, vary greatly. The current differential in average per-pupil revenue costs between placements at a Cardiff special school, and in alternative independent provision, are greater than £50,000 per year, per learner, plus transport costs. However, there are not sufficient places available in other Council areas or in independent schools within a reasonable travel distance for the number of learners projected to require such support.
35. The annual cost to the Council of school transport for learners with Complex Learning Needs / Autism Spectrum Condition to within-County provision averages c£5,000 per learner. The annual cost to the Council of school transport for learners with Complex Learning Needs / Autism Spectrum Condition to alternative independent provision is c£10,000 per child.
36. The distribution of the proposed additional places throughout the city seeks to better match the provision to demand. Should the proposed changes not proceed, it is anticipated that the average journey lengths to alternative provision, and costs for home to school transport, would increase.

Section 1.6 Other General Factors

37. The Council does not expect the proposal to have any negative impact on the quality of standards of education for children from economically deprived backgrounds.

Section 1.14 Additional Factors to be Taken into Account in Preparing, Publishing, Approving or Determining Proposals for the Reorganisation of SEN Provision

38. The lack of specialist resource bases in some localities can disadvantage learners living in those areas. Some families are unfamiliar with the areas where provision is located. Parents or carers may lack the means to travel easily to those areas.
39. The proposed expansion of specialist resource bases and wellbeing classes provision would result in a better distribution of specialist resource bases across the city would improve access for pupils. It would reduce travel times for many pupils, as well as increasing the number of places available.
40. The current expertise and inclusive practice would be maintained and built upon.
41. The additional places would help to ensure that there are sufficient places to meet increased demand arising out of a changing pupil population and a growing incidence and identification of Complex Learning Needs and Autism Spectrum Condition needs in Cardiff.
42. It is not expected that the proposed expansion/establishment of Complex Learning Needs and Autism Spectrum Condition provision at the schools subject to these proposals will impact on existing Additional Learning Needs provision. It is expected to improve distribution and appropriate placements compared to the current position.

Section 1.15 Factors to be taken into account in approving/determining school organisation proposals

43. There are no related school organisation proposals.
44. The consultation on the proposed changes was carried out in accordance with the requirements of the Welsh Government School Organisation Code (November 2018).
45. The consultation documents were sent to those they should have been sent to and pupils at local schools were consulted. The required amount of time (42 days of which at least 20 are school days) was provided to respond to the consultation.
46. The consultation documents contained the prescribed information as set out in the Code.
47. The timescale and content required have been complied with in relation to the consultation report.
48. The publication of the statutory notices complied with the requirements of the Code and the notices contained all of the prescribed information.

Objections to the proposal

49. The Council received two objections to the statutory notice to increase the designated number of Ty Gwyn Special School from 198 to 240 from September 2022 by the closing date. A summary of the objections and the Council's response can be seen below.
50. Both objections referenced possible increased traffic going to and from the school site. Each stated that traffic on Vincent Road is already at a standstill at the beginning and end of the school days, and that the proposal would further exacerbate traffic congestion in the area. A request was made for a traffic survey to take place and for an alternative route for vehicles entering and leaving the site be considered.
51. Concern was also expressed about staff parking in the car park of the nearby park rather than the school grounds.
52. One objector expressed concern that the Ty Gwyn building is not of a sufficient size to accommodate the increased number of pupils.

Appraisal of views expressed

53. Ty Gwyn School provides places for learners aged 3-19 with Complex Learning Disabilities and Autism Spectrum Condition, including those with multiple or profound disabilities who require high levels of support.
54. Each of Ty Gwyn's learners qualify for free home to school transport, although some parents choose to make their own arrangements as this works for their child's individual needs and family circumstances.
55. The proposal to increase the number of Additional Learning Needs places at Ty Gwyn Special School may require a Transport Statement which will identify measures to be included as part of the application to maximise travel by sustainable modes. Staff and school visitors would benefit from any required improvements in facilities for active travel to school or public transport facilities.
56. The Council's current Corporate Plan includes a commitment to every school in Cardiff developing an Active Travel Plan. Such a plan will identify actions by the school to support and encourage active travel to school and also any improvements to on-site and off-site infrastructure required to facilitate active journeys.
57. Increasing travel to school by active modes (walking, cycling and scooting where possible and appropriate in line with individuals needs) by ensuring safe facilities are provided will have a positive impact on health and wellbeing.
58. With the expected increased demand for Learner Transport, the site would be reviewed to ensure suitable and sufficient facilities for drop-off and pick-up are provided within the site to accommodate the appropriate numbers of vehicles and improvements made if necessary. Modifications

may be required to the arrangement of spaces with additional lighting within the drop-off and pick-up area to better accommodate increases in numbers of vehicles.

59. The Council continues to work with the Governing Body to ensure that suitable accommodation is provided for the increase in the number of pupils including the provision of additional classrooms, offices and Adult Services areas at the old Trelai Youth Centre.
60. An audit of current provision will be carried out with the school which will include consideration of class sizes. There are no plans to increase capacity beyond the current proposal. Admissions to the school by the Council would be phased, to support the sustainable growth of the school.

Admissions

61. There are no plans to change the Council's policy on the admission of children to schools as a result of or associated with these proposals.
62. Admissions to specialist provision are managed by the local authority and subject to a statement of Special Educational Needs (SEN) or Individual Development Plan (IDP) as appropriate.

Partnerships

63. The [Cardiff Commitment](#) is a vision which the city of Cardiff is dedicated to realising and that seeks to ensure all children and young people have access to opportunities that deliver ambition and skills and supports them to progress into education, employment, and training.
64. The Cardiff Commitment through school, employer networks (in growth sectors of the economy in particular), community, further and higher education partnerships, delivers knowledge, skills and experiences for pupils to fulfil their potential and contribute to the economic growth of our capital city.
65. The Cardiff Commitment works with employers to support the development of learning pathways, careers and work related experiences and collaboration to co-construct authentic learning experiences with industry as per the requirements of the [Curriculum for Wales](#) with a focus on supporting children and young people who need it most.
66. Through the Cardiff Commitment, the Council has built a city-wide alliance to support educational achievement; in particular to raise the aspirations of learners, create opportunities, develop skills and support progression into the world of work. The number and breadth of partners involved has grown significantly since 2016, with over 300 partners now involved in various ways.
67. This approach enables both universal and targeted programmes to work together and stay focused upon the shared vision that any child growing

up in Cardiff should have equal opportunity to realise their potential. And importantly that the journey to independence is a continuum that should be nurtured from primary school into secondary school, and through to Post 16 education, training and employment.

68. The breadth of companies now involved with the initiative is 300+ and the significance of the pledges they make opens up a variety of opportunities for children and young people as the Cardiff Commitment is utilised as a touch stone for all Council relationships with employers.
69. The Council's proposals for Band B of the Sustainable Communities for Learning Programme (formerly 21st Century Schools Programme) and the Cardiff 2030 strategy clearly state the link between improving the environment for learning and raising standards of achievement.
70. Accelerator projects led by the Core Team and undertaken with schools are informed by data held in relation to Free School Meals, Looked After Children in Education, ALN and Wales Index of Multiple Deprivation areas. The Cardiff Commitment accelerator areas aim to get most benefit and value from partnerships and look to provide sustainable and scalable approaches for schools and employers. Six Priority Areas support the development of opportunities and include creating school/business partnerships to deliver experiences of work and target skills development in the key economic growth sectors of the Cardiff Capital Region across age continuum.
71. An example of this is the Business Forum approach which sees partners from across the Growth Sectors in the region working with schools to develop opportunities and skills which support ambition and progression into education, employment and training.
72. 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

73. The Council is committed to developing a Bilingual Cardiff.
74. Cardiff's Welsh in Education Strategic Plan (WESP) 2022-2031 sets out a series of ambitious commitments to build on the progress achieved to date. These will ensure that every child in the city can receive an education in the language of Welsh, the number receiving their education in Welsh-medium schools will increase, and through the significant use of Welsh in English-medium education all will have the opportunity to become confident in speaking Welsh.
75. The level of Special Educational Needs/ Additional Learning Needs in the Welsh-medium sector has historically been lower than in the English medium sector. This has however been changing over the last 4-5 years,

with schools reporting an increased incidence of Additional Learning Needs, in all areas of need.

76. A review of Additional Learning Needs in the Welsh-medium sector was undertaken with Welsh-medium schools in 2016 to inform the Welsh in Education Strategic Plan (WESP). Schools reported a small but significant number of examples of pupils with Additional Learning Needs leaving the Welsh-medium sector in order to access specialist resource bases or special schools.
77. There was also some anecdotal evidence to suggest that some families who would otherwise choose Welsh-medium education opt instead for English-medium if their child has additional learning needs, through concern that their child may need to transfer to the specialist sector at a later date.
78. Through the WESP, Cardiff has invested in specialist provision in the sector, including some capacity to respond to growing demand and to generate more confidence in the availability of specialist provision in the sector.
79. A new primary base was established at Ysgol Gymraeg Pwll Coch, within the catchment area of Ysgol Gyfun Gymraeg Glantaf, where the secondary base is established. The two bases cater for learners with severe learning difficulties, providing a specialist curriculum and supporting a range of secondary needs including physical and medical needs, speech and language difficulties and autism.
80. As the Welsh sector continues to grow it will be important to develop additional provision in anticipation of the need, to ensure Welsh-medium education is a genuine choice for learners with complex Additional Learning Needs.
81. Following engagement sessions with members of Cardiff's Welsh Education Forum in summer 2021, the Council formally consulted on its draft Welsh in Education Strategic Plan (WESP) 2022-2032 between 15 October 2021 and 13 December 2021.
82. Links to the plan (including the full draft WESP, the easy read summary version and the Trajectory for Growth) and survey webpage were circulated to statutory stakeholders including Cardiff schools and Cardiff's Welsh Education Forum member organisations.
83. The draft WESP sets out the strategy for the development of Welsh-medium Additional Learning Needs provision and proposals would be brought forward as part of the implementation of the Council's Welsh in Education Strategic Plan following agreement of the strategy by the Welsh Government and formal adoption by the Council later in 2022.
84. The Cabinet approved Cardiff's WESP 2022-2031 at its meeting of 24 February 2022, for submission to the Welsh Government Ministers.

85. The ongoing development of Additional Learning Needs provision including new and existing provision will be kept under review to ensure proposals are brought forward in a strategic and holistic way that takes into account the needs of all of our learners and reflects the additionality required to ensure parity in the Welsh-medium sector as new places are delivered throughout the proposed WESP.

Wellbeing of Future Generations

86. In line with the Well-being of Future Generations Act Cardiff 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.
87. 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.
88. 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.
89. The project will consult with all statutory bodies when developing a planning application to ensure that environmental and biodiversity impacts are fully considered.

Local Member consultation

90. Local members were consulted during the consultation period. The consultation period for Moorland Primary School proposals ran from 11 October 2021 until 17 January 2022. The consultation period for the Complex Learning Needs and Autism Spectrum Condition Provision for learners aged 3-19 ran from 14 December 2021 until 1 February 2022.

Scrutiny Consideration

91. The Children & Young People's Scrutiny Committee considered this report on 5 July 2022. Any comments received will be circulated at the Cabinet Meeting.

Reason for Recommendations

92. To meet increasing demand for specialist resource base and special school places for primary, secondary and post-16 age learners with Complex Learning Needs and autism.

Financial Implications

93. This report outlines changes to ALN provision and schools intakes within the eight schools identified. Publication of the recommended proposals does not, in itself commit the Authority to future expenditure. Whilst there are no capital financial implications directly arising from this report, once a final solution has been agreed for each site it will be necessary for a full financial evaluation to be undertaken.
94. The report sets out that future schemes will be funded through the Asset Renewal Capital budget. These schemes will need to be prioritised against other schools investments required including roof and boiler replacements, health and safety works and other priority works arising from surveys. If approved these schemes will require tight budgetary control to ensure that other priority schemes are not adversely impacted or delayed.
95. Additional places will need to be funded from the existing delegated school's budget. Previous pre consultation reports have highlighted the high-cost provision currently being incurred for this population of pupils either through out of county placements or enhanced Complex Needs Enhancement (CNE) payments for mainstream pupils. Further work is required to establish whether or not the savings on out of county placements or enhanced CNE payments will cover the additional costs of additional places and any associated transport costs.
96. Regarding revenue, there will need to be a review of the budget for each SRB or special school which has an increase in the number of places. The due diligence undertaken must provide assurance that the additional places will be taken up and that the cost and numbers of out of county placements and CNE enhancements will reduce in order to ensure no significant pressure ongoing on school budgets. Over the medium term, regular review and analysis needs to be undertaken comparing the projected number of places available to places taken up. This will ensure that the optimum benefits are achieved by the financial resources used.
97. The proposal for a better spread of provision at special schools and SRBs across the city means that the transport cost per individual learner is likely to decrease. However, projections within the transport implications indicate that the overall impact on home to school transport is likely to increase over the medium term. Schools transport budgets have seen increasing pressure over the last three years and there will be a need for more robust planning to identify increased price or provision alongside additional controls to ensure any changes are affordable within existing budget allocations where possible. The decision maker needs to consider the likelihood that savings on individual placements and a more

effective management of out of county placements will be able to cover the additional cost of transporting the increased SRB places.

98. The covering report sets out that the number of places will incrementally grow over the next four years and further work is required to establish the cost / saving for each financial year. For 2022/23, there is a risk that overall spend on Out of County provision and enhanced CNE payments for children and young people with ALN would increase in September 2022, but this pressure can be managed within school delegated budgets. However, the need to ensure robust modelling is in place to ensure that any further pressures are identified and understood prior to implementation and are robustly modelled and factored into medium-term planning is of paramount importance.
99. Regarding capital implications, any further work required to accommodate increased pupil numbers will require full financial evaluation and an identified funding source. Should the Council be required to make a contribution towards these costs, these will need to be funded from within existing approved resources or factored into future iterations of the Council's Capital Programme. As part of the further evaluation that is required, it will be necessary to consider VAT implications arising from land and property ownership arrangements in relation to Voluntary Aided and Foundation schools. Should there be any cost associated with the required VAT treatment, these will need to be included within the overall financial envelope of the scheme.
100. The Moorland Early Years Unit is to be funded from a WG Flying Start grant of £1.3m, with the remainder to be funded from the Education Asset Renewal budget. In order to ensure sufficient budget, there will be a need to prioritise this scheme within the current Asset Renewal Programme, with additional funding to be made available through the invest to save allocation of the schools capital budget.

Legal Implications

101. The school organisation proposals set out in the report must be considered having regard to the provisions of the School Standards and Organisation (Wales) Act 2013 ('the Act') and the School Organisation Code 2018 ('the Code'). The Code sets out the factors which should be considered in respect of different proposals, the statutory procedures, legal requirements and guidance.
102. The statutory procedures involve a public consultation, publication of a consultation report, statutory notice and a 28-day objection period, prior to determination of the proposals. The previous reports to Cabinet on these proposals are referred to in the body of the report. In March 2022, Cabinet considered the consultation report and resolved to proceed with the proposals and authorised publication of the statutory notice, with the required 28-day objection period (which ended on 2 June 2022).
103. The content of the statutory notice, manner of publication and persons to be notified are prescribed in the Code. Under section 49 of the Act, when

objections have been received, the Council must publish a summary of the statutory objections and the Council's response to those objections ("the Objection Report") on its website and make this available to the interested parties listed in the Code. This Cabinet report constitutes the Objections Report.

104. The Council must decide whether or not to implement its proposals within 16 weeks from the end of the objection period (under section 53 of the 2013 Act). If the Council fails to determine the proposals within the 16-week period, it is taken to have withdrawn the proposals. When determining its proposals, the Council must be satisfied that the statutory consultation has been conducted and the proposals published in accordance with the Code; and it must conscientiously consider the Objections Report and any responses to the notice supporting the proposals, having regard to the relevant factors set out in the Code
105. The decision on whether or not to proceed with the proposals must be set out, with reasons having regard the factors set out in the Code, and issued in the form of a decision letter, published on the Council's website and notified to the Welsh Ministers, the school governing body and all interested parties listed in the Code.
106. If the proposals are taken forward, the admission arrangements for the school, including admission numbers and catchment areas, will need to be determined, following consultation, in accordance with the School Admission Code and the Education (Determination of Admission Arrangements) (Wales) Regulations 2006.
107. In considering this matter, the Council must have regard to its public sector equality duties under the Equality Act 2010 (including specific Welsh public sector duties). This means the Council must give 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.
108. When taking strategic decisions, the Council also has a statutory duty to have due regard to the need to reduce inequalities of outcome resulting from socio-economic disadvantage ('the Socio-Economic Duty' imposed under section 1 of the Equality Act 2010). In considering this, the Council must take into account the statutory guidance issued by the Welsh Ministers (WG42004 A More Equal Wales The Socio-economic Duty Equality Act 2010 (gov.wales) and must be able to demonstrate how it has discharged its duty.

Well-Being of Future Generations (Wales) Act 2015

109. 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.

110. 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 2021-24. 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.
111. 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
112. 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>

General

113. The decision maker should be satisfied that the decision is in accordance with the financial and budgetary policy.
114. The decision maker should also have regard to, when making its decision, to the Council's wider obligations under the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.

HR Implications

HR implications relevant to the proposals for the establishment of Specialist Resource Base provision

115. The implications below apply to the proposals to establish Specialist Resource Base provision at Moorland Primary School, Willows High School and Ysgol Gyfun Gymraeg Glantaf.
116. HR People Services will work with the Governing Body to address the HR implications arising from the establishment of a specialist resource base at the school and the resulting need for additional staffing.
117. Where the Governing Body has adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the establishment of the specialist resource base will provide opportunities for school-based staff on the school redeployment register.

HR implications relevant to the proposals for the expansion of existing Special School Provision

118. The implications below apply to the proposals to increase the capacity of Ty Gwyn Special School and The Hollies Special School.
119. The proposed increase in pupil numbers for the school will require the Governing Body to plan for the workforce requirements in readiness for the expansion. The Governing Body will be encouraged to undertake this work in line with the School Organisation Planning HR Framework. HR People Services will provide advice, support and guidance to the Governing Body for the workforce planning and consequential recruitment processes.
120. Where the Governing Body has adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of an increase in the numbers on roll will provide opportunities for school-based staff on the school redeployment register.

HR implications relevant to the proposals for the expansion of existing Specialist Resource Base Provision

121. The implications below apply to the proposals to increase the capacity of the specialist resource bases at Llanishen High School, Llanishen Fach Primary School and Pentrebane Primary School.
122. HR People Services will work with the Governing Body to address any HR implications arising from the increase in the designated number of the Autism Spectrum Condition Specialist Resource Base at the school and whether there is a need for staff resources.
123. Where the Governing Body has adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a

consequence of the increase in the designated number of the Autism Spectrum Condition Specialist Resource Base will provide opportunities for school-based staff on the school redeployment.

Property Implications

124. Strategic Estates continue to work with and support Education colleagues through the asset management process and any property matters relating and arising from proposals. There are numerous options in this paper which will in time require input as and when the consultation period completes, and we move towards business cases.

Traffic & Transport Implications

125. As part of its overall strategy to affect modal shift away from car travel, the Council is seeking to reduce the proportion of school journeys made by car and to maximise opportunities for travel to school by sustainable modes including walking and cycling.
126. The Council is working to support all schools in the development and implementation of Active Travel Plans. Active Travel Plans identify actions by the school to support and encourage active travel to school – to develop a school active travel culture - and also any improvements to on-site and off-site infrastructure required to facilitate active journeys.
127. The individual needs of pupils at special schools and SRBs, together with the greater distances travelled, necessarily limit the scope for high rates of active travel compared with mainstream school pupils.
128. The Council applies the statutory qualifying walking distance criteria for pupil to qualify for free home to school transport to special schools and SRBs. Additionally, some learners who live within two / three miles of the school may be provided with free transport due to their individual learning needs and social issues.
129. The increased provision of places at special schools and SRBs across the city means out-of-county transport spending per learner may reduce or be offset as a result of these proposals. The transport cost per individual learner accessing provision within the city is anticipated to be lower compared to accessing alternative provision some of which may be in other local authority areas.
130. Overall, the costs of home to school transport for the additional places would increase as the proposed changes increase the number of pupils transported from home to specialist provision.
131. The annual cost to the Council of school transport for learners with Emotional Complex Learning Needs/ Autism Spectrum Condition averages c£5,000 per learner. The annual cost to the Council of school transport for learners with Complex Learning Needs/ Autism Spectrum Condition to alternative independent provision is c£10,000 per learner.

132. Taking account of the distribution of the proposed additional places city-wide it is anticipated that the average journey length would reduce.
133. The projected costs of transporting the additional pupils to school, as a result of these proposals, would increase by c£302k in 2023/24 rising to c£1.381m by 2025/26 as pupils are enrolled to the expanded provision, based on average annual costs for learners travelling to the current provision. However, should the proposals not proceed, transporting pupils to alternative provision would be significantly higher as the current average costs for learners travelling to this provision is approximately double.
134. It is anticipated that the continued increase in the number of pupils transported to specialist provision, including those arising from these proposals, will incur further costs of c£178k per year for supporting and managing transport. This includes compliance, administration and independent travel training (invest to save).
135. Numbers of pupils who continue to use Learner Transport for their journey to school will be likely to increase in line with the trend for increasing numbers of pupils requiring places at special schools or specialist resource bases. Each school location with new or increased demand for Learner Transport vehicles will require suitable new, improved and / or expanded facilities for drop-off and pick-up within the site. The areas required would need to accommodate appropriate vehicles. In some cases, minibuses may be suitable, but this is also dependent on individual pupil needs, home locations and co-ordination of routes.
136. Car parking provision at new schools or where accommodation at existing sites is to be expanded will need to be in line with the Council's parking standards. Allocations for special schools and specialist resource bases are agreed on a case-by-case basis but requirements are expected to generally correlate with 1 car space per typical number of pupils in a class.
137. Transport Assessments or Transport Statements will be required as part of planning applications for new school accommodation (depending on scale of development). These will identify measures to be included as part of the applications to address any potentially adverse impacts, to facilitate access and maximise travel by sustainable modes.

Equality Impact Assessment

138. The EQIA prepared ahead of the consultation phase has been reviewed to take account of the responses received and any further information made available or secured since the original documents was prepared relevant to the proposal from the Council and/or its partners. No changes were found to be necessary to the document at this point.

139. In the event the proposals are able to proceed to implementation, proposal specific EQIAs will be kept under regular review as part do the planning and delivery process.

140. The Equality Impact Assessment is attached at Appendix 3.

RECOMMENDATIONS

Cabinet is recommended to

- (i) Approve the proposals in respect of changes to Additional Learning Needs provision as set out in a paragraph 1 of this report without modification.
- (ii) Authorise officers to take the appropriate actions to implement the proposals as set out in paragraph 1
- (iii) Authorise officers to publish the decision within 7 days of determination of the proposal
- (iv) Delegate authority to the Director of Education & Lifelong Learning (in consultation with the Cabinet Member Education and Cabinet Member Finance, Modernisation & Performance, the Director of Governance and Legal Services, the Director of Economic Development 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).

SENIOR RESPONSIBLE OFFICER	Melanie Godfrey Director of Education & Lifelong Learning
	8 July 2022

The following appendices are attached:

Appendix 1: Cabinet Report, 10 March 2022

Appendix 2: Statutory Notices

Appendix 3: Statutory Screening tool and Equality Impact Assessments

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SCHOOL ORGANISATION PROPOSALS: PROVISION FOR CHILDREN AND YOUNG PEOPLE WITH ADDITIONAL LEARNING NEEDS (ALN) - COMPLEX LEARNING NEEDS AND AUTISM SPECTRUM CONDITION PROVISION FOR PRIMARY AND SECONDARY AGED PUPILS

EDUCATION, EMPLOYMENT & SKILLS (COUNCILLOR SARAH MERRY)

AGENDA ITEM: 7

Reason for this Report

1. The purpose of this report is to inform Cabinet of the responses received following public consultation on proposals to extend and realign special school and Specialist Resource Bases (SRBs) for pupils across Cardiff with Complex Learning Needs and Autism Spectrum Conditions.
2. The proposals considered in this report relate to maintained community provision. The responses received following public consultation on proposed changes to additional learning needs provision at The Marion Centre at The Bishop of Llandaff High School and to the Specialist Resource Base at Whitchurch High School will be considered by the relevant Governing Body.

Background

3. At its meeting on 15 July 2021 the Cabinet authorised officers to consult on proposals for the establishment of Specialist Resource Base provision at Moorland Primary School for learners with complex learning needs from September 2022.
4. At its meeting on 14 October 2021 the Cabinet authorised officers to consult on proposals to:
 - establish a 30 place Specialist Resource Base for learners with complex learning needs at Willows High School from September 2023;

- increase the designated number at the Llanishen High School Specialist Resource Base for learners with Autism Spectrum Condition from 20 to 45 places from September 2022;
 - establish a 30 place Specialist Resource Base at Ysgol Gyfun Gymraeg Glantaf alongside the existing 30 place Specialist Resource Base for learners with Autism Spectrum Condition from September 2023;
 - increase the designated number of Ty Gwyn Special School from 198 to 240 from September 2022;
 - increase the designated number of Meadowbank Special School from 40 to 98 from September 2022;
 - increase the designated number of The Hollies Special School from 90 to 119 from September 2022;
 - further increase the designated number of The Hollies Special School from 119 to 150 from September 2023;
 - increase the designated number at the Specialist Resource Base at Llanishen Fach Primary School for learners with complex learning needs from 20 to 30 places from September 2023;
 - increase the designated number at the Specialist Resource Base at Marlborough Primary School for learners with severe and complex learning needs from 20 to 30 from September 2022;
 - increase the designated number at the Specialist Resource Base at Pentrebane Primary School for learners with Autism Spectrum Condition from 20 to 24 spaces from September 2022;
 - increase the designated number at the Specialist Resource Base at Springwood Primary School for learners with Autism Spectrum Condition from 20 to 28 from September 2022.
5. The Cabinet noted the proposal to increase the designated number at The Marion Centre Specialist Resource Base, at The Bishop of Llandaff Church in Wales High School, from 42 to 66 places from September 2022 and instructed officers to provide all reasonable assistance to the Governing Body of the school who would be consulting on the proposal.
 6. The Cabinet also noted that the proposal to increase the designated number at Whitchurch High School Specialist Resource Base from 70 to 100 from September 2022 and instructed officers to provide all reasonable assistance to the Governing Body of the school who would be consulting on the proposal.

Issues

7. The consultation period for proposals to establish a Specialist Resource Base at Moorland Primary School ran from 11 October 2021 until 17 January 2022.
8. The consultation period for proposals to expand Complex Learning Needs and Autism Spectrum Condition Specialist Resource Base provision for learners aged 11-19 ran from 14 December 2021 until 01 February 2022.
9. The consultation period for proposals to expand Complex Learning Needs and Autism Spectrum Condition provision for learners in primary and all-through (age 3-19) provision also ran from 14 December 2021 until 01 February 2022.
10. The consultation process for all proposals involved:
 - Publication of bilingual consultation documents outlining background, rationale and implications to parents, staff and governors of affected schools, Headteachers and Chairs of Governors city-wide, elected Members, local residents and other stakeholders (a copy of the consultation documents can be seen at Appendix 1);
 - publication of bilingual summary documents setting out the main points of the consultation documents (a copy of the summary documents can be seen at Appendix 2);
 - publication of information in community languages upon request;
 - Consultation meetings via Microsoft Teams with governors and staff at Moorland Primary School, Willows High School, Llanishen High School, Ysgol Gyfun Gymraeg Glantaf, Ty Gwyn Special School, Meadowbank Special School, The Hollies Special School, Llanishen Fach Primary School, Pentreban Primary School and Springwood Primary School (notes from the meetings can be seen at Appendix 3);
 - consultation meetings via Microsoft Teams/in person with pupil representatives at Moorland Primary School, Willows High School, Llanishen High School, Ysgol Gyfun Gymraeg Glantaf, Meadowbank Special School, Llanishen Fach Primary School and Springwood Primary School (notes from these meetings can be seen at Appendix 4);
 - The Hollies Special School facilitated consultation with their pupils and provided details of the views gathered (details can be seen at Appendix 4);
 - the pupil consultations that took place in person were conducted in line with the relevant Health and Safety guidance;
 - Public consultation meetings via Microsoft Teams at which the proposals were explained and questions answered (notes from the meetings can be seen at Appendix 5);

- drop-in sessions were offered via Microsoft Teams where officers were available to answer questions (there were no requests for drop-in sessions);
 - letters setting out details of the proposals and where further information could be found were sent to local residents and businesses in the areas surrounding the school sites subject to the proposed changes;
 - a communication campaign via social media;
 - a consultation response slip for return by post or e-mail, attached to the consultation documents and summary documents;
 - an online response from at www.cardiff.gov.uk/ALNSchoolproposals
11. For stakeholders who did not have access to digital platforms the opportunity to discuss the proposed changes via telephone was available.
 12. The views expressed at Council organised meetings, drop-in sessions, telephone calls, and on paper or electronically through the appropriate channels, have been recorded.
 13. Views were sought from interested stakeholders via an online survey and a hard copy version of the survey within the consultation document.
 14. The details presented in this report represent the views expressed during the consultation process. These include the wider stakeholder survey, formal responses, e-mail responses, views expressed at public meetings, drop-in sessions, telephone calls and pupil consultation meetings.
 15. The views expressed in the wider stakeholder surveys reflect those raised in the e-mail responses received.

Responses received to the consultation on the proposed establishment of Specialist Resource Base provision at Moorland Primary School

16. The consultation on the proposed establishment of a Specialist Resource Base at Moorland Primary School was undertaken jointly with a proposal for the proposed expansion and transfer of The Court Special School.
17. The responses received to the consultation included expressions of support and concerns relevant to both proposals.
18. In total there were 38 responses including 35 online responses and 3 e-mail responses to the Moorland Primary School proposal.
19. Formal responses were received from:
 - Estyn
 - Moorland Primary School Governing Body
 - Moorland Primary School Headteacher
20. The response from Estyn set out its view that the proposal is likely to at least maintain the standard of education provision in the area.

21. Of the 35 online responses received 74.3% supported the proposal to establish a Specialist Resource Base provision at Moorland Primary School.
22. Full copies of the formal responses can be seen at Appendix 6.
23. A summary of the responses received from all stakeholders, and an appraisal of views expressed, can be seen at Appendix 7.
24. A summary analysis of the responses received are included at Appendix 8.

Views expressed

25. Reasons for supporting the proposed changes included:
 - Recognition of the need to increase the number of additional learning needs places available.
 - The establishment of a Specialist Resource Base at the school would be a positive addition to this area of Cardiff.
 - The proposed change would help to reduce travel times for children.
26. Whilst there was support for the establishment of Specialist Resource Base provision at the school there were a number of concerns related to:
 - The completion of Key Stage 2 and Foundation Phase building works prior to children being admitted in order to avoid the need for children to have two learning environment moves.
 - The availability of funding in a timely manner to allow for staff recruitment.
 - Assurances that funding for the additional places at the resource base and other associated costs are 'ringfenced' in addition to the allocated school budget.
 - The need for improved pedestrian access to the school and traffic management measures.
 - The space available at the school for outdoor provision.

Moorland Primary School Pupil representation

27. Officers met virtually via Microsoft Teams with Years 5 pupils at Moorland Primary School to discuss the proposals and gather their opinions.
28. The points raised by the pupils included the following:
 - It would allow more children to come to Moorland.
 - More children will have access to a good education.
 - Children with additional needs can get the specialist help that they need.
 - Children will have the chance to mix and play with other children and have more learning opportunities.

- Children with additional learning needs should have the same opportunities that the children in Moorland have.
- Good to have the chance to meet more people and make more friends.
- Excited to see what the new yard will look like.
- Even though the yard might be getting smaller it is exciting to have more children coming to the school.
- Everybody in the class is kind and would like to meet the new children and make them feel welcome.
- Will give children an opportunity to learn more about children with additional needs.

29. The pupils had concerns relating to:

- Where the nursery children will go when their building is knocked down, and whether it will affect the rest of the school.
- If there are more children on the playground and the playground is getting smaller, could there be more injuries?
- Some younger children being with older children might not be a good idea.
- Worried that if there are more children there would be more cars coming to the site, traffic and parking issues.
- What will happen with breaktimes during the building work; will it affect pupil's playtimes?
- If there are lots more children coming to the school, will it make the school too busy when arriving and leaving?
- Construction noise might affect the pupils' learning.
- How long will the build take?

Response to views expressed

30. The Council welcomes the expressions of support for the establishment of Specialist Resource Base provision at Moorland Primary School.
31. It is however acknowledged that there are a number of concerns raised particularly in relation to the completion of building works, funding, staffing and traffic in and around the school site.
32. Following discussions with the school it has been agreed that, subject to the proposal to establish Specialist Resource Base provision at the school being determined to proceed, the proposed start date for the new provision would be deferred to September 2023. This would allow sufficient time for the necessary building works to be completed and for suitable staffing arrangements to be progressed.
33. Funding for Specialist Resource Base placements is provided separately from mainstream funding.
34. The Council has extensive experience of progressing construction work on occupied school sites and will work closely with the school to minimise

any impacts on teaching and learning and play during the construction phase to ensure that standards are maintained. The Council is also considering an opportunity to utilise the old Glan Morfa School site as potential outside space during construction works to help mitigate pressures.

35. The proposals will include measures already identified by a Transport Statement to maximise active and sustainable travel to improve conditions for pedestrians near the school.
36. Some pupils in the Specialist Resource Base would qualify for free home to school transport and facilities for drop-off would be provided for this small number of vehicles.
37. A review of parking and loading restrictions and the provision of a School Street on both of the adjacent streets would improve safety by discouraging access by other vehicles and reducing congestion, parking and safety issues.
38. Further measures to encourage pedestrian and other active travel access will be provided with improvements to footways, crossings and access through the park.
39. A full appraisal of the views expressed can be seen at Appendix 7.

Responses received to the consultation on the proposed expansion of Complex Learning Needs and Autism Spectrum Condition Specialist Resource Base provision for learners aged 11-19

40. In total 114 responses were received including 106 online response and a further 8 e-mail responses regarding the specific proposals consulted on.
41. Formal responses were received from:
 - Estyn
 - Willows High School Governing Body
 - Llanishen High School Governing Body
 - Ysgol Gyfun Gymraeg Glantaf Headteacher and Governing Body
42. In addition to these responses, a further 17 responses were received during the consultation period that did not comment directly on the proposals consulted on but commented on the need for an increase in additional learning needs provision overall, particularly in the Welsh-medium sector.
43. Estyn welcomed the proposals which sits alongside others and aims to achieve a more equitable provision to better match current and future learning needs of pupils, across the City.
44. The response from Estyn sets out its view that the proposals are likely to, at least, maintain the standard of education provision in the area.

45. Full copies of the formal responses can be seen at Appendix 6.
46. The responses received overall expressed support for the proposals put forward to improve provision for children and young people with additional learning needs. Of the 101 respondents to the online survey who answered the question, 96% supported the proposed changes.
47. A recognition of the need to increase additional learning needs provision was common response across all proposals. Concerns related to funding, accommodation, traffic and the need to develop Welsh-medium additional learning needs provision were also common across all proposals.
48. A summary of the responses received from all stakeholders, and appraisal of views expressed, can be seen at Appendix 7.
49. A summary analysis of the responses received can be seen at Appendix 8.

Willows High School

50. In total there were 86 responses including 84 online responses and two e-mail responses. Of the 84 online responses, 86.9% supported the proposal to establish a 30 place Specialist Resource Base at the school for learners with complex learning needs from September 2023.
51. Reasons for supporting the proposed changes included:
 - Recognition of the need for increased additional learning needs provision.
 - Provision needed more local to the area.
52. Whilst there was support for the establishment of Specialist Resource Base provision at the school there were a number of concerns related to:
 - Clarification on ring fenced funding for the Specialist Resource Base provision.
 - The provision would be best introduced as part of the new Willows buildings as, despite the published admission number, there is insufficient space in the school.

Willows High School Pupil representation

53. Officers met with pupils at Willows High School to discuss the proposals and gather their opinions.
54. The pupils supported the establishment of Specialist Resource Base provision at the school.
55. The points raised related to access to the building and that it would be a good idea for the resource base provision to be located on the ground

floor. The canteen was busy at lunchtime, and it was suggested that lunchtimes could be staggered to avoid crowds.

56. The pupils felt it would be useful for the wider school community to have some general information regarding the provision to help their understanding of needs which would support the integration of pupils from the resource base into the school.
57. It was suggested that children from the resource base should join smaller mainstream classes where appropriate as they felt larger classes may be overwhelming if not used to them.

Response to views expressed

58. The Council welcomes the expressions of support for the establishment of Specialist Resource Base provision at Willows High School.
59. It is however acknowledged that there are a number of concerns raised regarding funding, the available accommodation facilities and the need for a wider understanding of the resource base across the wider school community.
60. The Specialist Resource Base would be fully funded and separate from mainstream funding which would be protected.
61. The Council will work closely with the school to identify suitable accommodation for the Specialist Resource Base. Admissions to the base by the Council would be phased, and the school would not therefore require accommodation for 30 learners at the time of implementation.
62. If the proposal proceeds to implementation, the Council would work with the school to develop a better understanding of the Specialist Resource Base provision across the wider school community.
63. The proposed implementation date of September 2023 allows sufficient time to identify accommodation and to undertake any necessary adaptation. However, if the Council and Governing Body are unable to progress the Specialist Resource Base, the retention of the proposed implementation date of September 2023 would afford the Council the flexibility to defer admission of pupils to the base to a later date if this is considered necessary.
64. A full appraisal of the views expressed can be seen at Appendix 7.

Llanishen High School

65. In total there were 84 responses including 83 online responses and 1 e-mail response. Of the 83 online responses, 88% supported the proposal to increase the designated number of the Specialist Resource Base at Llanishen High School for learners Autistic Spectrum Condition from 20 to 45 places from September 2022.

66. Reasons for supporting the proposed changes included:
- Recognition of the need for increased additional learning needs provision.
67. Whilst there was support for the increase in the designated number at the Llanishen High School Specialist Resource Base for learners with Autism Spectrum Condition there were a number of concerns related to:
- The impact of increased traffic on the drop off and pick up area and the knock-on effect on on-site parking.
 - The need for the school transport and forecourt area to be redesigned.

Llanishen High School Pupil representation

68. Officers met virtually with pupils at Llanishen High School to discuss the proposals and gather their opinions.
69. The existing Specialist Resource Base provision was integrated into the wider school community and the pupils supported this provision being expanded.
70. The points raised related to the accommodation facilities and resources available for the Specialist Resource Base e.g., the size of classrooms and staffing levels. There is a need to ensure that these are appropriate and do not impede the provision offered and the quality of teaching and learning.
71. The pupils felt it would be useful for the wider school community to have greater knowledge of the resource base and the needs of the pupils who use it, as this would mean that they could be more supportive and maybe help them.

Response to views expressed

72. The Council welcomes the expressions of support for the expansion of Specialist Resource Base provision at Llanishen High School.
73. It is however acknowledged that there are of concerns raised in relation to traffic management in and around the school site, the resourcing of the specialist provision and the need for a wider understanding of the resource base across the wider school community.
74. Funding for specialist resource bases is provided separately from mainstream funding. The Council will work with the school to ensure that that the Specialist Resource Base is sufficiently resourced.
75. If the proposal proceeds to implementation the Council would work with the school to develop a better understanding of the Specialist Resource Base provision across the wider school community.

76. With the potential increased demand for Learner Transport for Specialist Resource Base pupils, the site would be reviewed to ensure suitable and sufficient facilities for drop-off and pick-up are provided within the site to accommodate the appropriate numbers of vehicles and improvements made if necessary. Modifications may also be needed to the school access.
77. A full appraisal of the views expressed can be seen at Appendix 7.

Ysgol Gyfun Gymraeg Glantaf

78. In total there were 98 responses including 97 online responses and 1 e-mail response. Of the 97 online responses received, 92.8% supported the proposal to establish a 30-place Specialist Resource Base for learners with Autistic Spectrum Condition alongside the existing 30 place Specialist Resource Base from September 2023.
79. Reasons for supporting the proposed changes included:
- Recognition of the need for increased Welsh-medium additional learning needs provision.
 - Promotes inclusion, care and ambition for pupils and families who face complex and practical challenges.
 - The base will be a great extension within the school community, provide a focus for staff training and be able to support pupils to continue to grow and feel welcome within the mainstream school.
80. Whilst there was support for the establishment of an additional Specialist Resource Base for learners with Autism Spectrum Condition alongside the existing Specialist Resource Base for learners with complex learning needs at the school, there were a number of concerns related to:
- The need to ensure appropriate accommodation (internal and external) is available for learners within the Specialist Resource Bases.
 - The capacity of existing school buildings and the need to minimise any negative impact on mainstream capacity.
 - The potential impact of increased traffic around the school site.
 - The need to address the lack of Welsh-medium provision at primary level which may result in learners leaving the Welsh-medium sector in the early years.
 - The need to address the lack of Welsh-medium provision for the wide range of additional learning needs including emotional health and wellbeing.

Ysgol Gyfun Gymraeg Glantaf Pupil representation

81. Officers met separately with mainstream pupils and pupils from the existing Specialist Resource Base at Ysgol Gyfun Gymraeg Glantaf to discuss the proposals and gather their opinions.

82. The mainstream pupils supported the establishment of an additional Specialist Resource Base at the school.
83. The points raised related to improved access to Welsh-medium education for children with additional learning needs, Specialist Resource Base pupils being able to benefit from access to school facilities e.g., the playing field, the opportunity for better facilities for pupils attending the existing Specialist Resource Base and pupils being able to be part of a mainstream school.
84. The pupils did not have concerns around increased traffic. The school was already busy, and they didn't think that an additional 30 pupils would make much difference but agreed that there could be some impact. Pupils were of the view that the existing Specialist Resource Base was in the wrong place meaning they lost access to some important school resources.
85. The current Specialist Resource Base pupils supported the establishment of an additional Resource Base at the school.
86. They felt positively about the opportunities and support they have at the school e.g., lessons, teachers and staff, work experience and agreed that this would be good to share with other pupils.
87. They would like to see new facilities for both Specialist Resource Bases including an outside area, a garden area, wildlife habitats, new classrooms to allow for more pupils, quiet areas/spaces, improved Wi-Fi and better IT to support extended pieces of work and a kitchen area. They would also like to see a welcome/café area like the one in the entrance of the main school, a sensory room and better toilet and changing facilities.
88. They said it would be good to have more pupils for sports teams e.g., rugby and more pupils to do activities with.

Response to the view expressed

89. The Council welcomes the expressions of support for the establishment of the additional Specialist Resource Base provision at Ysgol Gyfun Gymraeg Glantaf.
90. It is however acknowledged that there are a number of concerns raised particularly in relation to the accommodation facilities, the potential for increased traffic and the availability of Welsh-medium additional learning needs provision.
91. Discussions are ongoing with the school regarding the provision of new build accommodation for the existing Specialist Resource Base provision at the school and the proposed additional Specialist Resource Base provision.

92. With the expected increase in demand for Learner Transport, the existing facilities for drop-off and pick-up will be reviewed to confirm they are suitable to accommodate the appropriate numbers of vehicles.
93. The wider development of Welsh-medium additional learning needs provision is being considered and proposals will be brought forward as part of the implementation of the Council's Welsh in Education Strategic Plan following agreement of the strategy by the Welsh Government and formal adoption.
94. A full appraisal of the views expressed can be seen at Appendix 7.

Responses received to the consultation on the expansion of Complex Learning Needs and Autism Spectrum Condition provision for learners in primary and all-through (age 3-19) provision

95. In total, 109 responses were received including 92 responses to the online survey, and a further 17 e-mail responses regarding the specific proposals consulted on.
96. Formal responses were received from:
 - Estyn
 - Governing Body of the Western Learning Federation
 - Ty Gwyn Special School Headteacher
 - Meadowbank Special School Governing Body
 - Meadowbank Special School Chair of Governors
 - Meadowbank Special School Staff
 - The Hollies Governing Body
 - Llanishen Fach Primary School Staff
 - Marlborough Primary School
 - Springwood Primary School Governing Body and Staff
 - Pentreban Primary School (a response from the school is being sought)
97. In addition to these responses, a further 16 responses were received during the consultation period, that did not comment directly on the proposals consulted on but commented on the need for an increase in additional learning needs provision overall, particularly in the Welsh-medium sector.
98. The response from Estyn sets out its view that the proposals are likely to at least maintain the standard of education provision in the area.
99. Full copies of the formal responses can be seen at Appendix 6.
100. The responses received overall expressed support for the proposals put forward to improve provision for children and young people with additional learning needs. Of the 91 respondents to the online survey who answered the question, 90.1% supported the proposed changes.

101. A recognition of the need to increase additional learning needs provision was common across all proposals. Concerns related to funding, accommodation, staff recruitment, professional development and retention, traffic and the need to develop Welsh-medium additional learning needs provision were also common across all proposals.
102. A summary of the responses received from all stakeholders, and appraisal of views expressed, can be seen at Appendix 7.
103. A summary analysis of the responses received are included in Appendix 8

Ty Gwyn Special School

104. In total there were 85 responses including 80 online responses and 5 e-mail responses. Of the 80 online responses, 88.8% supported the proposal to increase the designated number of Ty Gwyn Special School from 198 to 240 places from September 2022.
105. Reasons for supporting the proposed change include:
 - Recognition of the need for increased additional learning needs provision.
 - Welcome the opportunity for more children to be able to access high quality provision at the school.
106. Whilst there was support for the proposal of increasing the number of places at Ty Gwyn Special School, there were a number of concerns related to:
 - The additional accommodation requirements arising out of proposed changes e.g., the need for sufficient breakout spaces to support behaviour management.
 - The requirement for a robust audit of current provision to provide clarity on demand and evidence for what support would be needed in the event of the increased pupil numbers.
 - Pupil funding and how the average pupil funding will be increased in order to meet the level of need.
 - The need to be able to invest in staff to ensure appropriate levels of training and support.
 - The need to ensure the level of Health provision is proportionate to the needs of pupils e.g., nursing, occupational therapist and physiotherapist provision.
 - The availability of out of term time play provision for pupils with a high level of need.
 - The need to maintain small class sizes to allow for staff to support pupils to develop and meet their full potential.
 - Traffic Management.

Ty Gwyn Special School Pupil representation

107. Officers offered the opportunity to Ty Gwyn School to meet with pupil representatives during the consultation period, to discuss the proposals and gather their opinions. The school agreed that its staff would facilitate a session appropriate to the needs of its learners using communication aids and symbols and reported a majority support for the changes described.

Response to the view expressed

108. The Council welcomes the expressions of support for the expansion of Ty Gwyn Special School.
109. It is however acknowledged that there are a number of concerns raised particularly in relation to the accommodation facilities, the requirement for an audit of existing provision, funding, staffing and health provision.
110. The Council continues to work with the Governing Body to ensure that suitable accommodation is provided for the increase in the number of pupils including the provision of additional classrooms, offices and Adult Services areas at the old Trelai Youth Centre.
111. An audit of current provision will be carried out with the school which will include consideration of class sizes. There are no plans to exceed the capacity beyond the current proposal. Admissions to the school by the Council would be phased, to support the sustainable growth of the school.
112. The Council will continue to monitor demand for additional learning needs and bring forward proposals as required.
113. The Council is continuing to work with the Governing Body and the Health Board to ensure there is an appropriate level of health provision available to meet the needs of pupils.
114. The availability of out of term time play provision is outside of the scope of the proposal consulted on and will be considered separately.
115. A full appraisal of the views expressed can be seen at Appendix 7.

Meadowbank Special School

116. In total there were 85 responses including 82 online responses and 3 e-mail responses. Of the 82 online responses, 90.2% supported the proposal to increase the designated number of Meadowbank Special School from 40 to 98 places from September 2022.
117. Reasons for supporting the proposed change include:
- Recognition of the need for increased additional learning needs provision.

118. Whilst there was support for the proposal to increase provision at Meadowbank Special School, there were a number of concerns related to:

- The need to phase the increase in pupil numbers to allow sufficient time for all the necessary planning around accommodation, staffing and maintaining the collaborative ethos of the school to be put in place.
- The need to ensure that there are sufficient resources available to support the proposed changes.
- The likelihood of additional places being needed beyond what is being proposed.
- Potential impact on existing class sizes; will the number of pupils in classes increase or will there be additional classes.
- Disappointment that the Early Years Outreach Provision had not been considered for expansion.
- The need for detailed projected planning and regular engagement with the school.
- The need to ensure the level of Health provision is proportionate to the needs of pupils e.g., onsite health professionals who can attend to the needs of pupils.

Meadowbank Special School Pupil representation

119. Officers met virtually via Microsoft Teams with Years 4, 5 and 6 and a number of teachers at Meadowbank Special School to discuss the proposals and gather their opinions.

120. The points raised by the pupils included the following:

- Very happy, proposal is a good idea.
- Looking forward to making new friends.
- Want more children to play with.
- Desire for playground space, scooters, bikes, more friends, spider swing, slide, pool, retain existing trees on site.

121. The pupils had concerns relating to:

- Whether teachers will be able to take care of additional pupils.
- About getting on with new teachers.
- Lack of space for new pupils.
- Running out of pupils after year six pupils leave.
- Are there going to be more toilets?
- Where would new pupils go?
- How would new building be connected to current?
- How will new children be fed?
- Concerned about noise.
- Where will new children have lunch if current lunch hall is too small?
- How long will it take?
- More teachers are needed.

- Lack of space for parking.
- How food will be transported from new building to dinner hall.

Response to the views expressed

122. The Council welcomes the expressions of support for the expansion of Meadowbank Special School.
123. It is however acknowledged that there are a number of concerns raised particularly in relation to the accommodation facilities, funding, health provision and transition arrangements.
124. If the proposal is agreed to proceed the Council would work with the Governing Body to ensure that suitable accommodation is provided for the increase in the number of pupils including detailed projected planning and regular engagement with the school.
125. The Council is continuing to work with the Governing Body and the Health Board to ensure there is an appropriate level of health provision available to meet the needs of pupils.
126. The Council is continuing to work with special schools to develop outreach provision with mainstream schools.
127. There are no plans to exceed the capacity of the school beyond the current proposal. Admissions to the school by the Council would be phased, to support the sustainable growth of the school. The Council will continue to monitor demand for additional learning needs and bring forward proposals as required.
128. The availability of out of term time play provision is outside of the scope of the proposal consulted on and will be considered separately.
129. With the expected increase in demand for Learner Transport, the site would be reviewed to ensure suitable and sufficient facilities for drop-off and pick-up are provided within the site to accommodate the appropriate numbers of vehicles and improvements made if necessary.
130. Options to be explored are likely to include modifications which may be require changes to the school access with additional parking restrictions opposite the entrance to provide unobstructed access.
131. The proposal may require a Transport Statement which would identify measures to be included to maximise travel by sustainable modes. The Active Travel Plan for the school would also identify actions by the school and also any improvements to on-site infrastructure required to support, encourage and facilitate active travel to school.
132. A full appraisal of the views expressed can be seen at Appendix 7.

The Hollies Special School

133. In total there were 80 responses including 78 online responses and 2 e-mail responses. Of the 80 online responses, 91.1% supported the proposal to increase the designated number of The Hollies Special School from 98 to 150 (with a phased expansion to 119 places from September 2022 and a further expansion to 150 places from September 2023).
134. Reasons for supporting the proposed changes include:
- Recognition of the need for increased additional learning needs provision.
 - The proposal would help to address demand for specialist provision across the Local Authority and would provide the opportunity for access to a suitable and fit for purpose environment for both pupils and staff.
 - Improvements to modernise the school building are welcome and long overdue.
135. Whilst there was support for the proposal to increase provision at The Hollies Special School, there were a number of concerns related to:
- The potential impact on existing pupils e.g., space, shared resources, staffing.
 - The school was set up for 80 pupils but currently has 117 children on roll and investment in the facilities is needed before any further pupils are admitted.
 - There is a need for a strategic and planned approach to the proposed increase in pupil numbers which would need to be phased to allow time for improvements to the building and the recruitment of staff.
 - Safeguarding issues relating to the increase in traffic on the school site would need to be addressed.

The Hollies Special School Pupil representation

136. The school facilitated the pupil consultation with several members of the School Council who discussed the proposed changes to the Hollies School regarding increasing the number of pupils to 150.
137. The pupils discussed the need for more and bigger classrooms as well as the need for more tables and chairs for the pupils. One pupil commented that the school would need more staff for the extra pupils.
138. They were asked if they had any questions about the changes. They asked if they could have more things to play with (share) outside for the extra pupils. They asked if it would mean more cars in the car park and whether the car park be larger.
139. Overall, they thought it was a good idea. They said that they would have more friends to play with but also said that this could mean that the school would be more noisy and busy with extra pupils.

Response to the views expressed

140. The Council welcomes the expressions of support for the expansion of The Hollies Special School.
141. It is however acknowledged that there are a number of concerns raised particularly in relation to the potential impact on existing pupils and staff, accommodation facilities, future capacity and traffic management.
142. If the proposal is agreed to proceed the Council would work with the Governing Body to ensure that suitable accommodation is provided for the increase in the number of pupils. The school would benefit from new and improved facilities which would offset any potential impacts on pupils and staff.
143. There are no plans to exceed the capacity beyond the current proposal. Admissions to the school by the Council would be phased, to support the sustainable growth of the school in the accommodation available. The Council will continue to monitor demand for additional learning needs and bring forward proposals as required.
144. With the expected increase in demand for Learner Transport, the site would be reviewed to ensure suitable and sufficient facilities for drop-off and pick-up are provided within the site to accommodate the appropriate numbers of vehicles and improvements made if necessary.
145. Options to be considered include modifications to the school access and a re-arranged layout to accommodate increasing numbers and also address any safeguarding concerns.
146. A full appraisal of the views expressed can be seen at Appendix 7.

Llanishen Fach Primary School

147. In total there were 79 responses including 78 online responses and one e-mail response. Of the 79 online responses, 91% supported the proposal to increase the designated number of the Llanishen Fach Primary School Specialist Resource Base from 20 to 30 places from September 2023.
148. Reasons for supporting the proposed changes include:
 - Recognition of the need for increased additional learning needs provision.
 - The specialist resource provision at the school benefits all learners and the school would welcome more children being able to access the provision.
 - Opportunity to build upon and improve existing provision and further develop the inclusive nature of the school.

149. Whilst there was support for the proposal to increase provision at Llanishen Fach Primary School, there were a number of concerns related to:
- The need for appropriate facilities to accommodate the resource base provision.
 - The need to minimise any disruption to education particularly within the context of the ongoing circumstances related to Covid-19.
 - The likelihood of additional places being needed beyond what is being proposed.
 - There needs to be more options available for additional learning needs education e.g., EOTAS, self-directed learning, forest school.

Llanishen Fach Primary School Pupil representation

150. Officers met virtually with pupil representatives from Llanishen Fach Primary School to discuss the proposals and gather their opinions.
151. The pupils were supportive of the Specialist Resource Base provision being expanded and thought it was a good idea for more children to have the opportunity to come to the school.
152. The points raised by the pupils related to the accommodation (internal and external) for the Specialist Resource Base, arrangement in the dinner hall, toilet provision and the impact on the school while building work is happening.

Response to the views expressed

153. The Council welcomes the expressions of support for the expansion of the Specialist Resource Base provision at Llanishen Fach Primary School.
154. It is however acknowledged that there are a number of concerns raised particularly in relation to accommodation facilities, potential disruption, and future capacity and the types of provision available.
155. If the proposal is agreed to proceed the Council would work with the Governing Body to ensure that suitable accommodation is provided for the increase in the number of pupils.
156. The Council has extensive experience of progressing construction work on occupied school sites and will work closely with the school to minimise any impacts during the construction phase.
157. There are currently no plans to exceed the capacity beyond the current proposal. The Council will continue to monitor demand for additional learning needs and bring forward proposals as required.
158. A full appraisal of the views expressed can be seen at Appendix 7.

Marlborough Primary School

159. In total there were 78 responses including 77 online responses and one e-mail response. Of the 77 online responses, 90.9% supported the proposal to increase the designated number of the Marlborough Primary School Specialist Resource Base from 20 to 30 places from September 2022.
160. The school declined the opportunity for officers to meet with the Governing Body, staff and pupils.
161. In the absence of the Headteacher, the Deputy Headteacher advised on behalf of the Governing Body and School that the school are very happy with the work that has already been completed at Marlborough and feel that there is no need for consultation as the building work is complete and the children are already able to attend.
162. There were no further comments made.

Response to the views expressed

163. The Council welcomes the Marlborough Primary School response.

Pentrebane Primary School

164. In total there were 77 responses including 77 online responses. Of the 77 online responses, 89.6% supported the proposal to increase the designated number of the of the Pentrebane Primary School Specialist Resource Base from 20 to 24 places from September 2022.
165. The school declined the opportunity for officers to meet with the Governing Body and staff.
166. Reasons for supporting the proposed changes include:
- Recognition of the need for increased additional learning needs provision.
167. Whilst there was support for the proposal to increase provision at Pentrebane Primary School, there were a number of concerns related to:
- Inadequate space for children already at the school and the Specialist Resource Base. The existing facilities need to be improved.
 - A need to develop further provision at other schools e.g., autism provision.

Pentrebane Primary School Pupil representation

168. Officers arranged with Pentrebane Primary School to meet with pupil representatives from the school during the consultation period to discuss

the proposals and gather their opinions. However, due to staffing issues arising from Covid-19, the school postponed the sessions arranged and was unable to facilitate a session in-person or online during the consultation period.

Response to the views expressed

169. The Council welcomes the expressions of support for the expansion of the Specialist Resource Base provision at Pentreban Primary School.
170. It is however acknowledged that there are a number of concerns raised particularly in relation to accommodation facilities for additional provision at the school.
171. If the proposal is agreed to proceed the Council would work with the Governing Body to ensure that suitable accommodation is provided for the increase in the number of pupils.
172. The Council will continue to monitor demand for additional learning needs and bring forward proposals as required.
173. A full appraisal of the views expressed can be seen at Appendix 7.

Springwood Primary School

174. In total there were 77 responses including 76 online responses and one e-mail response. Of the 76 online responses, 90.8% supported the proposal to increase the capacity of the Springwood Primary School Specialist Resource Base from 20 to 28 places from September 2022.
175. Reasons for supporting the proposed changes include:
 - Recognition of the need for increased additional learning needs provision and welcome the proposal.
 - The proposal fits with the school ethos of supporting all children.
 - Welcome further funding to improve the Specialist Resource Base accommodation (internal and external) which will allow the school to provide the best environment for the children to learn and thrive.

Springwood Primary School Pupil representation

176. Officers met virtually with a group of pupils at Springwood Primary School to discuss the proposals and gather their opinions.
177. The points raised by the pupils included querying where new pupils would be accommodated, whether more staff would be required, whether another classroom would be required and whether there will be enough places.

Response to views expressed

178. The Council welcomes the expressions of support for the expansion of the Specialist Resource Base provision at Springwood Primary School.
179. A full appraisal of the views expressed can be seen at Appendix 7.

Formal responses received during the consultation regarding Additional Learning Needs Provision

180. In addition to the responses received regarding the individual proposals consulted on, formal responses regarding the overall provision for children and young adults with additional learning needs were received from:
- Ysgol Glan Morfa Headteacher and Governing Body
 - Ysgol Melin Gruffydd Governing Body
 - Ysgol Glan Ceubal Governing Body
 - Ysgol Pencae Governing Body
 - Ysgol Pwll Coch Governing Body
 - Ysgol y Berllan Deg Governing Body
 - Ysgol Gwaeold y Garth Governing Body
 - Ysgol Nant Caerau Governing Body
 - Ysgol Pen y Gores Governing Body
 - Creigiau Primary School Governing Body
 - Ysgol Mynydd Bychan Governing Body
 - Ysgol Treganna Governing Body
 - Ysgol Coed y Gof Governing Body
 - Ysgol Gyfun Gymraeg Plasmawr School and Governing Body
 - Cardiff Governors Association
 - Merched y Wawr
181. The responses from the Welsh-medium schools contained largely consistent content and are summarised below.
182. Schools acknowledge and welcome the proposals to increase capacity for the English-medium sector and fully support the provision for the most vulnerable pupils in our communities. However, there was a strong feeling that there is a lack of additional learning needs provision within the Welsh-medium sector and a disappointment that more changes were not proposed as part of this consultation.
183. Furthermore, the view was expressed that this consultation contradicts the recent WESP consultation which noted the Council's ambition to open three specialist units in Welsh-medium schools in the Primary sector and a further three Specialist Resource Bases in the Secondary sector
184. Concerns were outlined that by limiting the investment to one sector it encourages families to transfer ALN pupils to leave the Welsh-medium sector and move to English-medium schools where the investment and resources are currently viewed as being superior and better able to meet more complex or higher levels of need.

185. Investment is needed within the Welsh-medium sector in order to ensure parity of provision and full inclusion within Welsh-medium schools.
186. The documentation recognises a clear growing need within the English-medium sector but not in the Welsh-medium with concerns expressed as to whether the research been sufficient to accurately reflect need presenting in Welsh-medium schools.
187. Concerns were also expressed that there is a lack of clear provision in terms of emotional health and well-being and behavior within the Welsh-medium sector for pupils at Stage 4-5 (who have needs beyond mainstream provision) along with a lack of space to establish nurture/wellbeing classes.
188. There was consistent view across the majority of the responses submitted by the Welsh-medium schools that there is a definite need for a greater number of Welsh-medium ALN places and that this is rising. In order to respond to this effectively there was a call for strategic and holistic planning which puts the children and families at the heart of all that we do consistent with our collective commitment to the UNCRC and FGWBA with other corporate goals such as One Planet Cardiff, Cardiff 2030 and Child Friendly City status.

Response to views expressed

189. The Council welcomes the expressions of support for the expansion of additional learning needs provision for children and young people city wide.
190. Following engagement sessions with members of Cardiff's Welsh Education Forum in summer 2021, the Council formally consulted on its draft Welsh in Education Strategic Plan (WESP) 2022-2032 between 15 October 2021 and 13 December 2021.
191. Links to the plan (including the full draft WESP, the easy read summary version and the Trajectory for Growth) and survey webpage were circulated to statutory stakeholders including Cardiff schools and Cardiff's Welsh Education Forum member organisations.
192. The draft WESP sets out the strategy for the development of Welsh-medium additional learning needs provision and proposals would be brought forward as part of the implementation of the Council's Welsh in Education Strategic Plan following agreement of the strategy by the Welsh Government and formal adoption by the Council later in 2022.
193. The ongoing development of additional learning needs provision including new and existing provision will be kept under review to ensure proposals are brought forward in a strategic and holistic way that takes into account

the needs of all of our learners and provides parity in the Welsh-medium sector as new places are delivered throughout the proposed WESP.

194. A full appraisal of the views expressed can be seen at Appendix 7.

Health provision

195. The proposals to expand specialist provision at the above school sites 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 2021.
196. 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 units. 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.

Admissions Arrangements

197. The Council would manage admissions to each of the special schools and Specialist Resource Bases in accordance with the ALN Code.

Learner Travel Arrangements

198. There are no plans to change the Council's transport policy for school children.
199. 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.
200. The Council's transport policy for school children can be viewed on the Council's website www.cardiff.gov.uk/schooltransport.
201. Any increase in demand for Learner Transport will require funding. Whilst the per pupil cost of school transport is likely to decrease further modelling is required to establish whether the overall transport costs are likely to increase or decrease.

Community Impact

202. The following are taken into account when considering a proposal: Public Open Space, parkland, noise and traffic congestion. Officers will work with

schools, local members and any community group to make sure that the proposal avoids negative impacts if possible.

Local Member consultation

203. Additional learning needs provision is city-wide, and members were consulted as part of the public consultation.

Scrutiny Consideration

204. The Children and Young People's Scrutiny Committee will consider this report on 8 March 2022. Any comments received will be circulated at the Cabinet meeting.

Reasons for Recommendations

205. To meet increasing demand for special school places for primary, secondary and post-16 age learners with Complex Learning Needs and Autism Spectrum Condition.

Financial Implications

206. This report outlines the request to proceed to public consultation on changes to ALN provision and school's intake within the 11 schools identified. Publication of the recommended proposals does not, in itself commit the Authority to future expenditure so there are no capital financial implications directly arising from this report. However, once a final options paper is provided it will be necessary for a full financial evaluation to be undertaken. This evaluation will consider both capital and revenue implications for both the totality and each individual proposal. The aim of this will be to provide assurance that having considered all relevant costs each proposal remains both affordable and does not have an impact on the budgetary pressures facing the Council.
207. Additional places will need to be funded from the existing delegated school's budget. Previous pre consultation reports have highlighted the high-cost provision currently being incurred for this population of pupils either through Out of County Placements or enhanced Complex Needs Enhancement (CNE) payments for mainstream pupils. Further work is required to establish whether or not the savings on Out of County Placements or enhanced CNE payments will cover the additional costs of additional places and any associated transport costs.
208. Regarding revenue, there will need to be a review of the budget for each SRB or Special School which has an increase in the number of places. The due diligence undertaken must provide assurance that the additional places will be taken up and that the cost and numbers of Out of County Placements and CNE enhancements will reduce in order to ensure no significant pressure ongoing on school budgets. Over the medium term, regular review and analysis needs to be undertaken comparing the

projected number of places available to places taken up. This will ensure that the optimum benefits are achieved by the financial resources used.

209. The proposal for a better spread of provision at special schools and SRBs across the city means that the transport cost per individual learner is likely to decrease. However, as noted in both the body of the report and the Transportation implications there is need for further work in order to establish the full impact on transport costs both in the short term and the medium term. The decision maker needs to consider the likelihood that savings on individual placements and a more effective management of Out of County Placements will be able to cover the additional cost of transporting the increased SRB places. The covering report sets out that the number of places will incrementally grow over the next four years and further work is required to establish the cost / saving for each financial year. For 2022/23, there is a risk that overall spend on home to school transport, Out of County provision and enhanced CNE payments for children and young people with ALN would increase in September 22, but this pressure can be managed within school delegated budgets. However, the need to ensure robust modelling is in place to ensure that any further pressures are identified and understood prior to implementation and are robustly modelled and factored into medium-term planning is of paramount importance.

210. Regarding capital implications, any further work required to accommodate increased pupil numbers will require full financial evaluation and an identified funding source. Should the Council be required to make a contribution towards these costs, these will need to be funded from within existing approved resources or factored into future iterations of the Council's Capital Programme. As part of the further evaluation that is required, it will be necessary to consider VAT implications arising from land and property ownership arrangements in relation to Voluntary Aided and Foundation schools. Should there be any cost associated with the required VAT treatment, these will need to be included within the overall financial envelope of the scheme.

211. The Moorland Early Years Unit is to be funded from WG Flying start grant of £1.3m, with remainder to be funded from the Education Asset Renewal budget. In order to ensure sufficient budget, there will be a need to prioritise this scheme within the current asset renewal programme, with additional funding to be made available through the invest to save allocation of the schools capital budget.

Legal Implications

212. 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, including appropriate provision for pupils with special educational needs (or additional learning needs).

213. A Local Authority can make school organisation proposals, including making 'regulated alterations' to a community school or a community

special school, under sections 42-44 of the Schools Standards and Organisation (Wales) Act 2013. The proposals set out in the report constitute 'regulated alterations' and must be considered having regard to the provisions of the 2013 Act and the School Organisation Code 2018, which sets out factors to be considered in respect of different proposals, the statutory procedures, legal requirements and guidance.

214. Where an increase in a school's capacity is proposed, the Council must have regard to evidence of current or future need/demand in the area for additional places, with reference to the school's language category (and religious character / gender intake if applicable). The Code also includes specific factors to be considered in relation to proposals for the reorganisation of provision for Special Educational Needs (or Additional Learning Needs). Cabinet will need to be satisfied that all relevant factors are properly considered in relation to the proposals.
215. The Council is required, prior to publishing its proposals, to undertake a consultation on its proposals in accordance with section 48 of that Act and the School Organisation Code 2018. Following the public consultation, the Council is required to publish and circulate to all interested parties (listed in the Code) a consultation report:
 - (i) summarising each of the issues raised by the consultees.
 - (ii) responding to these by means of clarification, amendment to the proposal or rejection of the concerns with supporting reasons;
 - (iii) setting out Estyn's response to the consultation in full; and
 - (iv) responding to Estyn's response by means of clarification, amendment to the proposal, or rejection of the concerns, with supporting reasons.
216. The consultation report may also make recommendations to the Cabinet about how to proceed, i.e., to publish the proposals as consultation on with any appropriate modifications, to abandon the proposals and retain the status quo or to significantly recast the proposals and re-consult.
217. This Cabinet report, together with the appendices constitutes the required consultation report; and seeks the Cabinet's approval to proceed to publish all proposals relating to Autism Spectrum Disorders and/or Complex Learning Needs referenced in the July and October 2021 Cabinet reports. Some modifications are recommended to the implementation dates of proposals at Moorlands Primary School and Willows High School.
218. In considering this matter, the Cabinet is required to review the proposals having regard to all further relevant information put forward during the consultation period (and otherwise). The recommendations relating to the Marion Centre and the Specialise Resource Base at Whitchurch High School are not within Cabinet's remit to determine but should be noted as part of the wider proposals.

Land Matters

219. It is anticipated that if the proposals proceed, the Council will need to undertake due diligence on potential site constraints and subject to that, additional decisions may be required to deal with specific property, planning or procurement issues arising from this matter.

Statutory Determination Process and Other Considerations

220. If the Cabinet decides to proceed, the proposals must be published within 26 weeks from the end of the consultation period (unless an extension of time is obtained from the Welsh Ministers). Proposals must be published by way of a statutory notice, allowing a minimum of 28 days for objections ('the Objection Period'). The content of the statutory notice, manner of publication and persons to be notified are prescribed in the Code.
221. Within 16 weeks from the end of the Objection Period, the Council must conscientiously consider any objections received and determine whether or not to implement its proposals (under section 53 of the 2013 Act). Members will note that the recommendation is for Cabinet to receive a further report at that stage.
222. If any objections are received during the Objection Period, the Council is required to publish an Objections Report summarising all objections made (and not withdrawn) and its response to those objections. The Objections Report must be published within 7 days from the date of the Council's determination of the proposals and made available to the interested parties listed in the Code. At the same time as publishing the Objections Report, the Council must also notify its decision to the Welsh Ministers, the school Governing Body and all interested parties listed in the Code.
223. If the proposals are taken forward, the admission arrangements, including admission numbers and catchment areas, will need to be determined, following consultation, in accordance with the School Admission Code and the Education (Determination of Admission Arrangements) (Wales) Regulations 2006.
224. In considering the proposals, the Council must have regard to its public sector equality 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.
225. When taking strategic decisions, the Council also has a statutory duty to have due regard to the need to reduce inequalities of outcome resulting from socio-economic disadvantage ('the Socio-Economic Duty' imposed under section 1 of the Equality Act 2010). In considering this, the Council

must take into account the statutory guidance issued by the Welsh Ministers and must be able to demonstrate how it has discharged its duty.

226. Due regard and consideration should be given to the outcomes of the Equalities Impact Assessment.
227. The Council must also be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards and consider the impact of its proposals upon the Welsh language.
228. The Well-being of Future Generations (Wales) Act 2015 requires the Council to consider how the proposals will contribute towards meeting its wellbeing objectives (set out in the Corporate Plan). Members must also be satisfied that the proposals comply with the sustainable development principle, which requires that the needs of the present are met without compromising the ability of future generations to meet their own needs.
229. The decision makers must be satisfied that the proposals fall within the Council's approved policy and budget framework.

HR Implications

HR implications relevant to the proposals for the establishment of Specialist Resource Base provision

230. The implications below apply to the proposals to establish Specialist Resource Base provision at Moorland Primary School, Willows High School and Ysgol Gyfun Gymraeg Glantaf.
231. HR People Services will work with the Governing Body to address the HR implications arising from the establishment of a Specialist Resource Base at the school and the resulting need for additional staffing.
232. Where the Governing Body has adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the establishment of the Specialist Resource Base will provide opportunities for school-based staff on the school redeployment register.

HR implications relevant to the proposals for the expansion of existing Specialist School Provision

233. The implications below apply to the proposals to increase the capacity of Ty Gwyn Special School, Meadowbank Special School and The Hollies Special School.
234. The proposed increase in pupil numbers for the school will require the Governing Body to plan for the workforce requirements in readiness for the expansion. The Governing Body will be encouraged to undertake this work in line with the School Organisation Planning HR Framework. HR People Services will provide advice, support and guidance to the

Governing Body for the workforce planning and consequential recruitment processes.

235. Where the Governing Body has adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of an increase in the numbers on roll will provide opportunities for school-based staff on the school redeployment register.

HR implications relevant to the proposals for the expansion of existing Specialist Resource Base provision

236. The implications below apply to the proposals to increase the capacity of the Specialist Resource Bases at Llanishen High School, Llanishen Fach Primary School, Marlborough Primary School, Pentrebane Primary School and Springwood Primary School.
237. HR People Services will work with the Governing Body to address the HR implications arising from the increase in the designated number of the Autism Spectrum Condition Specialist Resource Base at the school and the resulting need for additional staffing.
238. Where the Governing Body has adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the increase in the designated number of the Autism Spectrum Condition Specialist Resource Base will provide opportunities for school-based staff on the school redeployment.

Property Implications

239. Strategic Estates continue to work with and support Education colleagues through the asset management process and any property matters relating and arising from proposals. There are numerous options in this paper which will in time require input as and when the consultation period completes, and we move towards business cases.

Traffic and Transport Implications

240. 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.
241. The individual needs of pupils at special schools and SRBs, together with greater distances travelled, necessarily limit the scope for high rates of active travel compared with mainstream schools.
242. The Council applies the statutory qualifying walking distance criteria for pupils to qualify for free home to school transport to special schools and SRBs. Additionally, some learners who live within two / three miles of the

school may be provided with free transport due to their individual learning needs and social issues.

243. The proposal for a better spread of provision at special schools and SRBs across the city means that the transport cost per individual learner is likely to decrease. However due to the increasing numbers of eligible learners there is still expected to be a risk of high transport costs. Further modelling is required to establish whether the demand on the school transport budget is likely to increase or decrease.
244. The existing high numbers of pupils eligible for Learner Transport are not generally expected to change significantly, however a proportion are able to, and may already, travel to school independently. These pupils as well as staff and school visitors would benefit from any required improvements in facilities for active travel to school or public transport facilities.
245. Each of the various school proposals to establish, expand or change designation of ALN facilities may require a Transport Assessment or Transport Statement which will identify measures to be included as part of the application to maximise travel by sustainable modes.
246. Responses to views expressed in the consultation have been set out above under the individual schools and SRBs to address specific concerns raised or to provide details of potential measures to be provided at specific sites.
247. The Council's current Corporate Plan includes a commitment to every school in Cardiff developing an Active Travel Plan. Such a plan will identify actions by the school to support and encourage active travel to school and also any improvements to on-site and off-site infrastructure required to facilitate active journeys.
248. 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.
249. A number of initiatives have successfully demonstrated support and encouragement for active and sustainable travel amongst the ALN cohort, including Independent Travel Training for older pupils, cycle maintenance and cycle training.
250. Some pupils are able to travel independently or with parent/carers and if resident within the two-mile qualifying distance may not be eligible for Learner Transport.
251. Provision of recommended improvements for active travel would benefit these pupils as well as staff and visitors to the sites.

252. Numbers of pupils who continue to use Learner Transport for their journey to school will be likely to increase in line with the trend for increasing numbers of pupils requiring places at special schools or SRBs. Each school location with increased demand for Learner Transport vehicles will require suitable improved and / or expanded facilities for drop-off and pick-up within the site. The areas required would need to accommodate appropriate numbers of vehicles which may approximate to one taxi for a typical average of 3 pupils. In some cases, minibuses may be suitable, but this is also dependent on individual pupil needs, home locations and co-ordination of routes.
253. Car parking provision would be in line with the Council's parking standards. Allocations for special schools and SRBs are agreed on a case-by-case basis but requirements are expected to generally correlate with 1 car space per typical number of pupils in a class. This is in line with the standard 1 space per 30 pupils in mainstream schools, but results in a higher ratio of spaces due to the much smaller class sizes.

Impact of the proposals on the Welsh Language

254. The Council is committed to developing a Bilingual Cardiff.
255. Cardiff's Welsh in Education Strategic Plan (WESP) 2022-2031 sets out a series of ambitious commitments to build on the progress achieved to date. These will ensure that every child in the city can receive an education in the language of Welsh, the number receiving their education in Welsh-medium schools will increase, and through the significant use of Welsh in English medium education all will have the opportunity to become confident in speaking Welsh.
256. The level of special educational needs/ additional learning needs in the Welsh-medium sector has historically been lower than in the English medium sector. This has however been changing over the last 4-5 years, with schools reporting an increased incidence of additional learning needs, in all areas of need.
257. A review of additional learning needs in the Welsh-medium sector was undertaken with Welsh medium schools in 2016 to inform the Welsh in Education Strategic Plan (WESP). Schools reported a small but significant number of examples of pupils with additional learning needs leaving the Welsh-medium sector in order to access Specialist Resource Bases or special schools.
258. There was also some anecdotal evidence to suggest that some families who would otherwise choose Welsh-medium education opt instead for English medium if their child has additional learning needs, through concern that their child may need to transfer to the specialist sector at a later date.
259. Through the WESP, Cardiff has invested in specialist provision in the sector, including some capacity to respond to growing demand and to

generate more confidence in the availability of specialist provision in the sector.

260. A new primary base was established at Ysgol Gymraeg Pwll Coch, within the catchment area of Ysgol Gyfun Gymraeg Glantaf, where the secondary base is established. The two bases cater for learners with severe learning difficulties, providing a specialist curriculum and supporting a range of secondary needs including physical and medical needs, speech and language difficulties and autism.
261. As the Welsh sector continues to grow it will be important to develop additional provision in anticipation of the need, to ensure Welsh-medium education is a genuine choice for learners with complex additional learning needs.
262. Following engagement sessions with members of Cardiff's Welsh Education Forum in summer 2021, the Council formally consulted on its draft Welsh in Education Strategic Plan (WESP) 2022-2032 between 15 October 2021 and 13 December 2021.
263. Links to the plan (including the full draft WESP, the easy read summary version and the Trajectory for Growth) and survey webpage were circulated to statutory stakeholders including Cardiff schools and Cardiff's Welsh Education Forum member organisations.
264. The draft WESP sets out the strategy for the development of Welsh-medium additional learning needs provision and proposals would be brought forward as part of the implementation of the Council's Welsh in Education Strategic Plan following agreement of the strategy by the Welsh Government and formal adoption by the Council later in 2022.
265. The Cabinet approved Cardiff's WESP 2022-2031 at its meeting of 24 February 2022, for submission to the Welsh Government Ministers.
266. The ongoing development of additional learning needs provision including new and existing provision will be kept under review to ensure proposals are brought forward in a strategic and holistic way that takes into account the needs of all of our learners and reflects the additionality required to ensure parity in the Welsh-medium sector as new places are delivered throughout the proposed WESP.

Wellbeing of Future Generations

267. In line with the Well-being of Future Generations Act Cardiff's School Organisation 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.

268. 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.
269. 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.

Equality Impact Assessment

270. An Equality Impact Assessment has been carried out. It concluded that the proposed changes would not negatively affect a particular group in society.
271. The Equality Impact Assessment is attached at Appendix 9.

RECOMMENDATIONS

The Cabinet is recommended to

1. authorise officers to proceed to publish proposals in accordance with section 48 of The School Standards and Organisation (Wales) Act 2013 to:
 - establish a 20 place Specialist Resource Base for primary aged children with Complex Learning Needs at Moorland Primary School from September 2023
 - establish a 30 place Specialist Resource Base for learners with complex learning needs at Willows High School from September 2023
 - increase the designated number at the Llanishen High School Specialist Resource Base for learners with Autism Spectrum Condition from 20 to 45 places from September 2022
 - establish a 30 place Specialist Resource Base at Ysgol Gyfun Gymraeg Glantaf alongside the existing 30 place Specialist Resource Base for learners with Autism Spectrum Condition from September 2023
 - increase the designated number of Ty Gwyn Special School from 198 to 240 from September 2022

- increase the designated number of Meadowbank Special School from 40 to 98 from September 2022
 - increase the designated number of The Hollies Special School from 90 to 119 from September 2022; further increase the designated number of The Hollies Special School from 119 to 150 from September 2023
 - increase the designated number at the Specialist Resource Base at Llanishen Fach Primary School for learners with complex learning needs from 20 to 30 places from September 2023
 - increase the designated number at the Specialist Resource Base at Marlborough Primary School for learners with severe and complex learning needs from 20 to 30 from September 2022
 - increase the designated number at the Specialist Resource Base at Pentreban Primary School for learners with Autism Spectrum Condition from 20 to 24 spaces from September 2022
 - increase the designated number at the Specialist Resource Base at Springwood Primary School for learners with Autism Spectrum Condition from 20 to 28 from September 2022
2. Note that prior to implementation of the proposals a further report will be provided to Cabinet providing details of any objections received, the proposed responses to those objections and recommendations for implementation or otherwise of the proposals.

SENIOR RESPONSIBLE OFFICER	Melanie Godfrey Director of Education & Lifelong Learning
	4 March 2022

The following appendices are attached:

- Appendix 1 – Consultation Documents
- Appendix 2 – Summary Documents
- Appendix 3 – Notes of meetings with Governing Bodies and School Staff
- Appendix 4 – Notes of pupil engagement meetings
- Appendix 5 – Notes of public meetings
- Appendix 6 – Formal responses received
- Appendix 7 – Summary of responses received and appraisal of views
- Appendix 8 – Summary analysis of consultation responses
- Appendix 9 – Equality Impact Assessment

CARDIFF COUNCIL

SCHOOLS STANDARDS AND ORGANISATION (WALES) ACT 2013

ADDITIONAL LEARNING NEEDS PROVISION

MOORLAND PRIMARY SCHOOL

NOTICE IS HEREBY GIVEN in accordance with Section 42 of the School Standards and Organisation (Wales) Act 2013 and the School Organisation Code, that Cardiff Council (herein after “the Authority”), having consulted such persons as appeared to them to be appropriate, propose to alter Moorland Primary School, 48 Singleton Road, Cardiff, CF24 2ET by:

- establishing a 20 place Specialist Resource Base at Moorland Primary School for primary aged children with Complex Learning Needs from September 2023

The school is currently maintained by Cardiff Council.

The Authority undertook a period of consultation before deciding to publish this proposal. A consultation report containing a summary of the issues raised by consultees and the Authority’s responses and the views of Estyn is available to view at:

[Agenda for Cabinet on Thursday, 10th March, 2022, 2.00 pm : City of Cardiff Council \(modern.gov.co.uk\)](http://modern.gov.co.uk)

The current school capacity is 420 places for children aged 4-11. There are 64 nursery places. The current number of pupils at the school is 386 (4 – 11) and 49 (nursery aged).

There are no plans to change the Council’s policy on the admission of children to schools as a result of this proposal.

Admissions to the specialist resource base would be managed by the local authority and be subject to a statement of Special Educational Needs (SEN) or Individual Development Plan (IDP) as appropriate.

Admissions to the specialist resource base would be separate to admissions to the main school and would be in addition to the school Published Admission Number (PAN).

Any arrangements for the transport of pupils will be made in accordance with the Authority’s existing policies on school transport.

Within a period of 28 days after the date of publication of these proposals, that is to say by 02 June 2022 any person may object to these proposals.

Objections should be sent to the Director of Education and Lifelong Learning, Cardiff Council, County Hall, Atlantic Wharf, Cardiff CF10 4UW.

Objections may also be sent to the Director of Education and Lifelong Learning, Cardiff Council using the following e-mail address: SchoolResponses@cardiff.gov.uk

Please note that any such objection sent by e-mail must contain the full name and postal address of the objector.

The Authority will publish a summary of any such objections made (and not withdrawn in writing) within the objection period, together with their observations thereon, before the end of 7 days beginning with the day the proposal is determined.

Dated this 06 day of May 2022

Signed: Davina Fiore
Director of Legal, Governance and Monitoring Officer
For Cardiff Council

EXPLANATORY NOTE

(This does not form part of the Notice but is intended to explain its general meanings)

Moorland Primary is an English-medium primary school located in Tremorfa.

To meet the demand for specialist provision for learners with additional learning needs it is proposed to establish a 20 place Specialist Resource Base for learners with complex learning needs at Moorland Primary School from September 2023.

The Council is progressing works to replace Early Years accommodation at Moorland Primary School and to locate Flying Start provision on the site.

The new building would accommodate the existing number of nursery class and Reception places.

Accommodation for the Specialist Resource Base would be provided as part of this planned work.

This proposal is part of a range of proposals for increasing the number of places available for pupils with complex learning needs and autism spectrum condition at a number of schools within the local authority. Details of these proposals and copies of the statutory notices can be seen at [Complex Learning Needs/Autism Spectrum Condition provision \(cardiff.gov.uk\)](http://Complex Learning Needs/Autism Spectrum Condition provision (cardiff.gov.uk))

CARDIFF COUNCIL

SCHOOLS STANDARDS AND ORGANISATION (WALES) ACT 2013

ADDITIONAL LEARNING NEEDS PROVISION

WILLOWS HIGH SCHOOL

NOTICE IS HEREBY GIVEN in accordance with Section 42 of the School Standards and Organisation (Wales) Act 2013 and the School Organisation Code, that Cardiff Council (herein after “the Authority”), having consulted such persons as appeared to them to be appropriate, propose to alter Willows High School, Willows Avenue, Tremorfa, CF24 2YE by:

- establishing a 30 place Specialist Resource Base (SRB) for learners with Complex Learning Needs at Willows High School

It is proposed to implement the proposal from September 2023.

The school is currently maintained by Cardiff Council.

The Authority undertook a period of consultation before deciding to publish this proposal. A consultation report containing a summary of the issues raised by consultees and the Authority’s responses and the views of Estyn is available to view at:

[Agenda for Cabinet on Thursday, 10th March, 2022, 2.00 pm : City of Cardiff Council \(modern.gov.co.uk\)](http://modern.gov.co.uk)

The current school capacity is 1121 places. The current number of pupils at the school is 709.

There are no plans to change the Council’s policy on the admission of children to schools as a result of this proposal.

Admissions to the specialist resource base would be managed by the local authority and be subject to a statement of Special Educational Needs (SEN) or Individual Development Plan (IDP) as appropriate.

Admissions to the specialist resource base would be separate to admissions to the main school and would be in addition to the school Published Admission Number (PAN).

Any arrangements for the transport of pupils will be made in accordance with the Authority’s existing policies on school transport.

Within a period of 28 days after the date of publication of these proposals, that is to say by 02 June 2022 any person may object to these proposals.

Objections should be sent to the Director of Education and Lifelong Learning, Cardiff Council, County Hall, Atlantic Wharf, Cardiff CF10 4UW.

Objections may also be sent to the Director of Education and Lifelong Learning, Cardiff Council using the following e-mail address: SchoolResponses@cardiff.gov.uk

Please note that any such objection sent by e-mail must contain the full name and postal address of the objector.

The Authority will publish a summary of any such objections made (and not withdrawn in writing) within the objection period, together with their observations thereon, before the end of 7 days beginning with the day the proposal is determined.

Dated this 06 day of May 2022

Signed: Davina Fiore
Director of Legal, Governance and Monitoring Officer
For Cardiff Council

EXPLANATORY NOTE

(This does not form part of the Notice but is intended to explain its general meanings)

Willows High School is an English-medium community high school located in Tremorfa.

To meet the demand for specialist provision for learners with additional learning needs it is proposed to establish a 30 place Specialist Resource Base for learners with complex learning needs at Willows High School from September 2023.

It is proposed that the new base would initially be accommodated within the existing buildings, with the necessary adaptations undertaken. Specialist accommodation would then be provided as part of the development of the new Willows High School.

This proposal is part of a range of proposals for increasing the number of places available for pupils with complex learning needs and autism spectrum condition at a number of schools within the local authority. Details of these proposals and copies of the statutory notices can be seen at [Complex Learning Needs/Autism Spectrum Condition provision \(cardiff.gov.uk\)](#)

CARDIFF COUNCIL

SCHOOL STANDARDS AND ORGANISATION (WALES) ACT 2013

ADDITIONAL LEARNING NEEDS PROVISION

LLANISHEN HIGH SCHOOL

NOTICE IS HEREBY GIVEN in accordance with Section 42 of the School Standards and Organisation (Wales) Act 2013 and the School Organisation Code, that Cardiff Council (herein after “the Authority”), having consulted such persons as appeared to them to be appropriate, propose to alter Llanishen High School, Heol Hir, Llanishen, CF14 5YL by:

- Increasing the designated number of the Specialist Resource Base (SRB) for learners aged 11 – 19 with Autism Spectrum Condition at Llanishen High School from 20 to 45 places.

It is proposed to implement the proposal from September 2022.

The school is currently maintained by Cardiff Council.

The Authority undertook a period of consultation before deciding to publish this proposal. A consultation report containing a summary of the issues raised by consultees and the Authority’s responses and the views of Estyn is available to view at:

[Agenda for Cabinet on Thursday, 10th March, 2022, 2.00 pm : City of Cardiff Council \(modern.gov.co.uk\)](http://modern.gov.co.uk)

The current school capacity is 1800 places including sixth form. The current number of pupils at the school is 1450 (11-16) and 211 (sixth form).

There are 20 places at the Autism Spectrum Condition Specialist Resource Base. The current number of pupils at the specialist resource base is 45.

There are no plans to change the Council’s policy on the admission of children to schools as a result of these proposals.

Admissions to the specialist resource base are managed by the local authority and subject to a statement of Special Educational Needs (SEN) or Individual Development Plan (IDP) as appropriate.

Admissions to the specialist resource base would be separate to admission to the main school and would be in addition to the Published Admission Number (PAN).

Any arrangements for the transport of pupils will be made in accordance with the Authority’s existing policies on school transport.

Within a period of 28 days of the date of publication of these proposals, that is to say by 02 June 2022 any person may object to these proposals.

Objections should be sent to the Director of Education and Lifelong Learning, Cardiff Council, County Hall, Atlantic Wharf, Cardiff CF10 4UW.

Objections may also be sent to the Director of Education and Lifelong Learning, Cardiff Council using the following e-mail address: SchoolResponses@cardiff.gov.uk

Please note that any such objection must contain the full name and postal address of the objector.

The Authority will publish a summary of any such objections made (and not withdrawn in writing) within the objection period, together with their observations thereon, before the end of 7 days beginning with the day the proposal is determined.

Dated this 06 day of May 2022

Signed: Davina Fiore
Director of Legal, Governance and Monitoring Officer
For Cardiff Council

EXPLANATORY NOTE

(This does not form part of the Notice but is intended to explain its general meanings)

Llanishen High School is an English-medium community high school located in Llanishen.

The school hosts a specialist resource base designated for Autism Spectrum Condition and a specialist resource base for learners with a hearing impairment.

To meet demand for specialist resource base places for learners aged 11 - 19 with Autism Spectrum Condition it is proposed to increase the designated number of the specialist resource base for learners with Autism Spectrum Condition from 20 to 45 places from September 2022.

No changes are proposed to the school's specialist resource base for learners with a hearing impairment.

The number of pupils at the base is 45.

Interim works have been undertaken and further works would be necessary to improve and extend the current specialist resource base facilities and accommodation. Some of this work has already been undertaken in order that the

school, and the Council, can ensure sufficient places are available for children requiring the support of the base.

In addition to the proposed increase in designated places in the specialist resource base for learners with Autism Spectrum Condition at Llanishen High School, further places for pupils with complex learning needs and autism spectrum condition have been proposed for a number of schools within the local authority. Details of these proposals and copies of the statutory notices can be seen at [Complex Learning Needs/Autism Spectrum Condition provision \(cardiff.gov.uk\)](http://www.cardiff.gov.uk/Complex-Learning-Needs/Autism-Spectrum-Condition-provision)

CARDIFF COUNCIL

SCHOOLS STANDARDS AND ORGANISATION (WALES) ACT 2013

ADDITIONAL LEARNING NEEDS PROVISION

YSGOL GYFYN GYMRAEG GLANTAF

NOTICE IS HEREBY GIVEN in accordance with Section 42 of the School Standards and Organisation (Wales) Act 2013 and the School Organisation Code, that Cardiff Council (herein after “the Authority”), having consulted such persons as appeared to them to be appropriate, propose to alter Ysgol Gyfun Gymraeg Glantaf, Bridge Road, Llandaff North, Cardiff CF14 2JL by:

- establishing a 30 place Specialist Resource Base (SRB) for learners aged 11 -19 with Autism Spectrum Condition (ASC) at Ysgol Gyfun Gymraeg Glantaf

It is proposed to implement the proposal from September 2023.

The new base would be in addition to the existing 30 place Specialist Resource Base for learners with Complex Learning Needs.

The school is currently maintained by Cardiff Council.

The Authority undertook a period of consultation before deciding to publish this proposal. A consultation report containing a summary of the issues raised by consultees and the Authority’s responses and the views of Estyn is available to view at:

[Agenda for Cabinet on Thursday, 10th March, 2022, 2.00 pm : City of Cardiff Council \(moderngov.co.uk\)](#)

The current school capacity is 1500 places including sixth form. The current number of pupils at the school is 1146 (11-16) and 270 (sixth form).

There are no plans to change the Council’s policy on the admission of children to schools as a result of this proposal.

Admissions to the specialist resource base would be managed by the local authority and be subject to a statement of Special Educational Needs (SEN) or Individual Development Plan (IDP) as appropriate.

Admissions to the specialist resource base would be separate to admissions to the main school and would be in addition to the school Published Admission Number (PAN).

Any arrangements for the transport of pupils will be made in accordance with the Authority’s existing policies on school transport.

Within a period of 28 days after the date of publication of these proposals, that is to say by 02 June 2022 any person may object to these proposals.

Objections should be sent to the Director of Education and Lifelong Learning, Cardiff Council, County Hall, Atlantic Wharf, Cardiff CF10 4UW.

Objections may also be sent to the Director of Education and Lifelong Learning, Cardiff Council using the following e-mail address: SchoolResponses@cardiff.gov.uk

Please note that any such objection sent by e-mail must contain the full name and postal address of the objector.

The Authority will publish a summary of any such objections made (and not withdrawn in writing) within the objection period, together with their observations thereon, before the end of 7 days beginning with the day the proposal is determined.

Dated this 06 day of May 2022

Signed: Davina Fiore
Director of Legal, Governance and Monitoring Officer
For Cardiff Council

EXPLANATORY NOTE

(This does not form part of the Notice but is intended to explain its general meanings)

Ysgol Gyfun Gymraeg Glantaf is a Welsh-medium community high school located in Llandaff North.

To meet the demand for specialist provision for learners with additional learning needs, it is proposed to establish a 30 place Specialist Resource Base for learners aged 11 - 19 with Autism Spectrum Condition at Ysgol Gyfun Gymraeg Glantaf alongside the existing 30 place Specialist Resource Base for learners with Complex Learning Needs from September 2023.

No changes are proposed to the school's Specialist Resource Base for learners with complex learning needs.

It is proposed that new accommodation would be developed on site to provide purpose-built facilities for both resource bases.

This proposal is part of a range of proposals for increasing the number of places available for pupils with complex learning needs and autism spectrum condition at a number of schools within the local authority. Details of these proposals and copies of the statutory notices can be seen at [Complex Learning Needs/Autism Spectrum Condition provision \(cardiff.gov.uk\)](#)

CARDIFF COUNCIL

SCHOOL STANDARDS AND ORGANISATION (WALES) ACT 2013

ADDITIONAL LEARNING NEEDS PROVISION

TY GWYN SPECIAL SCHOOL

NOTICE IS HEREBY GIVEN in accordance with Section 44 of the School Standards and Organisation (Wales) Act 2013 and the School Organisation Code, that Cardiff Council (herein after “the Authority”), having consulted such persons as appeared to them to be appropriate, propose to alter Ty Gwyn Special School, Vincent Road, Caerau, Cardiff, CF5 5AQ by:

- Increasing the designated number of Ty Gwyn Special School from 198 to 240.

It is proposed to implement the proposal from September 2022.

The school is currently maintained by Cardiff Council.

The Authority undertook a period of consultation before deciding to publish this proposal. A consultation report containing a summary of the issues raised by consultees and the Authority’s responses and the views of Estyn is available to view at:

[Agenda for Cabinet on Thursday, 10th March, 2022, 2.00 pm : City of Cardiff Council \(moderngov.co.uk\)](https://www.moderngov.co.uk/Agenda-for-Cabinet-on-Thursday-10th-March-2022-2.00-pm-City-of-Cardiff-Council)

The current pupil capacity of the school is 198 places. The current number of pupils at the school is 205.

The proposed capacity once the proposal is implemented will be 240.

The school will continue to provide places for learners with complex learning disabilities and autism spectrum condition (ASC) aged 3 – 19.

Children are taught in mixed age classes and the numbers per age group may vary however the overall number would not exceed 240.

There are no plans to change the Council’s policy on the admission of children to schools as a result of these proposals.

Admissions to the school are managed by the local authority and subject to a statement of Special Educational Needs (SEN) or Individual Development Plan (IDP) as appropriate.

Any arrangements for the transport of pupils will be made in accordance with the Authority’s existing policies on school transport.

Within a period of 28 days of the date of publication of these proposals, that is to say by 02 June 2022, any person may object to these proposals.

Objections should be sent to the Director of Education and Lifelong Learning, Cardiff Council, County Hall, Atlantic Wharf, Cardiff CF10 4UW.

Objections may also be sent to the Director of Education and Lifelong Learning, Cardiff Council using the following e-mail address: SchoolResponses@cardiff.gov.uk

Please note that any such objection must contain the full name and postal address of the objector.

The Authority will publish a summary of any such objections made (and not withdrawn in writing) within the objection period, together with their observations thereon, before the end of 7 days beginning with the day the proposal is determined.

Dated this 06 day of May 2022

Signed: Davina Fiore
Director of Legal, Governance and Monitoring Officer
For Cardiff Council

EXPLANATORY NOTE

(This does not form part of the Notice but is intended to explain its general meanings)

Ty Gwyn is a special school located at Vincent Road in Caerau. The school admits pupils from across Cardiff.

The school is designated to provide 198 places for learners aged 3-19 with complex learning disabilities and Autism Spectrum Condition, including those with multiple or profound disabilities who require high levels of support.

The school has been federated with Riverbank Special School and Woodlands High School, as the Western Learning Campus Federation, since January 2018.

To meet the demand for specialist provision for learners with complex learning needs and autism spectrum condition it is proposed to increase the designated number of places at Ty Gwyn Special School from 198 to 240 from September 2022.

The number of pupils at the school is 205 with the additional children being accommodated within the existing accommodation.

It is proposed that the school would expand by adapting the former Trelai Youth Centre to provide additional accommodation and facilities with a further extension to the south of the site which will have 3 additional classrooms and support areas. This would allow for up to 240 children to be accommodated.



In addition to the proposed increase in designated places at Ty Gwyn Special School, additional places for pupils with complex learning needs and autism spectrum condition have been proposed for a number of schools within the local authority. Details of these proposals and copies of the statutory notices can be seen at [Complex Learning Needs/Autism Spectrum Condition provision \(cardiff.gov.uk\)](http://www.cardiff.gov.uk/Complex-Learning-Needs-Autism-Spectrum-Condition-provision)

CARDIFF COUNCIL

SCHOOL STANDARDS AND ORGANISATION (WALES) ACT 2013

ADDITIONAL LEARNING NEEDS PROVISION

THE HOLLIES SPECIAL SCHOOL

NOTICE IS HEREBY GIVEN in accordance with Section 44 of the School Standards and Organisation (Wales) Act 2013 and the School Organisation Code, that Cardiff Council (herein after “the Authority”), having consulted such persons as appeared to them to be appropriate, propose to alter The Hollies Special School, Brynheulog, Pentwyn, Cardiff, CF23 7XG by:

- Increasing the designated number of The Hollies Special School from 90 to 119 from September 2022
- Further increasing the designated number of The Hollies Special School from 119 to 150 from September 2023

The school is currently maintained by Cardiff Council.

The Authority undertook a period of consultation before deciding to publish this proposal. A consultation report containing a summary of the issues raised by consultees and the Authority’s responses and the view of Estyn is available to view at:

[Agenda for Cabinet on Thursday, 10th March, 2022, 2.00 pm : City of Cardiff Council \(modern.gov.co.uk\)](http://modern.gov.co.uk)

The current pupil capacity of the school is 90. The current number of pupils is 115.

The proposed capacity once the proposal is implemented in full will be 150.

The school will continue to provide places for learners with Autism Spectrum Condition (ASC) aged 4-11.

Children are taught in mixed age classes and the numbers per age group may vary however the overall number would not exceed 150.

There are no plans to change the Council’s policy on the admission of children to schools as a result of these proposals.

Admissions to the school are managed by the local authority and subject to a statement of Special Educational Needs (SEN) or Individual Development Plan (IDP) as appropriate.

Any arrangements for the transport of pupils will be made in accordance with the Authority’s existing policies on school transport.

Within a period of 28 days of the date of publication of these proposals, that is to say by 02 June 2022, any person may object to these proposals.

Objections should be sent to the Director of Education and Lifelong Learning, Cardiff Council, County Hall, Atlantic Wharf, Cardiff CF10 4UW.

Objections may also be sent to the Director of Education and Lifelong Learning, Cardiff Council using the following e-mail address: SchoolResponses@cardiff.gov.uk

Please note that any such objection must contain the full name and postal address of the objector.

The Authority will publish a summary of any such objections made (and not withdrawn in writing) within the objection period, together with their observations thereon, before the end of 7 days beginning with the day the proposal is determined.

Dated this 06 day of May 2022

Signed: Davina Fiore
Director of Legal, Governance and Monitoring Officer
For Cardiff Council

EXPLANATORY NOTE

(This does not form part of the Notice but is intended to explain its general meanings)

The Hollies is a special school located at Bryn Heulog in Pentwyn. The school admits pupils from across Cardiff.

The school is designated to provide 90 places for learners aged 4-11 with Autism Spectrum Condition.

To meet the demand for specialist provision for learners with autism spectrum condition it is proposed to increase the designated number of places at The Hollies Special School from 90 to 119 from September 2022 and further increase the designated number from 119 to 150 from September 2023.

The number of pupils at the school is 115 with additional pupils being accommodated within the existing accommodation.

It is proposed that the school buildings would be extended to provide additional classrooms, in addition to works that are currently underway to improve current facilities and to establish additional classrooms in the existing accommodation. This would allow for up to 150 children to be accommodated.

This proposal is part of a range of proposals for increasing the number of places available for pupils with complex learning needs and autism spectrum condition at a



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number of schools within the local authority. Details of these proposals and copies of the statutory notices can be seen at [Complex Learning Needs/Autism Spectrum Condition provision \(cardiff.gov.uk\)](http://www.cardiff.gov.uk/Complex-Learning-Needs-Autism-Spectrum-Condition-provision)

CARDIFF COUNCIL

SCHOOL STANDARDS AND ORGANISATION (WALES) ACT 2013

ADDITIONAL LEARNING NEEDS PROVISION

LLANISHEN FACH PRIMARY SCHOOL

NOTICE IS HEREBY GIVEN in accordance with Section 42 of the School Standards and Organisation (Wales) Act 2013 and the School Organisation Code, that Cardiff Council (herein after “the Authority”), having consulted such persons as appeared to them to be appropriate, propose to alter Llanishen Fach Primary School, Heol Uchaf, Rhiwbina, Cardiff, CF14 6SS by:

- Increasing the designated number of the Specialist Resource Base for children with complex learning needs at Llanishen Fach Primary School from 20 to 30 places.

It is proposed to implement the proposal from September 2023.

The school is currently maintained by Cardiff Council.

The Authority undertook a period of consultation before deciding to publish this proposal. A consultation report containing a summary of the issues raised by consultees and the Authority’s responses and the views of Estyn is available to view at:

[Agenda for Cabinet on Thursday, 10th March, 2022, 2.00 pm : City of Cardiff Council \(modern.gov.co.uk\)](http://modern.gov.co.uk)

The current school capacity is 420 places for children aged 4-11. There are 80 nursery places. The current number of pupils at the school is 434 (including children attending the Specialist Resource Base) (4 – 11) and 64 (nursery aged).

There are 20 places at the Specialist Resource Base. The current number of pupils at the resource base is 19.

There are no plans to change the Council’s policy on the admission of children to schools as a result of these proposals.

Admissions to the specialist resource base are managed by the local authority and subject to a statement of Special Educational Needs (SEN) or Individual Development Plan (IDP) as appropriate.

Admissions to the specialist resource base would be separate to admission to the main school and would be in addition to the Published Admission Number (PAN).

Any arrangements for the transport of pupils will be made in accordance with the Authority’s existing policies on school transport.

Within a period of 28 days of the date of publication of these proposals, that is to say by 02 June 2022, any person may object to these proposals.

Objections should be sent to the Director of Education and Lifelong Learning, Cardiff Council, County Hall, Atlantic Wharf, Cardiff CF10 4UW.

Objections may also be sent to the Director of Education and Lifelong Learning, Cardiff Council using the following e-mail address: SchoolResponses@cardiff.gov.uk

Please note that any such objection must contain the full name and postal address of the objector.

The Authority will publish a summary of any such objections made (and not withdrawn in writing) within the objection period, together with their observations thereon, before the end of 7 days beginning with the day the proposal is determined.

Dated this 06 day of May 2022

Signed: Davina Fiore
Director of Legal, Governance and Monitoring Officer
For Cardiff Council

EXPLANATORY NOTE

(This does not form part of the Notice but is intended to explain its general meanings)

To meet demand for Specialist Resource Base places for learners aged 4-11 with complex learning needs it is proposed to increase the designated number of Llanishen Fach Primary School's existing Specialist Resource Base from 20 to 30 places from September 2023.

It is proposed that works would be undertaken to provide new accommodation and facilities, to facilitate the growth of the resource base.

In addition to the proposed increase the number of places at the specialist resource base for children with complex learning needs at Llanishen Fach Primary School, further places for pupils with complex learning needs and autism spectrum condition have been proposed for a number of schools within the local authority. Details of these proposals and copies of the statutory notices can be seen at [Complex Learning Needs/Autism Spectrum Condition provision \(cardiff.gov.uk\)](https://www.cardiff.gov.uk/Complex-Learning-Needs-Autism-Spectrum-Condition-provision)

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SCHOOL STANDARDS AND ORGANISATION (WALES) ACT 2013

ADDITIONAL LEARNING NEEDS PROVISION

PENTREBANE PRIMARY SCHOOL

NOTICE IS HEREBY GIVEN in accordance with Section 42 of the School Standards and Organisation (Wales) Act 2013 and the School Organisation Code, that Cardiff Council (herein after “the Authority”), having consulted such persons as appeared to them to be appropriate, propose to alter Pentrebane Primary School, Beechley Drive, Pentrebane, Cardiff, CF5 3SG by:

- Increasing the designated number of the Specialist Resource Base for children with Autism Spectrum Condition at Pentrebane Primary School from 20 to 24 places.

It is proposed to implement the proposal from September 2022.

The school is currently maintained by Cardiff Council.

The Authority undertook a period of consultation before deciding to publish this proposal. A consultation report containing a summary of the issues raised by consultees and the Authority’s responses and the views of Estyn is available to view at:

[Agenda for Cabinet on Thursday, 10th March, 2022, 2.00 pm : City of Cardiff Council \(modern.gov.co.uk\)](http://modern.gov.co.uk)

The current school capacity is 210 places for children aged 4-11. There are 48 nursery places. The current number of pupils at the school is 177 (4 – 11) and 26 (nursery aged).

There are 20 places at the Specialist Resource Base. The current number of pupils at the resource base is 24.

There are no plans to change the Council’s policy on the admission of children to schools as a result of these proposals.

Admissions to the specialist resource base are managed by the local authority and subject to a statement of Special Educational Needs (SEN) or Individual Development Plan (IDP) as appropriate.

Admissions to the specialist resource base would be separate to admission to the main school and would be in addition to the Published Admission Number (PAN).

Any arrangements for the transport of pupils will be made in accordance with the Authority’s existing policies on school transport.

Within a period of 28 days of the date of publication of these proposals, that is to say by 02 June 2022, any person may object to these proposals.

Objections should be sent to the Director of Education and Lifelong Learning, Cardiff Council, County Hall, Atlantic Wharf, Cardiff CF10 4UW.

Objections may also be sent to the Director of Education and Lifelong Learning, Cardiff Council using the following e-mail address: SchoolResponses@cardiff.gov.uk

Please note that any such objection must contain the full name and postal address of the objector.

The Authority will publish a summary of any such objections made (and not withdrawn in writing) within the objection period, together with their observations thereon, before the end of 7 days beginning with the day the proposal is determined.

Dated this 06 day of May 2022

Signed: Davina Fiore
Director of Legal, Governance and Monitoring Officer
For Cardiff Council

EXPLANATORY NOTE

(This does not form part of the Notice but is intended to explain its general meanings)

To meet the demand for Specialist Resource Base places for learners aged 4 -11 with Autism Spectrum Condition it is proposed to increase the designated number at the Pentreban Primary School Specialist Resource Base from 20 to 24 spaces from September 2022.

The number of pupils at the base is 24 with additional children being accommodated within the existing accommodation.

It is proposed that works would be undertaken to improve and extend facilities and accommodation.

In addition to the proposed increase in designated places at the specialist resource base for children with Autism Spectrum Condition at Pentreban Primary School, further places for pupils with complex learning needs and autism spectrum condition have been proposed for a number of schools within the local authority. Details of these proposals and copies of the statutory notices can be seen at [Complex Learning Needs/Autism Spectrum Condition provision \(cardiff.gov.uk\)](http://www.cardiff.gov.uk/Complex-Learning-Needs/Autism-Spectrum-Condition-provision)

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Appendix 3

Policy/Strategy/Project/Procedure/Service/Function Title: School Organisation Planning: Provision for children and young people with Additional Learning Needs (ALN)
New/Existing/Updating/Amending: Post statutory notice

Who is responsible for developing and implementing the Policy/Strategy/Project/Procedure/Service/Function?	
Name: Richard Portas	Job Title: Programme Director
Service Team: Schools Programme	Service Area: Education
Assessment Date: June 2022	

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

<p>To inform Cabinet of any objections received to the published statutory notices to:</p> <ul style="list-style-type: none"> • establish a 20 place Specialist Resource Base (SRB) for primary aged children with Complex Learning Needs at Moorland Primary School from September 2023; • establish a 30 place Specialist Resource Base for learners with complex learning needs at Willows High School from September 2023; • increase the designated number at the Llanishen High School Specialist Resource Base for learners with Autism Spectrum Condition from 20 to 45 places from September 2022; • establish a 30 place Resource Base at Ysgol Gyfun Gymraeg Glantaf alongside the existing 30 place Specialist Resource Base for learners with Autism Spectrum Condition from September 2023; • increase the designated number of Ty Gwyn Special School from 198 to 240 from September 2022; • increase the designated number of The Hollies Special School from 90 to 119 from September 2022 • further increase the designated number of The Hollies Special School from 119 to 150 from September 2023 • increase the designated number at the Specialist Resource Base at
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Llanishen Fach Primary School for learners with complex learning needs from 20 to 30 places from September 2023

- increase the designated number at the Specialist Resource Base at Pentreban Primary School for learners with Autism Spectrum Condition from 20 to 24 spaces 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 10 March 2022 the Cabinet in accordance with the terms of the Schools Standards and Organisation (Wales) Act, approved a recommendation for the publication of statutory notices relating to the schools as set out in section 1.

The statutory notices were published on 6 May for a period of 28 days to allow for objections. The statutory notice period expired on 2 June 2022.

The notices were published on the Council's website, and hard copies were posted at the relevant school sites.

Copies of the notices were distributed via e-mail to organisations and consultees required under the School Organisation Code 2018.

Residents and businesses in the local areas to each school were notified of publication of the statutory notices by letter.

Objections were received to the proposals relating to Ty Gwyn Special School. These objections included the following concerns:

- Increased traffic congestion around the school
- Parking concerns
- Space at the school for additional pupils.

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?

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	Yes	No	N/A
Up to 18 years	X		
18 - 65 years	X		
Over 65 years	X		

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

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

This provision is age dependent and therefore not accessible to pupils outside of this age range, or adults, either locally or in the wider community.

The Council would manage admissions to special school and specialist resource base provision in accordance with the ALN Code.

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

If the proposals were to proceed, an equality impact assessment would be carried out to identify the accessibility of any new accommodation. 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.

The Council's procedure for managing staffing changes arising from the proposal would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

3.2 Disability

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

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

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

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

The Council would manage admissions to special school and specialist resource base provision in accordance with the ALN Code.

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

If the proposals were to proceed, an equality impact assessment would be carried out to identify the accessibility of any new accommodation 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.

The Council's procedure for managing staffing changes arising from the proposal would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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
Transgender People (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.

The proposed changes would not have a differential impact as the schools and specialist resources bases will continue to apply the Council's policies on equal opportunities.

The Council would manage admissions to special school and specialist resource base provision in accordance with the ALN Code.

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

The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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3.4. Marriage and Civil Partnership

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on marriage and civil partnership?

	Yes	No	N/A
Marriage			X
Civil Partnership			X

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

The proposed changes would not have a differential impact as the schools and specialist resource bases will continue to apply the Council's policies on equal opportunities.

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

The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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			X
Maternity			X

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

The proposed changes would not have a differential impact as the schools and specialists resource bases will continue to apply the Council's policies on equal opportunities.

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

The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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3.6 Race

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

	Yes	No	N/A
White			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.

The proposed changes would not have a differential impact as the schools and specialist resource bases will continue to apply the Council's policies on equal opportunities.

The Council would manage admissions to special school and specialist resource base provision in accordance with the ALN Code.

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

The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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.

The proposed changes would not have a differential impact as the schools and

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specialist resource bases will continue to apply the Council's policies on equal opportunities.

The Council would manage admissions to special school and specialist resource base provision in accordance with the ALN Code.

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

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	

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

The proposed changes would not have a differential impact as the schools and special resources bases will continue to apply the Council's policies on equal opportunities.

The Council would manage admissions to special school and specialist resource base provision in accordance with the ALN Code.

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

Maintained school provision admits pupils of both sexes and this would continue to be the case.

The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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	

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Gay Women/Lesbians		X	
Heterosexual/Straight		X	

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

The proposed changes would not have a differential impact as the schools and special resource bases will continue to apply the Council's policies on equal opportunities.

The Council would manage admissions to special school and specialist resource base provision in accordance with the ALN Code.

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

Evidence collated by the Stonewall lobby group alleges that Lesbian, Gay, Bisexual people are likely to be discriminated against in workplace recruitment.

The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

3.10 Socio-economic Duty

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on the Socio-economic Duty?

	Yes	No	N/A

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

The proposed changes are expected to have a positive impact on the Socio-economic Duty. The Council's has made a clear commitment to continuing the investment in, and improvement of, Cardiff schools to make sure every child has the best possible start in life (www.cardiffcommitment.co.uk).

The delivery of additional ALN places will ensure that there are appropriate, high quality school places for young people, which meet the needs of Cardiff's growing and changing population.

The Council works closely with the governing bodies of schools to ensure that standards in schools are high, that teaching is good, and that leadership and governance is strong.

The Council does not expect the proposal to have any negative impact on the

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quality of standards of education for pupils, at these schools.

Some of the funding that a school receives is based on the number of pupils in the school who receive Free School Meals. All schools in Cardiff would receive funding for these pupils. There is no information available that suggests that the proposals would have a negative effect on pupils who receive Free School Meals.

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

N/A

3.11 Welsh Language

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

	Yes	No	N/A

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

The Council is committed to developing a Bilingual Cardiff.

Cardiff's Welsh in Education Strategic Plan (WESP) 2022-2031 sets out a series of ambitious commitments to build on the progress achieved to date. These will ensure that every child in the city can receive an education in the language of Welsh, the number receiving their education in Welsh-medium schools will increase, and through the significant use of Welsh in English medium education all will have the opportunity to become confident in speaking Welsh.

The level of special educational needs/ additional learning needs in the Welsh-medium sector has historically been lower than in the English medium sector. This has however been changing over the last 4-5 years, with schools reporting an increased incidence of additional learning needs, in all areas of need.

A review of additional learning needs in the Welsh-medium sector was undertaken with Welsh medium schools in 2016 to inform the Welsh in Education Strategic Plan (WESP). Schools reported a small but significant number of examples of pupils with additional learning needs leaving the Welsh-medium sector in order to access Specialist Resource Bases or special schools.

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There was also some anecdotal evidence to suggest that some families who would otherwise choose Welsh-medium education opt instead for English medium if their child has additional learning needs, through concern that their child may need to transfer to the specialist sector at a later date.

Through the WESP, Cardiff has invested in specialist provision in the sector, including some capacity to respond to growing demand and to generate more confidence in the availability of specialist provision in the sector.

A new primary base was established at Ysgol Gymraeg Pwll Coch, within the catchment area of Ysgol Gyfun Gymraeg Glantaf, where the secondary base is established. The two bases cater for learners with severe learning difficulties, providing a specialist curriculum and supporting a range of secondary needs including physical and medical needs, speech and language difficulties and autism.

As the Welsh sector continues to grow it will be important to develop additional provision in anticipation of the need, to ensure Welsh-medium education is a genuine choice for learners with complex additional learning needs.

Following engagement sessions with members of Cardiff's Welsh Education Forum in summer 2021, the Council formally consulted on its draft Welsh in Education Strategic Plan (WESP) 2022-2032 between 15 October 2021 and 13 December 2021.

Links to the plan (including the full draft WESP, the easy read summary version and the Trajectory for Growth) and survey webpage were circulated to statutory stakeholders including Cardiff schools and Cardiff's Welsh Education Forum member organisations.

The draft WESP sets out the strategy for the development of Welsh-medium additional learning needs provision and proposals would be brought forward as part of the implementation of the Council's Welsh in Education Strategic Plan following agreement of the strategy by the Welsh Government and formal adoption by the Council later in 2022.

The Cabinet approved Cardiff's WESP 2022-2031 at its meeting of 24 February 2022, for submission to the Welsh Government Ministers.

The ongoing development of additional learning needs provision including new and existing provision will be kept under review to ensure proposals are brought forward in a strategic and holistic way that takes into account the needs of all of our learners and reflects the additionality required to ensure parity in the Welsh-medium sector as new places are delivered throughout the proposed WESP.

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

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Demand for WM ALN places will be kept under review and proposals brought forward in line with the Welsh in Education Strategic Plan

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 schemes.

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

Groups	Actions
Age	See Generic Over Arching below
Disability	
Gender Reassignment	
Marriage & Civil Partnership	
Pregnancy & Maternity	
Race	
Religion/Belief	
Sex	
Sexual Orientation	
Socio-economic Duty	
Welsh Language	
Generic Over-Arching [applicable to all the above groups]	<p>If the proposals were to proceed:</p> <ul style="list-style-type: none"> • compliance with the Council's policies on equal opportunities would need to be ensured. • an equality impact assessment would be carried out to identify the accessibility of any 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. • Demand for WM ALN places will be kept under review and proposals brought forward in line with the Welsh in Education Strategic Plan

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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 : Ceri Tanti	Date: June 2022
Designation: School Organisation Project Officer	
Approved By:	
Designation:	
Service Area: Education	

- 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 2536 / 3262 or email equalityteam@cardiff.gov.uk

**CARDIFF COUNCIL
CYNGOR CAERDYDD****CABINET MEETING: 14 July 2022****THE EXPANSION OF PENTYRCH PRIMARY SCHOOL AND
ESTABLISHMENT OF NURSERY PROVISION AT THE SCHOOL****EDUCATION (COUNCILLOR SARAH MERRY)****AGENDA ITEM: 9****Reason for this Report**

1. This report is to inform the Cabinet of objections received to the published statutory notice to:
 - Increase the capacity of Pentyrch Primary School from 140 to 210 places.
 - Extend the age range of the school from 4 to 11, to 3 to 11 by establishing nursery provision at the school to allow for 32 part-time places.

Background

2. At its meeting on 10 March 2022 the Cabinet, in accordance with the terms of the Schools Standards and Organisation (Wales) Act, approved a recommendation for the publication of a statutory notice relating to Pentyrch Primary School as set out at paragraph 1. A copy of the Cabinet Report of 10 March 2022 is attached as Appendix 1.
3. The statutory notice was published on 06 May 2022 for a period of 28 days to allow for objections. The statutory notice period expired on 02 June 2022. A copy of the notice is attached at Appendix 2.
4. The notice was published on the Council website, posted at the school site, at the Village Hall on Heol y Bryn, and outside the local shops.
5. Copies of the notice were distributed via e-mail to organisations and consultees required under the School Organisation Code 2018.
6. Residents in the local area were notified of publication of the statutory notice by letter.

Issues

7. In accordance with the requirements of the School Organisation Code the Council's Cabinet has responsibility for the determination of school organisation proposals including those which receive objections (save for those that are required to be considered by the Welsh Government).
8. In accordance with this the Cabinet must decide whether to approve, reject or approve with modifications, the proposals. The Council must not approach the decision with a closed mind and any objections must be conscientiously considered.

Objections Received

9. There were four objections received by the statutory notice closing date.
10. All of the objections were from residents living within the village of Pentyrch.
11. A summary of the objections received, and the Council's response can be seen at paragraphs 72-82.
12. As set out in the School Organisation Code, the following factors should be taken into account by relevant bodies when exercising their function of approving/ determining proposals. The Council must at all times consider the interests of learners.

Section 1.3 Quality and Standards in Education

13. The Council works closely with the governing bodies of schools to make sure that standards in schools are high, that teaching is good, and that leadership and governance is strong.
14. Standards at Pentyrch Primary School are good. It is not expected that the proposal would negatively impact on standards at the school.
15. The proposal supports continuity and progression in children's learning from age three and facilitates transition between the nursery and primary sector providing a high-quality learning environment for children and supporting improved outcomes.
16. The proposal is not expected to have any negative impact on the quality of standards of education or the delivery of the Foundation Phase and each Key Stage of education at the school. The likely impact of the proposal on the ability of the school to deliver the full curriculum at the Foundation Phase and each key stage of education would be positive.
17. Pentyrch Primary School has an appropriate range of policies and provision in place to promote pupils' health and well-being.
18. The school is committed to providing an environment in which learning is valued and children achieve their potential in a happy, safe environment in which they show respect and tolerance for each other.

19. The school has been in a formal collaboration with Llanishen Fach Primary School since 2017 with a leadership team working across both schools. Pentyrch Primary School has made great progress and is likely to maintain the current standards in terms of education, provision and leadership and management.

Section 1.4 Need for places and the impact on accessibility of schools

20. A number of new housing developments have been proposed in Northwest Cardiff in recent years which will increase the number of children in the area seeking school places and will impact on the availability of school places.
21. The Council's Supplementary Planning Guidance sets out the circumstances in which the Council could seek s106 contributions from developers towards school facilities. S106 contributions may only be sought when the school's local to a development will continue to be fully subscribed and there is a need to expand provision either by expanding existing schools or building new schools. Land, building or financial contributions must be directly proportionate to the needs arising from a development. S106 contributions do not allow the Council to invest in schools to resolve existing needs that have been identified.
22. The Cabinet Report of 15 July 2021 set out the need for additional local English-medium primary school places and the benefit to the community and the school of the introduction of nursery provision at the school.
23. Citywide intakes to primary education in September 2021 to September 2024 are projected to reduce significantly as a consequence of a further fall in the birth rate and changes to migration patterns, which are evidenced in data published by the Office of National Statistics and the most recent NHS GP registration data sets. However, changes to populations are not consistent in all parts of the city.
24. Overall existing capacity in the mainstream primary sector is projected to be sufficient to accommodate demand in existing residential areas of the city until at least 2025, in each language medium. Additional primary school provision is planned to serve new housing developments in the Northeast and Northwest of the city. To allow for changes in population as birth rates and migration changes, a reasonable level of surplus places must be retained.
25. Whilst changes in school catchment areas could provide a temporary balance in the supply of and take up of places in areas of new housing, the rate of house completion and planned new provision would mean that such changes would not be sustainable and further changes would be necessary within a short period. This would be excessively disruptive and would not assist parents in planning education for their families.
26. The timing of any new or expanded provision to serve new housing developments must therefore take account of the growing number of

surplus places in existing schools to ensure that the additional provision is sustainable from the time of implementation, and that existing provision remains viable if some parents in existing communities seek to take up places in the additional provision.

27. The work undertaken to establish the likely demand for places in English-medium primary school places in the communities of Creigiau and St Fagans, Pentyrch, and Radyr and Morganstown indicates that there will be a shortfall of places at Pentyrch Primary School to serve its catchment area in future years.
28. An evaluation of different educational settings (i.e., English-Medium, Welsh-Medium, faith-based and voluntary aided schools) has been undertaken based on historical take up of places in the catchment and how place availability would potentially drive parental preference.
29. In the period January 2016 to January 2020, the total number of children resident in the catchment area of Pentyrch Primary School taking up Reception places in English-medium community primary schools exceeded the Published Admission Number at the school of 20 places, fluctuating between 21 and 29 pupils.
30. The projected yield of primary school age children from the Goitre Fach Farm development, at the time of the assessment being undertaken in 2016, was projected at 10 children per year group. Projections taking account of NHS GP registration data in 2016 indicated that the number of children in the area, taking up English-medium community places, would reach or exceed the number of places at Pentyrch Primary School. The Council secured S106 funds to provide additional places on this basis.
31. The proposal to expand Pentyrch Primary School would provide sufficient places for children resident in existing housing within the school's catchment area and children resident in the new housing development at Goitre Fach Farm.
32. The proposed expansion would also provide some surplus places in the short term to meet the needs of the wider Northwest Cardiff LDP sites prior to the completion of the proposed new schools at Plasdŵr. Additional primary school provision south of Llantrisant Road is planned at a later stage of the Plasdŵr development.
33. For children in the village of Pentyrch, the nearest maintained nursery class facilities in a primary school setting are at Creigiau Primary School, Bryn Deri Primary School, Radyr Primary School and Danescourt Primary School.
34. Whilst parents have been able to apply to, and gain admission to, these schools in neighbouring localities in recent years, the development of housing in Northwest Cardiff is expected to impact the opportunity for families to take up of places at those schools in future.

35. The proposed changes would enable learners within the catchment area of Pentyrch Primary School to access English-medium education in a community school environment from the age of 3-11 and would reduce the number of families commuting to provision elsewhere.
36. An expansion of places at the school, and the establishment of maintained nursery provision at Pentyrch Primary School would increase the number of journeys taken to the school by families' resident within the village. However, families within the village of Pentyrch are already commuting to the school or are commuting out of the village to schools elsewhere.
37. These proposals would therefore provide enhanced opportunities to bring forward provision to better enable local pupils, particularly those in the village of Pentyrch, to walk, scoot and cycle to their local school with reduced reasons to drive.

Section 1.5 Resourcing of education and other financial implications

38. The proposed scheme would primarily be funded by S106 contributions secured from the Goitre Fach Farm development.
39. Any extra funding that may be required for building works or adaptations would be obtained through the Education capital schemes, giving due regard to the affordability and prioritisation of the project.
40. As schools' revenue budgets are predominantly predicated on the basis of pupil numbers, any increase in pupil numbers would mean that the revenue budget for Pentyrch would increase in comparison to previous years.
41. Any additional costs would be met from within the existing delegated schools budget, with consideration given to the new nursery provision and transport implications.
42. Current published admissions figures reflect present schools' intake, and the impact on surrounding primary and secondary schools has been shown to be limited.
43. The number of maintained nursery places offered through this proposal would allow for the delivery of wrap around childcare on the Pentyrch Primary School site through partnership with an external provider. This would enhance the local offer available to families with nursery age children. Any costs associated with the delivery of this type of service would be revenue neutral to the school.
44. Further financial implications arising from the proposal are outlined in paragraphs 118 - 123.

Section 1.6 Other General Factors

45. The Council does not expect the proposal to have any negative impact on the quality of standards of education for children from economically deprived backgrounds.
46. The school would continue to provide support for pupils with Additional Learning Needs as required. There is no information available that suggest that the proposals would have any detrimental effect on what is currently in place.
47. The Council must also take into consideration any detrimental impact that could be caused to the community if the proposals did not proceed. The proposals seek to establish nursery provision which would retain a greater number of learners in the school and would support the school's budget. If the proposals were not to proceed, Pentyrch Primary School would be the smallest primary school in Cardiff. Small schools can face greater challenges in balancing their budget and in turn attracting and maintaining high quality staff and leadership. This proposal would be expected to reduce outflow from the Pentyrch community to neighbouring areas as they could benefit from a more comprehensive education and childcare offer locally.
48. If the proposed changes were not to be implemented, the current pattern of a significant proportion of families in Pentyrch choosing to access primary school provision outside of the village would be expected to continue. The associated traffic implications, and a lack of comprehensive and cohesive nursery and wrap around care option for local families, would continue.

Section 1.9 Specific factors to be taken into account for proposals to add or remove nursery classes

49. Children in Cardiff can attend a part-time nursery place in school from the start of the term after their third birthday. They must attend the nursery class for at least five half days per week. There are no catchment areas for nursery classes.
50. Currently Pentyrch Primary School serves only children aged 4-11 years. Families' resident in Pentyrch seeking nursery places either take up places in a private nursery setting in the village or travel out of Pentyrch.
51. Plans for a new 2FE primary school to serve the Plasdŵr development were as approved in 2020. The school is to be dual stream with 1FE Welsh-medium and 1 FE dual language consistent with Category 2 of the Guidance on school categories according to Welsh-medium Provision published by the Welsh Government in December 2021. The new primary school is to also offer nursery provision with 48 part-time places in Welsh-medium and 48 part-time places with potential to work in conjunction with local childcare providers. In addition, Ysgol Creigiau offers nursery places in Welsh.

52. The Council believes that whilst there is private nursery provision in the village, there are significant benefits for the children, parents and staff of Pentyrch Primary School in establishing a maintained nursery on site.
53. The following benefits may be realised:
- Additional English-medium nursery places serving local families
 - Continuity of the school's provision, to support and embed the ethos and culture of the school
 - The development of strong and effective parental links from the earliest opportunity
 - Ease of transition for a nursery-aged child when promoting to Reception
 - Early identification of vulnerable groups so the needs of children can be identified and met as early as possible
 - An opportunity for children to attend nursery at the same site as older siblings. This should impact positively on parents' time and reduce the logistical difficulties that seeking an alternative childcare provider may cause and would particularly benefit those resident in the village of Pentyrch.
 - By having an Early Years unit within the school, pupils' well-being and learning will be advantaged. Continuity and progression between Early Years and Foundation Phase will be secured, enhancing the opportunity to appropriately address individual developmental and cultural needs.
 - Potential for wrap around childcare for nursery age children enhancing the local offer and building on established links with local provision in the village.
54. The Council is currently funding a small number of 'non-maintained' nursery education places at the private nursery, Pentyrch Nursery, which operates from the Pentyrch Village Hall. This funding stream would cease should a nursery class be established at the primary school.
55. The private nursery also provides childcare places to children who are not eligible for a funded education place at the nursery. The places funded by the Council provide one of the sources of income for the nursery. The private nursery operates in the morning only.
56. The potential financial impact on the local private nursery of establishing nursery provision at Pentyrch Primary School is acknowledged and was highlighted in the consultation information published by the Council.

57. The impact on the private nursery may be mitigated through a number of measures. Representatives of Pentyrch Primary School, the private nursery, and Council Officers have held constructive discussions during and since the consultation period, to continue to shape the proposals.
58. Since consultation, the proposed number of nursery places at Pentyrch Primary School has been reduced from 48 to 32 which could allow for alternate education and childcare sessions.
59. Alternate sessions (e.g., school nursery class sessions in morning or afternoon only) would support the private nursery to operate as a wrap-around childcare setting. This could potentially be facilitated by the sharing of the proposed nursery class accommodation on the school site. Such arrangements have operated successfully on other school sites in Cardiff, and the arrangements have allowed families to access the nursery education offer and wrap-around childcare.
60. 'The childcare offer for Wales' provides working parents with a mixture of childcare and early education for children aged three or four. Offering both nursery education and wrap around care on the school site would enhance the local offer available in Pentyrch and would allow parents to access a nursery class place in a school of up to 12.5 hours and to receive funding for wrap-around childcare for up to 17.5 hours per week.
61. If progressed, a single-site education and childcare facility could therefore have a positive impact on the take up of places at the school, as parents are able to access the full age range of education provision with childcare, and could also have a positive impact on the take up of places at the private nursery as local families would not need to travel out of the village to be able to access their full education and childcare funding offer.
62. The school has also been active in discussions with the private nursery and other providers regarding opportunities to expand their offer to provide for other groups should they be interested in doing so to cater for the wider primary age group operating from the Pentyrch Primary School site in order to enhance the current offer available to families in the village and wider community.
63. Further work will be undertaken with Pentyrch Primary School and with Pentyrch Nursery to enable a greater number of children in the community to benefit from nursery provision and childcare within Pentyrch. Any agreement with Pentyrch Nursery or any other private provider would be expected to be revenue neutral for the school (i.e., no use of the school's per pupil funding to enable delivery) with any additional costs for operation of the childcare to be met by the provider with a lease agreement to support mutual operating terms.

Section 1.15 Factors to be taken into account in approving/determining school organisation proposals

64. There are no related school organisation proposals.

65. The consultation on the proposed changes was carried out in accordance with the requirements of the Welsh Government School Organisation Code (November 2018).
66. The consultation document was sent to those it should have been sent to and pupils were consulted. The required amount of time (42 days of which at least 20 are school days) was provided to respond to the consultation.
67. The consultation document contained the prescribed information set out in the Code.
68. The timescale and content in the consultation report complied with the requirements of the Code.
69. The publication of the statutory notice complied with the requirements of the Code and the notice contained all of the prescribed information.

Objections to the proposal

70. The Council received four objections to the statutory notices by the closing date.
71. A summary of the objections, which related to traffic, transport and the sustainability of provision, and the Council's response to these objections, follows below.

Traffic, Transport and Sustainability objections

72. *“My objection to the planning centers [sic] around a lack of provision for the additional traffic this will create in the short term due to construction and in the long term due to more staff and pupil's being dropped off and the increased risk of injury to children this creates*
73. *“The main area of my concern is the impact of increased traffic, between the new estates on the Llantrisant Road and Pentyrch. Increasing the number of pupils in the school will be reflected in an increased traffic flow.”*

“Given the Climate emergency any increase in traffic will result in increased pollution and release of greenhouse gasses. The expansion of the new estates on the Llantrisant Road is already causing an increase in traffic along Bronllwyn.”
74. *“When the new housing was proposed along the Llantrisant Road (A4119), I remember seeing there were plans for primary schools to be built. I am at a loss as to why these schools have not been built now, given that so many houses are built and occupied. It seems totally inappropriate to expand Pentyrch primary school, just in order to*

accommodate a short-term expansion of pupils from the new housing, and until the new schools are built.”

“This will put intolerable pressure on minor country lanes, which have already seen marked increases in traffic, (due to all the new housing developments on the A4119). There should be double yellow lines for a long distance from the school in Bronllwyn and more speed narrowing to slow traffic down (or whatever system works best).”

“Also, we need 20mph on all roads in Pentyrch and severe speed restrictions on the country lanes, as none of them are suitable for the current 60mph!”

“It is also incredible to read that of the current catchment, 48% travel by car to school already, compared with 43% that walk. The majority of these pupils must surely live within walking distance. This needs to be addressed urgently.”

75. *“We live on the same street as Pentyrch Primary School and are often impacted by the lack of parking provision for the school. Any expansion would necessarily exacerbate the problems. If the school expansion goes ahead, we would expect - at the very least - some yellow lines to prevent parking outside our house.*

Appraisal of views expressed

76. The Council recognises that the proposal would be likely to increase travel to the school site which would need mitigation to alleviate existing traffic-related issues in the vicinity of the school.
77. 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.
78. The Council’s current Corporate Plan includes a commitment to every school in Cardiff developing and implementing an Active Travel Plan. Pentyrch Primary School has developed an Active Travel Plan. This plan has been developed with full involvement of the school supported by the Council’s Active Travel Plan officers. It identifies actions by the school to support and encourage active travel to school and highlights the need for improvements to off-site infrastructure required to facilitate active journeys including the need for the existing crossing facility on Bronllwyn to be upgraded (It is recommended that the crossing is upgraded in

conjunction with the expansion of places and the Transport team will work closely with the project team to secure funding to enable this).

79. It is anticipated that with the introduction of a nursery, take up of places by those that reside within the village of Pentyrch will increase. This should provide greater scope for increased numbers of families to benefit from an appropriate Active Travel Plan. Additionally, the need to travel outside the village to reach available nursery provision would also decrease, further reducing vehicle trips.
80. The development proposals will also require a Transport Assessment which will identify measures to be included as part of the application to maximise travel by sustainable modes. These would be expected to include appropriate improved facilities for walking, scooting and cycling, for example upgrading of the existing crossing on Bronllwyn. On-site parking would be in line with the council's Parking Standards to encourage use of sustainable and active modes of travel.
81. The scope for introducing parking restrictions - to help discourage short distance car travel and maximise active travel to school - will be investigated and put in place, where appropriate and feasible. Consideration will also be given to identifying a suitable Park and Stride/Park and Scoot facility for any pupils being driven to school from further afield to help manage parking and alleviate traffic issues in the vicinity of the school.
82. Where it has been identified that some children would be eligible for free home to school transport, suitable provision may be required at Pentyrch Primary School to accommodate the Learner Transport drop-off and pick-up. If so, this would be likely to be a designated area immediately outside the school to create clear space for the small number of minibuses and /or taxis required, (anticipated to be one or two), This will need to be designed in a way which does not impact negatively upon children travelling to school by active modes and enforced by parking restrictions.

Admissions and Catchment areas

83. The increased Published Admission Number, from 20 places to 30 places, would apply to all year groups from Reception to Year 6 for admissions from September 2023. Admissions arrangements for the nursery class would also take effect from September 2023.
84. 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).
85. There are no plans to change the Council's policy on the admission of children to schools as a result of this proposal.

86. 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).

Partnerships

87. The [Cardiff Commitment](#) is a vision which the city of Cardiff is dedicated to realising and that seeks to ensure all children and young people have access to opportunities that deliver ambition and skills and supports them to progress into education, employment, and training.
88. The Cardiff Commitment through school, employer networks (in growth sectors of the economy in particular), community, further and higher education partnerships, delivers knowledge, skills and experiences for pupils to fulfil their potential and contribute to the economic growth of our capital city.
89. The Cardiff Commitment works with employers to support the development of learning pathways, careers and work related experiences and collaboration to construct authentic learning experiences with industry as per the requirements of the [Curriculum for Wales](#) with a focus on supporting children and young people who need it most.
90. Through the Cardiff Commitment, the council has built a city-wide alliance to support educational achievement; in particular to raise the aspirations of learners, create opportunities, develop skills and support progression into the world of work. The number and breadth of partners involved has grown significantly since 2016, with over 300 partners now involved in various ways.
91. This approach enables both universal and targeted programmes to work together and stay focused upon the shared vision that any child growing up in Cardiff should have equal opportunity to realise their potential. And importantly that the journey to independence is a continuum that should be nurtured from primary school into secondary school, and through to Post 16 education, training and employment.
92. The breadth of companies now involved with the initiative is 300+ and the significance of the pledges they make opens up a variety of opportunities for children and young people as the Cardiff Commitment is utilised as a touch stone for all Council relationships with employers.
93. The Council's proposals for Band B of the 21st Century Schools Programme and the Cardiff 2030 strategy clearly state the link between improving the environment for learning and raising standards of achievement.
94. Accelerator projects led by the Core Team and undertaken with schools are informed by data held in relation to Free School Meals, Looked After Children in Education, ALN and Wales Index of Multiple Deprivation areas. The Cardiff Commitment accelerator areas aim to get most benefit and value from partnerships and look to provide sustainable and scalable

approaches for schools and employers. Six Priority Areas support the development of opportunities and include creating school/business partnerships to deliver experiences of work and target skills development in the key economic growth sectors of the Cardiff Capital Region across age continuum.

95. An example of this is the Business Forum approach which sees partners from across the Growth Sectors in the region working with schools to develop opportunities and skills which support ambition and progression into education, employment and training.
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. The Council is committed to developing a Bilingual Cardiff.
98. The level of special educational needs/ additional learning needs in the Welsh-medium sector has historically been lower than in the English-medium sector. This has however been changing over the last 4-5 years, with schools reporting an increased incidence of additional learning needs, in all areas of need.
99. A review of additional learning needs in the Welsh-medium sector was undertaken with Welsh-medium schools in 2016 to inform the Welsh in Education Strategic Plan (WESP). Schools reported a small but significant number of examples of pupils with additional learning needs leaving the Welsh-medium sector in order to access Specialist Resource Bases or special schools.
100. There was also some anecdotal evidence to suggest that some families who would otherwise choose Welsh-medium education opt instead for English-medium if their child has additional learning needs, through concern that their child may need to transfer to the specialist sector at a later date.
101. Through the WESP, Cardiff has invested in specialist provision in the sector, including some capacity to respond to growing demand and to generate more confidence in the availability of specialist provision in the sector.
102. A new primary base was established at Ysgol Gymraeg Pwll Coch, within the catchment area of Ysgol Gyfun Gymraeg Glantaf, where the secondary base is established. The two bases cater for learners with severe learning difficulties, providing a specialist curriculum and supporting a range of secondary needs including physical and medical needs, speech and language difficulties and autism.

103. As the Welsh sector continues to grow it will be important to develop additional provision in anticipation of the need, to ensure Welsh-medium education is a genuine choice for learners with complex additional learning needs.
104. Following engagement sessions with members of Cardiff's Welsh Education Forum in summer 2021, the Council formally consulted on its draft Welsh in Education Strategic Plan (WESP) 2022-2032 between 15 October 2021 and 13 December 2021.
105. Links to the plan (including the full draft WESP, the easy read summary version and the Trajectory for Growth) and survey webpage were circulated to statutory stakeholders including Cardiff schools and Cardiff's Welsh Education Forum member organisations.
106. The draft WESP sets out the strategy for the development of Welsh-medium additional learning needs provision and proposals would be brought forward as part of the implementation of the Council's Welsh in Education Strategic Plan following agreement of the strategy by the Welsh Government and formal adoption by the Council later in 2022.
107. The Cabinet approved Cardiff's WESP 2022-2031 at its meeting of 24 February 2022, for submission to the Welsh Government Ministers.
108. The ongoing development of additional learning needs provision including new and existing provision will be kept under review to ensure proposals are brought forward in a strategic and holistic way that takes into account the needs of all of our learners and reflects the additionality required to ensure parity in the Welsh-medium sector as new places are delivered throughout the proposed WESP.

School Governance

109. Pentyrch Primary School entered a formal collaboration with Llanishen Fach Primary School in 2017, with a leadership team working across both schools. Pentyrch Primary School has made great progress on its continuous improvement journey, working closely with Llanishen Fach Primary School on joint school improvement priorities.
110. The Council has supported the two schools and Governing Bodies in developing the collaboration model. Shared governance arrangements are in place to monitor and evaluate the development and success of the collaboration, and to advise on/consider issues that are relevant to both schools.

Wellbeing of Future Generations

111. In line with the Well-being of Future Generations Act Cardiff 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.

112. 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.
113. In order to maximise the long-term impact of this significant investment, any design taken forward 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.
114. The project will consult with all statutory bodies when developing a planning application to ensure that environmental and biodiversity impacts are fully considered.

Local Member consultation

115. Local members were consulted during the consultation period, between 14 December 2021 and 25 January 2022.

Scrutiny Consideration

116. The Children & Young People's Scrutiny Committee will consider this report on 5 July 2022. Any comments received will be circulated at the Cabinet meeting.

Reason for Recommendations

117. To meet demand for community English-medium primary school places in the local area and provide maintained nursery provision at the school.

Financial Implications

118. In considering the financial implications of the report, the decision-maker should have assurance that the pupil numbers stated in the report (which relate to the period 2016-2020) are indicative of pupil numbers anticipated for current and future years.
119. In respect of the revenue implications, the resources required to fund additional places at Pentyrch Primary will need to be met from within the existing delegated school's budget. All other things being equal, an increase in pupil numbers in one school would result in a dilution of the overall delegated budget and would result in a reduction in the per pupil (Age Weighted Pupil Unit) amount for all schools.

120. Schools' revenue budgets are predominantly predicated on the basis of actual pupil numbers, and therefore any increase in the Published Admission Number (PAN) alone, has no financial impact unless these places are actually taken up. There is therefore no guarantee that an increase in the PAN would equate to an increase in the school's budget. In fact, particularly in the short term, the change may actually result in a decrease, should the school only just go above 150 pupils, as this is the threshold for receiving the small school lump sum in the formula.
121. The financial implications of the report are not limited to Pentyrch Primary, as there is reference to possible impact on other schools mentioned in the body of the report, particularly at a time of reducing demand for places in the primary sector. Consideration should be given to the financial impact on all affected schools as a result of the reallocation of pupils (and school budget) from one school to another.
122. In respect of any financial implications of the proposal to expand the school age range to include a nursery provision, the decision-maker should be assured that the benefits of doing so outweigh the costs, and that other nearby established maintained nursery provisions do not have the capacity to offer the same provision at reduced, or no cost (particularly in respect of set-up costs).
123. It is noted that S106 contributions are the primary source of any required capital funding, but no quantum is stated. Based on previous contribution levels, the decision-maker should seek assurance that any amounts projected to be recoverable from developers are achievable. The report also notes that any additional funding would be obtained through Education Capital schemes (SOP), and again, the decision-maker should have assurance that funding is available, given the significant projects and priorities already allocated to those schemes.

Legal Implications

124. The school organisation proposals set out in the report must be considered having regard to the provisions of the School Standards and Organisation (Wales) Act 2013 ('the Act') and the School Organisation Code 2018 ('the Code'). The Code sets out the factors which should be considered in respect of different proposals, the statutory procedures, legal requirements and guidance.
125. The statutory procedures involve a public consultation, publication of a consultation report, statutory notice and a 28-day objection period, prior to determination of the proposals. The previous reports to Cabinet on these proposals are referred to in the body of the report. In March 2022, Cabinet considered the consultation report and resolved to proceed with the proposals and authorised publication of the statutory notice, with the required 28-day objection period (which ended on 2 June 2022).
126. The content of the statutory notice, manner of publication and persons to be notified are prescribed in the Code. Under section 49 of the Act, when

objections have been received, the Council must publish a summary of the statutory objections and the Council's response to those objections ("the Objection Report") on its website and make this available to the interested parties listed in the Code. This Cabinet report constitutes the Objections Report.

127. The Council must decide whether or not to implement its proposals within 16 weeks from the end of the objection period (under section 53 of the 2013 Act). If the Council fails to determine the proposals within the 16-week period, it is taken to have withdrawn the proposals. When determining its proposals, the Council must be satisfied that the statutory consultation has been conducted and the proposals published in accordance with the Code; and it must conscientiously consider the Objections Report and any responses to the notice supporting the proposals, having regard to the relevant factors set out in the Code
128. The decision on whether or not to proceed with the proposals must be set out, with reasons having regard the factors set out in the Code, and issued in the form of a decision letter, published on the Council's website and notified to the Welsh Ministers, the school governing body and all interested parties listed in the Code.
129. If the proposals are taken forward, the admission arrangements for the school, including admission numbers and catchment areas, will need to be determined, following consultation, in accordance with the School Admission Code and the Education (Determination of Admission Arrangements) (Wales) Regulations 2006.
130. In considering this matter, the Council must have regard to its public sector equality duties under the Equality Act 2010 (including specific Welsh public sector duties). This means the Council must give 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.
131. When taking strategic decisions, the Council also has a statutory duty to have due regard to the need to reduce inequalities of outcome resulting from socio-economic disadvantage ('the Socio-Economic Duty' imposed under section 1 of the Equality Act 2010). In considering this, the Council must take into account the statutory guidance issued by the Welsh Ministers (WG42004 A More Equal Wales The Socio-economic Duty Equality Act 2010 (gov.wales) and must be able to demonstrate how it has discharged its duty.

Well-Being of Future Generations (Wales) Act 2015

132. 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.

133. 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 2021-24. 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.
134. 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
135. 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>

General

136. The decision maker should be satisfied that the decision is in accordance with the financial and budgetary policy.
137. The decision maker should also have regard to, when making its decision, to the Council's wider obligations under the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.

HR Implications

138. The proposed increase in pupil numbers at Pentyrch Primary School would require the Governing Body and Senior Leadership Team to plan for workforce requirements of additional staffing arising from the school expansion and introduction of a nursery.

139. The Council's HR People Services would provide advice, support and guidance to the Governing Body in line with the framework set out for any Schools Organisation and Planning proposal. HR People Services encourages the school to undertake a review of their current staff structure to consider how the recruitment of additional staff fits into this structure.
140. Further HR implications of the proposal would need to be determined as the project develops, particularly in relation to the potential sharing of the nursery accommodation with a local private nursery. However, the Council will monitor the staffing implications, and if necessary, ensure that the legal obligations contained within the Welsh Government Code of Practice on Workforce Matters 2014 (the Code), and Transfer of Undertakings (Protection of Employment) Regulations 2006 (amended 2014 and commonly known as TUPE), are met.

Property Implications

141. This report does not recommend any immediate property decisions, but Strategic Estates note the potential consequences of the consultation which may in the future, result in the requirement to undertake land and property transactions.
142. Any decisions relating the development, acquisition or disposal of property in regard to this scheme will need to be undertaken in conjunction with Strategic Estates in accordance with the agreed asset management processes and delegated authorities.

Traffic and Transport Implications

143. The Council's current Corporate Plan includes a commitment to every school in Cardiff developing and implementing an Active Travel Plan. Pentyrch Primary School has developed an Active Travel Plan. This plan has been developed with full involvement of the school supported by the Council's Active Travel Plan officers. It identifies actions by the school to support and encourage active travel to school and highlights the need for improvements to off-site infrastructure required to facilitate active journeys including the need for the existing crossing facility on Bronllwyn to be upgraded (It is recommended that the crossing is upgraded in conjunction with the expansion of places and the Transport team will work closely with the project team to secure funding to enable this).
144. It is anticipated that with the introduction of a nursery, take up of places by those that reside close to the school will increase. This should provide more scope for increased numbers of people to benefit from an appropriate Active Travel Plan. Additionally, the need to travel outside the village to reach available nursery provision would also decrease, further reducing vehicle trips.
145. The development proposals will also require a Transport Assessment which will identify measures to be included as part of the application to

maximise travel by sustainable modes. These would be expected to include appropriate improved facilities for walking, scooting and cycling, for example upgrading of the existing crossing on Bronllwyn. On-site parking would be in line with the Council's Parking Standards to encourage use of sustainable and active modes of travel.

146. The scope for introducing parking restrictions to help discourage short distance car travel and maximise active travel to school will be investigated and put in place, where appropriate and feasible. Consideration will also be given to identifying a suitable Park and Stride/Park and Scoot facility for any pupils being driven to school from further afield to help manage parking and alleviate traffic issues in the vicinity of the school.
147. Where it has been identified that some children would be eligible for free home to school transport, suitable provision may be required at Pentyrch Primary School to accommodate the Learner Transport drop-off and pick-up. If so, this would be likely to be a designated area immediately outside the school to create clear space for the small number of minibuses and /or taxis required, (anticipated to be one or two), This will need to be designed in a way which does not impact negatively upon children travelling to school by active modes and enforced by parking restrictions.

Equality Impact Assessment

148. The Equality Impact Assessment prepared ahead of the consultation phase has been reviewed to take account of the responses received and any further information made available or secured since the original documents was prepared relevant to the proposal from the Council and/or its partners. No changes were found to be necessary to the document at this point.
149. In the event the proposal is able to proceed to implementation the EQIA will be kept under regular review as part of the planning and delivery process.
150. The Equality Impact Assessment is attached at Appendix 3.

RECOMMENDATIONS

Cabinet is recommended to

- (i) Approve the proposals in respect of changes to Pentyrch Primary School as set out in paragraph 1 of this report, without modification.
- (ii) Authorise officers to take the appropriate actions to implement the proposals as set out in paragraph 1
- (iii) Authorise officers to publish the decision within 7 days of determination of the proposal

- (iv) Delegate authority to the Director of Education & Lifelong Learning (in consultation with the Cabinet Members for Education and Cabinet Member Finance, Modernisation & Performance, the Director of Governance and Legal Services, the Director of Economic Development 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).

SENIOR RESPONSIBLE OFFICER	Melanie Godfrey Director of Education & Lifelong Learning
	8 July 2022

The following appendices are attached:

Appendix 1: Cabinet Report, 10 March 2022

Appendix 2: Statutory Notice

Appendix 3: Statutory Screening Tool and Equality Impact Assessment

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CABINET MEETING: 10 MARCH 2022

**THE EXPANSION OF PENTYRCH PRIMARY SCHOOL AND
ESTABLISHMENT OF NURSERY PROVISION AT THE SCHOOL**

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

AGENDA ITEM: 9

Reason for this Report

1. The purpose of this report is to inform Cabinet of the responses received following consultation on proposal regarding the expansion of Pentyrch Primary School and the establishment of nursery provision at the school. We would seek authorisation to proceed and where appropriate to publish proposals in accordance with section 48 of The Schools Standards and Organisation (Wales) Act 2013.

Background

2. At its meeting on 15 July 2021, the Council's Cabinet agreed a recommendation to hold public consultation on the proposals to:
 - Increase the number of primary school places at Pentyrch Primary School from 140 places to 210 places
 - Extend the age range of the school from 4 to 11, from 3 to 11 by establishing nursery provision at the school to allow for 48 part-time places

Issues

3. The consultation period ran from 14 December 2021 until 25 January 2022.
4. The consultation process involved:
 - Publication of a bilingual consultation document outlining background, rationale and implications to parents, Headteachers and Chairs of Governors of nearby schools, all Members of local wards, local residents and other stakeholders. A copy of the consultation document can be found in Appendix 1.
 - Publication of information in community languages upon request.
 - Consultation meetings via Microsoft Teams with Staff at Pentyrch Primary School. Notes from the meeting can be found in Appendix 2.

- Consultation meetings via Microsoft Teams with Governing Body at Pentyrch Primary School. Notes from the meeting can be found in Appendix 2.
 - Public consultation meeting via Microsoft Teams at which the proposal was explained and questions answered. Notes from this meeting can be found in Appendix 3.
 - Consultation meeting via Microsoft Teams with pupil representatives at Pentyrch Primary School. Notes from this meeting can be found in Appendix 4.
 - An online survey.
 - Drop-in sessions via Microsoft Teams where officers were available to answer questions. No requests made for these.
 - Letters setting out details of the proposal and where further information could be found were sent to local residents and businesses.
 - A consultation response slip for return by post or e-mail, attached to the consultation document.
 - An online response from at www.cardiff.gov.uk/pentyrchschoolproposals
5. In line with national Coronavirus restrictions that were in place during the consultation period all meetings took place virtually via Microsoft Teams.
6. For stakeholders who did not have access to digital platforms the opportunity to discuss the proposed changes via telephone was available.

Responses received regarding the proposal during the consultation period

7. The Council received 82 responses submitted through the online consultation form.
8. In addition, four formal responses were also submitted from:
- Estyn
 - Pentyrch Primary School Governing Body
 - Pentyrch Community Council
 - Proprietor, Pentyrch Nursery
9. The response from Estyn sets out its view that:
- the Council has considered the likely effect of local developments on school places carefully, and has considered the capacity, admission number, surplus capacity and projected demand for schools affected by the proposal. They predict the need to expand capacity at Pentyrch Primary School, despite the creation of new schools to address the increase in housing stock in the area.
 - the proposer sees the establishment of a nursery as a means of enhancing the opportunity to appropriately address individual developmental and cultural needs as well as establishing strong and effective parental links from the earliest opportunity.

- the Council considered other alternatives to the preferred proposal fairly.
10. The response from Estyn sets out its view that the proposal is likely to maintain the current standards in terms of education, provision, and leadership and management.
 11. Full copies of the formal responses can be seen at Appendix 5.
 12. Views were sought from interested stakeholders via an online survey and a hard copy version of the survey within the consultation document.
 13. Of the 82 responses received, over half (53.7%) were from local residents, followed by around two in five (42.7%) from a parent or guardian.
 14. Of those who provided their postcode when responding, the vast majority (89.9%) of respondents live within Pentyrch. A small proportion (3.4%) reside in the Creigiau/ St Fagans area and the remainder (6.8%) live in other electoral wards.
 15. Just over half (53.7%) of all the respondents supported the proposal to increase the capacity of Pentyrch Primary School from 140 to 210 places. About two out of five respondents did not agree with this part of the proposal.
 16. However, when considering the 24 responses submitted by those identifying themselves as affiliated to Pentyrch Primary School, agreement with the proposal rises to 87.5%.
 17. Around two in five (41.5%) of all respondents supported the proposal to establish nursery provision at the school, whilst over half (51.2%) stated they did not. When considering the 24 responses submitted by those identifying themselves as affiliated to Pentyrch Primary School, agreement with the proposal rises to 54.2%.
 18. The details presented in this report, represent the views expressed during the consultation process. These include the wider stakeholder survey, formal responses, views expressed at public meetings, drop-in sessions and pupil consultation meetings.

Views Expressed

19. Reasons for supporting the proposed changes included:
 - Expansion of the school would help retain a school within Pentyrch to serve the local community.
 - Nursery provision would support the growing needs of the community.
 - There is insufficient nursery provision for local residents.
 - The proposal allows children to enter the school environment earlier, which supports transition.
 - Continuity of provision in a school.

- Concerns around standards of current private nursery provision.
 - More convenient for parents wishing to attend a local nursery class.
 - Nursery place with wraparound care perceived as a positive for working families who currently need to travel outside Pentyrch to access this type of offer.
20. Whilst there was support for the development of the school there were a number of concerns raised related to the proposed increase in the capacity of the school from 140 to 210 school places:
- Traffic issues around the school site, including potential to exacerbate congestion, parking, pollution and danger to pedestrians
 - Lack of demand for additional primary school places
 - Disruption of construction period
21. A number of concerns were raised related to the proposal to establish nursery provision at the school:
- Traffic issues around the school site, including congestion, parking, pollution and danger to pedestrians
 - Lack of demand for nursery places
 - Stating support for the existing nursery provision in the village and the negative impact the proposal could have on this business
 - Potential job losses at private nursery
 - Part-time nursery places don't suit parents
22. A summary of the responses received from all stakeholders, and appraisal of views expressed, are attached at Appendix 6.
23. A summary analysis of the responses received are attached at Appendix 7.

Engagement with pupils at Pentyrch Primary School

24. Officers met virtually with pupils from years 3,4,5 and 6 from Pentyrch Primary School to discuss the proposals and gather their opinions.
25. The points raised by the pupils included the following:
- A school library would be of benefit to pupils as part of any changes to the school.
 - Would like a new hall for lunchtimes.
 - Where would the extension be built?
 - How would the build affect the play area/school yard; would not want to lose any of the playground or green space.
 - When would the building works be done; would this be while pupils were in school?
 - Would the old part of the school stay the same?
 - Would part of the school be knocked down?
 - What would happen to the existing nursery provision in the village?
 - What would happen to clubs if the village hall closed?

- How many extra pupils would come to the school?
- It would be good to have more children at the school.
- A bigger school and new friends would be a good thing.
- If there are more children, there will be more friends
- Would older children be able to mix the younger ones?
- The school is too small.

26. Notes of the meeting are attached at Appendix 4.

Response to views expressed

27. The Council sought to engage with local stakeholders and with the school community on changes at the formative stage of their development to ensure that any such changes are developed with their input, and any concerns identified could shape the proposals taken forward.
28. Responses to the proposed changes expressed support for the school and highlighted the importance of primary school and nursery provision to the community of Pentyrch.
29. The concerns expressed in respect of the proposals mainly related to the potential impact of increased traffic, the potential impact on the long-established private nursery in the village of Pentyrch of any changes, the wider impact on the village of Pentyrch and general concerns that any changes to available provision are unnecessary.
30. Responses from the school community highlighted the risk to the sustainability of the primary school should the outflow of pupils to other areas continue. Many other responses gave greater prominence to the risk to the local private nursery which would be affected by the proposed changes. However, it is notable that responses were not received from the high proportion of parents who have already taken the decision to commute to nursery and primary school provision outside of Pentyrch.
31. For children in the village of Pentyrch, the nearest nursery class facilities in a primary school setting are at Creigiau Primary School, Radyr Primary School and Danescourt Primary School. Whilst parents have been able to apply to, and gain admission to, those schools in recent years, the development of housing in North-West Cardiff is expected to impact the opportunity for families to take up of places at those schools in future.
32. The proposed changes would enable learners within the catchment area of Pentyrch Primary School to access English-medium education in a community school environment from the age of 3-11 and would reduce the number of families commuting to provision elsewhere.
33. An expansion of places at the school, and the establishment of nursery provision would increase the number of journeys taken to the school by families resident within the village. However, families within the village of Pentyrch are already commuting to the school or are commuting to schools elsewhere. These proposals would therefore provide the opportunity to

bring forward provision to better enable local pupils to walk, scoot and cycle to their local school with reduced reasons to drive.

34. The Council is currently funding a small number of children for non-maintained nursery education at the private nursery operating from the Pentyrch Village Hall. This funding stream would cease in the event that maintained places were offered in the village through establishment of a nursery class at the primary school. The private nursery also provides childcare to children who are not eligible for a funded place at the nursery. The places funded by the Council provide a source of income for the nursery.
35. The potential financial impact on the local private nursery of establishing nursery provision at Pentyrch Primary School is acknowledged by the Council and this was highlighted in the consultation information published by the Council.
36. The impact on the private nursery may be mitigated through a number of measures which have been discussed at length with the owner during the consultation period. These may include each setting offering alternate sessions (e.g. school nursery class sessions in morning or afternoon only) which would allow the nursery to operate as a wrap-around childcare setting, and potentially the sharing of the proposed nursery class accommodation on the school site. Such arrangements have operated successfully on other school sites, and the arrangements have allowed families to access the nursery education offer and wrap-around childcare.
37. 'The childcare offer for Wales' provides working parents with a mixture of childcare and early education for children aged three or four. This would allow parents to access a nursery class place in a school of up to 12.5 hours and to receive funding for wrap-around childcare for up to 17.5 hours.
38. It is clear from school census data, and from school admissions preference data, that many families in the catchment area of Pentyrch Primary School commute to other areas for English-medium nursery education in a community school. These families often proceed to apply for admission to primary education on the same school site where the relationship with the school, children and other families has been established. At present, a high number of families commute from the Pentyrch Primary School catchment area to access provision elsewhere by polluting modes of transport.
39. In the context of increasing demands on the wider road network in North-West Cardiff, it is beneficial that communities are able to access local school and childcare provision and that the length of journeys to access provision are reduced.
40. Taking the above information into account, it is recommended that the proposed expansion of Pentyrch Primary School from 140 places to 210 places is progressed. It is also recommended that the proposed increase in the age range of the school, to incorporate nursery provision, is

progressed. However, it is proposed that the number places offered is reduced from 48, as initially proposed, to 32 places.

41. Several discussions with the private nursery have been held during the consultation period. As reflected in the response received from the owner of the setting the first preference would be for the current model to be retained without implementation of the proposed changes. However, the response also sets out suggestions as to how if the proposal were to proceed, there is a willingness to further explore how to best deliver services for the benefit of the community in a way that would allow for both a maintained nursery and the childcare setting to operate from the Pentyrch Primary site.
42. The school has also been active in discussions with the private nursery regarding opportunities to expand their offer to provide for other groups should they be interested to do so to cater for the wider primary age group operating from the Pentyrch Primary School site in order to enhance the current offer available to families in the village and wider community.
43. Further work will be undertaken with Pentyrch Primary School and with Pentyrch Nursery to address the issues that informed the original proposal, to take account of the concerns raised during the consultation, and to enable a greater number of children in the community to benefit from nursery provision and childcare within Pentyrch.

Admission to Reception classes – September 2022

44. The cohort of applicants¹ for admission to Reception Year in September 2022 who are resident in the catchment area of Pentyrch Primary School totals 34 children.
45. Of this group of 34 applicants for Reception places who are resident in the Pentyrch Primary School catchment area:
 - Eight children in the catchment area have stated a first preference for admission Pentyrch Primary School.
 - Eight in the Pentyrch Primary School catchment have stated a first preference for admission to the Welsh-medium stream at Creigiau Primary School, which is the catchment area Welsh-medium provision for their address.
46. The remaining 18 applicants have expressed first preferences for other schools.
47. This group of 18 applicants includes those who have commuted to nursery provision in those schools and wish to continue with that provision for a number of stated reasons including proximity (although further away than Pentyrch Primary School), to maintain friendships established attending from nursery class together and establish childcare arrangements where they are able to benefit from wrap around care options aligned to these

¹ Source: Capita ONE live database, 28 January 2022.

schools. This indicates a correlation between the take up nursery places and the reasons stated by parents for Reception places at the time of application and affirms the reasons for proposing the establishment of nursery provision at Pentyrch Primary School.

Admissions arrangements

48. In accordance with the requirements of the Welsh Government's Admissions Code, the Council has consulted on Admissions arrangements for the 2023/2024 school year which include an increase in Published Admission Number, from 20 places to 30 places, subject to the proposed changes being implemented. This would apply to all year groups from Reception to Year 6 for admissions from September 2023.
49. The outcome of the consultation on Admission arrangements will be considered by the Cabinet at its meeting on 10 March 2022.

School Governance

50. Pentyrch Primary School entered a formal collaboration with Llanishen Fach Primary School in 2017, with a leadership team working across both schools. Pentyrch Primary School has made great progress on its continuous improvement journey, working closely with Llanishen Fach Primary School on joint school improvement priorities.
51. The Council has supported the two schools and Governing Bodies in developing the collaboration model. Shared governance arrangements are in place to monitor and evaluate the development and success of the collaboration, and to advise on/consider issues that are relevant to both schools.

Community Impact

52. In a semi-rural area such as Pentyrch, the School Organisational Code recognises that schools may also be the main focal point for community activity, and any changes to provision could have implications beyond the issue of the provision of education.
53. The Cabinet Report of 15 July 2021 noted that there may be an increase in traffic for short periods of the school days, however this would be mitigated where possible by working with the school to promote the Council's Active Travel Plan.
54. A number of concerns have been raised during consultation in respect of the impact on the local community. These include increased traffic, the potential impact on a local business, and the potential reduced income for the village hall.
55. Should the proposals proceed to implementation, measures would be identified by a Transport Assessment to maximise active travel. Expected improvements would be in the provision for walking, scooting and cycling with appropriate road crossings in Pentyrch. These changes would be

expected to reduce the proportion travelling by car from within the village and mitigate the impact on the Pentyrch community.

56. The introduction of nursery provision and more primary school places in this area would be a benefit to many in the local community and would support the 21st Century Schools Programme vision for Cardiff which aims to have schools of the right size and in the right place. It seeks to place schools at the heart of their communities with a shared responsibility for all children and young people in the area. The addition of wrap around childcare will also benefit those families that need additional provision beyond the statutory school day meaning there is a comprehensive offer local to their home.
57. The Council has identified that existing local nursery provision could be impacted by the introduction of nursery provision on the school site. Options to involve the provider to enhance the current offer and thereby mitigate the impact have been offered and are supported by the school.
58. The Council must also take into consideration any detrimental impact that could be caused to the community if the proposals did not proceed. The proposals seek to establish nursery provision which would retain a greater number of learners in the school and would support the school's budget. If the proposals were not to proceed, Pentyrch Primary School would be the smallest primary school in Cardiff. Small schools can face greater challenges in balancing their budget and in turn attracting and maintaining high quality staff and leadership. This proposal would be expected to reduce outflow from the Pentyrch community to access neighbouring areas as they could benefit from a more comprehensive education and childcare offer locally.
59. The Council has, through the consultation process, engaged with the leadership of the school and with the local private nursery in order to consider mutually beneficial measures. The impact on the private nursery and village hall may be mitigated by the establishment of a nursery class of 32 places which would enable the private nursery to continue to operate a wrap-around model of childcare provision and potentially expand this provision.

Wellbeing of Future Generations

60. 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.
61. 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.

62. 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.
63. The project will consult with all statutory bodies when developing a planning application to ensure that environmental and biodiversity impacts are fully considered.

Local Member consultation

64. Local members were consulted as part of the consultation.

Scrutiny Consideration

65. The Children and Young People's Scrutiny Committee will consider this report on 8 March 2022. Any comments received will be circulated at the Cabinet meeting.

Reason for Recommendations

66. To provide English-medium community primary school and nursery places to serve parts of Creigiau and St Fagans, Pentyrch, Radyr and Morganstown.

Financial Implications

67. This report recommends that the published admission number for Pentyrch Primary School be increased to a full form of entry (from 140 to 210 pupil places). As schools' revenue budgets are predominantly predicated on the basis of pupil numbers, any increase in pupil numbers would mean that the revenue budget for Pentyrch would increase in comparison to previous years. Current published admissions figures reflect present schools' intake, and the impact on surrounding primary and secondary schools has been shown to be limited. It is important that the impact on neighbouring schools, whose pupil numbers could reduce as a consequence of this expansion, is continued to be monitored closely and any financial impacts managed appropriately.
68. This recommendation does not, in itself result in any direct capital financial implications. However, any building works or adaptations required will need design/ cost development and will need to consider a range of financial aspects, including S.106 funding available alongside the affordability and prioritisation of this project against ongoing Education capital schemes.

69. In terms of revenue implications, the resources required to fund the additional places at Pentyrch Primary will need to be met from within the existing delegated schools budget, with additional consideration required for the new nursery provision and transport implications, once a final course has been determined.

Legal Implications

70. 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. Section 89 of the School Standards and Framework Act 1998 determines that the Admission Authorities must carry out consultation before determining the admission arrangements which are to apply. These consultations have taken place and the responses have been analysed.
71. A local authority can make school organisation proposals, including making 'regulated alterations' to a community school under sections 42-44 of the Schools Standards and Organisation (Wales) Act 2013. The proposals set out in the report constitute 'regulated alterations' and must be considered having regard to the provisions of the 2013 Act and the School Organisation Code 2018, which sets out factors to be considered in respect of different proposals, the statutory procedures, legal requirements and guidance. Where an increase in a school's capacity is proposed, the Council must have regard to evidence of current or future need/demand in the area for additional places, with reference to the school's language category (and religious character / gender intake if applicable). The Code includes specific factors to be considered in relation to proposals to add nursery classes. Cabinet will need to be satisfied that all relevant factors are properly considered in relation to the proposals.
72. Taking into account the formal responses, the recommendation in the report is to proceed as per consultation although with a smaller nursery of 32 places, instead of 48.
73. The Council has complied with its requirements to publish its proposals, to undertake a consultation on its proposals in accordance with section 48 of that Act and the School Organisation Code 2018 set out below.
74. The recommendations seek authority to carry out that statutory consultation. Case law has established that the consultation process should:
- (i) be undertaken when proposals are still at a formative stage;
 - (ii) include sufficient reasons and information for particular proposals to enable intelligent consideration and response;
 - (iii) provide adequate time for consideration and response; and;
 - (iv) ensure that the product of consultation is conscientiously taken into account when the ultimate decision is taken.

75. Formal responses were received and reviewed which led to a change of recommendation demonstrates compliance with (i) – (iv) above.
76. The School Organisation Code sets out further detailed requirements and guidance in relation to the statutory consultation, including the requirement for publication of a consultation document (and the contents of that document), a minimum 42 days consultation period including at least 20 school days, and a list of statutory consultees, including parents, pupils, governing bodies, religious bodies, the Welsh Ministers and Estyn.
77. This has been fully complied with in the consultation.
78. The Council has secured financial contributions under a section 106 agreement for Education purposes. The agreement permits the spending of the contribution in improving provision of school places at Pentyrch Primary school and/or within three miles of the school.
79. If the proposals are taken forward, the admission arrangements, including admission numbers and catchment areas, will need to be determined, following consultation, in accordance with the School Admission Code and the Education (Determination of Admission Arrangements) (Wales) Regulations 2006.
80. The Council also has to satisfy its public sector duties and obligations under the Equality Act 2010 (including the specific Welsh public sector duties). Pursuant to these legal duties, Councils must in making decisions have due regard to the need to (1) eliminate unlawful Page 34 of 36 discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. The Council must also not directly or indirectly discriminate against any pupil in its admission arrangements, this means that no pupil or group of pupils may be treated less favourably based on a protected characteristic. Protected characteristics are:
- Age
 - Gender reassignment
 - Sex
 - Race – including ethnic or national origin, colour or nationality
 - Disability
 - Pregnancy and maternity
 - Marriage and civil partnership
 - Sexual orientation
 - Religion or belief – including lack of belief.
81. The Equality Impact Assessment (see Appendix 8) specifically considers how the proposals may affect pupils with protected characteristics. The purpose of the Equality Impact Assessment is to ensure that the Council has understood the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty. The Council must have due regard to these obligations when this decision is taken to determine the admission arrangements.

82. In accordance with the Welsh Language (Wales) Measure 2011 and the Welsh Language standards, the Council also has to consider the impact upon the Welsh language any decision that it makes and in accordance with the Welsh in Education Strategic Plan, the Council must consider how it can promote Welsh medium education. This report reflects those requirements.
83. The Council must also consider its legal obligations under the Wellbeing of Future Generations (Wales) Act 2015 to think more about the long term, work better with people and communities and each other, look to prevent problems and take a more joined-up approach.
84. There are also legal obligations under the Education Act 1996 which require pupils with statements of special educational needs to be admitted to the school named in the statement and the Education (Admission of Looked After Children) (Wales) Regulation 2009 which requires the Council to admit children who are currently looked after (in accordance with the definition in section 74 of the Social Services and Wellbeing Act (Wales) 2014. The report and proposed admission arrangements reflect these obligations.

HR Implications

85. The proposed increase in pupil numbers at Pentyrch Primary School would require the Governing Body and Senior Leadership Team to plan for workforce requirements of additional staffing arising from the school expansion and introduction of a nursery.
86. The Council's HR People Services would provide advice, support and guidance to the Governing Body for this in line with the framework set out for any Schools Organisation and Planning proposal. HR People Services encourages the school to undertake a review of their current staff structure to consider how the recruitment of additional staff fits into this structure.
87. Further HR implications of the proposal would need to be determined as the project develops, particularly in relation to the potential sharing of the nursery accommodation with a local private nursery.

Property Implications

88. This report does not recommend any immediate property decisions but Strategic Estates note the potential consequences of the consultation which may in the future, result in the requirement to undertake land and property transactions.
89. Any decisions relating the development, acquisition or disposal of property in regards to this scheme will need to be undertaken in conjunction with Strategic Estates in accordance with the agreed asset management processes and delegated authorities.

Traffic and Transport Implications

90. 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.
91. The Council's current Corporate Plan includes a commitment to every school in Cardiff developing an Active Travel Plan by 2022. Such a plan will identify actions by the school to support and encourage active travel to school and also inform any improvements to on-site and off-site infrastructure required to facilitate active journeys.
92. It is also anticipated that with the introduction of a nursery, take up of school places by those that reside in areas close to the school will increase. This should provide more scope for increased numbers of people to benefit from an appropriate Active Travel Plan. Additionally, the need to travel outside the village to reach available nursery provision would also decrease, further reducing vehicle trips.
93. The development proposals will also require a Transport Assessment which will identify measures to be included as part of the application to maximise travel by sustainable modes. These would be expected to include appropriate improved facilities for walking, scooting and cycling, for example, road crossings. On-site parking would be in line with the council's Parking Standards to encourage use of sustainable and active modes of travel.
94. As it has been identified that there is no safe walking route between the Goitre Fach Farm development and any school, nor any plans for one ahead of 2023/24, children residing on the development would be eligible for free home to school transport to their nearest appropriate school with places available at the time of applying.
95. Suitable provision for the Learner Transport drop-off and pick-up may be required at Pentyrch Primary School to accommodate this. If so, this would be likely to be a designated area immediately outside the school to create clear space for the required numbers of minibuses and /or taxis. We anticipate this would be only one or two vehicles. Parking restrictions would be required to enforce such a space at the school, situated on the main through route between Creigiau and Gwaelod y Garth.
96. Other parking restrictions would also be likely to be required to discourage short distance car travel by those within walking distance and to maximise levels of active travel to school.

97. A Hands Up Survey undertaken last school year (2020/21) shows that of the five classes (146 pupils) that took part, modes of travel were walk 43%, car 48%, car share 1%, park and stride 7% and taxi 1%.
98. Where it is identified that there is a need to manage parking for those who need to drive from further afield, consideration would be given to identify a suitable provision for a Park and Stride facility.
99. These proposals will provide the opportunity to bring forward provision to better enable local pupils to walk, scoot and cycle to their local school with reduced reasons to drive.

Equality Impact Assessment

100. An Equality Impact Assessment on this proposal has been carried out. The assessment concluded that this proposal would not adversely affect a particular group in society (details of the Equality Impact Assessment can be seen at Appendix 8).

RECOMMENDATIONS

The Cabinet is recommended to:

1. Authorise officers to issue a statutory notice to:
 - Increase the number of primary school places at Pentyrch Primary School from 140 places to 210 places
 - Extend the age range of the school from 4 to 11, from 3 to 11 by establishing nursery provision at the school to allow for 32 part-time places
2. Note that prior to implementation of the proposals a further report will be provided to the Cabinet providing details of any objections received, the proposed responses to those objections and recommendations for implementation or otherwise of the proposals.

SENIOR RESPONSIBLE OFFICER	Melanie Godfrey Director of Education & Lifelong Learning
	4 March 2022

The following appendices are attached:

Appendix 1 – Consultation Document

Appendix 2 – Notes of meetings with Pentyrch Primary School Staff and Governing Body

Appendix 3 – Notes of public consultation meeting

Appendix 4 – Notes of pupil meeting

Appendix 5 – Formal responses received

Appendix 6 – Summary of consultation responses

Appendix 7 – Summary analysis of consultation responses

Appendix 8 – Equality Impact Assessment

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CARDIFF COUNCIL

Appendix 2

SCHOOL STANDARDS AND ORGANISATION (WALES) ACT 2013

ENGLISH MEDIUM PRIMARY SCHOOL PROVISION

PENTYRCH PRIMARY SCHOOL

NOTICE IS HEREBY GIVEN in accordance with Section 42 of the School Standards and Organisation (Wales) Act 2013 and the School Organisation Code, that Cardiff Council (herein after “the Authority”), having consulted such persons as appeared to them to be appropriate, propose to alter Pentyrch Primary School, Bronllwyn, Pentyrch, Cardiff CF15 9QL by:

- Increasing the capacity of Pentyrch Primary School from 140 to 210 places
- Extending the age range of the school from 4 to 11, to 3 to 11 by establishing nursery provision at the school to allow for 32 part-time places

It is proposed to implement these changes from September 2023.

Pentyrch Primary School is currently maintained by Cardiff Council.

The Authority undertook a period of consultation before deciding to publish this proposal. A consultation report containing a summary of the issues raised by consultees and the Authority’s responses and the views of Estyn is available to view at:

[Agenda for Cabinet on Thursday, 10th March, 2022, 2.00 pm : City of Cardiff Council \(moderngov.co.uk\)](#)

The current pupil capacity of the school is 140 places. The current number of pupils at the school is 145.

The proposed capacity once the proposal is implemented will be 210.

The number of pupils to be admitted to the school in Reception (the relevant age group), at age 4 or 5 in the first school year in which the proposal will have been implemented will be 30.

There will be 32 part time nursery places at the school. This will enable up to 32 children aged 3-4 (from the term following their third birthday) to receive part-time nursery education at the school.

The school will continue to admit children of both sexes.

Admissions to the school are managed by the local authority.

There are no plans to change the Council’s policy on the admission of children to schools as a result of these proposals.

Parents of children who are admitted for nursery education would still need to apply for a place at the school if they want their child to transfer to the Reception class.

Attendance at the nursery will not guarantee admission to the school.

Any arrangements for the transport of pupils will be made in accordance with the Authority's existing policies on school transport.

Within a period of 28 days of the date of publication of these proposals, that is to say by 02 June 2022, any person may object to these proposals.

Objections should be sent to the Director of Education and Lifelong Learning, Cardiff Council, County Hall, Atlantic Wharf, Cardiff CF10 4UW.

Objections may also be sent to the Director of Education and Lifelong Learning, Cardiff Council using the following e-mail address: SchoolResponses@cardiff.gov.uk

Please note that any such objection must contain the full name and postal address of the objector.

The Authority will publish a summary of any such objections made (and not withdrawn in writing) within the objection period, together with their observations thereon, before the end of 7 days beginning with the day the proposal is determined.

Dated this 06 Day of May 2022

Signed: Davina Fiore
Director of Legal, Governance and Monitoring Officer
For Cardiff Council

EXPLANATORY NOTE

(This does not form part of the Notice but is intended to explain its general meanings)

Pentyrch Primary School is a community English-medium school located on Bronllwyn in the village of Pentyrch.

It is proposed that the capacity of Pentyrch Primary School is increased from 20 pupils per year group to 30 pupils per year group from September 2023.

The school would also extend its age range from 4-11 to 3-11 by establishing nursery provision at the school. The admission number for the new nursery would be set at 32 part-time places from September 2023.

School admission arrangements for Pentyrch Primary School are administered by the local authority and would not be subject to change.

Admission arrangements for the nursery would also be managed by the local authority. There are no catchment areas for nursery places. A place at a nursery does not provide automatic entry to Reception at the school, a new application must be made.

The admission policies can be found at:

<https://www.cardiff.gov.uk/ENG/resident/Schools-and-learning/Schools/Applying-for-a-school-place/Documents/School%20Admissions%202022-23.pdf>

It has been identified that there is no safe walking route between the Goitre Fach Farm development and Pentyrch Primary School, nor any plans for one ahead of 2023/2024, therefore, children residing here would be eligible for free home to school transport to the nearest appropriate school that has places available at the time of applying.

The Council's School Transport policy is not subject to change and can be found at:

[SCHOOL TRANSPORT POLICY \(cardiff.gov.uk\)](https://www.cardiff.gov.uk/school-transport-policy)

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**Equality Impact Assessment
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Policy/Strategy/Project/Procedure/Service/Function Title:

Schools Organisation Planning: To provide additional English-medium primary and nursery school places at Pentyrch Primary School

New

Who is responsible for developing and implementing the Policy/Strategy/Project/Procedure/Service/Function?

Name: Richard Portas

Job Title: Assistant Director

Service Team: School Organisation Programme

Service Area: Education

Assessment Date: June 2021 Reviewed June 2022

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

To inform Cabinet of any objections received to the statutory notice to:

- Expand Pentyrch Primary School from 140 places to 210 places (one form of entry) and to establish a nursery provision with 32 part time places to serve parts of Pentyrch, Creigiau & St Fagans and Radyr/ Morganstown.

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 10 March 2022, the Cabinet, in accordance with the terms of the Schools Standards and Organisation (Wales) Act, approved a recommendation for the publication of a statutory notices relating to the proposals as set out at paragraph 1. A copy of the Cabinet Report of 10 March 2022 is attached as Appendix 1.

The statutory notices were published on 06 May 2022 for a period of 28 days to allow for objections. The statutory notice period expired on 02 June 2022. A copy of the notice is attached at Appendix 2.

The notice was published on the Council website, posted at the school site, at the Village Hall on Heol y Bryn and outside the local shops.

Copies of the notice were distributed via e-mail to organisations and consultees required under the School Organisation Code 2018.

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Residents in the local area were notified of publication of the statutory notice by letter.

During the statutory notice period four objections were received.

3 Assess Impact on the Protected Characteristics

3.1 Age

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

	Yes	No	N/A
Up to 18 years	x		
18 - 65 years	x		
Over 65 years	x		

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

The aim of this proposal is to provide additional English-medium places for children aged 3-11 years in the area of Creigiau & St Fagans, Pentyrch and Radyr / Morganstown.

This provision is age dependent and therefore not accessible to pupils outside of this age range, or adults, either locally or in the wider community.

It is believed that the additional English-medium school places provided by this proposal would benefit the community in this area and would be implemented in such a way that the potential for negative impact on existing other local schools would be limited.

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

The council has a statutory duty to provide pupil places to meet the needs of all pupils in Cardiff. As part of this strategic approach, demand is forecast based on:

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

Provision for age groups not accommodated by this proposal have been considered outside of this proposal as part of the Local Authority's

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implementation of the 21st Century Schools program which includes provision of school places at all stages of education.

The project is considered to be a legitimate proposal to achieve a desired aim.

3.2 Disability

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

	Yes	No	N/A
Hearing Impairment		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.

If the proposal were to proceed, an equality impact assessment would be carried out to identify the accessibility of the existing school building and any alterations made to it.

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 to ensure that any differential impact on disability was addressed appropriately.

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

As above

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
Transgender People (People who are proposing to undergo, are undergoing, or have undergone a process [or part of a process] to reassign their sex		x	

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by changing physiological or other attributes of sex)			
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Please give details/consequences of the differential impact, and provide supporting evidence, if any.
The proposed changes would not have a differential impact as the schools will continue to apply the Council's policies on equal opportunities.
What action(s) can you take to address the differential impact?
The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
The proposed changes would not have a differential impact as the schools will continue to apply the Council's policies on equal opportunities.
What action(s) can you take to address the differential impact?
The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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		x	

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

The Council's procedure for securing staffing requirements to implement this proposal would be used in implementing this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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

As above

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.

The proposal would have greater impact on the population closer to the development than on the city as a whole. If this local population is made up of a racial mix which is disproportionate to that typically found across the city, then there is potential for the proposal to have a differential impact on this community relative to that of the wider Local Authority population.

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

The provision being proposed would be accessible to all ethnic groups. Compliance with the Council's policies on equal opportunities would be adhered to.

3.7 Religion, Belief or Non-Belief

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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.

The proposed changes would not have a differential impact as the schools will continue to apply the Council's policies on equal opportunities.

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

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	

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

None

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

Maintained school provision admits pupils of both sexes and this would continue to be the case.

The Council's procedure for managing staffing changes arising from

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reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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/Lesbians		x	
Heterosexual/Straight		x	

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

None

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

(Fears that recruitment opportunities could be affected by sexual orientation)

Evidence collated by the Stonewall lobby group alleges that Lesbian, Gay, Bisexual people are likely to be discriminated against in workplace recruitment.

The Council's procedure for managing staffing changes arising from reorganisation would be used in implementing any changes as a result of this proposal. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

3.10 Socio-economic Duty

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on the Socio-economic Duty?

	Yes	No	N/A
		x	

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

The proposal seeks to offer additional school places within the area of Pentyrch,

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Creigiau & St Fagans and Radyr/ Morganstown. There will be no impact outside of the socio-economic duty of the residents in this part of the city.

If this local population is disproportionately advantaged / disadvantaged to that typically found across the city, then there is potential for the proposal to have a differential impact on this community relative to that of the wider Local Authority population.

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

Increased admission to Pentyrch Primary School based on the proposed extra pupil numbers would be based on the existing Admission Policy. There are no plans to change the Council's policy on the admission of children to community schools as a result of this proposal.

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).

3.11 Welsh Language

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

	Yes	No	N/A
		x	

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

The Council is committed to developing a Bilingual Cardiff.

Cardiff's Welsh in Education Strategic Plan (WESP) 2022-2031 sets out a series of ambitious commitments to build on the progress achieved to date. These will ensure that every child in the city can receive an education in the language of Welsh, the number receiving their education in Welsh-medium schools will increase, and through the significant use of Welsh in English medium education all will have the opportunity to become confident in speaking Welsh.

The level of special educational needs/ additional learning needs in the Welsh-medium sector has historically been lower than in the English medium sector. This has however been changing over the last 4-5 years, with schools reporting an increased incidence of additional learning needs, in all areas of need.

A review of additional learning needs in the Welsh-medium sector was undertaken with Welsh medium schools in 2016 to inform the Welsh in

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Education Strategic Plan (WESP). Schools reported a small but significant number of examples of pupils with additional learning needs leaving the Welsh-medium sector in order to access Specialist Resource Bases or special schools.

There was also some anecdotal evidence to suggest that some families who would otherwise choose Welsh-medium education opt instead for English medium if their child has additional learning needs, through concern that their child may need to transfer to the specialist sector at a later date.

Through the WESP, Cardiff has invested in specialist provision in the sector, including some capacity to respond to growing demand and to generate more confidence in the availability of specialist provision in the sector.

A new primary base was established at Ysgol Gymraeg Pwll Coch, within the catchment area of Ysgol Gyfun Gymraeg Glantaf, where the secondary base is established. The two bases cater for learners with severe learning difficulties, providing a specialist curriculum and supporting a range of secondary needs including physical and medical needs, speech and language difficulties and autism.

As the Welsh sector continues to grow it will be important to develop additional provision in anticipation of the need, to ensure Welsh-medium education is a genuine choice for learners with complex additional learning needs.

Following engagement sessions with members of Cardiff's Welsh Education Forum in summer 2021, the Council formally consulted on its draft Welsh in Education Strategic Plan (WESP) 2022-2032 between 15 October 2021 and 13 December 2021.

Links to the plan (including the full draft WESP, the easy read summary version and the Trajectory for Growth) and survey webpage were circulated to statutory stakeholders including Cardiff schools and Cardiff's Welsh Education Forum member organisations.

The draft WESP sets out the strategy for the development of Welsh-medium additional learning needs provision and proposals would be brought forward as part of the implementation of the Council's Welsh in Education Strategic Plan following agreement of the strategy by the Welsh Government and formal adoption by the Council later in 2022.

The Cabinet approved Cardiff's WESP 2022-2031 at its meeting of 24 February 2022, for submission to the Welsh Government Ministers.

The ongoing development of additional learning needs provision including new and existing provision will be kept under review to ensure proposals are brought forward in a strategic and holistic way that takes into account the needs of all of our learners and reflects the additionality required to ensure parity in the Welsh-

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medium sector as new places are delivered throughout the proposed WESP.

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

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	
Socio-economic Duty	
Welsh Language	
Generic Over-Arching [applicable to all the above groups]	<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> <p>Compliance with the Council's policies on equal opportunities would also be adhered to.</p>

6. Further Action

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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: S Karseras	Date: 02/06/22
Designation: Project Officer	
Approved By: Brett Andrewartha	
Designation: School Organisation Programme Planning Manager	
Service Area: Schools and Lifelong Learning	

- 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 2536 / 3262 or email equalityteam@cardiff.gov.uk

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**CARDIFF COUNCIL
CYNGOR CAERDYDD**



CABINET MEETING: 14 JULY 2022

**BUDGET 2023/24 AND THE MEDIUM TERM FINANCIAL PLAN:
UPDATE REPORT**

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

AGENDA ITEM: 10

Reason for this Report

1. To provide an update in relation to the 2023/24 Budget Gap, Medium Term Financial Plan and Capital Programme.
2. To outline the budget timetable that will be followed in order to present the 2023/24 Budget to Council in February/March 2023.
3. To provide an update in relation to the Council's financial resilience.

General Background

4. The Medium Term Financial Plan (MTFP) included within the Council's 2022/23 Budget Report, presented in March, identified a potential budget gap of £69 million over the period 2023/24 – 2026/27. This Report updates the MTFP for more recent information, outlines the timetable associated with the 2023/24 Budget Strategy and sets out the approach to rolling forward the Capital Programme. Finally, it includes an assessment of the Council's financial resilience. Annex 1 contains the Council's updated MTFP whilst Appendix 1 provides an overview of the Budget Update in a summarised question and answer format.

Issues

5. Before the 11th March 2023, Cabinet Members have a collective duty to place before the Council proposals which, if approved, would result in a balanced budget for 2023/24. As part of planning for that position, this Report provides an update on the key factors likely to affect the 2023/24 Budget.

Context

6. The following paragraphs outline key contextual considerations in planning an approach for the preparation of the 2023/24 Budget.

Economic Context

7. The current economic context is challenging. Latest Gross Domestic Product (GDP) figures indicate that the UK economy contracted for the second month in a row during April 2022, and inflation is at a forty year high. Economic forecasts for the remainder of the year have been dampened, and there is speculation that the UK may be heading for a recession.
8. The May 2022 CPI inflation rate is 9.1%, an increase from 9% in April. Contributory factors include high energy prices and disruption to supply chains linked to geopolitical issues including Russia's invasion of Ukraine, and COVID-19 lockdowns in China. In May, the Bank of England (BoE) forecast that CPI would reach a peak of 10% in the final quarter of 2022, following the next energy price cap increase in the autumn. However, by mid-June the Bank had updated its forecasts to reflect rates potentially surpassing 11%.
9. Specific elements of the basket of goods upon which CPI is based are exceptionally high. These include food (6.7%), household costs including energy (19%) and transport costs including fuel (13%). The situation where prices for everyday necessities are increasing faster than peoples' incomes - the cost of living crisis - has led to increasing requests for government support.
10. It is difficult to predict what current inflation levels and the cost of living crisis may mean for pay awards. There is significant pressure for wage increases that keep pace with inflation. However, the Treasury has issued repeated warnings that wage increases aligned to inflation, may risk intensifying the crisis, referencing the potential for a wage-price spiral.
11. Following the anticipated CPI peak in the final quarter of 2022, the BoE predicts that upward inflationary pressure will subside rapidly with CPI expected to normalise to much nearer its 2% target in two years' time. This assumes no further rises in global commodity prices, the easing of global bottlenecks and weakening demand.
12. One of the tools available to the BoE to try to stabilise inflation is to increase interest rates. In June 2022, rates increased from 1% to 1.25%, their fifth consecutive monthly rise and the highest rate in 13 years. The Bank has indicated that it will react "forcefully" to any signs that inflation is becoming persistent, and there is a general expectation of further interest rate increases as the year progresses.
13. Unemployment has been falling in the UK with recent rates at 3.8% (Feb-Apr 2022). Since the start of the pandemic, the UK workforce has shrunk, leading to a tight labour market in which there are currently more job vacancies than unemployed. This is having a contributory effect to price increases in some areas, requiring higher wages being paid to attract staff. In the near term, the BoE expects unemployment rates to continue to fall slightly, before increasing to 5.5% over the medium term.

14. The economic context outlined above has significant implications for the Council's financial planning. These are summarised below and are key factors in framing assumptions and cost drivers in 2023/24 and over the medium term. Each is considered in further detail later in the report.

Factor	Planning Implications
Inflation	<ul style="list-style-type: none"> Impact of specific elements of the CPI basket of goods on Council supplies and services Pay awards - the impact of high inflation on potential pay awards will need to be considered. This relates to the Council's own pay awards (Teachers, NJC etc.) as well as awards in sectors where the Council commissions services - notably the impact of Real Living Wage increases in the Care Sector.
Energy crisis	<ul style="list-style-type: none"> Expected to have significant cost implications for the Council across schools, street lighting, and wider estate. Prices remain volatile and will require close review.
Interest Rates	<ul style="list-style-type: none"> Rising interest rates will affect the cost of borrowing & capital programme affordability – both existing programme and new schemes.
Labour market	<ul style="list-style-type: none"> May increase the cost of commissioning services in areas particularly affected by labour shortages.
Economic Growth	<ul style="list-style-type: none"> Weak economic growth may curtail public sector funding.

COVID-19

15. The COVID-19 virus and associated public health measures have resulted in significant financial implications for the Council. The Welsh Government put in place a COVID-19 Hardship Fund to support Local Authorities with additional costs and income loss directly resulting from the pandemic. During the financial years 2020/21 and 2021/22, Cardiff Council received £134 million support from the fund, as summarised in the table below.

	2020/21	2021/22				
	Total £000	Q1 £000	Q2 £000	Q3 £000	Q4 £000	Total £000
Homelessness	3,713	184	228	566	1,164	2,142
Free School Meals	7,842	529	1,996	942	342	3,809
Adult Social Care	13,963	3,493	3,088	1,847	1,324	9,752
Self-Isolation	823	192	865	2,120	3,897	7,074
Winter Fuel	0	0	0	0	4,606	4,606
Other Expenditure*	21,363	1,591	1,616	1,995	1,804	7,006
Income Loss*	38,155	4,805	4,928	3,223	1,055	14,011
Total	85,859	10,794	12,721	10,693	14,192	48,400

- *These lines represent the greatest ongoing risk to the Council, as other lines include support administered on behalf of WG, or initiatives where other funding is now in place.*

16. The COVID-19 Hardship Fund ended on 31st March 2022. Despite a declining level of reliance on the Fund over the two year period, the Council was still in

receipt of a significant level of support at the end of 2021/22. A longer tail financial impact of COVID-19 in 2022/23 and beyond is anticipated. In recognition of this, the 2022/23 Budget Strategy included a £10 million COVID-19 recovery budget with the potential for this to be supplemented from earmarked reserves if required.

17. In time, as recovery continues, there may be potential to reduce the £10 million budget. However, at present, it is too early to assess what, if any, may be an appropriate reduction for 2023/24. This will need to be informed by the current financial year as it progresses. The Month 4 monitoring position due to be reported to Cabinet in September 2022 will provide an early indication, but close monitoring will be required throughout the year.
18. One key factor in assessing the ongoing need for the recovery budget, will be the extent to which income-funded areas approach pre-pandemic levels of income during 2022/23. At present, there is a real risk that the cost of living crisis will slow any progress towards recovery that would otherwise have resulted from the lifting of COVID-19 restrictions.

Future Funding

19. For the first time in a number of years, the Council has indicative funding allocations beyond the current financial year. These are at an All-Wales level of +3.5% for 2023/24 and +2.4% in 2024/25. Whilst welcome from a planning perspective, it is important to emphasise the indicative nature of these figures and their potential to change. In the past, changing circumstances have resulted in final funding allocations being significantly less favourable than indicative amounts. In the context of 2023/24 Budget setting, this must be viewed as a real risk given the degree of economic uncertainty outlined earlier in the Report.
20. A key date in the budget-setting process will be Provisional Local Government Settlement (Provisional Settlement.) At present, it is uncertain whether Provisional Settlement will follow the later timescales of recent years (i.e. December), or revert back to its more traditional October timeframe. Settlement dates are likely to be influenced by the timing of the confirmation of the Welsh block grant for 2023/24. This is because prior to that, any Local Government funding announcements would be liable to change. This may suggest a continuation with later timescales in the interest of certainty.

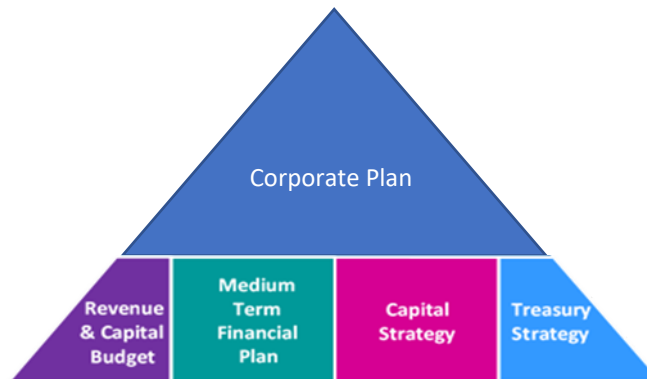
CIPFA FM CODE

21. The CIPFA Financial Management (FM) Code is intended to support good practice in financial management and assist Local Authorities in demonstrating their financial sustainability. The Code translates principles of good financial management into a series of standards against which Local Authorities should measure themselves. Standards emphasise that financial planning over the medium term should contain a robust assessment of drivers of cost and

demand, with associated sensitivity analysis. The requirements of the FM Code and the need for evidence has been a major consideration in the development of the Council's key financial strategies such as the Medium Term Financial Plan, Capital Strategy and the Treasury Management Strategy.

Organisation Context

22. The Corporate Plan provides the framework for the Council's core financial strategy documents. This ensures that resources are spent in a way that maximises support for priorities. Given the Corporate Plan's alignment with wider national goals to create a more sustainable Wales, this also helps to ensure that the financial strategy supports the Council's duties under the Well-being of Future Generations (Wales) Act 2015.
23. The Council's financial strategies need to provide a financial foundation to progress the organisation's goals as illustrated below.



24. The 2023/24 Budget will be developed alongside the updated Corporate Plan, in readiness for approval of both next February / March. Continued work will be required to ensure that financial resources are available as and when required, to deliver Plan objectives. Given the challenging financial outlook, this will include seeking to maximise external support in the form of grant funding opportunities and working with partners. Financial planning will continue to evolve alongside business case work on strategies, plans and initiatives linked with delivery.

BREXIT

25. Another factor, which forms part of the background to the 2023/24 Budget Strategy is the impact of BREXIT and the agreed Trade Deal with the European Union. Potential risks in this regard are captured as part of the Council's Corporate Risk Register. Implications across a range of services continue to be monitored, and will be factored into the MTFP at appropriate refresh points if required. An emerging area to factor into planning assumptions will be any funding opportunities via the recently launched Shared Prosperity Fund.

The Medium Term Budget Reduction Requirement

26. The MTFP undergoes regular review to ensure it reflects the most up to date information. It was last reported in March 2022, alongside the 2022/23 Budget Report. Updates made to the 2023/24 budget gap are summarised in the table below and explained in paragraphs 28-43.

	Mar 2022 £000	Updates £000	Revised £000
Employee Costs	21,375	(7,825)	13,550
Price Inflation	7,175	10,221	17,396
Capital Financing	4,803	(675)	4,128
Commitments & Realignments	1,120	100	1,220
Demographic Pressures	5,523	3,328	8,851
Emerging Financial Pressures	3,500	0	3,500
AEF* - assumes +1%	(19,065)	0	(19,065)
Earmarked Reserves	(500)	0	(500)
TOTAL	23,931	5,149	29,080

**AEF or Aggregate External Finance, refers to the Council's general funding – Revenue Support Grant and Redistributed Non-Domestic Rates*

27. The changes outlined in the preceding table reflect the following assumptions and updates:

Employee Costs

28. Budget planning reflects the assumption of a 3% pay award for both teaching and NJC staff. Whilst there is significant pressure for pay awards that match inflation, the Treasury has warned this could intensify inflationary pressure, and has made specific reference to the public sector in not expecting “unrealistic awards.” Ultimately, the NJC award will be decided by a collective bargaining process, and the Teachers’ award by the Welsh Government. At this stage, the assumption of 3% awards has been retained. Should pay awards in 2022/23 or 2023/24 be higher than budgeted for, this will be a call on the sum included within the budget gap for emerging pressures.
29. The table at paragraph 26 indicates a reduction in anticipated employee costs since the March 2022 iteration of the 2023/24 Budget Gap. This reflects a timing update with regards the actuarial review of the Teachers’ Pensions Scheme. Latest information from the Local Government Association is that any increase in Employers superannuation contributions linked to the review are now likely to take effect in 2024/25. Current suggestions are that increases could be at least as much as those experienced following the last actuarial review and will therefore require close ongoing monitoring.

30. Updates to the 2023/24 Budget Gap also reflect the impact of updated Real Living Wage (RLW) assumptions on the bottom of the Council's pay spine. These are relatively minor for 2023/24 but have a greater effect in later years of the MTFP as incrementally more staff are brought within the remit of the RLW. This is based on assumptions that RLW rates will increase by more than NJC pay awards over the medium term.

Price Inflation

31. There has been an increase in anticipated inflationary pressure since the March 2022 iteration of the Budget Gap. This reflects the situation outlined in the economic context section of the report. Key elements of change to the budget gap include projections for energy, fuel, school transport, and commissioned care costs.
32. The 2022/23 Local Government Settlement included funding to support the payment of the RLW to registered workers in the care sector. In future, annual fee uplifts for commissioned care will need to consider RLW increases. The RLW is usually announced in November, to be implemented by RLW employers before the following May. In setting RLW rates, the RLW Foundation take account of inflation the preceding spring (on a more specific basket of goods than CPI), along with other information such as level of benefits and council tax.
33. At the time of setting the Budget Report, CPI was around 6%, and whilst it was expected to rise during the year, at that point it was not anticipated to reach 9% by April 2022. In view of actual inflation levels this spring, assumptions for RLW in 2023/24, and therefore estimated care costs, have been increased. Small percentage changes in this area can have a significant impact on costs as the Council's commissioned care budget is over £120 million. The RLW Foundation have brought forward the timing of the RLW announcement in 2022, to September. This will assist with financial planning, as it removes the uncertainty around one of the key variables affecting the 2023/24 Budget.
34. The Council purchases its energy via Crown Commercial Services (CCS). Energy commodity markets have experienced unprecedented price increases for both electricity and gas. Whilst pressures commenced last Autumn, they have been exacerbated by the impact of Russia's invasion of Ukraine. This has resulted in a worsening of energy price projections via CCS in recent months. Gas prices have increased by a further 45% on February 2022 projections, with overall projections now standing above 150%. There is a similar position on electricity and whilst increases are not quite as high (c78% overall), this is having an even bigger impact as the Council's energy usage is weighted towards electricity. Energy costs are expected to increase by more than £6.5 million in 2023/24 across schools, street lighting and the Council's other estate. The situation will require careful monitoring as prices are susceptible to further change, and there will be a need to proactively plan for mitigating actions, including review of energy usage.

35. Estimates for 2023/24 fuel costs have also been revised upwards since March, based on most recent information. As well as implications for the cost of the Council's own vehicle fleet, the cost of fuel is also causing upward price pressure in commissioned school transport costs, and these have also been factored into the budget update.

Capital Financing

36. The £0.675m reduction in capital financing figures since March 2022 relates to a two-year limited pressure in relation to Schools Asset Renewal. At outturn 2021/22, a earmarked reserve was created to fund this pressure, negating the need to identify base budget funding.
37. The capital financing figure will be updated as the year progresses, following updates on the timing and cost of approved projects in the existing programme, as well as the timing of any new borrowing required in line with the Treasury Management Strategy. Interest rates on borrowing are currently the subject of increases from historic lows seen over the last few years. Increases are a result of inflation expectations, national debt levels and international uncertainties. However, rates do rise and fall and remain unpredictable. Whilst any sustained increase is not anticipated to have a significant impact in 2023/24, it would affect this budget in the medium to long term. Accordingly, this will be an important consideration in updating and prioritising new investment commitments and affordability considerations, including for the Housing Revenue Account, and business cases for projects assumed to pay for themselves.

Commitments and Realignments

38. Commitments and realignments include anticipated increases to levies (such as the Fire Service levy), increases to revenue maintenance budgets linked with the capital programme, and a marker for Non-Domestic Rates revaluation, although this is difficult to predict until the Valuation Office concludes its review later this year. Minor updates have been made to earlier assumptions around some of these issues.

Demographic Pressures

39. Demographic pressures reflect fluctuations in demand. These include changes in pupil numbers, the cost of running Local Development Plan schools as they open, and increasing demand in Social Services. Updates made to this line since March reflect most recent pupil number projections, pressure on the school transport budget in terms of additional routes, together with early indications of pressure on Children's Services placements in the current year. These issues will need to be kept under close review.

Ongoing Review

40. Regular review of budget planning is a key part of financial resilience. It ensures assumptions reflect most up to date information and that emerging

issues are captured at the earliest opportunity. Given the uncertain and volatile contextual backdrop outlined earlier in the report, regular review will be a critical part of planning for the 2023/24 Budget. The absence of agreed pay awards, the energy crisis, wider inflationary challenges, and their impact on partners and suppliers as well as on the Council itself, are all key factors. The table below summarises areas that will require ongoing review:

Factors to be closely monitored for their impact on the 2023/24 Budget	
Employee Costs	<ul style="list-style-type: none"> • 2022/23 pay award: announcements in relation to current year pay awards and their ongoing implications if they are higher than budgeted. • 2023/24 pay award: indications regarding 2023/24 awards which are currently based on a 3% assumption for both NJC and teaching staff. • LGPS Superannuation - conclusion of the actuarial review of the LGPS Pension Fund and its implications for Employer's Pensions Contributions from 1st April 2023 onwards. It is considered prudent to assume no increase in contributions, but this will be confirmed during 2022/23. • Employer's NI Contributions - Any announcements regarding changes to rates and thresholds applicable to Employers National Insurance Contributions. No significant changes are anticipated for 2023/24. • Real Living Wage - the September 2022 announcement on the RLW rate and its impact on the Council's pay spine in 2023/24.
Commissioned Costs	<ul style="list-style-type: none"> • Real Living Wage - the September 2022 announcement on the RLW rate and its impact on commissioned Social Care costs in 2023/24. • CPI - forecasts for 2023/24 and their impact in applicable areas. • Energy - removal of the energy price cap in the autumn and any further fluctuations in energy pricing generally. • Fuel costs - fluctuations in petrol and diesel prices. • Cost of Care - the outcome of the exercise due to be undertaken in 2022/23 on the future cost of Older People Residential and Nursing placements.
Other	<ul style="list-style-type: none"> • Capital Financing - the impact of rolling forward the capital programme including the Housing development programme, the timing of any new borrowing required and any changes in interest rates assumptions. • In year issues - the 2022/23 monitoring position as the year progresses, including post-pandemic recovery of income-funded areas and the extent of reliance on the Council's £10 million COVID recovery budget. • NDR Revaluation - the outcome of the revaluation due to take place during 2022/23 and its impact on NDR payable on Council premises from 1st April 2023. • Universal Free School Meals - any implications of the roll-out due to commence with elements of the primary sector in September 2022. Further clarity is required around scheme operation to fully assess potential implications for infrastructure, staffing etc - assumed will be met by grant. • Demand - updates to demand forecasts, taking into account the emerging in-year position in areas including Social Care and homelessness. • Additional Learning Needs - funding responsibility for post-16 ALN is due to transfer to Local Government. There will be a need to assess the implications of this are further clarity is provided. • School Transport / Taxis - the impact of additional demand for routes, the condition of the market and underlying price pressures. • School Funding Formula - ensuring that it remains fit for purpose and reflects the cost priorities for schools.

Funding	<ul style="list-style-type: none"> • AEF - Provisional Local Government Financial Settlement and the extent to which this differs from indicative funding allocations. • Council Tax Base - the tax base for 2023/24 due for Cabinet consideration in December 2022, and any related AEF redistribution. • Specific grant streams - including any potential risks from grant reductions or fall-out, but also considering any grant-funding opportunities including the Shared Prosperity Fund.
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41. The preceding paragraphs covered the forthcoming financial year in more detail. The table below sets out the revised position over the medium term, and indicates an estimated budget gap of £29 million for 2023/24 and £91 million over the period 2023/24 – 2026/27. Further detail on each component of the gap, along with information on key assumptions is included in the MTFP at Annex 1.

	Medium Term Budget Gap				
	2023/24 £000	2024/25 £000	2025/26 £000	2026/27 £000	TOTAL £000
Employee Related	13,550	20,615	12,595	12,630	59,390
Prices	17,396	6,477	5,976	4,896	34,745
Commitments	4,128	504	1,202	546	6,380
Capital Financing	1,220	2,168	2,036	3,259	8,683
Demographic Pressures	8,851	4,711	7,968	8,197	29,727
Financial Pressures	3,500	3,500	3,500	3,500	14,000
Funding	(19,565)	(13,531)	(14,433)	(14,794)	(62,323)
Total	29,080	24,444	18,844	18,234	90,602

42. Paragraph 40 outlined some key issues that will require close consideration in respect of the 2023/24 Budget Gap. There are also issues that will need to be kept under review over the later years of the MTFP and these are summarised below.

- The ongoing economic outlook.
- Ongoing financial recovery from the COVID-19 pandemic, particularly in income funded areas.
- The impact of the Local Development Plan on school places across the city.
- Population figures, other demographic changes, and any emerging post-pandemic trends.
- Welsh Government's Programme for Government, including the intention to instigate council tax reform, the potential for a tourism tax and plans for music services.
- Free School Meals - roll out beyond the cohorts of pupils planned in 2023/24, together with implications for infrastructure and staffing
- Annual refresh of the Corporate Plan.

43. Current assumptions within the MTFP are prudent and based on best available information. However, there is always a risk of change. If certain assumptions

within the MTFP fluctuate by small margins, they have the potential to affect the forecast significantly. The MTFP at annex 1 considers a range of scenarios around the medium term.

Modelling Savings Requirements

44. The table below models the potential savings requirement over the medium term. These assumptions will be reviewed as the budget process progresses, not least because the budget gap itself may change. Council tax levels included are purely for modelling purposes at this stage, and have been maintained at levels modelled previously notwithstanding that the gap has increased.

	2023/24 £000	2024/25 £000	2025/26 £000	2026/27 £000	TOTAL £000
Modelled Council Tax (+3%)*	(4,931)	(5,079)	(5,232)	(5,388)	(20,630)
Savings Required	(24,149)	(19,365)	(13,612)	(12,846)	(69,972)
Total	(29,080)	(24,444)	(18,844)	(18,234)	(90,602)

**Levels are for modelling purposes and are subject to ongoing review and Member approval*

45. Over the summer, directorates will be asked to identify options for savings. For efficiency savings where no policy decision is required, (defined as achieving the same output (or more) for less resource, with no significant impact on the resident / customer), they will be implemented during the current financial year wherever feasible, in order to maximise the possibility of securing full year savings in 2022/23.

Fees and Charges

46. In previous years, income generation proposals have formed part of the Council's strategy to address the budget gap. This will require a very cautious approach for 2023/24, as it is highly likely that the focus will need to be maintained on achieving pre-pandemic levels of income. Any further increase in income targets would need to be based on significant improvements to income achievement during 2022/23, and a robust assessment of future risk, in terms of both market and cost-base.
47. The inflationary factors outlined earlier in the report will impact Council services that are funded by income. Where this is the case, as part of 2023/24 Budget development, a clear strategy will need to be developed for each of these areas, setting out the approach to managing cost-base pressures. Factors to be considered in setting fees and charges for 2023/24 include:
- Any applicable statutory frameworks
 - Whether existing income budgets are being met
 - Any specific inflationary cost pressures that will need to be met
 - Adequacy of charges relative to cost of provision
 - Any potential impact on demand for services.
 - Appropriate benchmarking of both cost and fee levels

Consultation and Engagement

48. In order to provide an opportunity for people to have their say on what is important to them and their communities, consultation on the 2023/24 Budget will take place. Given the significant impact that funding has for budget plans, this will take place following the receipt of the Provisional Local Government Settlement. As outlined earlier in the report, it is yet to be confirmed whether the Provisional Settlement will be during December, or if it will revert to October timescales. Prior to this, consultation and engagement across all aspects of the Council's business will inform budget planning.
49. The proposed Budget Timetable Framework for 2023/24 is included at Appendix 2. Over this period, consultation and engagement will also take place with the third sector, Scrutiny Committees, Governance and Audit Committee, Schools (via the School Budget Forum) and Trade Unions. In addition, employee engagement at all levels within the organisation continues to be given high priority.
50. The Council has various mechanisms in place to engage directly with employees including staff information emails, team briefings and the staff app. Employees will continue to receive briefings on the overall position through these channels at all key stages of the budget process. In addition, managers will ensure that there is appropriate engagement and consultation with employees who may be affected by any proposals.

Housing Revenue Account

51. The Council sets a five-year budget for the Housing Revenue Account (HRA). This aligns to a 30-year business plan which is updated annually and submitted to the WG for approval. The current five-year budget inclusive of the rent uplift for 2022/23 was approved by Council in February 2022. The current business plan was approved in March 2022.
52. Key risks and uncertainties in the medium term include but are not limited to the following:
 - The potential for a restricted rent uplift in future years due to any changes to the WG rent policy beyond 2024/25 and/or the impact of CPI levels.
 - Cost inflation increases above rent uplifts impacting on net resources available.
 - Interest rate rises resulting in increased costs of borrowing undertaken for capital expenditure proposed including the significant borrowing for the new build housing programme.
 - A reduction in the WG Major Repairs Allowance grant which could impact the achievability of the planned Capital Programme.
 - The ongoing impact of Welfare Reform and universal Credit which could affect tenants' ability to pay rent along with increased costs of collection and

recovery and an increased requirement for tenant support and advice services.

- The challenge of decarbonisation targets without additional funding and the ongoing impact on energy costs for tenants.

Capital Investment Programme

53. The Council sets a five-year rolling capital investment programme, which is updated annually. The current five-year programme was approved by Council in March 2022 and is summarised below. The 2022/23 Budget Strategy will roll the programme forward a year, to cover 2027/28.

Capital Programme Expenditure						
	2022/23*	2023/24	2024/25	2025/26	2026/27	Total
	£000	Indicative £000	Indicative £000	Indicative £000	Indicative £000	£000
Annual Sums Expenditure	24,275	26,500	23,515	22,915	19,715	116,920
Ongoing Schemes	45,216	32,712	20,981	20,050	6,336	125,295
New Capital Schemes (exc. ITS)	125	175	100	250	225	875
Schemes Funded by External Grants and Contributions	55,554	43,916	77,590	34,701	664	212,425
Invest to Save (ITS) / Earn Schemes	63,601	158,922	90,270	10,500	12,240	335,533
Total General Fund	188,771	262,225	212,456	88,416	39,180	791,048
Total Public Housing (HRA)	74,610	111,250	106,135	69,605	53,700	415,300
Total Capital Programme	263,381	373,475	318,591	158,021	92,880	1,206,348

* The final slippage figure will be reflected in the Month 4 2022/23 budget monitoring report.

54. Under the CIPFA Prudential Code for Capital Finance in Local Authorities, the Council must approve a Capital Strategy that sets out the long-term context in which capital investment decisions are made. It must also approve a Treasury Management Strategy that includes the approach to managing the borrowing implications arising. The Council's Capital Budget Strategy approved in March 2022 will be updated as part of the 2023/24 budget process and includes the approach to:

- Working with partners
- Asset Management Planning
- Risk Appetite
- Governance and decision-making
- Capital Investment Programme
- Funding the strategy
- Managing the borrowing requirement
- Prudent Minimum Revenue Provision (MRP) Policy Statement
- Affordability of the investment plan

55. The resulting investment programme maintains momentum in city regeneration and economic development, tackling inequality and inclusive growth, modernising school buildings, delivering a significant house building programme and responding to the climate emergency and public service reform. It is also a key response to the public health crisis and its consequent economic impact, by including a programme of work to lead recovery and successfully reposition Cardiff as a successful global city over the longer term.
56. Construction prices have historically outpaced the general increase in prices, however as the UK emerges from the pandemic and because of wider geopolitical factors, materials supply, increases in construction costs, interest rates for borrowing and supplier availability are significant factors to consider in the update of the programme. This is in addition to the Council's own capacity and skills available to deliver the investment programme.

Major Projects

57. The Budget Report for 2022/23 provided an update on the Indoor Arena, following approval of the Final Business Case in September 2021. The proposed programme includes enabling costs and an approach to direct funding of the arena construction by the Council as an alternative for third party funding. This will be fully funded by annual lease income from the Arena Operator. The Arena is a key component of several projects forming the wider Atlantic Wharf Master Plan, with the arena business case predicated on an affordability envelope assumed to pay for itself over the medium term. The budget report for 2023/24 will include the short, medium, and long-term impacts arising following the entering into a financial agreement with the developer.
58. The Council is also continuing to develop several other strategic projects, which, subject to approval of business cases, due diligence and affordability may be considered for approval as part of future iterations of the detailed investment programme. These include projects arising from the Transport White Paper including Metro; International Sports Village; Core Office Strategy; 21st Century Schools and responding to the climate emergency. To support a robust business case approach and inform the next iteration of the capital programme, allowance is made in the revenue budget for feasibility and options appraisal for several potential future projects. This includes:
 - Enhanced service delivery options from alternative locations for the dogs' home
 - Review of the Materials Recycling Facility
 - Ensuring sustainable burial space in the city
 - Working with partners to secure funding to create a Youth Zone
 - Options in respect to assets with significant backlogs of maintenance such as St David's Hall and City Hall as considered by Cabinet in the Corporate Property Strategy in December 2021, and,
 - Renewable energy projects following a post project appraisal of existing schemes.
59. As options, business cases, risks and financial implications are determined;

these will be able to be considered as part of annual updates to the Capital Strategy, the detailed Capital Programme and the Medium-Term Financial Plan in future years.

Importance of Option Appraisal, Business Cases and Due Diligence

60. Implementation of capital schemes approved as part of the budget framework will need to be subject to the governance, financial, procurement and contract procedure rules set out in the constitution, as well as required Cabinet or Officer decision approval of business cases as relevant.
61. The size and complexity of Capital Projects including unanticipated taxation, wider financial and operating risks makes it essential that due diligence is undertaken on business cases and viability assessments for capital projects, with sourcing of external expertise where relevant, to support decision-making and to understand key risks and financial liabilities that could arise from such investment. There must also be consideration of whether investment could be better made by, or together with, others as part of thorough options appraisal exercises. It is essential that such best practice is embedded in Council processes, an area of improvement identified as part of the CIPFA Financial Management Code requirements. *“The approach of Cabinet approval of proportionate business cases for significant projects funded by the Council, prior to full inclusion in the capital programme is an essential tool to ensure financial resilience and understanding of affordability and risk.”*
62. Such practices are a key requirement of the Prudential Code and should be in place for all projects including those predicated on undertaking borrowing to be repaid over a period from future income or savings. It should be noted that recent updates to the professional codes and regulatory changes set out clear guidelines geared to constraining investment in physical or financial assets primarily for yield.

Capital Programme Affordability

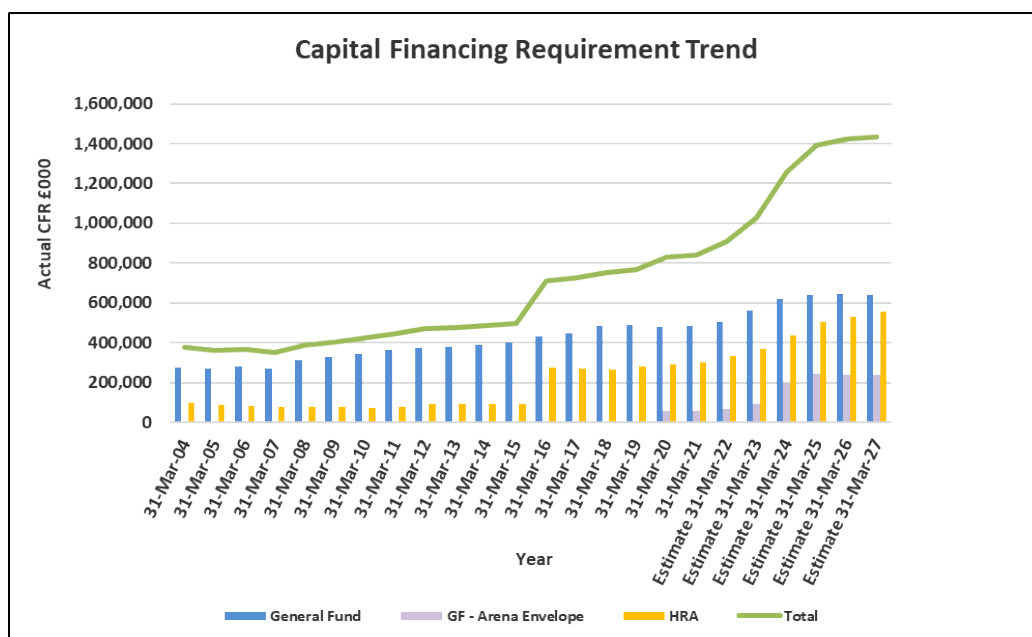
63. The existing capital programme has been set based on a long-term view of the Council’s investment requirements. The affordability of the programme is reviewed annually considering the impacts of the issues highlighted above, with the revenue budget impact of borrowing and operating costs, where significant, included in the MTFP and to be considered along with other financial pressures. The programme is currently being delivered within the parameters of key Prudential Indicators, agreed by Council as part of the annual budget setting process.
64. The Council continues to be successful in bidding for external grants for specific capital schemes from Welsh Government and other external bodies. This external funding is essential to support affordability of meeting policy objectives set by National Government but is often only available on a bid basis and has short term timescales. This makes long-term planning difficult.

65. However, the demand and need for investment in our critical infrastructure and to improve service delivery and outcomes for the City has a significant impact on affordability, requiring prioritisation and consideration of alternative ways of achieving the same outcome. The Council has two main resources that it can directly influence to fund investment - capital receipts and borrowing. Both are considered in further detail below.

Borrowing

66. Borrowing has long-term financial consequences, and costs span generations. When the Council incurs capital expenditure without an immediate resource to pay for it (e.g., grant, revenue or capital receipt), it results in a need to borrow. While it may not be necessary to take additional external borrowing immediately, the Council's underlying need to borrow, called its Capital Financing Requirement (CFR), increases. In other words, there will ultimately be a requirement to borrow money, which will need to be repaid.

67. The Council's CFR highlights two stepped increases since the measure was introduced in 2004. One in 2015/16 which reflects payments to HM Treasury to exit the Housing Revenue Account (HRA) Subsidy System. The other, starting in 2022/23 reflecting the approach to funding the Indoor Arena.



68. To reduce the CFR, the Council has a statutory duty to make “prudent provision” for the repayment of debt. This takes the form of a charge to the revenue account, called the Minimum Revenue Provision (MRP.) The MRP spreads the costs of borrowing, helping to ensure that the Council can service the debt associated with the current and historic capital programmes.

69. Generally, assuming a 25-year asset life, every £1 million of capital expenditure funded by borrowing places an additional pressure of £75,000 on the revenue budget in the initial years (assets with a shorter life result in a higher charge). This excludes any additional operating costs.

70. Any increase in the amount of borrowing must consider the affordability implications for the revenue budget, not only now but in future, particularly in the context of the level of savings to be found, financial resilience risks, and the Section 151 Officer view on the deliverability, affordability and risk associated with the Capital Strategy.
71. Based on the existing programme, the medium-term financial plans for the General Fund and Housing Revenue Account shows the capital financing budgets increasing into the long term. This assumes no further increases in unsupported borrowing beyond that to which there is already commitment. In addition, it assumes capital receipts targets will be met and all projects approved on an invest to save basis continue to do so and represent no risk to the revenue budget. The increase in the levels of borrowing predicated on such projects makes the preparation, approval and monitoring of robust business cases an important tool in mitigating financial resilience risk.
72. As can be seen throughout the Capital Strategy, Treasury Management Strategy and Housing Medium Term Financial Plan produced as part of the Budget proposals in 2022, a number of indicators are prepared to support the assessment of affordability, prudence and sustainability of borrowing. These will be updated in the Budget Proposals for 2023/24, including any amendments recommended by CIPFA as part of its update of guidance. One of the suite of indicators highlighting the Ratio of Financing Costs to Net Revenue Stream is shown below for the General Fund and Housing Revenue Account. For the General Fund, the net revenue stream is the amount to be met from non-specific WG grants and Council Tax, whilst for the HRA it is the amount to be met from rent payers and service charges. These are clearly based on future assumptions in respect to AEF, council tax income and housing rent policy. Any adverse change in these variables may have a significant impact on the outlook for this indicator.

Indicator							
Ratio of Financing Costs to Net Revenue Budget Stream							
	2020/21 Actual %	2021/22 Actual %	2022/23 Estimate %	2023/24 Estimate %	2024/25 Estimate %	2025/26 Estimate %	2026/27 Estimate %
General Fund Net CF Budget	4.73	4.77	4.58	4.69	4.71	4.70	4.90
General Fund Gross CF Budget	6.99	7.18	6.90	7.50	8.22	8.39	8.44
HRA Gross CF Budget	32.72	32.24	32.16	33.36	36.23	38.49	37.72

CF – Capital Financing

73. The net capital financing percentages shown above assume that income or savings associated with Invest to Save (ITS) or Invest to Earn (ITE) Schemes will all be fully realised. The difference between the gross and net indicators highlights that there would be significant revenue implications if the level of income, savings or capital receipts associated with ITS/ITE schemes does not ultimately materialise. This additional risk to borrowing levels and affordability requires robust due diligence and risk assessment of business cases before approval, as well as ensuring that schemes are essential to meet strategic

objectives.

Capital Receipts

74. Capital receipts are an important means of increasing the affordability of the Capital Programme. The generation of capital receipts is also consistent with the need to accelerate a reduction in the Council's asset base where this can support savings requirements.
75. The Capital Programme approved by Council in February 2018 set a target for non-earmarked General Fund Capital receipts of £40 million, with a subsequent increase of £1 million to this target in 2019/20, after making a deduction for eligible revenue costs of disposal. Total receipts against the target up to 31 March 2022 are £10.060 million. Updates to the receipts target are included in the Annual Property Plan.
76. The Council's Capital investment plans also includes several major development projects which assume that future capital receipts will be received to pay towards expenditure incurred on those projects such as land acquisition at the International Sports Village. Expenditure incurred in advance of realisation of receipts represents a risk of both abortive costs and to the level of borrowing and should be reviewed regularly as part of the overall annual property plan and relevant project governance processes.

Developing the Capital Programme 2023/24 to 2027/28

77. As mentioned above the capital investment programme is a strategy, aiming to meet the long-term challenges facing the city. As such the programme should not change significantly because of short-term disruptors. However, the update of the investment programme will have regard to the challenges outlined above namely, longer term affordability in the context of the overall Medium Term Financial Plans; Materials and supply cost pressures; proportionate business cases in place prior to inclusion of schemes in the programme and review of resources available to pay for capital commitments.
78. For General Fund, no new schemes nor additional investment in asset renewal funded by borrowing over the medium term unless: reprioritised from existing programme, is accompanied by significant confirmed external match funding or is on an invest to save basis following a business case approved by Cabinet
79. In updating and formulating the five-year Capital Programme for 2023/24 to 2027/28, the approach to formulating investment priorities will be as follows:
 - Schemes already included in the indicative programme to be reviewed for increased cost pressures, mitigation options and timing having regard also to capacity to deliver.
 - Emerging pressures and increased costs to be managed and prioritised within existing resources allocated in the current capital programme.
 - Any new expenditure requests will only be considered in the context of external funding or robust Invest to Save / Invest to Earn business cases,

approved by Cabinet.

- Housing Revenue Account investment to consider long term business plan affordability modelling, with new build schemes approved subject to individual viability assessments. Key to affordability will be approach to rent-setting and demonstrating value for money within the Welsh Government policy framework.
- All investment to be in accordance with Directorate Asset Management Plans, Corporate Plan and:
 - be evidence based
 - be risk prioritised
 - have considered all alternative solutions for funding and achieving the same outcome before requesting council funding
 - demonstrate value for money in expenditure and approach to delivering outcomes.

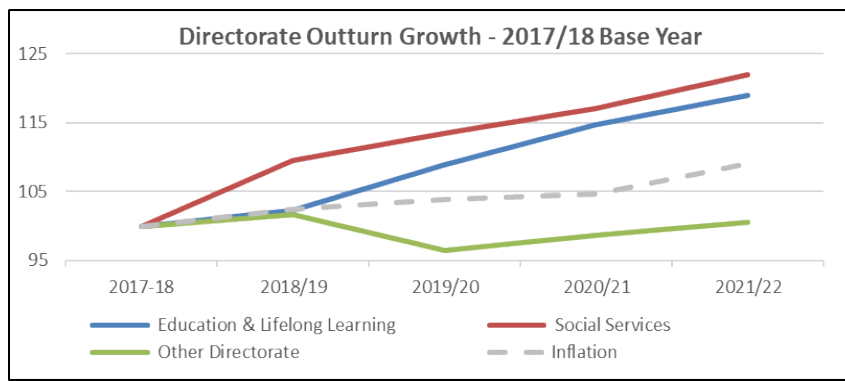
Financial Resilience

80. Given the challenges identified, it is important to undertake regular review of the Council's financial standing and resilience. The snapshot included at Appendix 3 provides a high-level overview of the financial health of the Council. The snapshot has been regularly produced and reported for a number of years. However, for this and future iterations, its content has been extended, and its format revised, to capture most current issues. Additional content includes new areas, as well as further trend analysis over time in relation to areas previously included. Given the new details included, and the importance of considering resilience in the context of budget setting, the following paragraphs provide some further explanatory narrative.

Performance against budget - trends

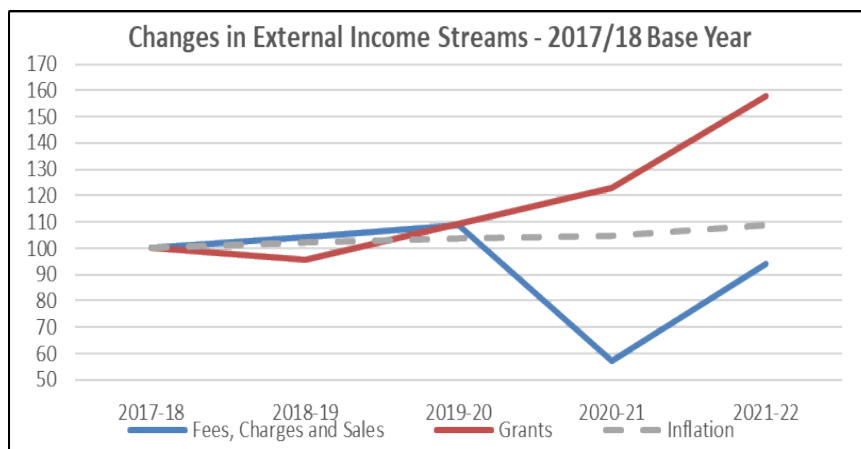
81. Whilst the outturn position has been balanced in each of the past five years, the snapshot highlights that at a directorate level (before contingencies and other measures) there were increasing levels of overspend between 2017/18 and 2019/20. The underlying reasons for this vary over time and corrective action is taken where appropriate to mitigate ongoing impact in future years. From 2020/21 onwards the position has improved significantly.
82. With regards the most recent year's outturn (2021/22), the revenue position indicated that except for Governance and Legal Services, and Education, all directorates were either balanced or underspent. Contributory factors to overspends included external legal costs and school transport, both of which received additional funding in the 2022/23 Budget. The capital outturn for 2021/22 indicated significant slippage, some of which is attributable to the receipt of grant support late in the financial year. However, slippage also emphasises the need for robust assessment of the timing of capital schemes and capacity for their delivery. In further iterations of the snapshot when the year is more advanced, in-year monitoring information will also be reflected in this section.

83. The graph replicated below indicates the actual expenditure on relevant services over a five year period, relative to inflation. This shows that Education and Social Services have increased by approximately 20% (in cash terms) over this period. This has been a product of both inflationary and demand pressure in these services. By comparison, there was a sharp fall in other services initially, followed by an uptick from 2020/21 onwards, which aligns with more favourable funding settlements and hence lower savings requirements. Notwithstanding this recent increase, other services were still not at their 2017/18 baseline in cash terms at the end of 2021/22. This margin widens in real terms (i.e. once inflation is taken into account, as depicted by the difference between the green and dotted lines).



External Income

84. The graph replicated below sets out the impact that the pandemic has had on the Council's fees and charges. Whilst recovery commenced in 2021/22, there is still a long way to go to reach pre-pandemic levels of income. It should also be noted that the dotted inflation line will see a sharp uptick in 2022/23 because inflation is so high. This means that achieving pre-pandemic income levels (a significant challenge in itself) will not be sufficient to cover cost-base pressures that are likely to increase in coming months.



85. The graph also depicts the Council's increasing reliance on hypothecated funding (specific grants.) Specific grants must be used for a particular purpose which is defined by the funding provider and the Council is audited to ensure

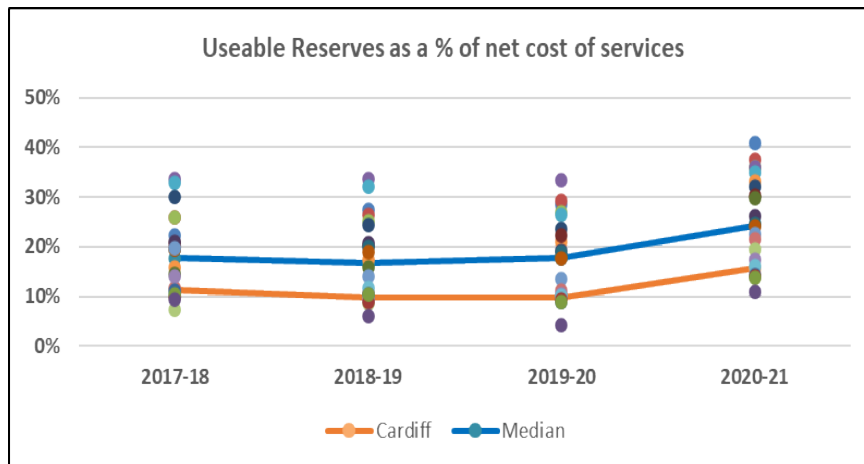
appropriate use. Whilst any increase in funding streams is welcome, there is a risk that specific grants may reduce in cash or real terms or be discontinued altogether. This risk increases where grants are supporting core activity. There is a need to be alert to, and plan for this risk over the medium term. In instances where it is already known that grant levels are expected to taper (e.g. Regional Integration Fund), it will be important to fully develop a strategy for managing the reduction in funding.

Net Revenue Funding and Budget Strategy

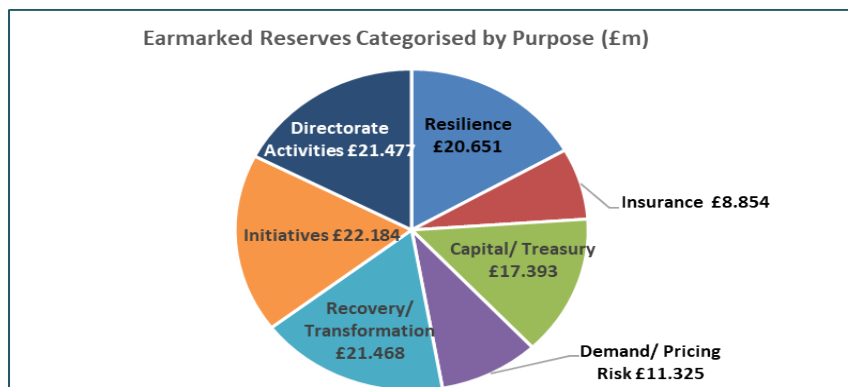
86. In balancing the budget over the past five past five years, savings have consistently been the largest contributory factor to bridging the gap with c£75 million over five years. Were this graph to be extended it would show £210 million savings over ten years. The need to find such significant levels of savings year on year, becomes increasingly challenging and savings requirements over the medium term will require early planning.
87. The financial resilience snapshot indicates performance on achievement of savings over the same period. Unachieved savings in 2020/21 were largely associated with the pandemic. The Council has a general contingency to support amongst other issues, the non-achievement of savings. The contingency, (originally £4 million) has been reduced over time to £2 million. Further reductions should be approached with caution given inflationary uncertainty and estimated savings requirements over the medium term.

Ratios and Reserves

88. The financial ratios included in the financial resilience snapshot are consistent with ratios reviewed by Audit Wales in their annual review of financial sustainability across the 22 Welsh Authorities. Whilst this can facilitate benchmarking, specific features of individual authorities need to be borne in mind – e.g. whether or not an Authority has a Housing Revenue Account and associated single pool of debt. The ratios present no cause for concern.
89. Whilst the Council has increased its levels of earmarked reserves over recent years, and levels are considered adequate, they are still comparably low for an Authority of its size. This is illustrated in the graph below which summarises Cardiff's position relative to the other 21 Welsh Authorities.



90. The graph below categorises reserves by their intended purpose. The resilience segment captures the Council’s General balance together with the Strategic Budget Reserve, the purpose of which is to support budgetary planning and interim support from reserves linked to the Budget Strategy. The graph also highlights that coverage in reserves exists in relation to some of the key risk factors outlined in earlier sections of the report, including demand and pricing risk.



Scrutiny Consideration

91. The Policy Review and Performance Scrutiny Committee is due to consider this issue on 13th July 2022. Any comments will be circulated at the Cabinet meeting.

Reasons for Recommendations

- 92. To note the 2023/24 Budget and MTFP Update and to approve the next steps
- 93. To note the Budget Timetable Framework and forward this to Council for approval.

Legal Implications

94. It is the responsibility of the Cabinet to receive financial forecasts and develop a medium term financial strategy with a view to proposing a Budget for the Council to approve. Any specific legal issues arising will be addressed as part of the proposed budget preparation. These implications do not contain legal advice on the individual projects referred to in the report, which will be provided on the respective projects as and when considered.
95. The report provides that the proposed Budget Timetable framework for 2023/24 will make provision for consultation. In order for there to be robust consultation, the process must occur when proposals are at a formative stage; it should give sufficient reasons for any proposal to permit proper consideration; and it should allow adequate time for consideration and response. There must be clear evidence that the decision maker has considered the consultation responses before taking its decision. It is important to note that the consultation raises the legitimate expectation that any feedback received from the consultation will be taken into account in developing the proposals consulted upon.

General legal requirements

Equality Requirements

96. 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.
97. When taking strategic decisions, the Council also has a statutory duty to have due regard to the need to reduce inequalities of outcome resulting from socio-economic disadvantage ('the Socio-Economic Duty' imposed under section 1 of the Equality Act 2010). In considering this, the Council must take into account the statutory guidance issued by the Welsh Ministers (WG42004 A More Equal Wales The Socio-economic Duty Equality Act 2010 (gov.wales) and must be able to demonstrate how it has discharged its duty.

Well Being of Future Generations (Wales) Act 2015

98. 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.

99. 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 2022-25 . 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.
100. 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
101. 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>

Welsh Language.

102. The decision maker should also have regard, when making its decision, to the Council's wider obligations under the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.

Financial Implications

103. The financial implications are set out in the detail of the report. In summary, the report refreshes the MTFP and sets out the Budget Strategy for 2023/24. It outlines a likely budget reduction requirement of £90.6 million over the period 2023/24 – 2026/27, of which £29.1 million relates to 2023/24. Further detail on the elements of the budget gap is included at Annex 1. The current outline modelled strategy to address the budget gap is a combination of council tax increases (£20.6 million) and savings (£70.0 million.) The gap will continue to be reviewed during the current year to reflect most recent information.

HR Implications

104. The report outlines the contexts under which the budget is being set together with the continued financial challenges faced by the Council in balancing

reducing finances with increasing demands, the challenges that the COVID pandemic has created and the current cost of living crisis and its effects on the Council's finances. The Council will continue to review the shape and scope of the organisation and the way in which services are delivered and efficiencies achieved. New service delivery models will need to meet demand pressures and reflect budgetary realities alongside securing further efficiency savings through better collaboration and partnerships, integration of service delivery and reducing duplication of effort and resources.

105. Given the level of savings required in 2023/24 and beyond, it will be key that the savings proposals identified are robust and deliverable. The extent of financial challenge in a continued period of restraint will result in savings targets for controllable budgets that will be considerably challenging and will result in significant changes to how local government services are delivered. The availability of resources to support the delivery of these sustained changes will be key.
106. Whilst it is not possible to provide specific HR implications on any changes at this time, it is clear that the ongoing budget difficulties will continue to have significant people implications associated with actions necessary to manage the financial pressures facing the Council. As service delivery proposals are brought forward, there will be consultation with employees (those directly and indirectly impacted) and the Trade Unions so that they are fully aware of the proposals, have the opportunity to respond to them and understand the impact that the new model of service will have on them. Further and specific HR implications will be provided when relevant models are proposed.
107. Any proposed reductions in resource levels will be managed in accordance with the Council's recognised policies for restructuring which include, where appropriate, redeployment and voluntary redundancy. The Council's Voluntary Redundancy Scheme is always available, however, whilst those interested in leaving on this basis (with a post subsequently deleted) should express an interest to do so, a business case to support the exit will still need to be made and signed off. Flexible retirement continues to be another option available and a Sabbatical policy is in place as well as ability to request voluntary reductions in working hours. Training and development to support new skill requirements will remain available in order to place employees in the best possible position for potential redeployment.
108. Initial Trade Union consultation has taken place on this report. The Trade Union Partnership Meeting will be utilised to facilitate early discussion with Trade Unions on any key organisational proposals, with more detailed discussion continuing with employees and trade unions at local directorate level. It is essential that there continues to be appropriate consultation on proposals that are taken forward, as and when they are developed. This could include early proposals which are required to be implemented in preparation for the 2023/24 financial year. Many of these will have people implications that will need to be considered at an early stage in consultation with the Trade Unions and employees affected.

Property Implications

109. There are no further specific property implications in respect of the Budget Update Report. The Corporate Property Strategy 2021-26 approved at Cabinet in December 2021 set out in detail progress against Capital Programme receipts targets and certain anticipated disposals and capital investments, with an update of in year progress to be provided to Cabinet in the early Autumn via the Annual Property Plan for 2022/23.
110. More generally, the Covid Pandemic had an impact on property income and certain transactions and the Strategic Estates team continues to work closely with Finance, as well as the Council's tenant base, to mitigate and recover from the impact of these effects on the Budget position. It is also noted from the Budget that inflation has picked up significantly this year and the Estates department will endeavour to monitor and consider the impact of this on the performance of the Council's property portfolio, particularly where any leases have an index linked component.
111. The Strategic Estates Department will continue to assist where necessary in supporting delivery in relevant areas such as the Capital Programme and Major Projects. Where there are property transactions or valuations required to deliver any proposals, they should be done so in accordance with the Council's Asset Management process and in consultation with Strategic Estates and relevant service areas.

RECOMMENDATIONS

The Cabinet is recommended to:

1. Agree the budget principles on which the Budget Strategy Report will be based and the approach to meeting the Budget Reduction Requirement both in 2023/24 and across the period of the Medium Term Financial Plan.
2. Agree that directorates work with the relevant Portfolio Cabinet Member(s), in consultation with the Corporate Director Resources and Cabinet Member for Finance, Modernisation and Performance to identify potential savings to assist in addressing the indicative budget gap of £29 million for 2023/24 and £91 million across the period of the Medium Term Financial Plan.
3. Delegate to the Chief Executive, in consultation with the Leader and Cabinet Member for Finance, Modernisation and Performance, the authority to implement any saving proposal in advance of 2023/24 where no policy recommendation is required or where a policy decision has already been taken.
4. Note that work will continue to update and refresh the MTFP and that this will be reported to Members as appropriate.

5. Propose that Council agree that the Budget Timetable Framework set out in Appendix 2 be adopted, and that the work outlined is progressed with a view to informing budget preparation.
6. Agree that consultation on the 2023/24 budget proposals will take place when the detail of options is available in order to inform the preparation of the draft 2023/24 Budget.

SENIOR RESPONSIBLE OFFICER	Chris Lee Corporate Director Resources
	8 July 2022

The following Annex is attached:

Annex 1: Medium Term Financial Plan

The following Appendices are attached:

Appendix 1: Budget Strategy Overview - Questions & Answers

Appendix 2: Proposed Budget Timetable Framework 2023/24

Appendix 3: Finance Resilience Snapshot

Background Documents

2022/23 Budget Report – March 2022

Capital Strategy 2022/23

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Cardiff Council

Medium Term Financial Plan

2023/24 – 2026/27



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Section 1. Introduction

1.1 Aims and Purpose of MTFP

The Medium Term Financial Plan (MTFP) forecasts the Council's future financial position to:

- Help ensure that the Council understands, and can prepare for, the challenges in setting a balanced budget.
- Encourage discussion about the allocation of resources, so that they are directed towards delivering core responsibilities and policy objectives.
- Inform understanding the Council's financial resilience, helping to protect the Council's long term financial health and viability.

1.2 Governance

The MTFP process is an integral part of the Council's financial planning framework. It closely aligns with other key aspects of the financial planning process, including the Council's Capital Strategy. It is formally reported twice a year, with the Council's Budget Report and Budget Update Report.

Regular review of the MTFP is required to ensure it is responsive to changing circumstances, including in relation to the economy, local priorities, legislative change, as well as other emerging pressures, risks, and opportunities. Elected Members and Senior Management are engaged in the process through a series of regular briefings, to scope, inform and review the plan.

The MTFP does not constitute a formal budget. In accordance with legislation, the Council's annual budget must be approved by full Council each year before the 11th March. The MTFP supports the arrival at that position, setting out the parameters within which more detailed planning takes place.

The transition from high-level planning principles, to detailed budgets that are aligned to the Council's priorities, is shaped by Elected Members with support and advice from senior management. As proposals develop, engagement is extended to a wider range of partners including citizens, Scrutiny, staff, School Budget Forum and Trade Unions. Consultation feedback is considered as part of the finalisation of annual budget proposals.

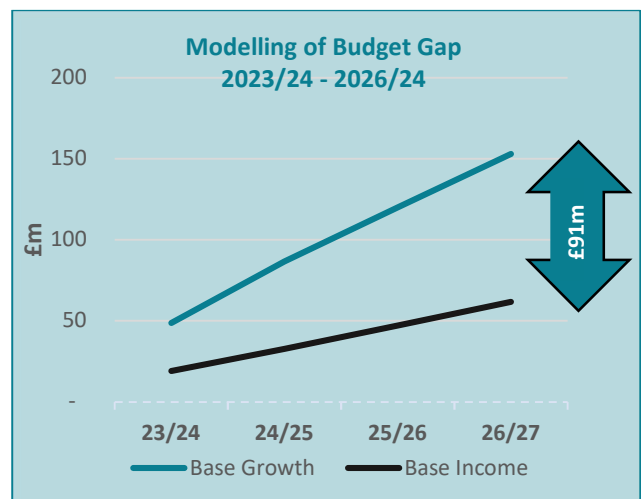
1.3 CIPFA FM Code

The CIPFA Financial Management Code is intended to support good practice in financial management and assist Local Authorities in demonstrating their financial sustainability. The Code translates principles of good financial management into a series of standards against which Local Authorities should measure themselves.

One of the key areas covered by the Code is medium to longer term financial management, with the MTFP being an important factor in this regard. Code standards emphasise that a robust MTFP should have clear links to Service Plans and Capital Strategy. It should also contain a sound assessment of drivers of cost and demand, with associated sensitivity analysis. The MTFP is developed with this in mind.

1.3 MTFP Overview

The MTFP currently estimates a budget gap of £91 million over the period 2023/24 – 2026/27. This is a base case scenario, with sensitivity considered in a later section.



“Budget Gap” describes the difference between the funding the Council expects to receive, and the estimated cost of continuing to deliver services at the current level. Put simply, the budget gap results from funding failing to keep pace with demand, inflation, and other financial pressures. The Council must develop a strategy to address the gap to deliver a balanced budget each year.

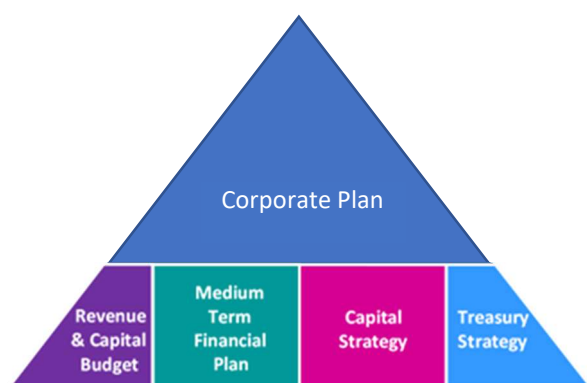
Section 2. Key Considerations

2.1 Council Priorities

The Corporate Plan sets out how the Council will respond to the challenges facing the city and shape its future in line with the following 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 services

The Corporate Plan set out plans to invest in schools, protect the city’s most vulnerable, respond to the climate emergency and create opportunity and equality for the citizens of Cardiff. It provides the framework for the Council’s financial strategy documents. This ensures limited resources are spent in a way that maximises support for priorities. Given the Corporate Plan’s alignment with wider national goals to create a more sustainable Wales, it also helps ensure that the financial strategy supports the Council’s duties under the Well-being of Future Generations (Wales) Act 2015.



The MTFP looks beyond a one year horizon. Medium to long term financial planning will continue to evolve and will be informed by business case work on strategies, plans and initiatives linked with the shaping the city’s future as these are developed.

The transition from high level planning to short-term detail takes place in the annual Budget and Corporate Plan. These are developed in tandem to ensure that financial resources are available as and when required, to deliver objectives.

Given the challenging financial outlook, a funding strategy may not always mean a revenue budget or capital programme allocation. In developing a financial strategy that supports policy delivery, there will be a need to draw on earmarked reserves set aside to support change, and to continue to proactively seek external funding and work with partners.

Much of the investment required to support the city’s future has a longer term focus and is capital in nature. The Capital Strategy sets out how the capital investment programme supports these aims. It also provides a framework that the Council can rely on to develop a clear, consistent, and informed process to make investment decisions. The MTFP is closely linked to the Capital Strategy and reflects the capital financing requirements of approved schemes. This and the MTFP’s wider support for priorities is summarised on the next page.

Section 2. Key Considerations

Cardiff is a great place to grow up	Cardiff is a great place to grow older	A Capital City that works for Wales
<p>Education & Children's Services represent 52% of the Council's budget. Unlike most directorates, they have consistently seen net budgetary increases over the last decade and current figures indicate that is likely to continue over the medium term.</p> <p>In the current year, additional funding was provided for Cardiff Commitment, the Youth Service, Youth Justice and Child Friendly Cities, and funding is included in the MTFP to consolidate arrangements for Child Friendly Cities.</p> <p>The MTFP includes ongoing revenue support for the capital financing of the Band B programme and improvements to the school estate.</p> <p>In developing the 2023/24 and future Budgets, effort will be made to improve the engagement of children and young people in the Budget consultation to inform the organisation's financial plans.</p>	<p>18% of the Council's budget is spent on Adult Services. Like Education & Children's Services, this area has also seen consistent net budgetary increases over the last decade, with a similar picture over the medium term.</p> <p>In 2022/23 additional funding was received from WG to support the implementation of the RLW in the care sector. The MTFP factors in the likely cost of RLW increases in future to support continued recognition of the value of the workforce supporting vulnerable older people.</p> <p>The MTFP also factors in demographic growth, recognising potential increases in demand for services for older people and pressure on over-18s Learning Disabilities budgets.</p>	<p>Investment associated with developing the city in a way that works for Wales is primarily capital in nature. The MTFP factors in capital financing requirements of approved schemes and includes funding to support financing of the Arena, in line with the previously agreed affordability envelope. It includes additional sums for revenue maintenance of the city centre public realm to enable its ongoing upkeep following investment.</p> <p>Schemes of a scale required to take forward city-change require appropriate due diligence. In recognition of this, earmarked reserve funding has been set aside to support feasibility studies of new schemes in the medium term.</p>
<p>Supporting People out of Poverty</p>	<p>Safe Confident & Empowered Communities</p>	<p>Additional funding was provided in the current year to enhance future capacity to support city recovery and progress key schemes, including in planning, transport and business & investment.</p>
	<p>The current year's budget included additional funding for youth sport, community engagement and safety in parks as well as wider community safety and violence prevention.</p> <p>The MTFP reflects sums to operate a youth zone aligned with capital programme timings.</p>	
<p>Key to this aim is supporting people into work. The MTFP contains sums to provide core funding to continue the Council's apprenticeship scheme once the earmarked reserve supporting the scheme is fully depleted.</p> <p>Opportunities for the Shared Prosperity Fund to support advice services formerly funded by ESF grant will be explored.</p> <p>As a RLW employer, the MTFP reflects sums to continue to pay the RLW to staff, and within the care sector.</p>	<p>Modernising & integrating our public services</p>	<p>The current year's budget included additional funding for posts to support the delivery of One Planet Cardiff, as well as significant additional funding for cleaner streets.</p> <p>The MTFP contains funding for the operating costs of a recycling centre, consistent with capital programme timescales for its delivery.</p> <p>Over the MTFP, contributions to earmarked reserve are planned to assist with volatility in recycling pricing and waste tonnages.</p>

Section 2. Key Considerations

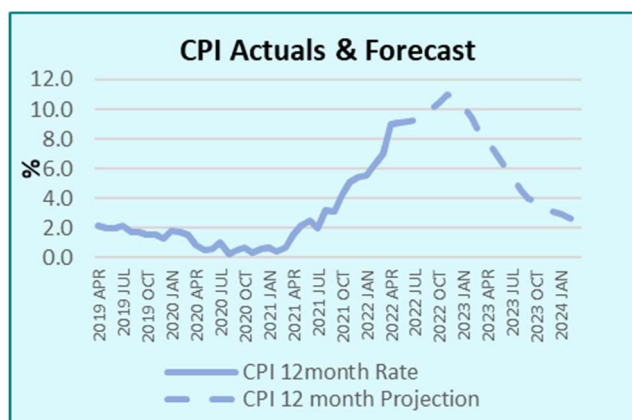
2.2 Economic and Financial Outlook

Local financial planning is linked to the economic context. As the UK emerges from the pandemic and with ongoing geopolitical issues, there is currently significant uncertainty.

UK Context

The current economic context is challenging. Latest GDP figures indicate that the UK economy contracted for the second month in a row during April 2022, and inflation is at a forty year high. Economic forecasts for the remainder of the year have been dampened, and there is speculation that the UK may be heading for a recession.

Inflation has increased incrementally since April 2021. The 12 month CPI rate stood at 9.1% in May, an increase from 9% in April. Contributory factors include high energy prices and disruption to supply chains linked to geopolitical issues including Russia's invasion of Ukraine, and COVID-19 lockdowns in China. In May, the Bank of England (BoE) forecast that CPI would reach a peak of 10% by the end of the calendar year, following the next energy price cap increase in the autumn. However, by mid-June the Bank had updated its forecasts to reflect rates potentially surpassing 11%.



Specific elements of the basket of goods upon which CPI is based are exceptionally high. These include food (6.7%), household costs including energy (19%) and transport costs including fuel (13%). The situation where prices for everyday necessities are increasing faster than peoples' incomes - the cost of living crisis - has led to government support, and the Council is currently administering the Welsh Government's cost

of living support scheme to citizens, alongside the locally determined scheme.

Following the anticipated CPI peak in the final quarter of 2022, the BoE predicts that upward inflationary pressure will subside rapidly with CPI expected to normalise to much nearer its 2% target in two years' time. However, this assumes no further rises in global commodity prices, the easing of global bottlenecks and weakening demand.

One of the tools available to the BoE to try to stabilise inflation is to increase interest rates. In June 2022, rates increase from 1% to 1.25%, their fifth consecutive rise and the highest rate in 13 years. The Bank has indicated that it will react "forcefully" to any signs that inflation is becoming persistent, and there is a general expectation of further interest rate increases as the year progresses. Interest rate increases will be kept under close review in terms of their potential impact on the cost of borrowing and future capital financing budgets.

There is uncertainty regarding future UK economic performance. Alongside the UK Spring Statement 2022, the Office for Budget Responsibility (OBR) in its Fiscal and Economic Outlook report, projected continuing economic growth of 3.8% of GDP in 2022 with lower growth in subsequent years. It predicted the UK Government would meet its fiscal targets, with increased departmental resource spending being offset by higher public sector receipts due to increased GDP, but stressed this was a volatile position. Subsequent projections from the Bank of England in the Monetary Policy report (May 2022), suggest a deteriorating economic position with forecasts of a 0.25% contraction in 2023. The situation will be kept under close review, as from a financial planning perspective, weak economic growth could mean a less favourable outlook for public sector spending.

BREXIT

The Council's Corporate Risk Register captures potential risks in relation to BREXIT and the agreed Trade Deal with the European Union. Implications across a range of services continue to be monitored, and will be factored into the MTFP at appropriate refresh points if required. An emerging area to factor into planning assumptions will be any funding

Section 2. Key Considerations

opportunities via the recently launched Shared Prosperity Fund.

2.3 City Growth

Population

Recently released 2021 census information indicates Cardiff's population as 362,000. Whilst this is a continued increase (the second highest in Wales), it is not as high as previously estimated. The picture across Wales is mixed. Many Authorities are seeing population growth albeit at very different rates, whilst others have seen a decline in population.

Population data is a key factor in the Local Government funding formula. It therefore has the potential to affect future funding allocations. It will be important to unpack the recently released data to understand what future impacts it may have. Cardiff's position relative to the rest of Wales does not immediately suggest the potential for an adverse funding impact. However, there is a lot to consider, including the position for specific age groups, and the potential for any stabilisation mechanisms to support those Authorities with declining populations.

Housing

Cardiff's Local Development Plan (LDP) is a 20 year Plan from 2006 – 2026 which set a target for 41,000 additional homes. Statutory periodic review of the LDP will take place over the next few years. The Council also has an ambitious Housing Strategy to build affordable, high quality, energy sustainable homes. The financing costs of the Council's house building programme are reflected in the Housing Revenue Account (HRA) business plan (as the HRA as a ring-fenced account).

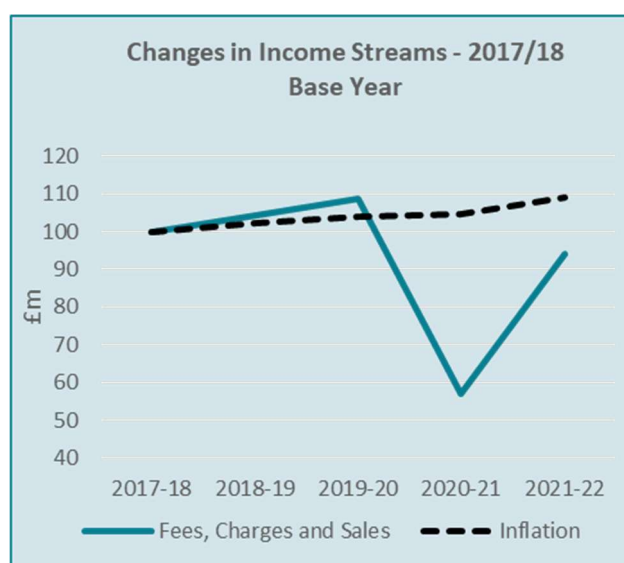
From a general fund perspective, planned housing growth will mean that new communities will need the support of Council services such as waste and schools. Demand for these services will require careful modelling, including the extent to which additional Council Tax from more dwellings may offset cost. There is a need to gage how demand for services in new communities, including schools' places, might affect demand in other parts of the city.

2.4 COVID-19 and Ongoing Recovery

The COVID-19 virus and associated public health measures had significant financial implications for the Council. Over 2020/21 and 2021/22, the Council received £134 million support from the Welsh Government's COVID-19 Hardship Fund for additional costs and income loss. The Hardship Fund ended on 31st March 2022.

At the end of 2021/22, the amount claimed for areas supporting the Council's *own* additional costs and income loss was £2.8 million (i.e. excluding sums claimed to support providers or to administer WG schemes). In recognition of ongoing risk in this area, the 2022/23, Budget included a £10 million COVID recovery budget, with the potential for this to be supplemented from earmarked reserves if required. As recovery continues, it may be possible to reduce this budget. However, at present, it is too early to judge when, and at what level would be a prudent reduction.

A key area to monitor will be the recovery of income funded areas. The graph below shows a significant increase is required to reach pre-pandemic income levels in 2022/23. It is also of note that the inflationary line will tick upwards sharply in 2022/23, reflecting the added challenge of the increase in cost base associated with the income generated.



Section 3. Medium Term Financial Plan

3.1 Forecast Financial Position

The Council's forecast financial pressures, funding and resultant £91 million budget gap are set out below.

	2023/24 £000	2024/25 £000	2025/26 £000	2026/27 £000
Base Budget Brought Forward	743,735	763,300	776,831	791,264
Schools				
Pay Costs	8,160	15,780	7,650	7,760
Price Inflation	3,214	120	125	105
Pupil Numbers & Commitments	2,451	991	3,348	3,397
Contribution to Band B & Asset Renewal	(1,090)	(1,090)	(1,090)	(1,090)
Total Schools Pressures	12,735	15,801	10,033	10,172
Social Services				
Pay Costs	1,775	1,545	1,585	1,465
Price Inflation	9,400	4,717	4,426	3,551
Demographic - Adult Social Services	2,200	2,000	2,000	2,000
Demographic - Children's Social Services	2,500	770	2,420	2,600
Total Social Services Pressures	15,875	9,032	10,431	9,616
Other Services				
Pay Costs	3,615	3,290	3,360	3,405
Price Inflation	4,782	1,640	1,425	1,240
Commitments	1,910	1,594	2,292	1,636
Demographic Growth	2,100	950	200	200
Total Other Services Pressures	12,407	7,474	7,277	6,481
Capital Financing	4,128	2,168	2,036	3,259
Emerging Financial Pressures	3,500	3,500	3,500	3,500
Resources Required	792,380	801,275	810,108	824,292
Resources Available:				
Aggregate External Finance	563,780	577,311	591,744	606,538
Council Tax before any future increases	199,020	199,020	199,020	199,020
Earmarked Reserves at £0.5m per annum	500	500	500	500
Total Resources Available	763,300	776,831	791,264	806,058
BUDGET REDUCTION REQUIREMENT	29,080	24,444	18,844	18,234

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3.2 Key Assumptions – Expenditure & Income

Employee Costs

The Council is a service based organisation, and employee costs account for around 40% of gross costs. They are therefore a key cost consideration in Medium Term Financial Planning.

Key factors to consider in planning for future employee costs include annual pay awards, incremental pay progressions, Employer’s oncosts (Superannuation and National Insurance) and the Apprenticeship Levy.

Pay awards

There are no agreed pay awards for the period covered by the MTFP. The figures in the table below indicate our planning assumptions for the period. At the time of writing, the NJC award for 2022/23 and the Teachers Award for September 2023 are also yet to be confirmed. There is a risk these may add to future budget gaps should they come in higher than budgeted.

Award	2023/24	2024/25	2025/26	2026/27
NJC	3%	2.5%	2.5%	2.5%
Teachers	3%	2.5%	2.5%	2.5%

At present, across the UK there is pressure for pay awards that align with inflation. The Treasury has warned this could intensify inflationary pressure, and has made specific reference to the public sector in not expecting “unrealistic awards.” Ultimately however, Local Government Pay is a matter for collective bargaining through the National Joint Committee, and Teachers’ Pay Awards are set by Welsh Government. It is not possible to pre-empt the outcome of these processes and so assumptions will undergo regular review.

Real Living Wage

The Council is a Real Living Wage (RLW) Employer. Staff at the bottom of the Council’s pay spine receive a Living Wage supplement to ensure they are paid the RLW. Cost projections over the medium term reflect the RLW increasing higher than NJC pay awards. This means that over time, incrementally more staff will be brought within the remit of the RLW. Current

modelling suggests this having a more significant impact from 2024/25 onwards.

National Insurance

The Employers’ National Insurance changes associated with the move to the Health Social Care Levy are factored into the Council’s 2022/23 Budget. No further significant changes to National Insurance rates or thresholds are currently anticipated over the period to 2026/27 but this position will be kept under review.

Employer’s Superannuation Contributions

Actuarial review of the Local Government Pension Scheme took place as at 31st March 2022 and any resultant changes in Employers’ contributions would be due to take effect from April 2023. Current Employer’s contributions are 20.7% having decreased from 23.5% at the last actuarial review. At this stage, it is considered prudent to assume no further change in contribution rate is assumed but this will be kept under close review.

The Teachers’ Pension Scheme (TPS) is an unfunded public service pension scheme. Employers’ contributions to the scheme increased significantly in September 2019 due to an actuarial review and change in the discount rate used to set scheme contributions. The implications of the next actuarial review of the fund were previously anticipated to take effect from April 2023, but recent indications from the Local Government Association are that this is now likely to be 2024/25. At present, contribution rates are not known, but early indications are that there is a risk of a significant increase. This is reflected in 2024/25 within the plan, but will be kept under review in coming months, both to understand what mitigating actions may be taken at a UK level, as well as the potential for any specific funding to assist with this issue.

Incremental Pay Progression

Forecast pay pressures include an allowance for teachers’ pay progression. Estimates are reduced year on year, in recognition that over time, budgets should be sufficient to cover the top of each pay grade. No pressures are anticipated in respect of pay progression for non-teaching staff for this reason, except in exceptional circumstances.

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Apprenticeship Levy

Forecast pay pressures allow for the Council's Apprenticeship Levy to increase in line with general pay uplifts. The Apprenticeship Levy is a Government levy payable by larger employers at 0.5% of annual pay bill.

Redundancy Costs

The Council has a base budget and earmarked reserve set aside to meet these costs. Current modelling indicates that this model is adequate over the medium term.

NJC Pay Spine

The impact of potential pay awards, including RLW increases, has the potential to impact on the Council's pay spine in terms of erosion of pay differential, particularly at the lower end of the spine. This is an area that will need to be closely monitored.

Price Inflation

The Council's budgetary approach is that directorates must manage price inflation within existing resources, except in exceptional circumstances. These may relate to the scale of the increase, or the quantum of the budget to which the increase applies. Areas deemed exceptional and included as forecast price pressures include energy, out of county placement costs, NDR and Social Services commissioned care costs.

Consumer Price Index (CPI) Assumptions

The economic context section has already outlined the significant volatility with regards inflation. CPI assumptions reflected in the MTFP period are captured in the table below.

2023/24	2024/25	2025/26	2026/27
4.0	2.5	2.0	2.0

The MTFP also takes account of the extremely high inflation rates anticipated for the latter part of the 2022 calendar year, and reflects the impact on pricing where anniversary dates for large contracts specifying a CPI uplift fall into that period.

Energy

Energy prices will be a key area to keep under review, particularly during the early years of the MTFP.

Currently the gas wholesale commodity market is experiencing unprecedented increase in prices due to shifts in global demand, uncertainty surrounding future supply to Europe (partly due to the war in Ukraine), and poor electricity production from renewables. Energy prices are generally expected to come under further pressure in the Autumn following the next increase to the energy price cap.

The Council's energy is procured via the National Procurement Service and Crown Commercial Services. At the start of 2022, indicative energy increases for 2023/24 were in the region of 30%-40%. In the interceding 6 months, indicatives have increased to circa 90% for electricity and to over 150% for gas.

These increases will have a material cost impact for the Council, currently estimated at over £6 million in 2023/24. Whilst gas increases are more material in percentage terms, the cost impact for the Council is higher for electricity, because this accounts for a much greater proportion of the Council's overall energy usage. Street lighting and Schools are key electricity users.

At present, the Council's energy prices are projected to fall back slightly in 2024/25. Consequently, the strategy for managing increased energy costs reflects part of the 2023/24 pressure being met through earmarked reserves. As prices remain volatile and susceptible to further change, they will be kept under close review. Work will also take place during 2022/23 to identify any mitigating actions. As it is not possible to influence the price of energy, this will involve a review of usage.

In other years, the expectation has been that schools will manage price inflation within existing resources, supported by energy efficiency schemes across the school estate. However, in recognition that energy costs in 2023/24 will be exceptional, the MTFP assumes that budgetary provision will be allocated to schools.

Commissioned Care Costs

The 2022/23 Local Government Settlement included funding to support the payment of the RLW to registered workers in the care sector. In support of the continuation of this position, the MTFP takes into

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account potential RLW increases when estimating the future annual cost of commissioned care.

The RLW is usually announced in November, to be implemented by RLW employers before the following May. In setting RLW rates, the RLW Foundation take account of inflation the preceding spring (on a more specific basket of goods than CPI), along with other information such as level of benefits and council tax.

In view of actual inflation levels this spring, assumptions for RLW in 2023/24, RLW assumptions, and therefore estimated care costs over the medium term, have been increased. Small percentage changes in this area can have a significant impact on costs as the Council's commissioned care budget is over £120 million. Current assumptions are set out in the table below, the current RLW rate is £9.90.

	Rate	% Increase
2023/24	£10.80	9
2024/25	£11.34	5
2025/26	£11.74	3.5
2026/27	£12.09	3

The RLW Foundation have brought forward the timing of the RLW announcement in 2022, to September. This will assist with financial planning, as it removes the uncertainty around one of the key variables affecting the 2023/24 Budget.

Recyclate Income

Prices received by the Council for recyclate material have historically been extremely volatile. At present, there are world-wide shortages for these materials due to the loss of processing plants for aluminium and plastics in Ukraine. This has significantly increased the prices received, and surpluses in this budget are modelled in the short term. Over a few years, assuming the stabilisation of global issues, prices are expected to return to nearer their pre-war levels resulting in a pressure on this budget. The MTFP assumes that the strategy for recyclate income will be to transfer surpluses to an earmarked reserve to help assist with future volatility on this budget.

Fees and Charges (Income)

The Council's budget setting policy is not to assume a blanket uplift across all fees and charges. This is in

recognition that the position for income is more nuanced and requires consideration of a wide range of factors. In determining the future level for fees and charges directorates are advised to consider:

- Current progress to attaining pre-pandemic levels of income.
- Any applicable statutory frameworks.
- Whether existing income budgets are being met.
- Any specific inflationary cost pressures that will need to be met.
- The adequacy of charges relative to cost of provision.
- Any potential impact on demand for services.
- Appropriate benchmarking of both cost and fee levels.

Commitments

Forecast financial commitments include capital-financing costs, increases to levies the Council is committed to paying and the future implications of previous Cabinet or Council decisions. Further detail on each area is set out below.

Capital Financing Costs

Forecast capital-financing costs reflect the 2022/23 – 2026/27 Capital Programme and the cost of commitments made in previous years. They reflect the following key assumptions:

- No new commitments funded by additional borrowing unless on an invest to save basis.
- Borrowing predicated on incidental revenue income or savings achieve the outcomes expected in order to pay for themselves in the intended timescales.
- Operating models such as for 21st century schools and Arena remain in surplus
- The timing and delivery of expenditure will be as profiled in the capital programme.
- The assumed interest rate for new borrowing is circa 2.5% by the end of the MTFP period.
- Capital receipt targets will be met
- The timing and value of capital receipts will be in line with assumptions
- The timing and method of managing borrowing repayments will be determined in accordance with the Treasury Management Strategy

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- There remains one pool of debt for the General Fund and HRA, with the consideration of a separate pool for the arena.

Interest rates on borrowing are currently the subject of increases from the historic lows seen over the last few years. There is the potential for these to increase given inflation expectations, national debt levels and international uncertainties. However, rates rise and fall, and remain unpredictable. Whilst any sustained increase is not anticipated to have a significant impact in 2023/24, it may affect the capital financing budget in later years of the MTFP. This will be an important consideration in updating and prioritising new investment commitments and affordability considerations, including for the Housing Revenue Account, and business cases for projects assumed to pay for themselves.

The Capital Programme includes a number of major projects including the development of a new Indoor Arena. Whilst it is anticipated that capital-financing costs will be recovered through new income streams over the life of the project, the MTFP reflects an element of interim support commencing in 2024/25 in line with the previously determined affordability envelope.

Levies

Forecast financial commitments include estimated increases to levies and contributions. The most significant of these is the South Wales Fire Services (SWFS), with a current Council contribution level of just under £19 million. The budget for the SWFS is levied across constituent local authorities on a population basis. Estimates reflect potential future levy increases due to population fluctuations as well as potential increases to the SWFS' overall budget. Assumptions take into account the SWFS most recent MTFP.

Other Commitments

These include:

- Additional base budget funding for the Council's Corporate Apprentice Scheme in 2025/26, which is when remaining reserve funding will be almost fully depleted.
- The operating costs of a Household Waste Recycling Centre, consistent with the timescales in the capital programme.

- Additional maintenance costs associated with the future upkeep of capital programme investment in the public realm.
- Revenue funding to operate a youth zone, consistent with capital programme timescales.

Demographic Pressures

Key areas of forecast demographic growth, and the associated financial impact are summarised below:

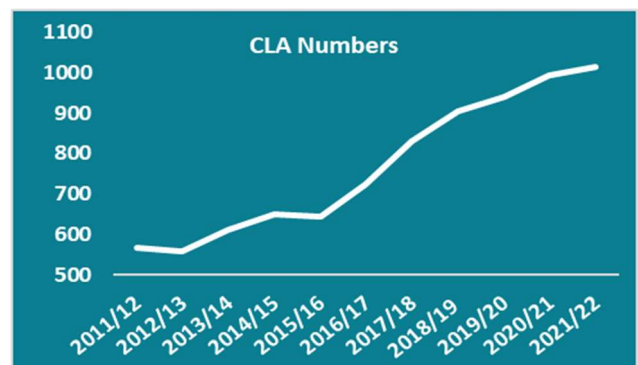
Demographic Increases	£m
Adults Social Services	8.2
Children's Social Services	8.3
Pupil Numbers & New School Costs	9.8
Out of County Education Placements	1.5
Other	2.0
TOTAL	29.8

Adults Social Services

Estimated growth in Adult Social Services is particularly difficult to predict at present. The MTFP includes an annual allowance for demographic growth in this area. This will need to be closely reviewed in coming months as the immediate impacts of the pandemic subside, and its lasting impact on placement numbers and market sustainability becomes clearer. Historically, most significant growth has been in relation to the Older Persons budget. However, at present, there are also emerging pressures in relation to Adults Learning Disability budget that will need to be kept under close review.

Children's Social Services

Estimated growth in Children's Services is also difficult to predict. The graph below sets out annual increases in the number of Children Looked After since 2011/12.



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During the course of the Covid pandemic significant additional pressure has been placed on Children's Services, with demand for services projected to continue to rise. Whilst it is difficult to predict numbers of placements required over the Medium Term, forecasts take account of both the impact of the pandemic, and preventative strategies introduced in 2021/22 as well as those funded to be implemented in 2022/23. Financial forecasts will continue to be kept under regular close review.

Pupil Numbers & Associated Learning Needs

Pupil number projections reflect the existing pupil population moving up a year group each year. They are adjusted to take account of historic retention rates. Pupil intake in nursery and reception is modelled using Schools Organisation Plan data, which includes published birth rates.

Up until September 2027, projections show a continued reduction in primary pupil numbers and an increase in secondary pupils. Following this, the recent fall off in primary numbers begins to feed through into secondary schools.

Costs associated with the Associated Learning Needs (ALN) of pupils are more difficult to model. As well as estimating predicted demand, there is also a need to consider complexity of need, as different types of support have different costs. It is also necessary to consider movement of pupils within the school system. Estimates will be regularly reviewed to take account of most recent information.

Future operating cost of schools in LDP areas are difficult to predict and subject to change. Forecast figures have been amended to reflect schools beginning to open in LDP areas from September 2023. Each new school may take a different form, with some being starter schools, which refer to schools that begin with reception and year one groups only and then grow year on year, and others offering places in all year groups from the outset. Assumptions are high level and will need refinement as development within the city progresses and demand for school places becomes clearer. There will also be a need to gauge whether the take up of school places in LDP areas affects demand in other areas of the city.

Forecasts for 2025/26 reflect an increase in the number of special school pupil numbers. This reflects

the anticipated completion of SOP expansion works. Figures currently assume that those places would become available in September.

During the interceding years, there will be a need to model to what extent the costs associated with the availability of additional special school places could be offset by savings in other areas, in particular Out of County placement budgets.

Forecasts currently allow for consistent annual growth in the number of Out of County Placements between 2022/23 and 2024/25. No further growth is assumed for 2025/26, on the basis that the availability of additional capacity within Cardiff may avoid the need to place Out of County. As noted in the preceding paragraph, as well as limiting future demographic growth, there will be a need to consider whether the additional capacity may enable savings on existing Out of County budgets.

Council Tax Reduction Scheme

This budget reflects the payment of Council Tax Support to eligible recipients. At over £35 million, future demand on this budget is a key consideration in medium term planning. During the pandemic, there were concerns that the ending of the Job Retention Scheme (JRS or furlough) may increase unemployment. In recognition this would be likely to increase demand on CTRS, the Council set aside funding to support the CTRS budget. However, the ending of the JRS did not have as significant an impact as originally feared. Although some sums have since been released as part of the 2022/23 Budget, a degree of protection was retained, and this is considered to provide an adequate level of resilience to any shifts in demand on this budget over the medium term.

Any changes to Council Tax levels impact on this budget. In recognition of this, within the MTFP, modelled council tax increases are shown net of their impact on CTRS.

Homelessness

Homelessness is another area that will require close review over the medium term. This area has been supported by additional grant funding in recent years, now confirmed for the next few years. There are however emerging pressures on this budget that will

Section 3. Medium Term Financial Plan

need to be monitored, balanced by consideration of the extent to which they may receive Government support. There is also earmarked reserve funding in place with regards homelessness that may assist in smoothing any fluctuations in demand.

Emerging Financial Pressures

Forecasts include £3.5 million per annum to address emerging financial pressures, which equates to just under 0.5% of the Council's net budget. This reflects the fact that it is impossible to foresee all issues and that additional burdens may arise through new legislation, unforeseen demand, policy change, and grant fall out. Equally, and as noted throughout the MTFP, the current economic climate has the potential to impact key MTFP variables.

The inclusion of a figure against emerging issues provides a margin of headroom, avoiding the need to identify additional savings proposals at short notice. Sums included for emerging pressures are kept under regular review and are removed from plans if they are no longer considered necessary.

3.3 Funding Key Assumptions

Aggregate External Finance (AEF)

The 2022/23 Local Government Finance Settlement was the first in a number of years that covered more than one financial year. Indicative figures were provided at an All-Wales level for 2023/24 and 2024/25, and these are reflected in planning assumptions. Beyond that, planning assumptions reflect annual AEF increases of 2.5%, which is broadly comparable with the indicative figure for 2024/25. Assumptions are summarised in the table below.

2023/24	2024/25	2025/26	2026/27
3.5% *	2.4%*	2.5%	2.5%

* Indicative per 2022/23 Local Government Settlement

In the past, changing circumstances have resulted in funding allocations ultimately being less favourable than indicative amounts. In the current economic climate, this is clearly a risk. If this happens, there may be a need to identify significant additional savings at short notice. This could pose a material risk to the Council's financial resilience, as the achievability risk associated with such savings is likely to be high.

In order to help address this risk, the Council has a £3.8 million base budget called a Financial Resilience Mechanism (FRM.) It is used to invest in priority areas, but that investment must be one-off and decided afresh each year. This means that the budget is used proactively, but could be deleted without affecting day-to-day services if required.

Reserves

In the interests of financial resilience, reserves should not be heavily relied upon as general budget funding. This is because:

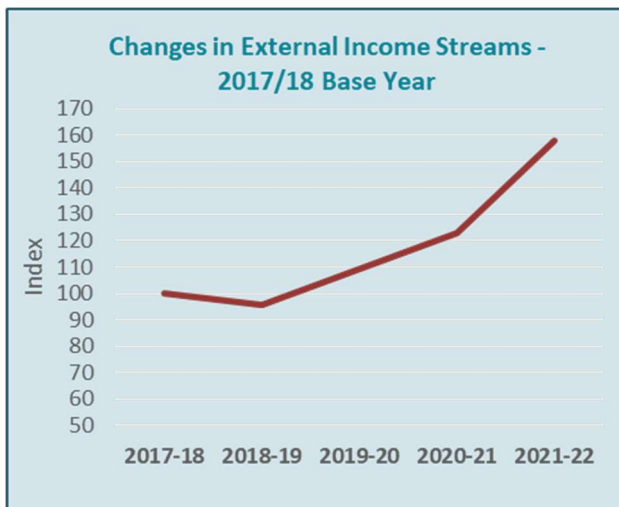
- It creates a gap in the finances of the following year as reserves are cash sums.
- Earmarked reserves are set aside for a particular purpose.
- Reserves are an important part of financial resilience, providing a cash buffer.
- Cash in reserves is not idle; it generates investment income in line with the Treasury Management Strategy and avoids the need for short-term borrowing.
- The level of reserves held by Cardiff Council may be considered to be just at an adequate level for an Authority of this size. As a percentage of gross revenue expenditure, Cardiff has one of the lowest levels of reserves compared to other Welsh Authorities.

Funding forecasts currently assume £0.5 million use of reserves annually between 2023/24 and 2026/27. This can be accommodated from the Strategic Budget Reserve in line with its intended purpose. The proposed use of reserves is considered to strike an appropriate balance between the points set out at the start of this section, with the need to support services. Assumptions will be kept under review. Further information on reserves is considered in the later section on uncertainty and risk.

Grant Funding

Specific grants must be used for a particular purpose, which is defined by the grant provider. The funding may only be used for that purpose, and the Council is audited to ensure compliance. The Council receives a significant amount of specific grant funding, notably from WG. The increasing exposure over recent years is set out in the graph below:

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Excludes grants primarily related to third party spend - i.e. HB, 30 hour childcare.

Over an extended period, Welsh Local Government have pressed WG for “funding flexibility.” This means that wherever possible, funding should be directed through AEF. As well as providing more flexibility for Local Authorities, this would also reduce administrative burdens.

From a financial planning perspective, there is a risk that specific grants may reduce in cash or real terms, or be discontinued altogether. Historically, there are incidences where this has happened at short notice. This is a risk, particularly because where grants have been in place for a number of years, areas they support may have become core activity.

The Council has a budget of £250,000 to deal with in-year specific grant funding issues. Beyond this, the MTFP is based on the assumption that any future specific grant reductions would be dealt with by:-

- Reviewing the grant funded activity
- Providing transitional funding through the FRM, (if it is still available)

As the year progresses, there will also be a need to consider the adequacy of the new specific grant arrangements. This will include the grant to support the transition to Universal Free School Meals as the detail of the associated roll out is still being finalised.

Section 4. Addressing the Gap

4.1 Budget Gap

The estimated budget gap for the period 2023/24 – 2026/27 is set out below:

2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m	Total £m
29.1	24.4	18.8	18.2	90.6

This will need to be addressed through a combination of savings, income generation and Council Tax increases.

4.2 Council Tax

Council Tax accounts for 27% of the Council's general funding. This means that in order to generate a 1% increase in overall funding, Council Tax would have to increase by over 4% (after accounting for Council Tax Reduction Scheme (CTRS)). This is called the gearing of the tax. The Council has little control over the majority of its funding, which is through Welsh Government Grant.

Technical variables that must be considered when setting the Council Tax include:

- The Council Tax Base of the Authority
- Council Tax Support Budgets
- The level of the Council Tax

Council Tax Base

The Council Tax Base is the number of Band D equivalent properties in the city. In simple terms, it reflects the number and type of dwellings in the city, and takes into account if they may be eligible for Council Tax discounts or exemptions. Local Authorities use the Council Tax Base to calculate how much Council Tax they expect to generate.

Whilst other factors affect the Council Tax Base, broadly speaking, property development in an area usually means that the Council Tax Base will increase, generating more Council Tax income. Whilst there is the potential for the Council Tax Base to increase over the medium term, the budget strategy does not preempt these increases within MTFP. This is because an increase in Council Tax Base often results in a reduction in AEF.

Council Tax Support Budgets

The Council pays Council Tax support to eligible recipients under the CTRS. The current annual budget is over £35 million. The CTRS Budget must be considered when projecting future Council Tax income. If eligibility for Council Tax Support remains consistent; an increase in the rate of the Council Tax will place additional pressure on the CTRS Budget. This is because support must be paid at the new, higher rate. Figures quoted in the next section are net, in that they take into account the associated impact on the CTRS Budget.

The level of the Council Tax

In addressing the budget gap, it is modelled that Council Tax will increase by 3.0% per annum. An annual 3.0% increase would contribute the following amounts to addressing the budget gap:

2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m	Total £m
4.9	5.1	5.2	5.4	20.6

The assumption of annual 3.0% increases is not fixed, will be kept under review over the medium term and is subject to Member approval.

4.3 Savings Requirement

The residual budget gap to be met from savings is:

2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m	Total £m
24.1	19.4	13.6	12.86	69.9

In addressing this gap there will be a need to:

- Continue to target efficiencies, including baseline efficiencies for *all* services including schools.
- Continue to review income streams, whilst recognising that in the short to medium term, core income budgets are at risk whilst recovering from the pandemic and that opportunities to generate additional income may be more limited than in previous years.
- Consider the level at which it is affordable to continue to subsidise services of a more discretionary nature.
- Capture the full financial benefit of the early intervention and preventative work ongoing across the Authority, in order to manage the pattern of future demand for Council services.

Section 4. Addressing the Gap

- Identify opportunities to work across directorates and in partnership with other organisations.
- Target productivity savings to ensure that optimum value for money is achieved within scarce resources, including making best use of digital technology.
- Consider how targeted capital investment may deliver revenue savings.
- Consider the opportunities to reduce reliance on the COVID-19 recovery budget over the medium term.

Section 5. Risk and Uncertainty

5.1 Sensitivity Analysis

Current MTFP assumptions are based on best available information. However, there is always a risk of change, as evidenced by the volatile economic environment of the last 12 months. Further analysis on plausible future economic scenarios is required, given their potential to impact pay, price, and AEF assumptions in the base case MTFP. The other-overarching core driver of cost for the Council to factor into scenarios is demand for services.

Scenarios Considered

In testing the MTFP for plausible alternative scenarios, a total of 15 were modelled, capturing the following:

		Demand Scenarios		
		Low	Base	High
Economic Scenarios	Recession & High Inflation	Low	Base	High
	Recession & Low Inflation	Low	Base	High
	BASE CASE	Low	Base	High
	Econ Growth & High Inflation	Low	Base	High
	Econ Growth & Low Inflation	Low	Base	High

The 15 scenarios reflect each of the five economic scenarios being coupled with 3 different demand scenarios – low demand, demand in line with the base case, or high demand. This recognises that whilst economic circumstances may influence demand, there is also the real possibility for demand to fluctuate independently of the economic context.

Recession coupled with high inflation is the least favourable of the economic scenarios. This reflects more prolonged inflationary pressure combined with a recession (or weak economic growth) potentially having an adverse impact on funding levels.

By comparison, the “economic growth/high inflation” scenario assumes that whilst inflation remains high, a stronger economic position may allow future funding settlements to support cost pressures. As identified later in this section, AEF is the individual factor with the biggest impact on base case assumptions.

Variables Flexed

The next table summarises how variables were flexed in key areas of demand.

	Low	Base Case	High
Social Services	Demand is lower as increased cost mitigation is achieved	Increased demand but with mitigating service strategy	Higher demand and lower cost mitigation due to overall service pressure.
Homelessnes	Same as Base	Increasing levels of demand but fully offset by grant.	Increasing demand partially offset by grant.
Pupil Nos	New intake is 10% lower than anticipated – census sees drop in 0-4's.	Projected modelled student numbers.	New intake is 5% higher than projected student numbers

Flexing of other demand pressures such as waste tonnages and CTRS was not considered necessary. This is because they are currently less volatile, and arrangements already in place are considered adequate to manage any fluctuations at this stage.

The table below summarises how variables were flexed under the different economic scenarios considered:

	Inflation		
	Low	Base Case	High
Pay	3%: 2023/24 2.25%: onwards	3%: 2023/24 2.5%: onwards	4.5%: 2023/24 3.5%: onwards
RLW	8%: 2023/24 2% by 2026	9%: 2023/24 3% by 2026	11%: 2023/24 5% by 2026
CPI	3%: 2023/24 2%: thereafter	4%: 2023/24 2.5%: 2024/25 2% onwards	6%: 2023/24 3%: by 2026/27

	Economic Growth		
	Growth	Base Case	Recession
AEF	4.5%: 2023/24 3.75% onward	3.5%: 2023/24 2.4% 2024/25 2.5% onward	2.5%: 2023/24 1.5% onward

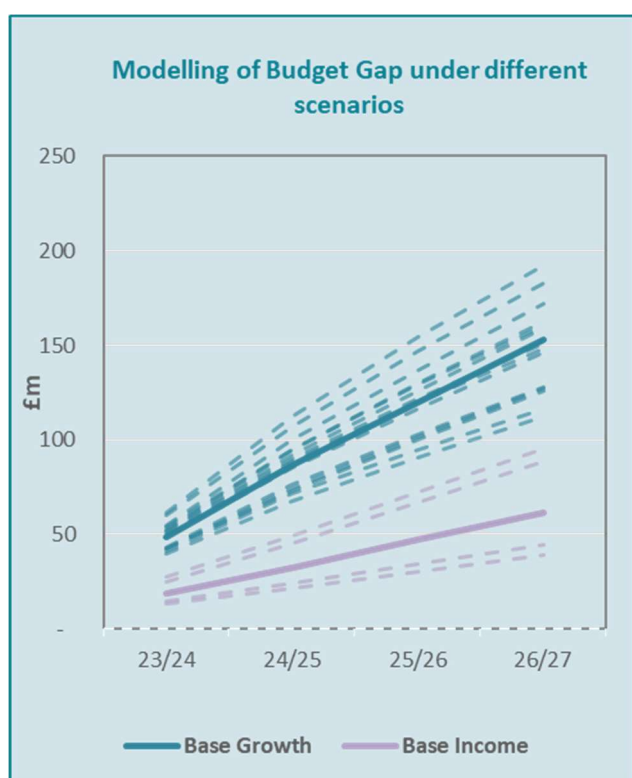
The £3.5 million per annum that is allowed for emerging pressures in the base case MTFP is removed in all other scenarios. This is because it is assumed not to be required in more favourable

Section 5. Risk and Uncertainty

scenarios, and b) the factors it is there to help address will already have materialised in less favourable scenarios.

Favourable scenarios also factor in release of the COVID-19 budget over the medium term. This is because it is assumed that conditions would result in service specific income largely recovering to its pre-pandemic position.

The resultant scenarios are summarised on the chart below:



Some note on scenarios:

- The average budget gap across all scenarios was £83m - comparable to the £91m base case.
- Maximum was £153m and minimum was £24m.
- A third of alternative additional pressure scenarios were within 5% of the base case, suggesting it is a prudent position from which to plan at present.

The £153 million and £24 million are extremes, albeit not completely implausible. The £153 million scenario reflects a combination of high inflation & low economic growth (stagflation) coupled with higher demand. This sees higher costs across the board coupled with less favourable AEF. The £24 million scenario reflects high economic growth and low

inflation. It sees reduced cost pressures and higher AEF settlements. It also assumes more favourable conditions would reduce reliance on the COVID-19 budget, and facilitate work on preventative measures to further reduce demand.

The CIPFA FM code suggests avoiding 'best' and 'worst' case as the only considered options. The table below provides a summary of all modelled scenarios relative to the base scenario which is highlighted in the centre of the table.

		Demand Scenarios		
		High £m	Base £m	Low £m
Economic Scenarios	Recession & High Inflation	+62	+42	+31
	Recession & Low Inflation	+12	-8	-19
	BASE CASE	+6	91	-25
	Econ Growth & High Inflation	-4	-24	-35
	Econ Growth & Low Inflation	-33	-53	-67

Sensitivities

Scenarios examined the relationship between key variables. The table below summarises the impact of a 1% change in key areas. It shows that the key area of sensitivity for the Council is funding settlements, with each 1% of AEF equivalent to £5.4 million. This is evident in the economic growth scenarios above being a lot more favourable – because they assume a greater level of funding support to help cope with pressures.

Assumption	£m
AEF - 1% change	5.4
Teachers Pay Award 1% change	1.6
NJC Award 1% change	2.5
CPI 1% change (on permitted heads)	1.4
RLW	1.3
Total Annual Impact	12.2

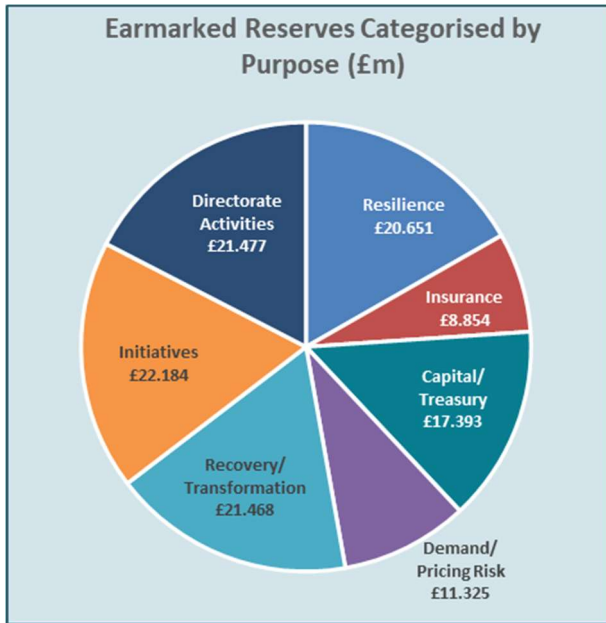
Scenario planning is aimed at identifying plausible alternatives, to inform the scope of financial pressures that the council could face, and the

Section 5. Risk and Uncertainty

likelihood of an alternative budget strategy being required. This is considered further below.

Responding to less favourable Scenarios

The Council has in place earmarked reserves to address some of the key risks that have been flexed in the scenario analysis. This is summarised in the graph below which categorises the Council’s reserves (Council Fund and earmarked reserves).



Whilst use of reserves is clearly not a long term solution to addressing increasing costs, reserves are an important means of managing demand and price risk in the short term. They can also smooth the period over which base-funding may be required to address additional pressure. In a worse-case scenario, reserves would help provide a lead in time to more swingeing savings requirements.

In addition, to earmarked reserves the Council also has in place a budgeted £2 million general contingency, a £3.8 million Financial Resilience Mechanism, and contingencies for specific demand issues such as Social Services.

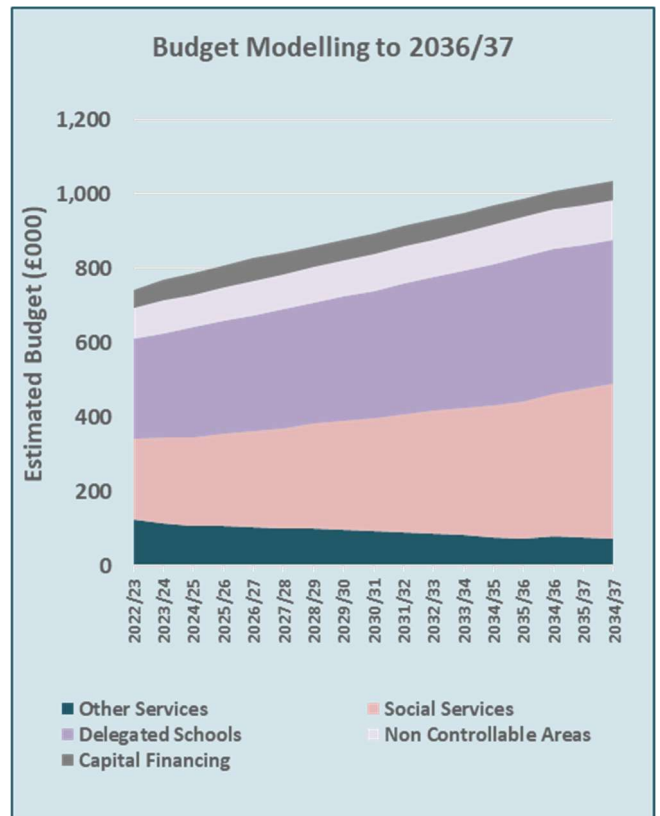
In a worse-case scenario, additional savings measures would inevitably be required. The situation outlined above would provide a lead-in time to enable those to be delivered.

It is unlikely that the worst of all modelled outcomes will come to fruition and there are several scenarios that are a marked improvement on the base case.

The base case MTFP is aimed at striking an appropriate balance between too optimistic and too pessimistic, but with an understanding of other possibilities.

5.2 Longer Term Outlook

The graph below a potential long-term outlook for the Council’s budget. It is difficult to model beyond the MTFP due to unknown factors, but the chart is an indication of how things may look in future if historic trends are extrapolated.



The graph shows the continued contraction of “Other Services” over the medium term albeit not as quickly as in previous iterations of the MTFP due to slightly more favourable funding assumptions. As this contains areas of statutory duty, the strategy to address the gap will need to reshape this profile as far as possible.

5.3 Key Risks

Key MTFP risks are summarised below, and link to the Council’s wider assessment of financial risk as encapsulated in the Corporate Risk Register.

Section 5. Risk and Uncertainty

Funding	<ul style="list-style-type: none"> • LG settlements - worse than predicted. • Risk of specific grant fall-out, especially where grants support core activity. • Adequacy of specific grant funding over the medium term where the detail of associated initiatives is still emerging – e.g. Universal Free School Meals. • The WG and Plaid Cymru December 2021 Co-operation agreement pledges to review Council Tax reform in Wales during the next three years. This will need to be kept under review in terms of its impact.
Economic Linked Variables	<ul style="list-style-type: none"> • Inflation – increasing costs and pressure for increased pay awards • Interest Rates - increases resulting from tackling inflation could impact cost of borrowing and impact affordability of capital programme • Economic Growth – weak growth / recession may mean slower post COVID recovery and lower government receipts leading to reduced Local Government Settlements.
COVID Recovery	<ul style="list-style-type: none"> • Longer-term lost of service specific income • Provider / supplier viability • Long-tail demand • Office/ICT requirements associated with new ways of working
Demand	<ul style="list-style-type: none"> • Difficulty in modelling complexity of demand, including in Adult and Children’s Services and Additional Learning Needs.
Financial Resilience	<ul style="list-style-type: none"> • Medium term savings requirements. • The shape of the Council’s budget – with over 70% now accounted for by capital financing, Social Services and Schools. • Planned use of reserves to support the budget, which will be kept under review.

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Budget Update Report 2023/24 - Question and Answers

What is the Budget Update Report?

- Local Authorities must set their budget by 11th March each year. This Report is an update on our planning for the 2023/24 Budget (Revenue & Capital).

The Revenue Budget

What is the Revenue Budget?

- The revenue budget sets out what the Council plans to spend on day-to-day services.
- These include running schools, caring for vulnerable people, collecting waste, maintaining highways and parks, and operating libraries and cultural venues.
- The revenue budget must also set out how these spending plans will be funded.
- Some services generate income to help cover their cost (like theatre admissions), and sometimes we receive grants for specific activities - this is called service specific income.
- After taking service specific income into account, our remaining costs (the Net Revenue Budget) are funded from General Grant (73%) and Council Tax (27%).

How do you prepare the Revenue Budget?

- In summary we:
 - Estimate the cost of delivering services next year
 - Compare this to the funding we expect to receive next year
 - If estimated costs are more than funding, then we have a “Budget Gap.”

What happens if there is a Budget Gap?

- The Council is required by law to produce a balanced budget. This means we must plan to bring expenditure and funding back in line - they must match.
- This can be done by:
 - Reducing Spend (making savings)
 - Increasing income (for specific services)
 - Reviewing the level of the Council Tax
 - Considering using earmarked reserves - but this is not a long term solution

Is there a Budget Gap for 2023/24?

- Yes, there is an estimated budget gap of £29 million for 2023/24
- This reflects estimated additional costs of £48.6 million and funding of £19.6 million.

What is the additional £19.6 million funding that are you expecting?

- £19.1 million is general grant and £0.5 million is planned use of reserves
- Decisions about any council tax increase will be kept under review

Are there any risks to funding levels?

- Yes, the £19.1 million grant increase is an “indicative allocation” that Welsh Government has given to Welsh Councils - a 3.5% increase on our current grant
- There is a risk this could change - particularly with current economic challenges
- We will have a firmer idea when we receive “Provisional Local Government Finance Settlement” for 2023/24. This is likely to be in either October or December - we don’t know for

sure yet. It's affected by Welsh Government getting their own funding notification from UK Government (the Welsh Block Grant).

What are the £48.6 million additional costs you are expecting?

- The £48.6 million includes:
 - **£17.4 million for estimated price inflation.** We are expecting significant increases in the cost of energy used to power street lighting, schools and the wider estate. We anticipate that the cost of fuel to run our vehicles will increase. We also recognise that our suppliers will need to pass on their own cost increases in the prices they charge us. This includes the impact of Real Living Wage increases on the price we pay for care.
 - **£8.8 million for anticipated demand increases.** This includes an increase in people needing our support in Adult and Children's Social Care. It includes education-related costs like increasing pupil numbers, different pupil needs, the cost of schools in Local Development Plan Areas, and school transport pressures. We also know that homelessness will be a key area to keep under review in terms of demand.
 - **£13.6 million for estimated pay awards.** This reflects a 3% pay award assumption for Council staff (including teachers).
 - **£8.8 million for other pressures.** This includes the costs associated with financing the capital programme, additional funding for asset maintenance, and increases to levies the Council pays (e.g. to the South Wales Fire Service). This sum also includes £3.5 million for emerging pressures as there is currently so much uncertainty.

Is the £48.6 million likely to change?

- Yes, this is a real risk which is why we have included £3.5 million for emerging pressures.
- There is always a degree of uncertainty in trying to predict demand, and we will need to keep this under close review.
- However, this year, more so than in previous years, the economic climate is playing a very big role in the level of uncertainty.
- Inflation is at a 40-year high, and forecasts have been changeable. Inflation affects likely pay awards, the cost of energy and fuel, and the cost we pay for services such as our £120+ million spend on commissioned care. We also recognise the impact the cost of living crisis is having on our citizens, and that this may increase need for services.
- One of the ways the Bank of England is trying to manage the inflation rate is by increasing interest rates, and this can affect the cost of financing our capital programme.
- Finally, there is speculation the UK may be heading for recession, and this could mean a tightening of public sector funding in future.

What about COVID-19?

- The pandemic had a big financial impact on the Council. Significant support from the Welsh Government's COVID-19 Hardship Fund helped cover additional costs and lost income. The Fund ended on 31st March 2022.
- Cardiff's reliance on the fund had reduced significantly by the end of 2021/22, but there are still challenges ahead, particularly in respect of service specific income, and so the 2022/23 Budget created a £10 million COVID budget.
- When it's sensible to do so, we will plan to reduce the £10 million budget. However, at this stage, it's too early to make that call.

Is there a similar situation in later years?

- Yes, the budget gap is estimated to be £91 million in total over the next four years.
- This is set out in the Council's Medium Term Financial Plan (MTFP) and summarised below:

2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m	Total £m
29.1	24.5	18.8	18.2	90.6

How will this gap be bridged?

- The table below sets out an outline approach - the gap will need to be largely met from savings - £70 million.
- Although the budget gap has increased, Council Tax increases have been kept at levels modelled previously. They remain a modelling assumption and are subject to ongoing review.

	2023/24 £m	2024/25 £m	2025/26 £m	2026/27 £m	Total £m
Council Tax – modelling only – 3%	4.9	5.1	5.2	5.4	20.6
Savings	24.2	19.4	13.6	12.8	70.0
TOTAL	29.1	24.5	18.8	18.2	90.6

What happens next?

- We will continue to keep the budget gap under close review – things can change quickly, and regular review is an important part of being prepared.
- We will develop work on savings proposals over the summer
- We will implement efficiency savings (savings that don't affect services) early where possible and appropriate.
- Progress, and further clarity on funding, will be reported later this year to inform consultation on the 2023/24 Budget.

The Capital Programme

What is capital expenditure?

- Capital expenditure refers to acquiring or improving assets. It has a longer-term focus than revenue expenditure.
- Examples of capital expenditure include building a new school or resurfacing the highway.

What is the Capital Programme?

- The capital programme sets out our expenditure plans and how we will pay for them over a five-year period. It aligns with the Council's aims and is an investment programme to meet the long term challenges facing the city.
- The current programme includes support for city regeneration, modernising school buildings, responding to the climate emergency and delivering a significant house building programme.

What period does the current programme cover?

- Council approved the current five-year capital programme in March 2022. This set the programme for 2022/23 as well as an indicative programme until 2026/27.

- We now need to plan for setting the 2023/24 programme. We also need to update later years of the indicative programme, and roll it forward to cover 2027/28.

How do you plan for capital projects?

- The size and complexity of capital schemes means there are a wide range of factors to consider - this requires robust business cases and viability assessments.
- It is critical that all key risks are fully understood before embarking on a project.

How is capital expenditure paid for?

- Councils receive grant funding (specific and general) to support capital expenditure. This is similar to the Revenue Budget, but there are also some very important differences.
- One of these is that rules allow Councils to borrow to fund capital expenditure - **if that borrowing is considered affordable, prudent and sustainable.**
- Another is that Councils can fund capital expenditure from selling assets and using the proceeds - called capital receipts.

What is the position in terms of borrowing?

- Borrowing places pressures on the revenue budget. This is because the Council must repay debt with interest. The affected revenue budget is called the “capital financing budget.”
- Broadly speaking, each £1 million of capital expenditure places additional pressure of £75,000 on the revenue budget. This assumes the asset will last a long time (25 years). The impact on revenue is higher if assets aren’t expected to last that long.
- Capital financing already accounts for a significant proportion of the revenue budget. Even with no further borrowing, this budget will increase over the medium term.
- This is a key consideration when judging whether any further borrowing is affordable - because the revenue budget is already under significant pressure.

What is the position on capital receipts?

- Selling assets can:
 - Provide funds to support the capital programme.
 - Reduce revenue costs associated with maintaining and operating assets.
- The current capital programme already includes challenging targets in respect of capital receipts. Updates to the receipts target are included in the annual property plan.
- Capital investment plans include several major development projects based on capital receipts contributing to their cost. There can be a risk where spending begins before receipts have been realised, and this will need regular review as part of the annual property plan.

What will you consider in updating the capital programme?

- The key consideration is affordability.
- With little to no scope to increase borrowing or capital receipts to fund schemes, we will need to prioritise.
- We will also need to think about economic factors that might affect the costs of schemes. This will include things like materials supply issues, increasing construction costs, supplier availability and the potential for increasing interest rates to affect the cost of borrowing.
- The Council has, and continues to be successful in bidding for external grants to support specific schemes. This is a crucial way of supporting overall affordability - but sometimes bid arrangements for these funding streams make long term planning difficult.

Is there anything else that may affect plans?

- Funding has been set aside to undertake feasibility analysis in relation to several schemes linked to the Transport White Paper, International Sports Village, Core Office Strategy, 21st Century Schools and responding to the climate emergency.
- These include
 - Enhanced service delivery options from alternative locations for the dog's home
 - Review of the Materials Recycling Facility
 - Ensuring sustainable burial space in the city
 - Working with partners to secure funding to create a Youth Zone
 - Options re: maintenance backlogs such as at Saint David's Hall and City Hall
 - Renewable energy projects following a post project appraisal of existing schemes
- Subject to approval of business cases, due diligence and affordability, these may be considered for approval as part of future iterations of the investment programme in conjunction with emerging priorities.

Can some investment to pay for itself through savings or new income streams?

- Yes, these are called invest to save (ITS) or invest to earn (ITE) schemes. These are schemes where capital investment results in savings or income that help to meet the borrowing costs. There are restrictions on the Council investing in commercial type projects e.g those undertaken primarily for a financial return.
- A robust business case is key to ensure that the income / savings materialise at the levels required to meet the borrowing costs. If they don't, there is a risk that the revenue budget will end up picking up those costs for many years into the future.

In light of the above, what is the planned approach to updating the capital programme?

- For the General Fund (areas other than the Housing Revenue Account), there will be no new investment unless its:
 - Reprioritised from the existing programme - in other words something else must fall out / reduce.
 - Accompanied by significant external match funding - and that funding is confirmed
 - On an invest to save basis following a business case approved by Cabinet
- If the cost of schemes already included in the indicative programme has increased, this will need to be managed within current allocations by mitigating impacts or reviewing timing.
- For the Housing Revenue Account:
 - New investment will need to consider long term business plan affordability modelling.
 - New build schemes should be subject to individual viability assessments.
 - The approach to rent-setting will be a key factor in affordability assessments.
- It will be essential to keep progress towards capital receipts under review.
- All proposed investment should be in line with the Capital Ambition delivery programme, and all alternative solutions for funding and achieving the same outcome, should be explored before additional Council funding is considered. There will also be a need to demonstrate value for money in the approach to delivering outcomes.

What next?

- Directorates will be asked to commence with the approach outlined above, starting with a robust review of the current programme.

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PROPOSED REVENUE BUDGET TIMETABLE FRAMEWORK 2023/24

(Based on Provisional Settlement timescales comparable to recent years)

Date	Budget Strategy
Jul 2022	<ul style="list-style-type: none"> • Budget Update Report considered at Cabinet • Budget Strategy Report considered at Council
Jul – Sept 2022	<ul style="list-style-type: none"> • Directorates develop work on 2023/24 savings proposals • Ongoing review of inflationary pressures and wider economic issues, with consideration of mitigating actions e.g. energy usage. • Ongoing review of the in-year monitoring position and the key risk areas identified in the body of the report • Assessment of likely ongoing reliance on the COVID-19 Budget • Directorates review scope for policy / transformation proposals
Oct – Nov 2022	<ul style="list-style-type: none"> • Senior Officer Meetings / Cabinet Member meetings to scrutinise proposals • Cabinet Members indicate areas in which further business case work to be targeted • Consider early implementation of 2023/24 efficiency proposals (i.e. those with no service impact) where possible and appropriate
Dec 2022	<ul style="list-style-type: none"> • Provisional Local Government Settlement (estimated timescale) • Cabinet approval of 2023/24 Council Tax Base
Jan 2023	<ul style="list-style-type: none"> • Commence consultation on 2023/24 draft budget savings proposals • Fine-tuning of budget proposals, taking account of consultation feedback • Further review and consideration of medium term financial plans
Feb/ Mar 2023	<ul style="list-style-type: none"> • Approval of Corporate Plan and Budget • Final Local Government Settlement received • Statutory notices placed and Council tax bills issued

In addition, throughout this period there will be:

- continued involvement and consultation with council tax payers, the grants sector, Scrutiny Committees, Trade Unions, employees and statutory consultation with schools
- continued review of the 2023/24 Budget Gap and all underlying assumptions

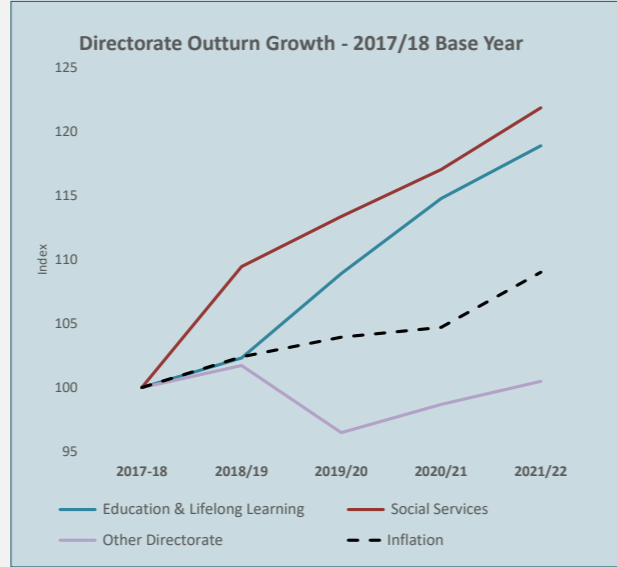
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Financial Resilience Snapshot

Outturn - Position

Directorate Outturn Position: 2017/18 - 2021/22

Directorate	2017/18 £000	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000
Education & LL	256,078	261,913	272,812	287,533	297,868
People & Communities	201,711	217,881	224,524	232,204	242,373
Other Directorates	93,055	94,136	94,282	92,890	92,891
Total Directorates	550,844	573,930	591,618	612,627	633,132
Other	36,140	34,983	31,971	43,559	49,120
Total	586,984	608,913	623,589	656,186	682,252



Revenue Outturn Position - 2021/22

Directorate	Budget £000	Outturn £000	Variance £000	Variance %
Corporate Management	26,429	26,429	0	0
Economic Development	38,750	38,696	(54)	(0.1%)
Education & LL	297,392	297,868	476	0.2%
Planning, Transport & Env	6,066	6,066	0	0.0%
People & Communities				
-Housing & Communities	49,727	48,965	(762)	(1.5%)
-Performance & Partnerships	3,010	2,882	(128)	(4.3%)
-Adult Services	119,457	119,336	(121)	(0.1%)
-Children's Services	71,190	71,190	0	0.0%
Resources				
-Governance & Legal Services	6,084	6,514	430	7.1%
-Resources	15,281	15,186	(95)	(0.6%)
Directorate Total	633,386	633,132	(254)	(0.04%)
Capital Financing	32,436	32,559	123	0.4%
General Contingency	3,000	0	(3,000)	(3.8%)
Summary Revenue Account etc.	13,430	17,251	3,821	(100.0%)
Council Tax	0	(690)	(690)	29.4%
Total	682,252	682,252	0	0.0%

Capital Outturn Position - 2021/22

Directorate	Budget £000	Outturn £000	Variance £000	Variance %	Under/Over £000	Slippage £000
Economic Development	34,847	28,335	(6,512)	(19%)	0	(6,512)
Education & LL	70,004	60,843	(9,161)	(13%)	1,363	(10,524)
People & Communities	21,392	12,191	(9,201)	(43%)	(579)	(8,622)
Planning, Transport & Environment	52,663	40,656	(12,007)	(23%)	0	(12,007)
Resources	33,158	14,411	(18,747)	(57%)	0	(18,747)
Total	212,064	156,436	(55,628)	(26%)	784	(56,412)

Directorate Variance Position: 2017/18 - 2021/22

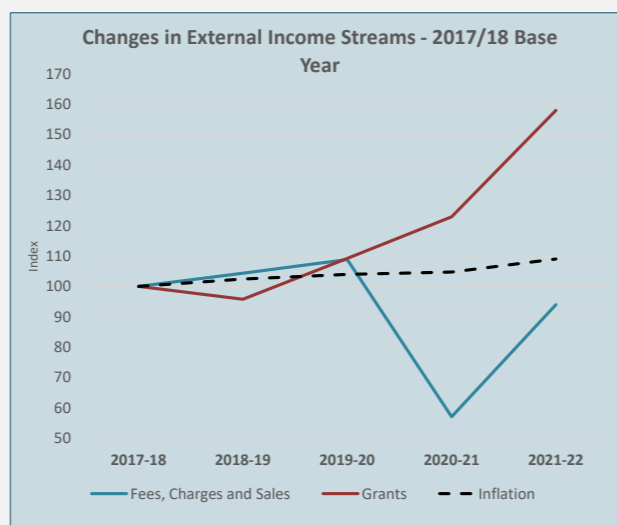
Directorate	2017/18 £000	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000
Education & LL	1,212	756	686	275	476
People & Communities	2,174	2,075	3,637	169	(1,011)
Other Directorates	1,596	2,522	4,306	(253)	281
Total Directorates	4,982	5,353	8,629	191	(254)
Other	(4,982)	(5,353)	(8,629)	(191)	254
Total	0	0	0	0	0

Directorates are in 2022/23 structure for comparability

External Income

Directorate Outturn Position: 2017/18 - 2021/22

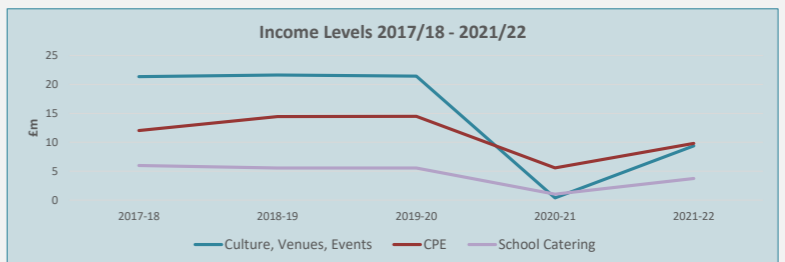
	2017/18 £000	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000
Sales, Fees & Charges	(78,496)	(81,886)	(85,443)	(44,799)	(73,756)
Other Grants & Reimbursements	(37,033)	(44,001)	(41,268)	(36,827)	(41,621)
Interest & Investment Income & Rents	(6,991)	(8,156)	(8,779)	(12,270)	(14,932)
Grants	(106,090)	(101,602)	(115,847)	(130,394)	(167,600)
Grants (external spend)*	(160,352)	(154,370)	(142,566)	(137,163)	(128,463)
Covid Grants (inc. Hardship Fund)	0	0	0	(106,254)	(82,044)
Total External Income	(388,962)	(390,015)	(393,903)	(467,707)	(508,416)



Fees & Charges, Highest Directorate Receipts: 2017/18 - 2021/22

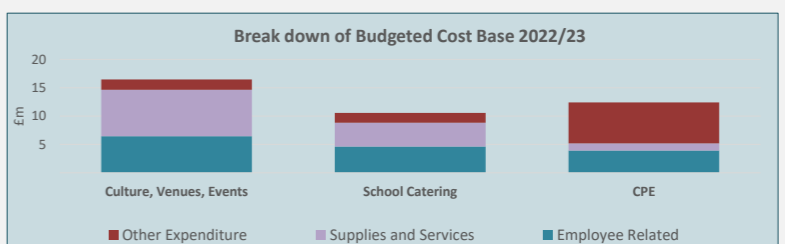
Directorate	2017/18 £000	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000
Economic Development	34,787	35,658	35,562	8,575	23,821
Central Education	8,073	7,946	7,454	1,536	5,161
Delegated Schools	6,598	6,592	7,663	3,783	5,476
Planning, Transport & Env	22,443	23,812	23,709	14,573	21,431

Trend Analysis: Highest Fees & Charges Receipts 2017/18 - 2021/22



Specific Grants, Highest Directorate Receipts: 2017/18 - 2021/22

Directorate	2017/18 £000	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000
Central Education	31,817	33,891	45,133	48,085	64,873
Delegated Schools	12,227	11,662	12,375	13,951	17,595
Housing & Communities	35,567	35,463	37,722	39,358	48,898
Social Services	9,366	6,930	7,900	13,016	23,695



* Grants that largely fund external spend: Housing Benefit, 20hr childcare & concessionary fares

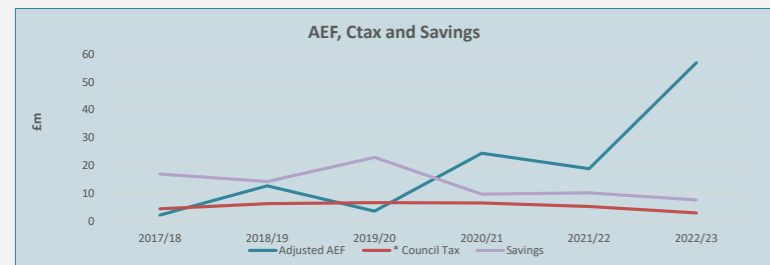
* Excluding HB, 20 hour childcare and concessionary fares

Budget Strategy, Savings & Budgeted Resilience

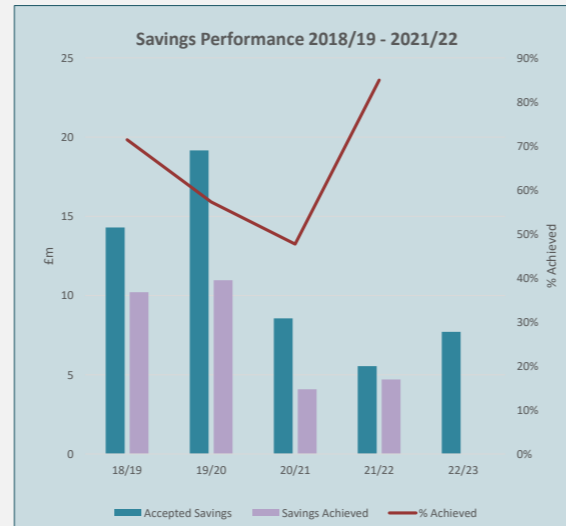
Net Revenue Funding & Budget Strategy

Directorate	2017/18 £000	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000	2022/23 £000
Savings	(17,007)	(14,296)	(22,943)	(9,764)	(10,244)	(7,708)
Council Tax Increase (rate)*	(4,520)	6,406	(6,475)	(6,594)	(5,350)	(3,065)
Reserve Funding	(1,500)	(2,350)	(2,750)	(750)	(750)	0
Total	(23,027)	(10,240)	(32,168)	(17,108)	(16,344)	(10,773)

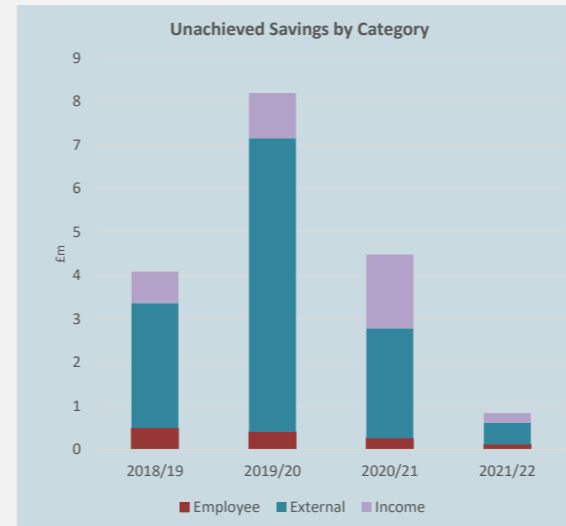
* Net of impact on Council Tax Reduction Scheme



* Indicative AEF shows a drop back in 2023/24 and 2024/25



* Achievement of Directorate Savings in year - Savings unachieved in year would either be achieved in future years or would require budget realignment
The next iteration of the snapshot will show progress to current year



Budget Corporate Resilience

Budgeted Resilience	2017/18 £000	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000	2022/23 £000
Covid Recovery Budget	0	0	0	0	0	10,000
Financial Resilience Mechanism	4,000	4,000	3,800	3,800	3,800	3,800
General Contingency	3,000	3,000	3,000	3,000	3,000	2,000

There are also service specific contingencies for demand risk in Social Services and price risk in recycling

Covid 19 Recovery Budget

Covid 2020/21 & 2022	2020/21 £000	Q1 21/22 £000	Q2 21/22 £000	Q3 21/22 £000	Q4 21/22 £000	2021/22 £000
WG Schemes / Supplier support	26,341	4,398	6,177	5,475	11,333	27,383
CC Expenditure	21,363	1,591	1,616	1,995	1,804	7,006
CC Income	38,155	4,805	4,928	3,223	1,055	14,011
TOTAL	85,859	10,794	12,721	10,693	14,192	48,400

Purple areas highlight ongoing level of exposure to Council in Q4 21/22 - £10m budget is to address this ongoing risk into 22/23

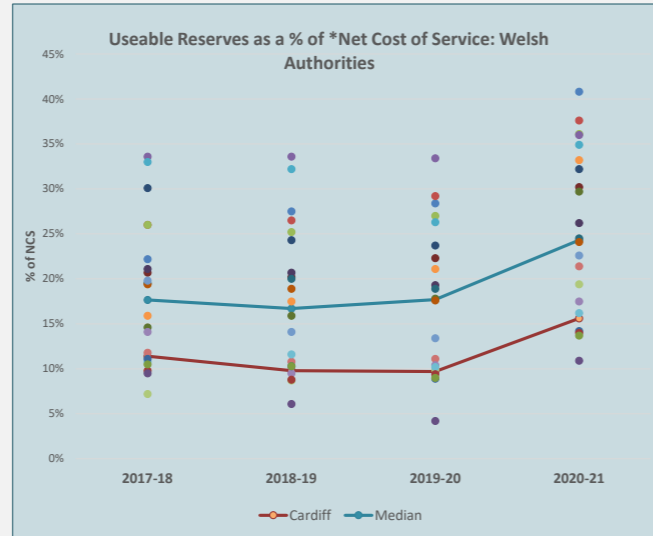
Financial Resilience Snapshot

Financial Ratios and Earmarked Reserves

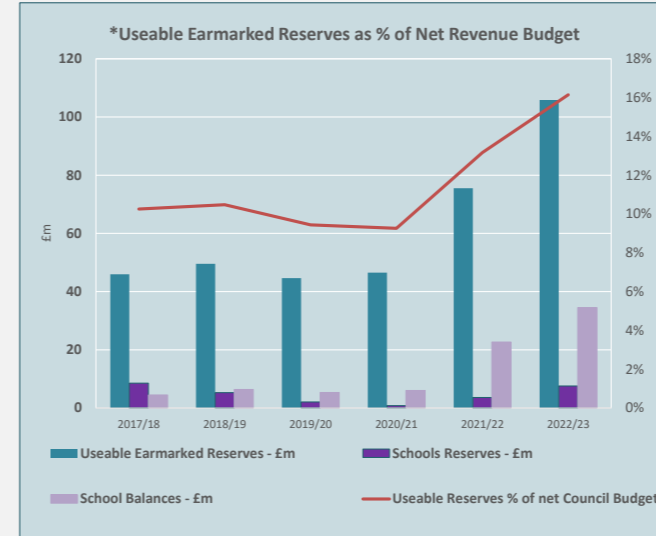
Financial Indicators : Cardiff Council Single Entity

Ratio / Indicator	2017/18 £000	2018/19 £000	2019/20 £000	2020/21 £000	*2021/22 £000
Availability of Resources					
** Changes in Useable Reserve	3.33%	-10.68%	1.74%	68.85%	41.55%
Net CTAX Proceeds / Net CTAX budgeted	100.15%	100.48%	102.16%	100.55%	103.87%
Current Ratio	1.65	1.47	1.61	1.77	2.03
Working Cap as % of Gross Revenue Exp	9%	7%	11%	15%	16%
General Reserve to GRE (days)	6	6	6	5	4
Creation of Resources & Gearing					
Capital Funding Req/Net Revenue	116%	114%	121%	109%	102%
LT Borrowing to LT Assets (ratio)	36%	37%	38%	37%	37%
LT Borrowing to Tax & AEF	103%	104%	115%	100%	96%
Interest Payments / Net Revenue	7%	7%	7%	8%	9%

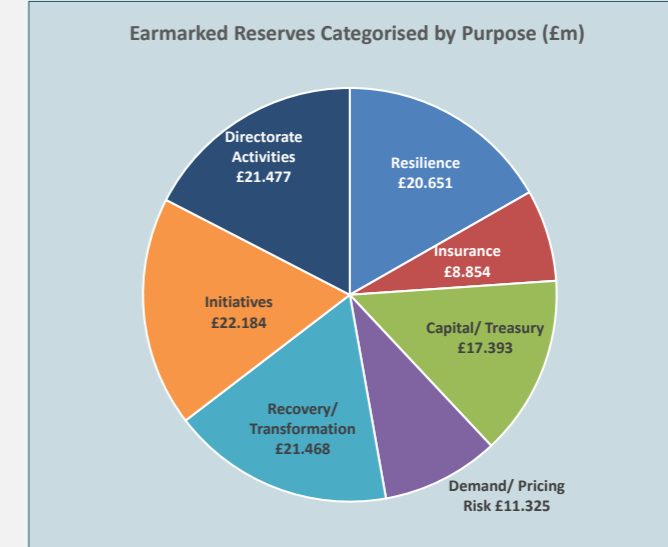
* 2021/22 - Draft Statement of Accounts figures - subject to audit.
 ** Useable Reserves: Council Fund, Earmarked Reserves, School Balances & Reserves, Joint Committee reserves - Audit Wales definition.
 2018/19 reduction in useable reserves - in-year funding of higher than anticipated pay award, & reduction in School balances.



* Information provided from Audit Wales.



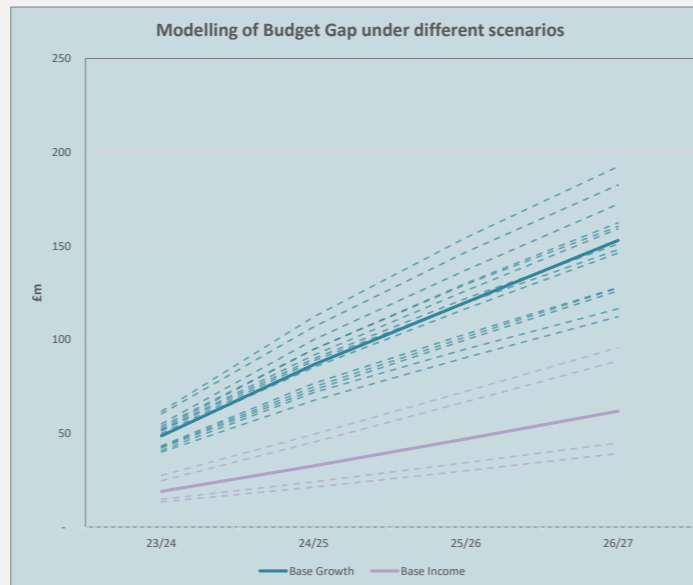
* This is a local indicator that diverges from Audit Wales reserve indicator. Takes a more stringent view of "useable" reserves - re: Council revenue activities i.e. - Council Fund and Council Earmarked Reserves. Measures coverage of reserves as at 31st of March relative to NCS in next financial year.



Medium Term Financial Outlook: Revenue

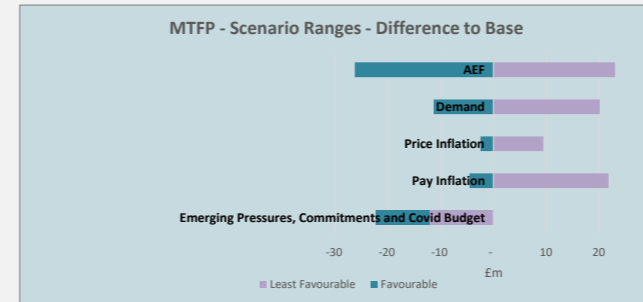
Medium Term Budget Gap

Component of Budget Gap	2023/24 £000	2024/25 £000	2025/26 £000	2026/27 £000	Total £000
Pay Inflation and Actuarial Reviews	13,550	20,615	12,595	12,630	59,390
Price Inflation	17,396	6,477	5,976	4,896	34,745
Capital Financing (pre school Band B Cont.)	4,128	2,168	2,036	3,259	11,591
Commitments & Realignments	1,220	504	1,202	546	3,472
Demographic Pressures	8,851	4,711	7,968	8,197	29,727
Emerging Financial Pressures	3,500	3,500	3,500	3,500	14,000
Funding - AEF & Reserves	(19,565)	(13,531)	(14,433)	(14,794)	(62,323)
Total Budget Gap	29,080	24,444	18,844	18,234	90,602
Council Tax - Modelled at 3%	(4,931)	(5,079)	(5,232)	(5,388)	(20,630)
Savings	(24,149)	(19,365)	(13,612)	(12,846)	(69,972)
Budget Strategy Requirement	(29,080)	(24,444)	(18,844)	(18,234)	(90,602)

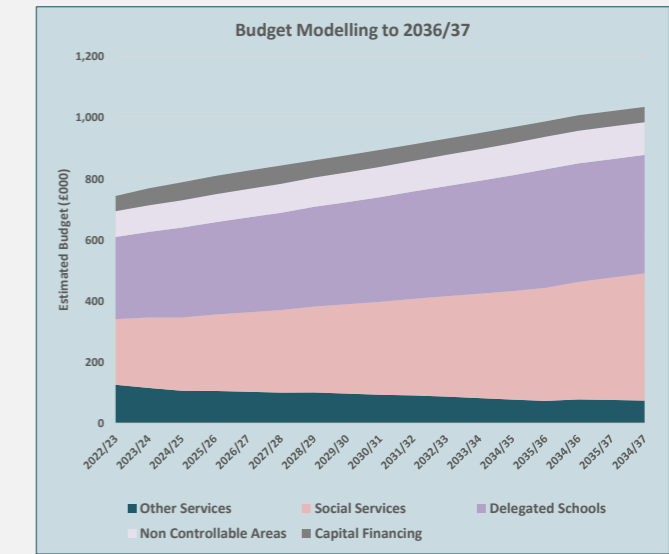


Graph above illustrates the different planning scenarios. Max £153m, Min £24m, Ave £84m - comparable to base case of £91m.

Medium Term Budget Gap Variance from Base Assumptions - £m		Demand - Scenarios		
		High	Base	Low
Economic Scenarios	Recession - High Inflation	62+	42+	31+
	Recession - Low Inflation	12+	-8	-19
	Base	6+	Base Case - £91m Budget Gap over 4 Years	-25
	Econ Growth - High Inflation	-4	-24	-35
	Econ Growth - Low Inflation	-33	-53	-67



9 of the 14 alternative scenarios had a lower Budget Gap than the Base case. The single biggest variable in the MTFP budget Gap is AEF



Capital Financing

Capital Financing Requirement as at 31 March each year:

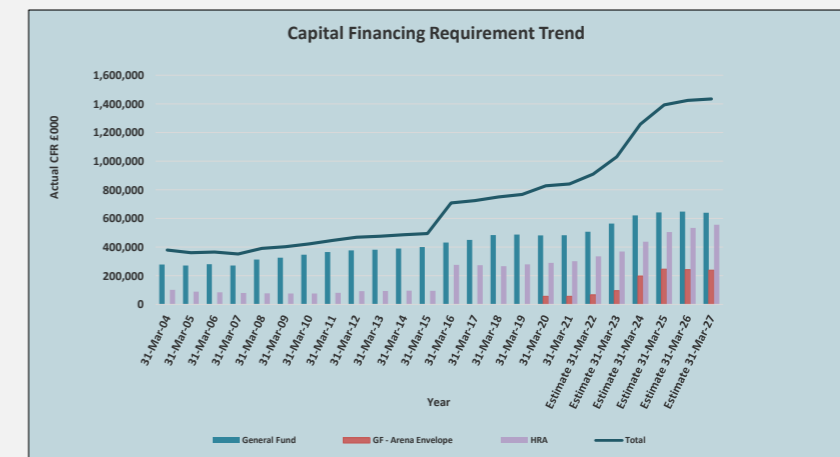
Element	2021 Actual £m	2022 Actual £m	2023 Estimate £m	2024 Estimate £m	2025 Estimate £m	2026 Estimate £m	2027 Estimate £m
General Fund	484	483	564	621	642	648	640
General Fund (Arena Affordability Envelope)	56	60	97	198	246	242	238
Housing Revenue Account	301	325	369	438	505	534	556
Total	841	868	1,030	1,257	1,393	1,424	1,434

Capital Financing Requirement as Ratio of the Net Revenue Stream

Element	2011/12 Actual %	2020/21 Actual %	2021/22 Actual %	2022/23 Estimate %	2023/24 Estimate %	2024/25 Estimate %	2025/26 Estimate %	2026/27 Estimate %
General Fund	0.72	0.82	0.80	0.89	1.07	1.13	1.10	1.06
Housing Revenue Account	2.24	3.78	4.00	4.43	4.97	5.39	5.41	5.35

Ratio of Financing Costs to Net Revenue Budget Stream

Element	2020/21 Actual %	2021/22 Actual %	2022/23 Estimate %	2023/24 Estimate %	2024/25 Estimate %	2025/26 Estimate %	2026/27 Estimate %
General Fund - Gross Capital Financing Budget	6.99	7.27	6.90	7.50	8.22	8.39	8.44
HRA - Gross Capital Financing Budget	32.72	32.36	32.16	33.36	36.23	38.49	37.72



**CARDIFF COUNCIL
CYNGOR CAERDYDD**



CABINET MEETING: 14 JULY 2022

**ACCEPTANCE OF THE DELEGATION OF THE
TORFAEN COUNTY BOROUGH OF THE
PROCUREMENT FUNCTION COUNCIL**

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

AGENDA ITEM: 11

Reason for this Report

1. To authorise acceptance of an Executive Delegation from Torfaen County Borough Council to deliver their Procurement Function.

Background

2. In November 2021, the Council were approached by Torfaen County Borough Council (TCBC) to ascertain whether the Council would be interested in submitting a proposal to take on the management and delivery of their Procurement Functions.
3. The Council submitted a proposal to TCBC under which the Procurement Functions would be delegated to the Council. This proposal was accepted in principle by TCBC subject to proceeding through their decision-making arrangements. The proposal was formally approved by TCBC Cabinet March 2022 in accordance with their Constitution.

Issues

4. Over recent years the Council has been able to continue to invest in its Commissioning and Procurement Team through the generation of external revenue via Atebion Solutions Ltd, the delivery of major collaborative procurement arrangements for the Welsh public sector and the recent delegation of the procurement functions from Monmouthshire County Council.
5. As a result, it has developed an award-winning team which is highly respected across the public sector, particularly in Wales. In addition, the Operational Manager responsible for the Commissioning and Procurement Team is the Chair of the WLGA National Procurement Network and Chair of the National Social Value Taskforce for Wales.

6. Through the delivery of these externally funded activities, the team have become adept at delivering services to other public sector organisations, whilst balancing the needs and priorities of the Council.
7. The proposal submitted to and approved by TCBC proposes the delivery of the delegated function through a combination of existing Council officers, the creation of one new procurement officer post and the secondment of one procurement officer from TCBC. The proposal is for a minimum of three years with an annual review and will be governed by a Delegation Agreement which is being developed jointly by the Council's and TCBC legal teams.
8. It should be noted that with the acceptance of the delegation comes certain benefits and responsibilities. However, the Delegation Agreement will ensure that accountability, risks and liabilities sit appropriately with TCBC.
9. Through the proposal, TCBC will fund all of the costs the Council incurs in delivering the delegated function, including:
 - A proportion of existing Council officer time
 - The one new procurement officer post,
 - The one seconded Procurement Officer from TCBC, and
 - An overhead charge to cover administrative costs
10. Through the proposal the Council will carry out on behalf of TCBC the following:
 - Leadership and Management of their Procurement Function
 - Technical capability, expertise and category specific knowledge to support delivery of their contract pipeline
 - Support on the development and delivery of procurement strategy and policy
11. This delegation arrangement will provide the Council with:
 - An agreed annual net revenue stream to reimburse all costs incurred
 - Allow the retention of the existing team and continued investment and development of the service through the recruitment of new team members
 - An opportunity to learn and share good practice

Reason for Recommendations

12. In accordance with the Council's constitution, full Council approval is required to allow the Council to accept the Executive Delegation of the Procurement Functions from Torfaen County Borough Council.

Financial Implications

13. All direct financial costs incurred in the provision of the procurement service to TCBC will be reimbursed to the Council through the operation of the Delegation Agreement.

Legal Implications

14. The recommendation can be achieved within legal constraints. Legislation enabling one local authority to delegate the discharge of a function to another authority. A delegation agreement will be prepared, which will set out the detail of how the arrangements will operate, including, amongst other things, provision for; secondment of staff, reimbursement of costs incurred by Cardiff Council in carrying out the delegation and termination of the arrangement. The delegation does not prevent Torfaen County Borough Council from exercising the delegated functions itself.

General legal advice

Equalities & Welsh Language

15. In considering this matter the decision maker must have regard to the Council's 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: (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.
16. The decision maker should be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.

The Well-being of Future Generations (Wales) Act 2015

17. 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. 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 2022-2025.
18. 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. 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

19. 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 on line using the link below: <http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

Policy and Budget Framework

20. 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 Council.

HR Implications

21. The proposal requires the recruitment of one new post which will take place under the Council's corporately agreed processes. There will also be the secondment of one employee from Torfaen County Borough Council for which a formal agreement will be put in place to ensure that the employment relationship and liabilities remain between the employee and Torfaen County Borough Council.
22. The trade unions in Cardiff have been consulted on the recommendations set out in this report. Likewise, Torfaen County Borough Council have undertaken trade union consultation.

Property Implications

23. The report does not make any recommendations immediately relevant to Cardiff Council property.
24. Property advice required to support any procurement process relevant to Torfaen Council managed land and property will be subject to advice provided by Torfaen Council.

RECOMMENDATIONS

Cabinet is recommended to recommend that Council agree to

1. The acceptance of an Executive Delegation from Torfaen County Borough Council to carry out their Procurement Functions, subject to the satisfactory conclusion of the Delegation Agreement referred to in 2 below.
2. Delegate authority to the Corporate Director Resources in consultation with the Cabinet Member for Finance, Performance and Modernisation to conclude a Delegation Agreement in a form to the satisfaction of the Council and complete all arrangements to carry out the delegated procurement functions.
3. Subject to the conclusion of the proposed Delegation agreement in 2 above, agree that the day-to-day responsibility for carrying out the delegated procurement functions is to sit with the Operational Manager, Commissioning and Procurement.

SENIOR RESPONSIBLE OFFICER	Chris Lee Corporate Director Resources
	8 July 2022

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FAIR WORK (LONG TERM AGENCY WORKER) POLICY

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

AGENDA ITEM: 12

Reason for this Report

1. To ask Cabinet to approve the introduction of the new Fair Work (Long Term Agency Worker) Policy as an initial policy position to promote the employment of long-term agency staff by the Council.

Background

2. Decent work can help achieve a stronger, modernised, more inclusive economy. It contributes to national growth and prosperity and assists in addressing inequality, reducing poverty and promoting well-being. In March 2019, The Fair Work Commission published 'Fair Work Wales', which defines fair work, identifies levers for promoting it, and includes recommendations to help deliver it in Wales.
3. Fair work is defined in Wales where workers are fairly rewarded, heard and represented, secure and able to progress in a healthy, inclusive environment where rights are respected.
4. Cardiff Council made a commitment as part of its 2022/25 Corporate Plan to be a 'Fair Work' employer by reviewing long-term agency placements and taking appropriate actions to reduce the use of agency workers on long-term assignments.
5. Over the last few years, the reduction of agency workers on long term assignments has been left for service areas to manage individually, however, this has not led to the reduction that is required. Therefore, the Council has now developed an initial policy which all services will be required to follow. This policy will also be commended to school governing bodies. It is anticipated that the policy will further develop following further discussion and engagement with trade union partners in coming months.

Issues

The Fair Work (Long Term Agency Worker) Policy

6. The Fair Work (Long Term Agency Worker) Policy upholds the Council's current policy of acquired rights for temporary contract employees (including those employed through Cardiff Works). It confirms that temporary contract employees with 4 years' continuous service with the Council will be treated as if permanent. Those with four or more years' service in the same role will be made permanent in that role without having to go through any recruitment process.
7. The Fair Work (Long Term Agency Worker) Policy then sets out new commitments with regards to Agency Workers with continuous assignments in service areas of more than 4 years and more than 2 years.
8. Agency Workers with more than 4 years continuous assignments (with breaks equivalent to annual leave) in the same service area, will be offered a permanent contract, subject to relevant pre-employment checks.
9. Agency Workers with more than 2 years continuous assignments (with breaks equivalent to annual leave), but less than 4 years, a temporary contract will be offered, subject to relevant pre-employment checks.
10. Agency Workers offered temporary contracts as set out in paragraph 9 above, their previous Agency assignment within the Council will be added to their temporary contract service, and when this exceeds 4 years in total, paragraph 6 above will apply.
11. As part of the Policy there is a requirement that managers must not engage Agency Workers on assignments that they believe will be for longer than 12 months, but instead they must advertise the role through the Council's normal recruitment channels. The only exception to this is where the normal recruitment channels have been exhausted.
12. This policy is an interim policy and it is the intention to work with Trade Unions over the next 6 months to review the content of the policy to ensure that it meets the Fair Work definition including: fair reward; employee voice and collective representation; security and flexibility; opportunity for access, growth and progression; safe, healthy and inclusive working environment, legal rights respected and given substantive effect.

Reason for Recommendations

13. To comply with the Council's commitment to be a Fair Work employer and reduce the number of long-term Agency worker assignments.

Financial Implications

14. The Council's budgetary framework permits spend on agency employees where there is a budgetary allocation for employees or specifically agency. On that basis, any changes arising from the implementation of this policy such as moving staff from agency to employees will not contravene the council's budgetary framework. It remains the responsibility of directorates to ensure that their staff establishment can be contained within their overall directorate employee budget.

Legal Implications

15. There are no direct legal implications raised by this report. However, in considering this report, regard should be had to:
 - (a) Public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties, when making decisions, Councils must 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; and
 - (b) the Well Being of Future Generations (Wales) Act 2015. The Well-Being of Future Generations (Wales) Act 2015 ('the Act') is about improving the social, economic, environmental and cultural well-being of Wales. 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. In discharging their respective duties under the Act, each public body listed in the Act must set and published wellbeing objectives. These objectives will show how each public body will work to achieve the vision for Wales set out in the national wellbeing goals. When exercising its functions, Cabinet should consider how the proposed decision will contribute towards meeting the wellbeing objectives set by the Council and in so doing achieve the national wellbeing goals. The wellbeing 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 Cabinet must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, Cabinet 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.

HR Implications

16. The introduction of the Fair Work (Long Term Agency Worker) Policy is intended to reduce the number of Agency Workers on long term assignment with the Council.
17. This will benefit Agency Workers and provides a more stable workforce.
18. The trade unions have been consulted on the new policy.

Property Implications

19. There are no property implications.

RECOMMENDATIONS

Cabinet is recommended to approve the Fair Work (Long Term Agency Worker) Policy and its review over the next 6 months.

SENIOR RESPONSIBLE OFFICER	Chris Lee Corporate Director Resources
	8 July 2022

The following appendix is attached:

Appendix 1: The Fair Work (Long Term Agency Worker) Policy



CARDIFF COUNCIL

**FAIR WORK (LONG TERM AGENCY WORKER)
POLICY**

DATE DOCUMENT PUBLISHED	
APPROVED BY	
APPROVAL DATE	
DOCUMENT OWNER	Employee Relations Team
DATE FOR REVIEW	

CONTENTS

SECTION NO.	CONTENT	PAGE NO.
1.	Introduction Roles and Responsibilities	
2.	Purpose of the Policy Scope Key Principles <ul style="list-style-type: none">• Temporary contract employees and permanent status• Agency workers with more than 4 years continuous assignment within a service area• Agency workers with more than 2 years but less than 4 years continuous assignment within a service area• Managers responsibilities when considering agency workers assignments	
3.	Statement of Intent	

SECTION 1 - INTRODUCTION, ROLES AND, RESPONSIBILITIES

INTRODUCTION

- 1.1 Decent work can help achieve a stronger, modernised, more inclusive economy. It contributes to national growth and prosperity and assists in addressing inequality, reducing poverty and promoting well-being. In March 2019, The Fair Work Commission published 'Fair Work Wales', which defines fair work, identifies levers for promoting it, and includes recommendations to help deliver it in Wales.
- 1.2 Fair work is defined in Wales where workers are fairly rewarded, heard and represented, secure and able to progress in a healthy, inclusive environment where rights are respected.
- 1.3 Cardiff Council made a commitment as part of its 2022/25 Corporate Plan to be a 'Fair Work' employer by reviewing long-term agency placements and taking appropriate actions to reduce the use of agency workers on long-term assignments.
- 1.4 This policy is intended to set out the actions the Council will take in order to reduce Long Term Agency Workers.
- 1.5 The Council will not depart from this policy without a variation to the policy agreed by Cabinet.

ROLES AND RESPONSIBILITIES

- 1.6 It is important that everyone clearly understands their roles and responsibilities within this process.
- 1.7 Manager's must ensure the details within the policy are adhered to without any deviation.
- 1.8 HR People Services will monitor the consistent application of this policy and oversee the contractual changes required for Agency Workers.
- 1.9 The Policy will be commended to School Governing Bodies.

SECTION 2 - THE POLICY

PURPOSE OF POLICY

- 2.1 The purpose of this document is to outline the Policy and Procedure on long term agency workers.

SCOPE

- 2.2 The policy applies to all eligible temporary employees of the Council, and eligible Agency workers engaged by the Council, irrespective of age, disability, gender reassignment/affirmation, marriage and civil partnership, pregnancy and maternity (including same sex), race, religion or belief, sex, sexual orientation and Welsh language.
- 2.3 The policy will be commended to school governing bodies..

KEY PRINCIPLES

TEMPORARY CONTRACT EMPLOYEES AND PERMANENT STATUS

- 2.4 In accordance with Legislation, Cardiff Council treats employees who have been employed on continuous temporary contracts for 4 years or more, as if they were permanent employees. Also, if an employee has been employed in the same role, on a temporary basis, for 4 years or more, they will be classed as permanent in that role and given a defined permanent contract of employment.

AGENCY WORKERS WITH MORE THAN 4 YEARS CONTINUOUS ASSIGNMENT WITHIN A SERVICE AREA

- 2.5 Agency Workers with 4 or more years continuous assignment (with breaks equivalent to annual leave) will be offered a permanent contract of employment with the Council. The offer will be subject to relevant pre-employment checks such as Right to Work, Occupational Health, and where appropriate, a DBS check. Under normal circumstances there would be no requirement for references, except in circumstances where references, or confirmed employment checks are a recruitment requirement for the role, such as employment in social care.
- 2.6 Previous Agency service will not be taken into account for any national or local terms and conditions, and policies, which relate to continuity of service.

AGENCY WORKERS WITH MORE THAN 2 YEARS BUT LESS THAN 4 YEARS CONTINUOUS ASSIGNMENT WITHIN A SERVICE AREA

- 2.7 Agency Workers with more than 2 years but less than 4 years continuous assignment (with breaks equivalent to annual leave) will be offered a temporary contract of employment with the Council. The offer will be subject to relevant pre-employment checks such as Right to Work, Occupational Health, and where appropriate, a DBS check. Under normal circumstances there would be no requirement for references, except in circumstances where references, or confirmed employment checks are a recruitment requirement for the role, such as employment in social care.
- 2.8 Once the employee has completed 4 years (taking into account their agency service and temporary contract service) they will be treated as permanent as detailed in 2.4 above.
- 2.9 With the exception of point 2.8 above, previous Agency service will not be taken into account for any national or local terms and conditions, or polices, which relate to continuity of service.

MANAGERS RESPONSIBILITIES WHEN CONSIDERING AGENCY WORKERS ASSIGNMENTS

- 2.10 There is a requirement on managers not to engage Agency Workers on assignments that they believe will be for longer than 12 months, but instead to advertise the role through the Council's normal recruitment channels. The only exception to this is where the normal recruitment channels have been exhausted.

SECTION 3- STATEMENT OF INTENT

- 3.1 The Council will formulate, publish and keep under review this policy.

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**CARDIFF COUNCIL
CYNGOR CAERDYDD**



CABINET MEETING: 14 JULY 2022

**LOCAL GOVERNMENT PENSIONS SCHEME DISCRETIONS
POLICY**

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

AGENDA ITEM: 13

Reason for this Report

1. To ask Cabinet to approve the introduction of the new Local Government Pension Scheme Discretions Policy.
2. To also ask Cabinet to approve the application of the LGPS Discretion to introduce a Shared Cost AVC Scheme, to enable employees who are LGPS members to apply for a salary sacrifice AVC, subject to the scheme criteria being met by the employee.

Background

3. Cardiff Council has a legal duty to prepare and publish a written statement of its policy relating to mandatory discretionary powers under Regulations which apply to the Local Government Pension Scheme (the LGPS).
4. The Council is required to formulate, publish and keep under review the policy that the Council applies in the exercise of discretionary powers relating to the payment of compensation to employees whose employment is terminated as a result of redundancy or certain other reasons.
5. Currently the application of the LGPS Discretions is set out in the Council's Early Retirement/Voluntary Retirement and Flexible Retirement Policy and Procedure, last reviewed by Cabinet on 26th January 2015. At that time Cabinet agreed changes to the calculation of Voluntary Redundancy payments and excluded employees from applying for advertised posts with the Council, or from seeking re-engagement with Cardiff Works or through an agency, for a period of 12 months from the date of leaving. These decisions remain in place.
6. The introduction of the LGPS Discretions Policy coincides with the introduction of an Employee Benefits Platform, and therefore provides an

opportunity to review the LGPS discretion that applies to salary sacrifice arrangements, in this case for Shared Cost AVCs.

Issues

The LGPS Discretions Policy

7. The LGPS Discretions Policy is intended to comply with the duty placed on the Council and sets out how the mandatory discretions will be exercised. In addition, employers are recommended to set out how the non mandatory discretions are exercised. The Discretions Policy replaces Appendix A of the Council's Voluntary Early Retirement/Flexible Retirement and Voluntary Redundancy Policy and Procedure, dated April 2015, which sets out how the Council exercises its discretions.
8. The specific regulations are set out in the LGPS Discretions Policy and the new Appendix A describes how the mandatory discretions are applied by the Council. Appendix B sets out the non mandatory discretions.
9. The only proposed change to the application of the discretions is a proposal to enter into Shared Cost AVCs where an employee has elected to pay AVCs by salary sacrifice. This proposal is part of the implementation of an Employee Benefits Platform which will provide a number of salary sacrifice benefits for employees to apply for. The application of this Council discretion is subject to the employee meeting the Council's conditions for acceptance into the Shared Cost AVC scheme and may be withdrawn or changed at any time.
10. It is expected that providing Shared Cost AVCs through a salary sacrifice arrangement will increase the number of employees contributing to AVCs, and as a result, aid them in further providing for their retirement.
11. There are no additional costs for the employer of providing Shared Costs AVCs on a salary sacrifice basis. There are savings for the Council through National Insurance contributions and Apprenticeship Levy costs. Any costs to AVC Wise (the company providing the salary sacrifice scheme) are taken from these savings.

Reason for Recommendations

12. To comply with the legal duty for the Council to prepare and publish a written statement of its policy relating to mandatory and non mandatory discretionary powers under Regulations which apply to the Local Government Pension Scheme.
13. To approve the change to the Council's discretionary powers to allow a Shared Cost AVC scheme to be introduced through salary sacrifice arrangements.

Financial Implications

14. The report sets out a series of changes that will have a financial impact on the employee should they elect to pay into the Shared costs AVC Scheme. The proposed changes will not result in any additional financial cost to the Council, but in some circumstances there will be savings arising from reduced employer contributions which will need to be captured to inform potential future savings proposals.

Legal Implications

15. The new policy will satisfy the requirement pursuant to the Local Government (Early Termination of Employment) (Discretionary Compensation) (England and Wales) Regulations 2006, to formulate, publish and keep under review the policy that it applies in the exercise of its discretionary power. If the Council decides to change its policy it must publish a statement of the amended policy and may not give effect to any policy change until one month after the date of publication.
16. In formulating and reviewing its policy the Council must also, under the Regulations:
 - Have regard to the extent to which the exercise of its discretionary powers (in accordance with the policy), unless properly limited, could lead to a serious loss of confidence in the public service; and
 - Be satisfied that the policy is workable, affordable and reasonable having regard to the foreseeable costs.

HR Implications

17. The introduction of the Shared Cost (Salary Sacrifice) AVC Scheme is intended to increase the number of employees paying AVCs, and therefore aid them in providing for their retirement.
18. Other than the introduction of the Shared Cost (Salary Sacrifice) AVC Scheme, the introduction of the new LGPS Discretions Policy will not impact on employees across the Council as they reflect operational arrangements already in place.
19. The trade unions have been consulted on the new policy and the introduction of the Shared Cost (Salary Sacrifice) AVC Scheme.

Property Implications

20. There are no property implications.

RECOMMENDATIONS

Cabinet is recommended to:

- (1) Approve the LGPS Discretions Policy as the Council's written policy statement relating to mandatory and non mandatory discretionary powers under Regulations which apply to the Local Government Pension Scheme.

- (2) Approve the application of the LGPS Discretion to introduce a Shared Cost (Salary Sacrifice) AVC Scheme, to enable employees who are LGPS members to apply for a salary sacrifice AVC, subject to the scheme criteria being met by the employee.

SENIOR RESPONSIBLE OFFICER	Chris Lee Corporate Director Resources
	8 July 2022

The following appendix is attached:

Appendix 1: The LGPS Discretions Policy and its Appendix A and B



CARDIFF COUNCIL

**LOCAL GOVERNMENT PENSION SCHEME
DISCRETIONS POLICY**

DATE DOCUMENT PUBLISHED	
APPROVED BY	
APPROVAL DATE	
DOCUMENT OWNER	Employee Relations Team
DATE FOR REVIEW	

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SECTION 1 - INTRODUCTION, ROLES, RESPONSIBILITIES and DEFINITIONS

INTRODUCTION

- 1.1 Cardiff Council has a legal duty to prepare and publish a written statement of its policy relating to certain discretionary powers under Regulations which apply to the Local Government Pension Scheme (the **LGPS**).
- 1.2 The Council is required to formulate, publish and keep under review the policy that the Council applies in the exercise of discretionary powers relating to the payment of compensation to employees whose employment is terminated as a result of redundancy or certain other reasons (the Discretions Policy).
- 1.3 This policy is intended to comply with these duties and sets out how the discretions will be exercised. It replaces Appendix A of the Council's Voluntary Early Retirement/Flexible Retirement and Voluntary Redundancy Policy and Procedure dated April 2015, which set out how the Council would exercise its discretions.
- 1.4 There is no requirement to publish the Council's application of non mandatory discretions however, for completeness they are included in this policy.
- 1.5 The Council will not depart from this policy without a variation to the policy agreed by Cabinet. This statement is not a definitive statement of the law and is subject to the provisions of the relevant LGPS and other Regulations as follows:
 - The Local Government Pension Scheme Regulations 2013 (these are referred to as the "Pensions Regulations")
 - The Local Government Pension Scheme (Transitional Provisions, Savings and Amendment) Regulations 2014 (referred to as the "Transitional Regulations")
 - The Local Government Pension Scheme (Benefits, Membership and Contributions) Regulations 2007 applied to the LGPS before 1 April 2014, are preserved in part on a transitional basis by the Transitional Regulations and are referred to as the "Benefits Regulations"
- 1.6 The Regulations which apply to the payment of compensation to employees whose employment is terminated as a result of redundancy or other specified reasons are:

- The Local Government (Early Termination of Employment) (Discretionary Compensation) (England and Wales) Regulations 2006 (referred to as the “Compensation Regulations”).

1.7 As a result of the introduction of this Discretions Policy the Council’s Voluntary Early Retirement/Flexible Retirement and Voluntary Redundancy Policy and Procedure dated April 2015 has been updated to remove the discretions. It has been renamed the Voluntary Early Retirement and Voluntary Redundancy Policy and Procedure as the Council has a separate Flexible Retirement Policy and Procedure.

1.8 This policy has been written to include, so far as is reasonable, preventative procedures in relation to Corporate Criminal Offence, pursuant to section 45(2) of the Criminal Finances Act 2017.

ROLES AND RESPONSIBILITIES

1.9 It is important that everyone clearly understands their roles and responsibilities within this process.

1.10 Manager’s must ensure the Council’s agreed Discretions within the policy are adhered to without any deviation.

1.11 HR People Services will monitor the consistent application of this policy in line with the appropriate discretions within.

1.12 The Local Government Pension Team will carry out the necessary administration for employees to access their pension as well as provide necessary updates on relevant legislation.

DEFINITIONS

1.13 The following definitions apply throughout this policy:

- The **Scheme** means the Local Government Pension Scheme (LGPS)
- The **Fund**, means the fund maintained under the LGPS
- A **Member**, means a member of the LGPS
- An **Active Member**, means a member in employment and paying, or treated as paying, contributions to the LGPS, or absent from employment for a reason mentioned in Regulation 11 of the Pension Regulations)

- References to a Member with transitional protection are those who can count membership accrued before 1 October 2006 and who have statutory transitional protection under the Transitional Regulations, wholly or partly, from changes that would otherwise be made to their pension entitlements and/or from actuarial reductions that would otherwise be applied to their pension benefits as a result of the coming into force of the Pension Regulations on 1 April 2014.
- References to a Member meeting “the 85 year rule” are those Members whose age in whole years when added to the Member’s total membership in whole years is 85 years or more.

1.13 This statement was approved by Cardiff Council and is intended to comply with the duties under Regulation 60 of the Pensions Regulations and Regulation 7 of the Compensation Regulations.

SECTION 2 - THE DISCRETIONS

MANDATORY DISCRETIONS

2.1 In accordance with the Local Government Pension Scheme regulations, Appendix A sets out how the Council will apply the following LGPS mandatory Discretions:

2.1.1 SCHEDULE 1

Discretions from 01.04.2014 in relation to post 31.03.2014 leavers. Active members (excluding councillor members) and post 31.3.2014 leavers (excluding councillor members), being discretions under:

- the Local Government Pension Scheme Regulations 2013
- the Local Government Pension Scheme (Transitional Provisions, Savings and Amendment) Regulations 2014
- the Local Government Pension Scheme (Administration) Regulations 2008
- the Local Government Pension Scheme (Benefits, Membership and Contributions) Regulations 2007 (as amended). These regulations are now repealed. They were revoked by SI 2009/1025, reg 2 as from 1 April 2009 and by SI 2014/15, reg 2(1), Sch. 1 as from 1 April 2014
- the Local Government Pensions Scheme (Transitional Provisions) Regulations 2008

- the Local Government Pension Scheme Regulations 199 (as amended)

2.1.2 SCHEDULE 2

Discretions in relation to LGPS members in relation to LGPS members (excluding Councillor members) who ceased active membership on or 01.04.2008 and before 01.04.2014, being under:

- the Local Government Pension Scheme (Administration) Regulations 2008 - These Regulations were revoked by SI 2014/525, reg 2(1), Sch. 1 as from 1 April 2014
- the Local Government Pension Scheme (Benefits, Membership and Contributions) Regulations 2007 (as amended)
- the Local Government Pension Scheme (Transitional Provisions) Regulations 2008 - These Regulations were revoked by SI 2014/525, reg 2(1), Sch as from 1 April 2014
- the Local Government Pension Scheme (Transitional Provisions, Savings and Amendment) Regulations 2014
- the Local Government Pension Scheme Regulations 2013
- the Local Government Pension Scheme Regulations 1997 (as amended)

2.1.3 SCHEDULE 3

Discretions under the LGPS Regulations 2007 (as amended) in relation to:

- active councillor members, and
- councillor members who ceased active membership on or after 1.4.98., and
- any other scheme members who ceased active membership on or after 1.4.1998 and before 1.4.2008

2.1.4 SCHEDULE 4

Discretionary policies in relation to scheme members who ceased active membership before 01.04.1998:

- LGPS Regulations 1995 [SI 1995/1019]
- The Local Government Pension Scheme (Transitional Provisions) Regulations 1997 [SI 1997/1613]

- The Local Government Pension Scheme Regulations 1997 [SI 1997/1612] (as amended)
- The Local Government Pension Scheme (Administration) Regulations 2008 [SI 2008/239]
- The Local Government Pension Scheme (Transitional Provisions and Amendment) Regulations 2014 [SI 2014/525]
- The Local Government Pension Scheme Regulations 2013 [SI 2013/2356]

NON MANDATORY DISCRETIONS

2.2 The Local Government Pension Scheme recommends including decisions on the application of the LGPS non mandatory discretions in its Discretions Policy. There are no changes to decisions taken by the Council on the LGPS non mandatory discretions which are set out in Appendix B.

SECTION 3- STATEMENT OF INTENT

3.1 The Council will formulate, publish and keep under review this policy. Any amendments to the policy will be sent to the Pensions Team (Cardiff and Vale of Glamorgan Pension Fund) within one month of the date of the decision to amend the policy.

3.2 In formulating and reviewing this policy, the Council is required by the Regulations to have regard to the extent to which the exercise of the discretionary powers could lead to a serious loss of confidence in the public service.

CARDIFF COUNCIL

APPLICATION OF THE LGPS MANDATORY DISCRETIONS

SCHEDULE 1

DISCRETIONS FROM 01.04.2014 IN RELATION TO POST 31.03.2014 LEAVERS, ACTIVE MEMBERS (EXCLUDING CONCILLOR MEMBERS) AND POST 31.3.2014 LEAVES (EXCLUDING COUNCILLOR MEMBERS)		
Discretion Number and Description	Regulation	Council Position
<p>1.</p> <p><u>a) Funding Additional Pension Contributions (APC)</u> Whether, how much, and in what circumstances, the Council will contribute to a shared cost APC scheme, funding additional contributions on behalf of an employee where these contributions are to be made on a regular basis, subject to a current maximum annual value of £7352 (uplifted annually).</p> <p><u>b) Additional Voluntary Contributions (AVCs)</u> Whether, how much, and in what circumstances, the Council will contribute to a shared cost AVC scheme, funding additional contributions on behalf of an employee where these contributions are to be made on a regular basis.</p>	<p>Regulation 16(2)(e) and 16(4)(d) Local Government Pension Scheme Regs 2013 (LGPS Regs)</p>	<p>a) The Council will not fund APCs</p> <p>b) The Council will enter into Shared Cost AVCs where an employee has elected to pay AVCs by salary sacrifice. The Council will not incur any costs as a result of the SCAVC. The application of this Council discretion is also subject to the employee meeting the Council's conditions for acceptance into the SCAVC scheme and may be withdrawn or changed at any time.</p>
<p><u>2. Flexible Retirement</u> To agree to an employee aged 55 or over reducing their hours of work or grade so that they may receive all or some of their retirement pension while still employed. This is provided the employer agrees to the member either reducing their hours or moving to a position on a lower grade.</p>	<p>Regulation 30(6) of LGPS Regs and 11(2) LGPS (Transitional Provisions, savings and Amendment) Regs 2014 (Transitional Regs)</p>	<p>In line with the Council's Flexible Retirement Policy, requests for flexible retirement are considered on a case by case basis where there is a sound business case to do so, and where approval is given to a flexible retirement application.</p>
<p><u>3. Waiver of Reduction to Pension on Flexible Retirement</u> Whether to waive, in whole or in part, any reduction that would otherwise be made on the early payment of a pension to a former</p>	<p>Regulation 30(8) LGPS Regs</p>	

<p>employee aged 55, or to the pension paid to an employee allowed to take flexible retirement.</p>		<p>The Council would not normally waive a pension reduction but may do so in exceptional circumstances, for example on exceptional compassionate grounds.</p>
<p><u>4. On Request or Employer's Consent Retirement</u> Whether to waive, in whole or in part, any actuarial reduction on benefits which a member voluntarily draws before their normal retirement age, where the member only has post 31.03.2014 LGPS membership, or has both pre 01.04.2014 and post 31.3.2014 membership.</p>	<p>Regulation 30(8) LGPS Regs</p>	<p>The Council would not normally waive a pension reduction but may do so in exceptional circumstances, for example on exceptional compassionate grounds.</p>
<p><u>5. The '85 year' Rule</u> Whether to 'switch on' the '85 year' rule for a member voluntarily drawing down their pension on or after the age of 55 but before age 60, whether or not it is on the grounds of flexible retirement.</p>	<p>Sch. 2 paras 1(2) & 1(1)(c) Transitional Regs</p>	<p>The Council will not 'switch on' the '85 year' rule where a member voluntarily takes their benefits before age 60, (other than on flexible retirement).</p>
<p><u>6. Granting Additional Pension</u> To award additional pension to: (1) an active member; or (2) a former active member who was dismissed by reason of redundancy or business efficiency. Note: Any additional pension awarded (including any additional pension purchased by the employer under Regulation 16 of the Pensions Regulations (see above) may not exceed the additional pension limit of £7352 (uplifted annually).</p> <p>Additionally, in the case of a former active member falling within (2) above, the resolution to award additional pension must be made within 6 months from the date on which the employment ended.</p>	<p>Regulation 31 LGPS Regs</p>	<p>The Council will not grant additional pension</p>

SCHEDULE 2

DISCRETIONS IN RELATION TO LGPS MEMBERS (EXCLUDING COUNCILLOR MEMBERS) WHO CEASED ACTIVE MEMBERSHIP ON OR AFTER 01.04.2008 AND BEFORE 01.04.2014

Discretion Number and Description	Regulation	Council Position
<p>1. The '85 year' Rule Whether to 'switch on' the '85 year' rule for a member voluntarily drawing down their pension on or after the age of 55 but before age 60, whether or not it is on the grounds of flexible retirement.</p>	Sch. 2 paras 1(2) & 1(1)(c) Transitional Regs	The Council will not switch on the '85 year' rule.
<p>2. Waiver of Reduction to Pension Whether to waive, on compassionate grounds the actuarial reduction applied to deferred benefits paid early to a member who retires after the age of 55.</p>	Regulation 30(5) LGPS (Benefits, Membership and Contributions) Regulations 2007 (2007 BMC Regs)	The Council will not normally waive a pension reduction but may do so in exceptional circumstances, for example on exceptional compassionate grounds
<p>3. The '85 year' Rule Whether to 'switch on' the '85 year' rule for a pensioner member with deferred benefits voluntarily drawing benefits on or after the age of 55 but before the age of 60.</p>	Sch. 2 paras 1(2) & 1(1)(c) Transitional Regs	The Council will not switch on the '85 year' rule.
<p>4. Waiver of Reduction to Pension Whether to waive, on compassionate grounds the actuarial reduction applied to benefits paid early to a pension member with deferred benefits</p>	Reg 30A 2007 Regs and Sch. 2 para 2(1) Transitional Regs	The Council will not normally waive a pension reduction but may do so in exceptional circumstances, for example on exceptional compassionate grounds.

SCHEDULE 3

DISCRETIONS UNDER THE LGPS REGULATIONS 2007 (AS AMENDED)		
Discretion Number and Description	Regulation	Council Position
<p>1. Application for Payment of Early Benefits Whether or not to grant an application from a post 31.03.1998 or pre 01.04.2008 leaver or from a councillor for early payment of benefits on or after the age of 50/55 and before the age of 60.</p>	Regulation 31(2) LGPS Regs 2007	The Council will not grant an application for early payment of benefits.
<p>2. Waiver of Reduction to Pension Whether to waive on compassionate grounds, the actuarial reduction applied to benefits paid early for a post 31.03.1998 or pre 01.04.2008 leaver or a councillor leaver.</p>	Regulation 31(5) LGPS Regs 207	The Council will not normally exercise this discretion but may consider it under exceptional circumstances on compassionate grounds.
<p>3. Optants (those who have opted out) Councillor optants and pre 01.04.2008 employee optants only to receive benefits paid from the normal retirement date on the agreement of the Council.</p>	Regulation 31(7A) LGPS Regs 2007	Councillor optants and pre 01.04.2008 employee optants who continue to work for the Council will not have their pension benefits paid from their normal retirement date.

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SCHEDULE 4

DISCRETIONARY POLICIES IN RELATION TO SCHEME MEMBERS WHO CEASED ACTIVE MEMBERSHIP BEFORE 01.04.1998		
Discretion Number and Description	Regulation	Council Position
<p>1. Early Payment of Benefits Whether or not to grant the application for early payment of deferred benefits on or after age 50, on compassionate grounds.</p>	Regulation 3(5A) Transitional Regs	The Council will not grant an application for early payment of benefits.

CARDIFF COUNCIL

APPLICATION OF THE LGPS NON MANDATORY DISCRETIONS

Discretion Number and Description	Council Position
<p>1. Leave of Absence without Pay. Where an employee has a period of absence on reduced or no pay they may pay standard contributions on the pay that would have been received provided they apply within 30 days of returning to work or the date that employment ceases. The employer has the discretion to increase this application period.</p>	<p>The application period for employees to request that they should be allowed to pay standard contributions for breaks is 3 months.</p>
<p>2. Selection of the appropriate ill-health tiers for employees who are determined to be permanently incapable of discharging efficiently the duties of their normal occupation by reason of ill health or infirmity of mind or body: Level 1 - There is no reasonable prospect of this employee being capable of other gainful employment* before age 65 Level 2 - This employee is likely to be capable of other gainful employment* before age 65 but after a period of 3 years Level 3 - This employee is capable of other gainful employment* within a period of 3 years. *Gainful employment means paid employment for not less than 30 hours a week for at least a year.</p>	<p>The Chief HR Officer will select the appropriate level after taking into account the certification provided by an independent registered medical practitioner.</p>
<p>3. Whether to extend the 12 month option period for non aggregation of deferred benefits</p>	<p>The Council does not extend the time limit to choose not to aggregate service. However, the Council will agree to extend the time limit where there is a clear indication of an error or omission by either the employer or the scheme administrator.</p>
<p>4. How to determine the rate of employees' contributions.</p>	<p>The Council's Pay Policy Statement, which is published each year at 31st March sets out the rates for the rate of employee contributions.</p>

	<p>Contribution rates are calculated by taking the salary payable at the 1st April and adding the value of any fixed pensionable additions to pay, plus the value of any variable pensionable additions to pay from the previous year. If the pay rate changes during the year the policy is to make any required changes only from the 1st April following the change in the rate of pay. However any changes backdated to 1st April such as a pay award, will require re-assessment and will be effective from the date of the award. There is an appeals procedure for any employees who feel that they have been allocated to the wrong contribution band for their whole-time equivalent salary.</p> <p>The discretion to re-assess the contribution rate during the financial year will be applied in exceptional circumstances, e.g. a significant rise or drop in pay.</p>
<p>5. To award lump sum compensation of up to 104 weeks pay in cases of redundancy, termination of employment on efficiency grounds, or cessation of a joint appointment.. The Council has the discretion to pay up to maximum of 104 weeks pay to eligible employees.</p>	<p>The Council uses the Statutory lump compensation calculator which determines up to 30 weeks payment and applies a multiplier of 1.5 therefore enabling a payment of up to 45 weeks.</p>
<p>6. The power to Increase a Statutory Redundancy Payment. The council has the discretion to increase a statutory redundancy payment by applying up to an actual week's wage instead of restricting it to the statutory limit.</p>	<p>The Council calculates lump sum compensation payments using the statutory weekly rate determined by government, or the employees' actual weekly pay if less. The maximum figure is reviewed in line with the statutory limit on a week's pay for calculating redundancy payments.</p>

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**CARDIFF COUNCIL
CYNGOR CAERDYDD**



CABINET MEETING: 14 JULY 2022

**PROVISION OF ADDITIONAL AFFORDABLE HOUSING
OPTIONS TO EASE CURRENT HOUSING PRESSURES**

**HOUSING AND COMMUNITIES (COUNCILLOR LYNDA THORNE)
AGENDA ITEM: 14**

The appendices to this report are not for publication as they contain exempt information of the description contained in paragraphs 14, 16 and 21 of Schedule 12A of the Local Government Act 1972.

Under Rule 13 of the Scrutiny Procedure Rules the call in procedure is not intended to apply to this report.

Reason for this Report

1. To note the urgent need for the provision of additional family housing for temporary accommodation to help alleviate current housing pressures.
2. To approve the purchase of a range of void properties comprising of 25 number 1, 2 and 3 bed apartments and 1 x 4 bed house for temporary accommodation.
3. To seek delegated authority to approve a proposal to deliver modular housing solution that can be initially located to provide a meanwhile use of a brownfield site for temporary accommodation for families through the Cardiff Living programme subject to satisfactory technical and financial assessment. This to enable the Council to act more swiftly on suitable properties purchases in the future subject to finance being available within the existing budget framework and is in accordance with approved thresholds for viability assessment
4. To further delegate authority to the Corporate Director for People and Communities to agree terms for the acquisition of any additional properties required for the purposes set out in this report subject to obtaining valuation advice and in consultation with the relevant Cabinet Member, Corporate Director Resources and Director Legal Services and Monitoring Officer.

Background

5. Demand for affordable housing in Cardiff, in common with other Local authorities in Wales and across the UK, is currently acute. There are

currently 8,000 applicants on our combined housing waiting list and 1,400 homeless families and individuals in temporary accommodation.

6. These pressures are driven in no small part by an increasing lack of supply of privately rented accommodation across the city. In addition, Local Housing Allowance (LHA) i.e. the rate at which housing benefit can be paid, has not kept pace with market rents. Consequently, rents charged on two-bedroom properties are on average £200 a month more than the LHA rate with a gap of £450 a month for a four-bedroom property.
7. The Council's Money Advice Team have seen an increase of 169% (from 400 to 1,076) in the number of people making contact in relation to debt advice, in Quarter 1 compared to last year. During 2021/2022 the team supported 1,368 people who were in rent arrears, preventing them from becoming homeless. There are concerns that further increases in the cost of living will add significantly to the housing stress being felt by those struggling to balance household budgets.
8. The present situation is compounded by emerging and significant short term pressures linked to recent global events where a significant number of those seeking sanctuary in Cardiff require short term support to meet immediate needs.
9. The Council is proud of its housing development programme that is delivering 4,000 new high quality, energy efficient homes across the city. New and innovative opportunities for additional housing delivery at pace are constantly under review and in response particularly to current pressures Welsh Government have made additional funding available to support proposals that will increase transitional housing supply in the short term and are particularly keen to support proposals that will meet emerging short term needs but that can also be utilised to support medium and longer term housing requirements.
10. A number of opportunities are currently under consideration for their feasibility, but two options have been identified that Welsh Government have indicated in principle that they would wish to support and which would provide short term additional capacity within the city.

Issues

Phase 1: Direct property purchase

11. Option 1 is to purchase the freehold interests of a number of vacant buildings containing fully furnished serviced apartments. We have worked with agents to identify suitable property which is available immediately, of good condition and that can be utilised for Temporary Housing Accommodation once the purchase of each property completes. No immediate refurbishment work will be required as they can be let as they are.

12. A full schedule of accommodation is provided in Appendix A along with the values. A portfolio of properties that total 25 x 1, 2 & 3 bed apartments and 1 x 4 bed house are immediately available for purchase. All the properties have been used as serviced apartments and are decorated and furnished to a high standard.
13. Initial discussions have taken place with Welsh Government regarding this opportunity as the Council is seeking a Capital Grant to cover 50% of the acquisition costs through the Transitional Accommodation Capital Programme grant funding. Indications are that this approach will be supported and a formal application for funding has been made.
14. A valuation report and condition survey has been commissioned for each property and legal searches are underway. Valuation reports are provided in Appendix B.
15. The vendor has put in place a requirement that the acquisition of the first property needs to be completed by 16th July 2022, hence the urgent nature of this report and the need to disapply call-in. Under Rule 13 of the Scrutiny Procedure Rules the Call-in procedure shall not apply where the decision being taken is urgent. A decision will be urgent if either the Chief Executive, Monitoring Officer, or s.151 Officer certifies that any delay is likely to be caused by the call-in process could seriously prejudice the Council, or the public interest. The Chair of the Scrutiny Committee, or in their absence, the Chair of the Council, or Vice Chair, must agree that the matter is urgent. If the matter was to be delayed by call in then the opportunity to complete this acquisition will be lost and the temporary housing situation remain difficult.
16. The purchase of suitable property to increase the supply of temporary accommodation will help to alleviate the pressures on our existing housing stock and ensure we can continue to tackle urgent housing need. Delegated Authority is being sought at recommendation 2 of this report in order to be able to act more swiftly on the acquisition of suitable property purchases in the future.

Phase 2: Meanwhile use of a brownfield site for the provision of temporary accommodation

17. The Council has had an ambition for some time to ensure that sites within the housing development programme are utilised where possible for “meanwhile” use. This is the utilisation of a site for temporary housing while all the pre-construction planning and procurement processes are worked through. Such use is particularly applicable to large sites that would be developed out in a phased way and could enable temporary accommodation available for a number of years.
18. An example of this approach has recently been delivered on a small part of the Councils Gasworks site which is a large brownfield site already within our development programme. The permanent development will see delivery of c.500 new homes. The current temporary scheme delivered 48 units of Passivhaus certified, energy efficient, modular flats

across 3 blocks. This provides a mix of 1,2 & 3 bed family flats for temporary accommodation. The units are fully demountable and will be reutilised on other sites once the permanent development of the site has been completed.

19. Working with our existing Cardiff Living partners, Wates Residential, a new proposal has been put forward to make a further meanwhile use of this site through the rapid installation of new modular homes. Wates are working with a number of modular providers in order to put in place a rolling programme of modular units consisting of 1, 2 & 3 bed units, which will be WDQR Compliant and/or suitable for TA in the longer term.
20. Subject to Cabinet Approval and Welsh Government confirming their support for this approach, around 200 new modular homes could be installed on the site. The new homes would be a temporary installation and would be delivered using permitted development rights. Each unit would be fully demountable and once a permanent development of the brownfield site is in a position to begin, the modular homes would be relocated elsewhere on other sites across the city. This approach means that initially the Council are able to undertake a rapid installation to meet immediate housing pressures and that there is also a longer term and sustainable use of the modular homes once they are relocated onto other sites in the future.
21. All modular homes delivered on site will be compliant with all Welsh Regulations, will include sprinklers and will be a fully certified modular system. The new homes will meet many of our design standards including low-energy standards and the scheme will include a placemaking strategy to ensure the development remains a pleasant place to live. The properties will be guaranteed for a minimum of 60 years and can be utilised either for further meanwhile use or they could be re-located as permanent accommodation on suitable sites across the city.
22. Details of the proposals including high-level costs and a programme as well as an indicative site layout are provided in Appendix C.
23. Once the approval is given to proceed there would be an estimated 10 week lead-in period to mobilise modular construction and to undertake site works and the first units could arrive on site by an estimated period of 15 weeks. Once mobilised and with the benefit of a number of modular providers being commissioned, up-to 20 units per week could be completed. It is anticipated that the entire project would be completed within this financial year.
24. Initial discussions have taken place with Welsh Government regarding this opportunity as we are seeking a Capital Grant to cover 50% of the development costs through the Transitional Accommodation Capital Programme grant funding. Indications are that this approach will be supported and a formal application for funding has been made. Welsh Government have indicated that they would potentially see the modular

proposal as a pilot to test its feasibility for potential large scale roll out across Wales.

25. Approval is being sought from Cabinet for this approach in principle and to delegate authority to identify and implement a proposal which includes the sites within the existing Cardiff Living Programme. Delegation has previously been granted to Corporate Director for People & Communities (in consultation with relevant Cabinet members) to add and omit sites into the programme under CAB/12/0025 min no. 31. All matters relating to scheme viability, costs, outputs and deliverability will be dealt with under the existing Cardiff Living Programme Development Agreement and site draw-down processes. This will need to be explored within existing public procurement requirements and subject to confirmation of Welsh Government grant funding.

Local Member consultation

26. Local members have been appraised of the proposals within this report

Urgent Decision Exempt from Call-In

27. This decision has been certified by the Monitoring Officer as urgent because any delay likely to be caused by the call-in process is not in the public interest under section 13 of the Scrutiny Procedure Rules.
28. The decision is urgent because of the urgent need to secure the available opportunities and the vendor requirement that the vendor has put in place that the acquisition of the first property needs to be completed by 16th July 2022,
29. The Chair of the Communities, Adults and Services Scrutiny Committee Councillor Molik, has been consulted in this matter and has agreed that this report should be certified as urgent and therefore not subject to call-in.

Reason for Recommendations

30. To set out a range of measures being taken to address current housing pressures and to seek approval for this approach.

Financial Implications

31. The report sets out two proposals to increase the number of housing units to meet short term pressures. A grant has been bid for towards the costs identified for the two phases, but is subject to confirmation and receipt. Until then any commitments arising from this decision will need to be borne by the Council.
32. The Direct property purchase will need to be consistent with internal governance procedures set out in terms of viability assessments and be based on consideration of a report from a qualified valuer. It is assumed that the acquisition of additional properties at phase 1 is the bringing

forward of units already assumed would be created as part of approved projects in the HRA Capital programme. If these are additional units, then these would not be in the budget framework. In bringing this expenditure forward, the numbers of units or approach to the following schemes will be reviewed to ensure the expenditure remains within the current agreed budget framework.

33. There is no budget allocation for meanwhile use within the HRA capital programme. Any costs will need to be met from and managed within the allocation for the planned new build construction of the site. In developing the site, consideration will need to be had for impact on any grant approval secured from the Cardiff City Region City Deal Housing Viability Gap Fund towards site clearance. Given the urgent request for a decision, the estimated costs are highlighted in Appendix B. No detail has been seen on the key cost headings within this at this stage and it needs to be recognised that a start on site without fully completed designs and scope will have costs implications that will need to be managed carefully. Lessons learned from the current meanwhile use construction for Family Homelessness accommodation on the site should be considered in providing the estimate included within this report. Further review of the financial implications will be required as part of the development of any delegation to approve meanwhile use including approach to demonstrating value for money in the absence of a specific procurement exercise given the urgency of the decision required.
34. Costs outlined in this report in terms of initial acquisition and short term and meanwhile are assumed to be eligible to be paid for and operated within the HRA, with any rent receivable also assumed to be relevant income. As part of any delegation, any wider support services will also need to be reviewed to ensure such costs are either grant funded or can be met from within existing budget headings.
35. The HRA Capital programme includes a number of schemes where there are indications of increasing cost pressures caused by capacity, pricing and supply factors. These need to be reviewed on a continuous basis to mitigate against financial viability risks as a result of borrowing, to ensure the business plan remains viable and to ensure set targets remain achievable. Where any delegations are undertaken for acquisition or meanwhile use of future sites these should clearly set out how a decision is to be managed within the existing budget framework and that it is in accordance with agreed thresholds for viability assessment.

Legal Implications

36. In connection with the acquisition of existing property, the Council has power to acquire interests in land for the purpose of housing accommodation under s.17 of part II of the Housing Act 1985. The Council's Disposal and Acquisition of Land Procedure Rules requires the decision maker to have regard to advice from a qualified valuer, to ensure value for money.

37. A local housing authority has duties to the homeless under Part 2 of the Housing (Wales) Act 2014. A local housing authority must carry out a homelessness review for its area and formulate and adopt a homelessness strategy based on the results of that review. It must carry out an assessment of a person's case, if the person has applied to a local housing authority for accommodation or help in retaining or obtaining accommodation, and it appears to the authority that the person may be homeless or threatened with homelessness.
38. In connection with the provision of works for modular units detailed in the report it is proposed that these works will be delivered on land within the Council's ownership that is subject to an existing development agreement for the Cardiff Living Programme. Further legal advice will need to be provided once the details of the proposals are available for the best way of delivering the development in accordance with the agreement and public procurement law, as well as any site constraints which might prevent development. It is proposed that the works will be partly funded by Welsh Government grant funding and therefore the works would be subject to receipt of that funding and compliance with any grant terms imposed.

Equalities & Welsh Language

39. In considering this matter the decision maker must have regard to the Council's 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: (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.
40. When taking strategic decisions, the Council also has a statutory duty to have due regard to the need to reduce inequalities of outcome resulting from socio-economic disadvantage ('the Socio-Economic Duty' imposed under section 1 of the Equality Act 2010). In considering this, the Council must take into account the statutory guidance issued by the Welsh Ministers ([WG42004 A More Equal Wales The Socio-economic Duty Equality Act 2010 \(gov.wales\)](#)) and must be able to demonstrate how it has discharged its duty.
41. An Equalities Impact Assessment aims to identify the equalities implications of the proposed decision, including inequalities arising from socio-economic disadvantage, and due regard should be given to the outcomes of the Equalities Impact Assessment where required.
42. The decision maker should be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.

The Well-being of Future Generations (Wales) Act 2015

43. 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. 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 wellbeing objectives are set out in Cardiff's Corporate Plan 2020 -23.
44. When exercising its functions, the Council is required to take all reasonable steps to meet its wellbeing objectives. This means that the decision makers should consider how the proposed decision will contribute towards meeting the wellbeing objectives and must be satisfied that all reasonable steps have been taken to meet those objectives.
45. The wellbeing 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
46. 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 on line using the link below: <http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

Policy and Budget Framework

47. 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 Council.

HR Implications

48. There are no HR implications directly linked to this report.

Property Implications

49. All property implications are covered in the body of the report. Furthermore, it is noted that a valuation report by an independent valuer and also a condition survey has been commissioned for each property and, whilst the urgent timescale is noted, it is recommended that the assumptions and conclusions of these reports are reviewed and given due consideration prior to completion of any property acquisitions.

RECOMMENDATIONS

Cabinet is recommended to:

1. note the urgent need for the provision of additional family housing for temporary accommodation to help alleviate current housing pressures.
2. approve the purchase of a range of void properties detailed in Appendix 2, comprising of 25 number 1, 2 and 3 bed apartments and 1x4 bed house for temporary accommodation subject to legal due diligence to be carried out by Legal Services.
3. delegate authority to the Corporate Director for People and Communities to agree terms for the acquisition of any additional properties required for the purposes set out in this report subject to obtaining valuation advice and in consultation with the relevant Cabinet Member, Corporate Director Resources and Monitoring Officer. This to enable the Council to act more swiftly on suitable properties purchases in the future subject to finance being available within the existing budget framework and is in accordance with approved thresholds for viability assessment.
4. further delegate authority to the Corporate Director for People and Communities to consider and agree terms for a proposal to best deliver a meanwhile use of a brownfield site for temporary accommodation for families using modular housing through the Cardiff Living programme and using the existing terms of the Development Agreement subject to obtaining detailed financial and legal advice.

SENIOR RESPONSIBLE OFFICER	Sarah McGill Corporate Director People & Communities
	8 July 2022

The following confidential appendices are attached:

Appendix A – Schedule of Properties to purchase

Appendix B – Valuation Report

Appendix C – Rapid Provision of Modular homes – details

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**CARDIFF COUNCIL
CYNGOR CAERDYDD**



CABINET MEETING: 14 JULY 2022

**COMMISSIONING OF A NEW FRAMEWORK FOR THE
MAINTENANCE OF THE COUNCIL'S NON-DOMESTIC
PROPERTY ESTATE**

**INVESTMENT AND DEVELOPMENT (COUNCILLOR RUSELL
GOODWAY)**

AGENDA ITEM:15

Reason for this Report

1. The purpose of this report is to obtain approval from Cabinet for the procurement of the third generation of non-domestic building maintenance framework. The estimated annual value of the proposed framework, based on non-domestic building maintenance spend during the 2021/22 financial period is £7.7m (and circa £30.8 million over its potential 4 year term). Further details are contained in the table in paragraph 13 below.
2. The report recommends that Cabinet:
 - I. Note the content of the report;
 - II. Approve the procurement proposals as detailed in this report for the third generation of non-domestic building maintenance frameworks, and
 - III. Delegate authority to the Director of Economic Development, in consultation with the Cabinet Member for Investment and Development, the Section 151 Officer and Director of Governance and Legal Services, to deal with all aspects of the procurement of the non-domestic building maintenance frameworks, including finalising the scope of the contracts including the evaluation criteria, the award of the contracts, and all other ancillary matters.
3. The reason for these recommendations is to ensure that the Council has appropriate arrangements in place for the maintenance of its non-domestic building assets.

Background

4. The current building maintenance frameworks (second generation) have been in place since 2019 and are due to end on 31st March 2023. They

comprise 5 lots as follows:

Framework A:

- Lot A1 - Statutory obligations and remedial works;
- Lot A2 - 24/7 Emergency, responsive and minor planned maintenance works up to £20,000 (North Cardiff);
- Lot A3 - 24/7 Emergency, responsive and minor planned maintenance works up to £20,000 (South Cardiff);
- Lot A4 - Planned maintenance works of value £20,000 - £100,000;

Framework B

- Lot B1 - Roofing maintenance works up to £100,000.

5. The implementation of the second generation of frameworks has provided a positive step forward in respect to the maintenance of the Council's non-domestic buildings. The improvements delivered over the first generation of frameworks include:

- improved resilience/competition through area-based contractors;
- the establishment of specialist contracts for statutory obligations testing and roofing;
- improved contract and performance management, and
- the removal of multi-layer sub-contracting

6. In the 2021/22 financial period, approximately £5m was spent through the frameworks. Most of the maintenance work undertaken is relatively small value. For example, in 2021/22, 99% of jobs were of value £60,000 or less with 92% of value £2000 or less.

Issues

7. The second generation of non-domestic building maintenance frameworks have effectively been subject to a process of continuous review through the quarterly strategic meetings that have been held with the main contractors (one of the improvements made following the first generation of frameworks). These meetings provided a good foundation for the review the current contract provisions in preparation for determining the proposed arrangements for the third generation of non-domestic building maintenance frameworks. This review has included:

- an analysis of spend under the various framework lots;
- identification of future maintenance budgets, particularly in respect of Education in relation to the increase in investment in the schools estate;
- a review of customer feedback;
- a review of contractor performance criteria;
- a review of relatively recent audit reports in respect of contract management;

- consultation with Housing officers regarding the Council framework for the maintenance of its domestic buildings, and also feedback from the current framework contractors obtained through meetings led by the Council's Commissioning and Procurement Team.
8. From this review, it has been concluded that the second generation of frameworks have generally been successful and provided an effective way of procuring maintenance work on the Council's non domestic building estate. However, it is recommended that some amendments be made to the next frameworks, as set out below:
- Lot A1 - Statutory obligations – under the current arrangements, a single contractor was appointed to undertake the statutory obligations work. This work comprises the undertaking of a range of cyclical testing, typically of mechanical and electrical equipment, generally on an annual basis and the undertaking of remedial works where this need is identified through the testing. In respect to the cyclic testing of gas boilers, feedback from customers, particularly schools, is that there is a higher level of confidence with the internal DLO gas engineers than with some of those provided through the framework. This has been particularly evident through feedback received following school boiler breakdowns, of which there have been many over the past few winter seasons. Therefore, although the cost of undertaking this work internally is likely to be more expensive, for service quality and customer satisfaction issues, it is recommended that the statutory obligations testing of gas boilers be insourced into the Council's internal DLO. This will also boost the Council's resilience in respect of undertaking the most important statutory obligations testing of which gas boilers is one. Any TUPE Implications will be addressed as part of the procurement process;
 - Lots A2 and A3 - Area based contracts – one of the improvements implemented under the second generation of frameworks was the establishment of two area based contracts, one for North Cardiff and one for South Cardiff, with a single Contractor appointed to each. Under these contracts, in addition to providing a 24/7/365 emergency response to non-domestic buildings in each area, the contractors were appointed to undertake both responsive and minor planned work on a direct award basis up to a value of £20,000. In the light of feedback received through the above mentioned review, the trend in the need to be able to undertake maintenance works at short notice, and the projected increase in workflow particularly in respect of the schools estate, it is recommended that the upper financial threshold for the area based contracts for responsive and minor planned work be increased from £20,000 to £60,000. It is also recommended that some of the responsive gas boiler maintenance be insourced for the DLO to undertake for the reasons previously explained. Any TUPE implications will be addressed as part of the procurement process;

- Lot A4 - Planned maintenance works of value £20,000 - £100,000 – 8 contractors were appointed to this Lot with the intention of work within the stated threshold values being subject to tender. Under the next Framework, for the same reasons as reported above, it is recommended that the lower threshold be increased to £60,000. It is also recommended that the higher threshold be raised to £300,000 with the number of contractors appointed reduced to 4. This will both increase the attractiveness of this Lot to the market when the Framework is tendered and help reduce lead in times for work in the £100,000 - £300,000 range compared with work that is tendered on the open market. The other amendment proposed is that if a job of value between £60,000 - £100,000 is of an urgent nature, a direct award may be made on a cascade basis, that is, the job would be first offered to the highest ranked contractor in this Lot. If this contractor is unable to proceed with the job, it would then be offered to the second ranked contractor, and so on;
 - Lot B1 – roofing works of value up to £100,000 – a single contractor was appointed to this Lot. In the light of feedback received through the above mentioned review, the trend in the need to be able to undertake roof maintenance and replacement works at short notice, and the envisaged programme of roof work over the next few years, it is recommended that the upper financial threshold for the roofing work Lot be increased to £300,000.
9. When procuring the current frameworks (second generation), the duration of contracts was set at 3 years with the option of extending for a further year (maximum of 4 years). For the third generation of frameworks, to improve flexibility, it is proposed that the duration of contracts be set at 2 years with the option of extending for two further 1 year periods (maximum of 4 years).

High level tender evaluation criteria

10. Given that value for money, quality and social value are important considerations, the evaluation of tenders will involve a detailed consideration of these aspects. It is provisionally proposed that the weighting of the evaluation criteria be as follows with these being finalised in conjunction with the completion of the tender documentation:
- Cost – 50%
 - Quality – 40%
 - Social value – 10%
11. As part of the quality evaluation, bidders will be required to provide responses to a number of questions, setting out how they will meet the service standards required. The Council will then specifically evaluate the bidders' responses against each quality requirement to determine the likelihood of them being achieved.

12. The quality evaluation questions will link with the requirements of the service specifications. These will include requirements in relation to:

- Service response times;
- Workforce management including the management of sub-contractors;
- Access to Council buildings and management of maintenance works within these;
- Customer care including effective complaint resolution, and
- Management of health and safety.

Summary of Proposals

13. In summary, it is recommended that the third generation of non domestic building frameworks be structured as follows:

Lot Ref:	Description	Indicative Annual Value based on 21/22 Framework Spend	Indicative Cumulative Spend Over Future 4 year Framework Period based on 21/22 Framework Spend	No. of Contractors to be Appointed	Work Award Mechanism	Duration of Framework Contract
1	Statutory obligations and remedial works	c£0.9m	£3.6m	1	Direct award	2 years with option to extend by two further 1 year periods (i.e. max. of 4 years)
2	24/7 Emergency, responsive and minor planned maintenance works up to £60,000 (North Cardiff)	c£0.8m	£3.2m	1	Direct award	2 years with option to extend by two further 1 year periods (i.e. max. of 4 years)
3	24/7 Emergency, responsive and minor planned maintenance works up to £60,000 (South Cardiff);	c£2.6m	£10.4m	1	Direct award	2 years with option to extend by two further 1 year periods (i.e. max. of 4 years)
4	Planned maintenance	c£1.9m	£7.6m	4	£60k - £100k –	2 years with option to

	works of value £60,000 - £300,000				direct award via cascade approach where work is of an urgent nature. If not urgent, award following tender. £100k - £300k tender	extend by two further 1 year periods (i.e. max. of 4 years)
5	Roofing maintenance and renewal works up to £300,000	c£1.5m	£6m	1	Direct Award	2 years with option to extend by two further 1 year periods (i.e. max. of 4 years)

14. With the upper threshold for Lot 4 being increased to £300,000, it is intended that maintenance work of value greater than £300,000 will be procured on the open market or other national frameworks. Currently, this threshold is £100,000.

Timeline

15. The proposed timeline for the procurement of the new framework is set out below:

- Cabinet meeting – July 2022
- Find a Tender Service Notice– August 2022
- PQQ Stage – August to October 2022
- Tender period and evaluation – October to December 2022
- Officer Decision Report – December 2022
- Contract Award – January 2023
- Contractor mobilisation – January to March 2023
- Contract start – April 2023

Reason for Recommendations

16. To ensure that the Council has appropriate arrangements in place for the maintenance of its non domestic building assets.

Financial Implications

17. The report sets out the procurement proposals for the new framework for maintenance of the Council's non domestic property estate. The table in paragraph 13 above sets out the significant level of expenditure for this framework. It is essential that the procurement process ensures that the outcomes required by the Council from related services are met whilst ensuring that they are affordable.

18. The financial resources available are limited both for capital and revenue works and there is continuing pressure on those budgets. This highlights the importance of asset management and the prioritisation of works through available condition survey data.
19. The provisional recommended evaluation criteria weighting is a 50:40:10 split of cost, quality and social value. The decision maker should ensure that consideration is given to the basis for this split, future arrangements for compliance and performance monitoring and any anticipated impact compared to the existing framework.
20. In addition, the decision maker should seek to ensure that consideration is given to the proposed pricing mechanism and cost evaluation to be set out in the service specification and scope of contracts. This should continue to ensure value for money and protect any risk allocation between the Council and framework partners.
21. The report identifies a proposed increase to the identified insourced work allocation. Resources must be sufficient to meet demand and outcomes efficiently and effectively and to ensure that value for money is achieved, these improvement initiatives should be supported by robust business cases which can be analysed in terms of future benefits and costs.
22. The report also references the potential for TUPE to apply to the proposed changes. The financial implications of any decisions in this regard are to be determined and must be managed within available resources.

Legal Implications

23. The report details proposals to procure the Third Generation of Frameworks for Non-Domestic Building Maintenance Works in Cardiff.
24. The report also seeks delegation from Cabinet to the Director of Economic Development to deal with all aspects of recommissioning the said framework including finalising the scope of the contracts, the setting of evaluation criteria, the award of the contracts and to deal with all other ancillary matters.
25. Legal services are instructed that the estimated value of the works and/or services to be awarded under the proposed frameworks is circa £7.7million per annum and circa £30.8 million over its potential 4 year term. Details of the (proposed) various frameworks and/or lots are contained in paragraph 13 of the report.
26. Legal Services are instructed that the proposed Frameworks are to be advertised to the market via the Find a Tender Services (FTS). Given the value of the frameworks, the full rigour of the Public Contracts Regulations 2015 (as amended) applies. Legal advice should be sought as regards the procurement process and in relation to the drafting of the terms and conditions of the contracts/Framework Agreement.

27. Advice should be sought in relation to any employment law issues, in particular TUPE implications as mentioned in paragraph 8 of the report.
28. The decision maker will need to be satisfied that the proposed contract award represents best value in terms of meeting the council's overall requirements for this project.
29. All decisions must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. 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.

Equalities Impact Assessment/public duties

30. The Council has to satisfy its public sector duties under the Equality Act 2010 (including specific Welsh public sector duties) – the Public Sector Equality Duties (PSED). These duties require the Council to 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.
31. Consideration should be given to the requirements to carry out Equality Impact Assessments ('EIA') so that the decision maker may understand the potential impacts of the proposals in terms of equality. This will assist the decision maker to ensure that it is making proportionate and rational decisions having due regard to the public sector equality duty.
32. Where a decision is likely to result in a detrimental impact on any group sharing a Protected Characteristic, consideration must be given to possible ways to mitigate the harm. If the harm cannot be avoided, the decision maker must balance the detrimental impact against the strength of the legitimate public need to pursue the recommended approach. The decision maker must be satisfied that having regard to all the relevant circumstances and the PSED, the proposals can be justified, and that all reasonable efforts have been made to mitigate the harm.

Well Being of Future Generations (Wales) Act 2015

33. 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.

34. 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 2022-25. 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.
35. 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>

HR Implications

36. There are legal obligations contained within the Welsh Government Code of Practice on Workforce Matters 2014 (the Code), and Transfer of Undertakings (Protection of Employment) Regulations 2006 (amended 2014 and commonly known as TUPE).
37. In circumstances where the Council currently provides the services, the legal obligations ensure that transferring local authority employees retain their current terms and conditions including continuity of service, and protected pension rights after a TUPE transfer has taken place. In addition The Code in simple terms means that any new employees carrying out the service which has been transferred are treated no less favourably than those that were employed by the Council/school and this includes being able to access a pension scheme which meets the auto-enrolment pension standards. In effect it prevents a 'two-tier' situation where TUPE transferred employees are on better terms and conditions than those who join the service after the transfer. Therefore, it is imperative that advice is sought from HR people Services at the earliest opportunity when consideration is given to outsourcing or retendering of contracts.

38. It is a requirement that compliance with the Code **must** to be included in any contractual arrangement put in place when a service and employees are transferred from the Council or schools to another entity.
39. The Council is required to report annually to the Welsh Government on contracts entered into under this Code, along with contracts where the Code has not applied. Again, this also applies in the case of retendering.

Property Implications

40. The Cabinet Report sets out the key property implication details. From a strategic perspective, in December 2021 Cardiff Council agreed a new property Corporate Property Strategy 2021-26. Modernisation is identified in the strategy as a key objective, specifically the commissioning of all planned priority 1 works on an annual basis and ensuring buildings are compliant and safe to use including effective statutory maintenance. The 3rd Generation Framework will be critical in ensuring the Council is able to meet these objectives, facilitating the commissioning of works to modernise the retained estate.

RECOMMENDATIONS

Cabinet is recommended to:

1. Note the content of the report;
2. Approve the procurement proposals as detailed in this report for the third generation of non-domestic building maintenance frameworks as set out in the report, and
3. Delegate authority to the Director of Economic Development, in consultation with the Cabinet Member for Investment and Development, the Section 151 Officer and Director of Governance and Legal Services, to deal with all aspects of the procurement of the non-domestic building maintenance framework, including finalising the scope of the contracts and the evaluation criteria, and the award of the contracts, and all other ancillary matters.

SENIOR RESPONSIBLE OFFICER	Neil Hanratty Director of Economic Development
	8 July 2022

ATLANTIC WHARF REGENERATION SCHEME UPDATE

INVESTMENT & DEVELOPMENT (CLLR RUSSELL GOODWAY)

AGENDA ITEM: 16

Appendices 2-4 of this report are not for publication as they contain exempt information of the description contained in paragraphs 14 and 16 of Part 4 and paragraph 21 of Part 5 of Schedule 12A of the Local Government Act 1972.

Reason for this Report

1. To seek approval for the acquisition of land to assist the Council in meeting its obligations in relation to the planning agreement for the new Indoor Arena and the wider Atlantic Wharf regeneration scheme.
2. To approve the appropriation of land for planning purposes required for the delivery of the Multi Storey Car Park (MSCP).
3. To authorise a land referencing exercise relating to the masterplan area and to agree to the principle of pursuing a Compulsory Purchase Order to facilitate the delivery of the wider Atlantic Wharf regeneration scheme.

Background

4. In November 2020, Cabinet approved the 'Preferred Bidder' developer/operator for the delivery the new Indoor Arena and authorised the Council to enter into a Pre-Contract Service Agreement (PSCA) with the Preferred Bidder. Authority was also provided to progress the land strategy to enable delivery of the Arena together with outlining the obligations that will be placed upon the Council to support the delivery of the Arena through a variety of Conditions Precedents.
5. In December 2020, Cabinet approved in principle the masterplan for the redevelopment of Atlantic Wharf and authorised the commencement of a consultation process. In addition, Cabinet also authorised the submission of a hybrid planning application to secure outline permission for the masterplan area and detailed permission for the new Indoor Arena. At the same meeting Cabinet authorised the preparation of the Outline Business Case to bring forward a redevelopment of the Red Dragon Centre site.

6. In July 2021, Cabinet approved the Outline Business Case for the delivery and funding of the new Indoor Arena by a developer/operator consortium led by Live Nation, one of the world's leading music entertainment companies and operators and promoters of Arena/Stadia.
7. In September 2021, Cabinet approved the Full Business Case for the new Indoor Arena and confirmed the Live Nation consortium as the successful bidder. Cabinet also delegated authority to agree and execute the final documentation relating to the Development Funding Agreement for the new Indoor Arena. At the same meeting, Cabinet approved the Outline Business Case for the delivery of a new MSCP which is an obligation on the Council set out in the agreement to deliver the Arena as a Condition Precedent.
8. In March 2022, the Arena Consortium secured detailed planning consent for the new Indoor Arena and outline consent for the wider Atlantic Wharf regeneration scheme (as set out in Appendix 1). This consent requires a Planning Agreement to be signed within 6 months of the date of the permission. The parties remain on track to sign the agreement by the deadline of August 2022. The Planning Agreement places a number of obligations on the Council as landowner. The key obligation for the Council is delivery of a new Multi Storey Car Park to replace the existing surface car parking spaces adjacent to County Hall and the Red Dragon Centre. The obligations in the Planning Agreement will only become effective once the planning permission is implemented. This will require the Council to firstly sign the Development Fund Agreement (DFA) to enable the detailed designs to be completed to RIBA Stage 4 and provide a further cost underwrite in certain circumstances. Once the final designs are completed and the full and final costs are known the project will reach 'Financial Close' and the Arena Consortium will be obliged to deliver the new Indoor Arena. Although Cabinet has delegated authority for the DFA to be signed, a further report will be presented to Cabinet in the autumn to provide a comprehensive update before the DFA is signed.
9. As part of the above, the Council is currently progressing the Full Business Case for the MSCP with the procurement process intended to commence in July 2022. The Full Business Case will also be presented back to Cabinet for final approval prior to Financial Close of the new Indoor Arena.

Issues

10. As part of the development of the Full Business Case for the MSCP, the Council has been required to consider and seek to mitigate the hyper-inflation that is currently affecting most projects in the construction sector. The current estimated cost for the MSCP, following market engagement, is significantly more than the approved financial envelope.
11. The approved MSCP was designed to accommodate the required number of parking space on land in Council ownership at the time. This led to an inefficient, non-uniform shape that in the current market would be expensive to build. Further analysis also suggests the shape would create circulation issues that could affect egress at peak times.

12. The proposed MSCP is to be located predominantly on the existing Red Dragon Centre over-flow car park. In order to avoid any complications relating to the rights of existing tenants of the Red Dragon Centre, the Council is seeking to appropriate the over-flow car park for planning purposes. The Council will ensure that the current provision of circa 900 spaces is retained at all times for existing tenants through a combination of the main on-site surface car park being available for use and additional spaces provided in the adjacent MSCP on Pierhead Street to compensate for the loss of the over-flow car park whilst the new MSCP is being constructed.
13. The Atlantic Wharf masterplan is situated on land predominantly owned by the Council. However, in any acquisition of land there can be title issues including historical rights of way, leases, and sometimes minor gaps within title details due to historic individual acquisitions. A land referencing exercise will assist the Council to review and consider any title issues ahead of any potential Compulsory Purchase Order that may be required to clean-up the title.

Multi Storey Car Park (MSCP)

14. A sharp rise in the cost of traditional build projects has seen the estimated cost of the MSCP rise significantly beyond the approved financial envelope. This has led the Council to explore a more efficient design and modern construction methods as a means of reducing cost and realigning with approved budgets.
15. The initial proposed solution was to modify the shape of the building and to extend the building within the boundary of the Council current land ownership. This would require either the costly relocation of the dock feeder or an expensive build-over with a transfer slab. The requirement for a transfer slab would constrain the method of construction to the traditional build approach.
16. Confidential Appendix 2 illustrates and explains four options for delivery of the MSCP taking account of the financial and site constraints and feedback from the market both in terms of the design and the construction approaches available. The options can be summarised as follows:
 - 1) Approved Design - the MSCP solution presented as part of the approved outline planning application.
 - 2) Within the Approved Red-line Boundary - optimising the shape of the MSCP within the current red-line boundary of the approved outline application by building over the dock feeder.
 - 3) Within the Approved Red-line Boundary – optimising the shape of the MSCP within the current red-line boundary of the approved outline application by building a smaller car park to avoid the need to build over the dock feeder. *(This would not meet the current obligation within the DFA which requires a minimum of 1300 spaces).*

- 4) Extending the Red-line Boundary (through the acquisition of additional land) - optimising the shape of the MSCP and re-aligning the development to avoid the need to build over the dock feeder.
17. Option 4 is the recommended approach. Option 4 proposes the acquisition of additional land to enable the MSCP development to be rotated circa 90 degrees. The rotation of the development would allow for a much more efficient rectangular form to be delivered and would avoid the need to divert or build over the existing dock feeder infrastructure. This means a transfer slab would not be required enabling cheaper modern construction methods to be utilised.
18. The Council is able to consider Option 4 as a solution due to progress having been made with the adjacent landowner regarding the acquisition of the freehold interest in the site. The freehold interest proposed to be acquired is marked red on the plan attached at Confidential Appendix 3. The Council has already previously acquired the long leasehold interest in this site. Draft Heads of Terms are attached at Confidential Appendix 3 and an independent external valuation is attached at Confidential Appendix 4. It is important for Cabinet to note that the cost of acquiring the freehold interest also includes an additional sum relating to the relocation of existing car parking spaces for the current owner. Confidential Appendix 3 provides an estimate of costs for undertaking these works however, it is anticipated these costs could be significantly reduced if the works are contained within the contract to deliver the MSCP development.
19. Whilst the acquisition of the freehold interest, and the commitment to deliver the associated works, could be regarded as adding an additional burden on the financial envelope for the development, the cost of acquiring the additional plot of land will be more than adequately compensated for by the reduction in the cost of construction enabled by the use of modern construction methods. The proposed new slender rectangular form of the building will also free-up further land for development as part of the Atlantic Wharf masterplan which will also generate a capital receipt to assist with off-setting the cost of acquisition. The Full Business Case for the MSCP will include these additional acquisition costs. The intention is to present the FBC to Cabinet in late autumn demonstrating that the development, including these additional costs, can be delivered within the constraints of the existing financial envelope.

Land Strategy

20. Appendix 5 provides an illustration of the wider Atlantic Wharf masterplan area. Whilst the Council owns the majority of the land, it is prudent to undertake a land referencing exercise to ascertain ownerships and rights over the land subject to consideration for regeneration. In its capacity as local authority, the Council has the right to pursue a Compulsory Purchase Order to acquire any parcels of land and/or any legal rights that are required to enable the regeneration.

21. It is proposed that the Council may use its powers under section 226(1)(a) of the Town and Country Planning Act 1990 in order to acquire any parcels of land in the Site, if they cannot be acquired by agreement. Under section 226(1)(a) of the Act, the Council, upon being authorised, can acquire any land in their area:

“if the Council thinks that the acquisition will facilitate the carrying out of development, redevelopment or improvement on or in the land”.

22. The exercise of the power also requires that the Council:

“thinks, that the development, redevelopment or improvement is likely to contribute to the achievement of any one or more of the following objects:

- the promotion or improvement of the economic wellbeing of their area*
- the promotion or improvement to the social wellbeing of their area*
- the promotion or improvement of the environmental wellbeing of their area”*

23. The Welsh Government Circular 003/2019 “Compulsory Purchase in Wales and ‘The Crichef Down Rules (Wales Version, 2020)” sets out guidance for acquiring authorities in relation to the making of Compulsory Purchase Orders, including when it is appropriate for compulsory purchase powers to be utilised pursuant to section 226(1)(a). The Guidance sets out the key tests which need to be satisfied before a Compulsory Purchase Order will be confirmed – these are considered by the Welsh Ministers prior to deciding whether to confirm the Order and must be considered by the Council prior to the making of any Order. Further details of these tests and the justification for making the Order will be provided to Cabinet in a subsequent report if it should prove necessary to seek authority from Cabinet to make a Compulsory Purchase Order in the future. If a Compulsory Purchase Order is made it will be critical to demonstrate to the Welsh Ministers that there are no hurdles to the delivery to the Development that cannot be overcome, including the fact that planning permission has been or will be granted.

24. It is considered that the criteria within section 226(1)(a) are likely to be satisfied, as the acquisition of any outstanding interests will facilitate the delivery of significant benefits by the development, that will improve the economic, social and environmental wellbeing of the area. These benefits include:

- The delivery of an Indoor Arena with a minimum capacity of 15,000;
- The delivery of circa 2,000 jobs during the construction phase and circa 1,000 jobs during the operational phase of the Arena;
- Significant improvements to public realm in the vicinity of the Indoor Arena;
- 1,000+ new homes, re-provision and development of significant commercial and retail space.
- Improvements to transport links to the area.

25. The draft Order, Order Map and Statement of Reasons would be provided for consideration and approval by Cabinet in the event that it should prove

necessary to seek authority from Cabinet to make a Compulsory Purchase Order in the future.

26. The Council also needs to appropriate land within the site for planning purposes so that the relevant land takes the benefit of the powers within Section 203 of the Housing and Planning Act 2016 that permit private rights to be overridden. Appendix 6 provides advice on the appropriation of land within the masterplan area. Appendix 7 provides a site plan of the land proposed to be appropriated, including the Red Dragon Centre overflow car park which is required to deliver the MSCP proposal set out in Option 4 above. The Council will take active steps to negotiate a release of those rights before the powers within Section 203 are implemented.

Next Steps

27. The new Indoor Arena project and the associated Atlantic Wharf regeneration scheme is a large complex development that is progressing positively in the face of significant emerging financial pressures. In particular, the UK has seen historic levels of hyper-inflation in 2022 with some areas of construction experiencing more than 20% increases in costs within the last 12-months. The Council had hoped that the Development Fund Agreement would have been signed before June, however, a significant increase in costs had led the Arena Consortium to review their RIBA Stage 3 designs before moving on to Stage 4. It is now anticipated that the DFA will be signed before Christmas.
28. A further report will be presented to Cabinet in October setting out a new timeline for the Indoor Arena development. As part of this, a detailed update will be presented to Cabinet covering the obligations required of the Council in the Planning Agreement. Despite the delay in signing the DFA, the Planning Agreement is required to be signed under delegated authority in August 2022. However, the obligations in the Planning Agreement will not become binding on the Council until the development is implemented following Financial Close. The obligations contained in the Planning Agreement are normal planning requirements and/or have been presented to Cabinet in previous reports set out as Conditions Precedent. Consideration of these obligations will be presented to Cabinet in the form of Outline Business Cases and subsequently Full Business Cases and will include projects such as the new MSCP, the redevelopment of the Red Dragon Centre, delivery of the public realm and solutions for green space and drainage such as the proposed Lloyd George Avenue scheme.
29. Further due diligence on the detailed design undertaken in recent months has also underlined the important relationship between the new Indoor Arena project and other Council projects/decisions such as the decision on the future of County Hall, and the Heat Network project. The report in October will set out in detail the implication of these projects/decisions on the new Indoor Arena project.

Reason for Recommendations

30. To enable the acquisition of land and other land matters to support the

delivery of the Atlantic Wharf regeneration scheme, one of the Council's primary regeneration priorities.

Financial Implications

31. This report provides progress updates on the Indoor Arena and associated Multi Storey Car Park (MSCP), whilst also seeking approval to acquire and appropriate relevant land parcels to progress the development. The report sets out that a business case led approach will be utilised with more detailed scheme proposals for the Multi Storey Car Park to be brought forward to Cabinet for review and approval in due course. More detailed financial implications will be provided as and when these detailed proposals are brought forward, with clear funding strategies in place to implement.
32. The table contained within Confidential Appendix 3 sets out high level cost plans for each MSCP option, concluding that option four (rotating MSCP 90 degrees and acquiring Future Inns land) is the most affordable and best value for money solution for delivering the 1,300 space MSCP in line with Council's obligations as part of Arena DFA contract.
33. To enable the commercial delivery of option four, the Council is also seeking to acquire the freehold interest of an additional piece of land to deliver revised car park layout. This report seeks delegated authority to acquire freehold of land currently owned by Future Inns in accordance with the Heads of Terms outlined in Confidential Appendix 4, and in line with the independent valuation set out at Confidential Appendix 5.
34. Funding for this acquisition will come from Arena Affordability Envelope as part of the obligations on Council to deliver a 1,300 space MSCP. The additional capital cost of land acquisition (as per Confidential Appendix 3) The enabling works to reconfigure the existing Future Inns car park (as per Confidential Appendix 3) will need to be taken into account as part of the proposed MSCP business case and options appraisal to be presented to a future Cabinet. This business case will need to demonstrate a self-financing approach to delivering a car park remains achievable and can be delivered within the limitations of Arena Affordability Envelope despite these additional capital costs, whilst also demonstrating proposed delivery mechanisms remain the best value for money solution available to the Council in meeting obligations.
35. The Council will need to assess the VAT implications arising from this land transaction and proposed development, particularly any potential impact on the Council's partial exemption position. Specialist VAT advice may need to be sought and relevant actions will need to be taken prior to the acquisition being completed and works commencing, including submission of an option to tax form to HMRC.
36. This report also seeks approval for the appropriation of land outlined for the delivery of the Multi Story Car Park (MSCP). The Council will need to make a balanced decision regarding the costs and benefits of appropriation both from a financial and non-financial perspective.

Appendix 6 sets out relevant details on the case for appropriating this land for planning purposes.

37. Recent inflationary increases in construction sector have resulted in projected cost of delivery for the MSCP rising. Initial capital funding for delivery of the car park remains in place via the Arena affordability envelope, however This will directly impact the Arena Affordability Envelope, so the MSCP business case will need to demonstrate and the funding available to support this project.

Legal Implications

38. Section 120 of the Local Government Act 1972 enables the Council to acquire land for either (a) the benefit, improvement or development of its area or (b) for any of its functions under any enactment. Section 121 allows local authorities to acquire land compulsorily for the purposes of section 120.
39. Section 226 of the Town and Country Planning Act 1990 enables the Council to acquire land compulsorily for development and other planning purposes as defined in section 246 (1) of the Act for the promotion or improvement of the economic, social or environmental well-being of the area.
40. Section 145 of the Local Government Act 1972 enables the Council to do, or arrange for the doing of, or contribute towards the expenses of the doing of, anything necessary or expedient for the provision of entertainment of any nature or the provision of a theatre, concert hall, dance hall or other premises suitable for the giving of entertainments and any purposes incidental to that provision.
41. Section 12 of the Local Government Act 2003 enables the Council to invest (a) for any purpose relevant to its functions under any enactment or (b) for the purposes of the prudent management of its financial affairs.
42. The Cabinet needs to take account of the Council's fiduciary duties to the local residents and taxpayers. As such, proper consideration needs to be given to the risks, rewards and potential future liabilities of the proposals which are the subject of this report. The issue concerns whether the potential risks and liabilities described in the report and in the associated appendices are proportionate to securing the stated economic development objectives and thereby in the best interests of the local taxpayers and residents. Any viable alternatives for delivering the economic development objectives should be considered.
43. The Cabinet must also make its decision having due regard to the Council's public sector equality duties pursuant to the Equality Act 2010 (including specific Welsh public sector duties). This requires the Council, in the exercise of its functions, to 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 this report are accepted and when any alternative options are considered, the Council will have to consider further the equalities implication and an Equality Impact Assessment may need to be completed.

44. Equalities impact assessments will be undertaken as necessary as the development, and the proposals described within this report, are developed.
45. 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.
46. 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 2020-23:

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

47. The well-being duty also requires the Council to act in accordance with the ‘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 comprising 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 integrates approach to achieving the 7 national well-being goals;
- Work in collaboration with others to find shared sustainable solutions; and
- Involve people from all sections of the community in the decisions which affect them.

48. The Cabinet 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>

49. 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.

Property Implications

50. The subject of this report is centred around property and therefore there is no requirement for an additional comment in this respect.

HR Implications

51. There are no HR Implications.

RECOMMENDATIONS

Cabinet is recommended to:

- i) Delegate authority to the Director of Economic Development in consultation with the Cabinet Member for Investment and Development, the Section 151 Officer and the Legal Officer to acquire the land illustrated etched red in the plan attached at Confidential Appendix 4 in accordance with the terms outlined in Confidential Appendix 4 and in line with the independent valuation set out at Confidential Appendix 5.
- ii) Authorise the commencement of land referencing investigations to identify any outstanding third-party interests that may need to be acquired to enable the regeneration scheme.
- iii) Approve the principal of making a Compulsory Purchase order under section 226(1) of the Town and Country Planning Act 1990 (as amended by the Planning and Compulsory Purchase Act 2004) and the Acquisition of Land Act 1981 to seek the acquisition of land and interests within the site area shown edged red on the plan attached at Appendix 5.
- iv) Pursuant to powers under Section 122 of the Local Government Act 1972 and Section 227 Town and Country Planning Act 1990 to facilitate the redevelopment of the land for a Multi Storey Car Park to approve the appropriation of the Red Dragon Centre (RDC) over-flow car park land shown edged red on the plan at Appendix 7 for planning purposes as it is no longer required for its current purpose and note that the appropriation of the RDC for planning purposes would enable the finalisation of the Full Business Case for the Multi Storey Car Park development for presentation to Cabinet at a future meeting.

SENIOR RESPONSIBLE OFFICER	Neil Hanratty Director of Economic Development
	8 July 2022

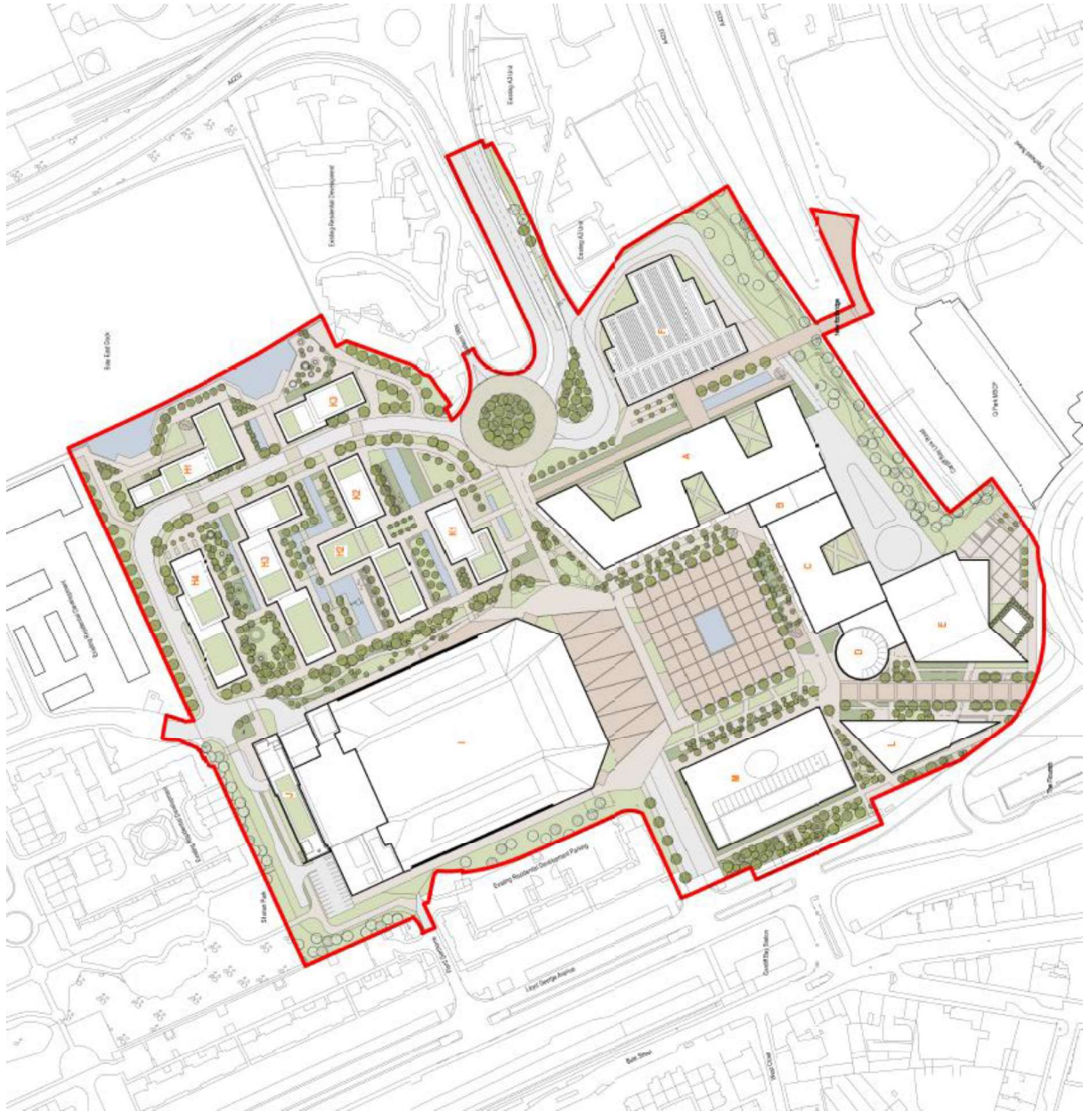
The following appendices are attached:

Appendix 1 - Hybrid Planning Permission (Red-line Plan)
Confidential Appendix 2 - MSCP Feasibility Report (Capita)

Confidential Appendix 3 - HOTs Future Inn
Confidential Appendix 4 - Surveyors Report
Appendix 5 - Atlantic Wharf Red-line Plan
Appendix 6 - Appropriation Report (Bevan Brittan LLP)
Appendix 7 - Red-line Plan

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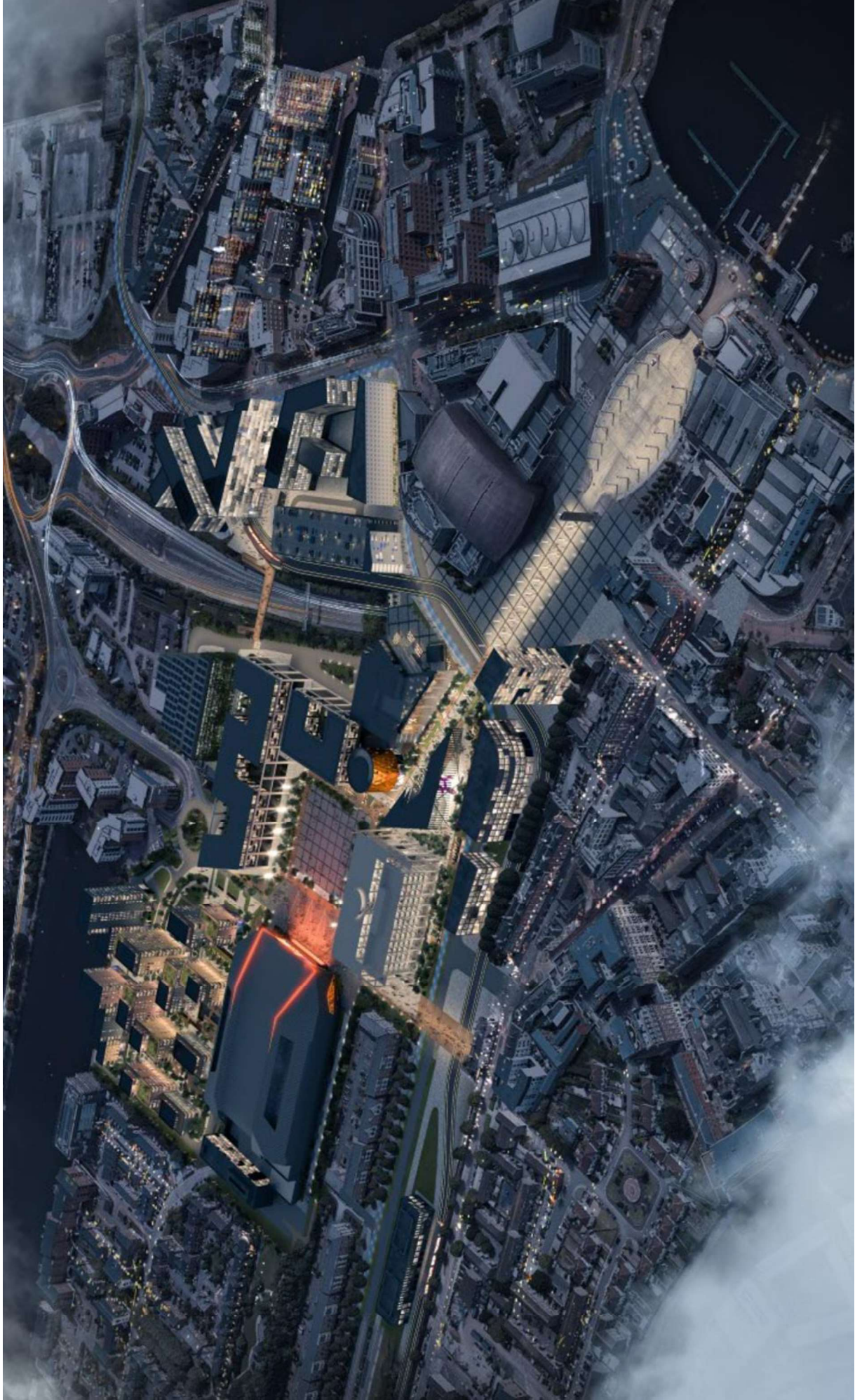
Illustrative Masterplan



Legend:

A	New Red Dragon Centre
B	This is Wales
C	Mixed Use
D	Cardiff Story Museum
E	WMC Academy
F	MSCP
HI - H5	Residential Probs
I	Avenue
J	3* Hotel (Technology)
K1	4* Signature Hotel
K2	Hotel
K3	Apert Hotel
L	Contemporary Art Museum
M	Commercial Office
(Red line)	Hybrid application boundary

Visuals



Visuals



Visuals



Visuals



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By virtue of paragraph(s) 14, 16 of Part(s) 4 and 5 of Schedule 12A of the Local Government Act 1972.

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Legend:

A	New Red Dragon Centre
B	This is Wales
C	Mixed Use
D	Cardiff Story Museum
E	WMC Academy
F	MSCP
H1 - H4	Residential Plots
I	Arena
J	3* Hotel (Travelodge)
K1	4* Signature Hotel
K2	Hotel
K3	Apert Hotel
L	Contemporary Art Museum
M	Commercial Office
	Hybrid application boundary



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APPENDIX 6 – APPROPRIATION

1 BACKGROUND TO THE USE OF SECTION 203 POWERS

- 1.1 The Council proposes to construct a multi-story car park (“MSCP”) that will serve the proposed Indoor Arena on land that is currently used for overflow car parking for the Red Dragon Centre (“Land”). The removal of the current car park arrangements on the Land would infringe car parking rights that exist over the Land. The Council has sought to negotiate with the tenants that hold the car parking rights (“Tenants”) to release those rights and/or agree an alternative location for the car parking, but a release had not yet been agreed.
- 1.2 The provisions that permit persons to carry out building or maintenance work or to use land in contravention of a private right or interest are set out in Sections 203(1) and (4) of the Housing and Planning Act 2016 (‘2016 Act’) ¹. Any rights that are overridden would be converted into a right to claim compensation under section 204 of the 2016 Act.
- 1.3 Before the powers within Section 203 can be relied upon, the relevant land first has to have been acquired or appropriated for “planning purposes” under section 122 Local Government Act 1972. Under section 122(1) of the Local Government Act 1972 the Council can appropriate land within its ownership for any purpose for which it is authorised to acquire land by agreement, and where that land is no longer required for the purpose for which it is held. Appropriation is the internal ‘transfer’ of land and property between different departments or purposes. The Land is no longer required for its current purposes and is required to be held for a planning purpose and redeveloped for the purposes of the MSCP to serve the Indoor Arena in accordance with planning permission.
- 1.4 “Planning purposes” are described in section 246 of the Town and Country Planning Act 1990 (‘TCPA’) which states that any reference to the appropriation of land for planning purposes is a reference to appropriation for the purposes for which land could be acquired under sections 226 and 227 of the TCPA. Therefore, planning purposes means an acquisition or appropriation which will facilitate the carrying out of development, re-development or improvement which is likely to contribute to the economic, social or environmental well-being of the area; or which is required for a purpose which it is necessary to achieve in the interests of the proper planning of the area in which the land is situated.

2 SECTION 203 HOUSING AND PLANNING ACT 2016

- 2.1 Where land has been appropriated for planning purposes (pursuant to section 122 Local Government Act 1972 and section 227 Town and Country Planning Act 1990), the consequence (under Section 203 of the Housing and Planning Act 2016) is that the erection, construction or carrying out of any building or other works on such land is authorised, notwithstanding that it may involve interference with third party rights. The following criteria would have to be satisfied in order for the powers within Section 203 to apply to the Land following appropriation to planning purposes:
- 2.1.1 There is a planning consent in place for the works to/use of the land that has been appropriated;
- 2.1.2 The works/use must be intended to be carried out on land which at any time on or after 13 July 2016 has:
- become vested in or acquired by the local authority; or

¹ Section 203(1):

- (1) A person may carry out building or maintenance work to which this subsection applies even if it involves—
- (a) interfering with a relevant right or interest, or
- (b) breaching a restriction as to the user of land arising by virtue of a contract.

Section 203(4):

- (4) A person may use land in a case to which this subsection applies even if the use involves—
- (a) interfering with a relevant right or interest, or
- (b) breaching a restriction as to the user of land arising by virtue of a contract.

- been appropriated by a local authority,
for planning purposes.

2.1.3 The land is land that the authority could acquire compulsorily for the purposes of the works/use; and

2.1.4 The works/use is for purposes related to the purposes for which the land was vested, acquired or appropriated.

2.2 The Council is considering whether to appropriate the Land within the Site for planning purposes so that the relevant land takes the benefit of the powers within section 203 Housing and Planning Act 2016 that permit private rights to be overridden. The Council will take active steps to negotiate a release of those rights before the powers within section 203 are implemented.

3 JUSTIFICATION FOR APPROPRIATION

3.1 It is necessary in making a decision as to whether to support the recommendation to appropriate the land to planning purposes to give consideration to all relevant matters:

a) Whether the appropriation of the Council's land and the acquisition of the Developer's land will facilitate the carrying out of the redevelopment of the land;

By engaging Section 203 in respect of the Section 203 Land, the Council will have sufficient certainty that an injunction cannot defeat the proposed development. If an action is brought against the Council, the remedy will be compensation.

b) Whether the development of the land will contribute to the promotion or improvement of the economic, social or environmental well-being of the area;

The development would facilitate the delivery of a new MSCP that is required to serve the Indoor Arena and will assist in the delivery of the benefits described at section 28 of the main Cabinet Report.

Overall the development will make a significant contribution to the economic, social and environmental well-being of the area. The delivery of the Indoor Arena that is associated with the MSCP is key to the regeneration of Atlantic Wharf.

c) Whether the use of Section 203 is proportionate with any interference with the human rights of those persons affected.

Human Rights issues arise in respect of the proposed arrangements. The Government guidance "Compulsory purchase process in Wales and the Criche Down Rules (Wales Version 2020)" advises that compulsory acquisition (and therefore, by analogy, appropriation for planning purposes under s.122(1) Local Government Act 1972 or Section 122 (2A) Local Government Act 1972, which have the effect, by virtue of Section 203, of infringing Convention Rights) should consider (Part 1 Paragraph 20):

"...When making a CPO, acquiring authorities should be sure the purposes for which the CPO is made sufficiently justifies interfering with the human rights of those with an interest in the land affected.... Depriving an individual or business of their rights is a serious step which an acquiring authority should consider carefully"

Furthermore, under the Human Rights Act 1998 the Council is required to act in accordance with the European Convention on Human Rights ("ECHR") in deciding whether to implement the arrangements. Article 1 of the First Protocol of the ECHR provides that every natural or legal person be entitled to peaceful enjoyment of his or her possessions. Engagement of Section 203, to allow interference with private rights, involves interference with a person's rights under this Article. However, the right to peaceful enjoyment of possessions under Article 1 is a qualified rather than absolute right, as the wording permits the deprivation of an individual's possessions where it is in the public interest and is subject to the conditions provided for by law, and (in relation to the right to respect for private and

family life and a person's home) Article 8(2) allows for interference which is "in accordance with the law and is necessary in a democratic society in the interests of national security, public safety or the economic well-being of the country, for the protection of health and morals, or for the protection of the rights and freedoms of others."

There must therefore be a balancing exercise between the public interest and the individual's rights whereby any interference in the individual's rights must be necessary and proportionate. "Proportionate" in a context means that the interference must be no more than is necessary to achieve the identified legitimate aim. A "fair balance" must be struck between the rights of the individual and the rights of the public. It is for the Council to consider the issues raised in this report and to strike that "fair balance" in coming to its decision as to whether the Land should be appropriated to planning purposes.

It is considered that the public interest in appropriating the Land to facilitate the development of the MSCP that is required for the Arena outweighs the rights of the individuals to peaceful enjoyment of their possessions, and that the proposed use of Section 203 powers amounts to a proportionate interference in all the circumstances. In this regard, the availability of compensation to those who are deprived of their third party rights is of relevance to the issue of proportionality.

e) The acquisition and appropriation of the land required for the Development must be acquired or appropriated for 'planning purposes';

The Land would be appropriated to allow the comprehensive redevelopment of the Land as will be provided for by the planning consent. The redevelopment of the Land will deliver the planning objectives noted in the main report. The appropriation of the Land is necessary in order to facilitate the delivery of the MSCP that is required to serve the Indoor Arena.

f) The Third Party Rights affected by the Development and the likely extent of interference with those rights caused and whether such interference is reasonable;

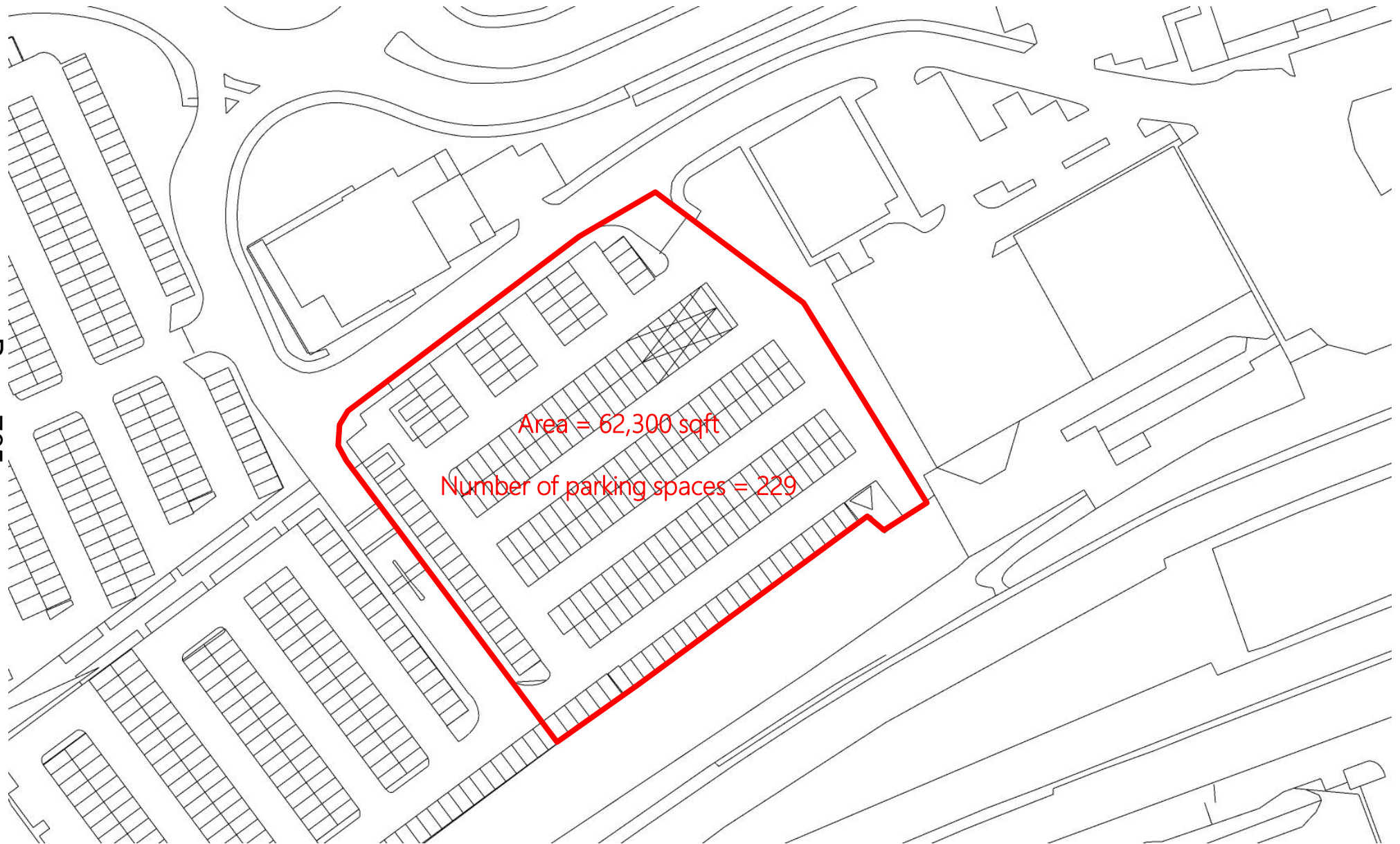
The Land is burdened by a number of car parking rights and attempts to seek a release of those rights, or an agreement to provide alternative car parking rights have not reached a successful conclusion. The Council will continue to take active steps to negotiate a release of those rights before the powers within section 203 are implemented.

Due regard will need to be had to the Council's Public Sector Equality Duty (PSED, in particular with respect to general duties arising under the Equality Act 2010, section 149.

It is considered that the public interest in appropriating the Land to facilitate the development of the MSCP that is required to serve the Arena outweighs the rights of the individuals that hold private rights over the Land, and that the proposed use of Section 203 powers amounts to a proportionate interference in all the circumstances. In this regard, the availability of compensation to those who are deprived of their third party rights is of relevance to the issue of proportionality.

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Overflow Carpark



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**CARDIFF COUNCIL
CYNGOR CAERDYDD**



CABINET MEETING: 14 JULY 2022

FLYING START EXPANSION (PHASE ONE) 2022-23

SOCIAL SERVICES (COUNCILLOR ASH LISTER/NORMA MACKIE)

AGENDA ITEM: 17

Reason for this Report

1. To seek cabinet approval for the proposed approach to prioritising the areas for expanding the reach of the Cardiff Flying Start Programme, in line with Welsh Government guidance.

Background

2. Flying Start is the Welsh Government's flagship early years programme for children aged under four and their families. It was first introduced in Wales in 2006, initially as a pilot based on the original Sure Start programme. It has now been in place for sixteen years.
3. The programme is underpinned by the United Nations Convention for the Rights of the Child and aims to make a decisive difference to the life chances of children under 4yrs in the areas in which it runs. It seeks to improve a range of children's well-being and lifelong learning outcomes.

Childrens' Outcomes	Long Term
Social/Emotional skills	Reduction - poor skills
Cognitive skills	Reduction – family breakdown
Language & communication	Reduction – poor child/maternal health
Physical health	
Early identification	

4. The Flying Start offer to eligible families consists of the following:
 - Enhanced Health Visiting
1:110 Health Visitor to children ratio
 - Funded High Quality Childcare for 2-3 yr olds
2.5 hrs a day x 5 days x 42 weeks
Level 3 minimum qualification for practitioners & Level 5 for leaders
Qualified teacher oversight

- Parenting Support
Evidence based /Psychology led
Parenting Programmes
Parenting Groups
Bespoke 1:1 support in the home
 - Speech, Language & Communication Support
 - Early identification of children with ALN or emerging needs
 - An Outreach offer, for targeted vulnerable children in their first one thousand days, including children in homeless hostels; gypsy travellers, children of young parents, refugees, and asylum seekers.
5. Flying Start is nationally defined as a geographically targeted programme. In 2006, the Welsh Government required Local Authorities to target the pilot programme at a small number of Primary School Catchment areas with the highest proportion of pupils eligible for free school meals.
 6. In 2012-13 the programme was expanded and the Welsh Government guidance for targeting the programme changed. Local Authorities were requested to continue to target the selected school catchment areas, but for the expansion, they were requested to use income benefit data, as a proxy indicator for poverty, to target the areas with the highest proportion of children aged 0-3 in income benefit households.
 7. Since 2012-13, Flying Start areas have been identified using the Welsh Index of Multiple Deprivation (WIMD), data supplied by the Welsh Government. Data from the Department of Work and Pensions (DWP) and HM Revenue and Customs is fed into the WIMD data and is used and broken down by areas known as Lower Super Output Areas (LSOA's).
 8. In accordance with the Welsh Government guidance for Flying Start, Cardiff Council has used this data to identify the LSOA's to benefit from the programme, prioritising the LSOA's ranked as highest on the WIMD data set.
 9. In addition to the requirement to use the WIMD data set, the Council is capped by the Welsh Government on the number of 0–3-year-old children that can benefit from the programme. For Cardiff, this is currently 4901 children under 4 years of age.
 10. Only families with children under four living in households within the identified LSOA's can benefit from the programme, unless they are vulnerable children identified by their health visitor for the Flying Start Outreach Offer.
 11. The Welsh Government provides the Council with a grant to deliver the four core elements of the programme to targeted families, based on a value of £2,400 per head, up to the capped number.
 12. Within the grant there is an expectation that at least 75% of the grant is used to deliver the programme within the targeted LSOA's and up to 25%

of the grant can be used to offer outreach to vulnerable children not resident in these areas, but who meet the outreach criteria.

13. In 2021, the Welsh Government, in their updated programme for government, made a commitment to continue its support for Flying Start as Wales's flagship early years programme.

Issues

14. In December 2021, the Welsh Government entered into a cooperation agreement with Plaid Cymru, setting out how they will work together over the next three years where there is a common interest. As part of this agreement there was an extended commitment to deliver a phased expansion of early years provision to include all two-year-olds, with a particular emphasis on strengthening Welsh medium provision.
15. Flying Start has been determined as the most suitable vehicle to deliver this commitment in a phased way.
16. Local Authorities have received new guidance and indicative funding for the phased expansion of Flying Start, with a view to commencing the expansion from September 2022. The expansion is to include all four key elements of the programme (*Enhanced health visiting; funded childcare; parenting support language and communication support*).
17. The expansion programme for Cardiff requires a growth in the programme to reach an additional 338 children aged 0–3-year-olds.
18. As well as this expanded number, there is room to expand the existing scheme, within the existing LSOA's, where these have changed.
19. The reach of the current programme is 4285 children (May 2022) and there is capacity to extend the existing scheme to 4901 children. This is without the additional 338 expansion target. The programme is currently below the maximum number of children, due to several factors:
 - a. a falling birth rate within the targeted LSOA's
 - b. changes in LSOA's since 2012/13. Some LSOA's have been divided due to an increase in size resulting from new housing developments, leading to the addition of new post codes or in other cases, where buildings have been demolished or where they have changed from business use to residential.
20. To achieve the desired reach of 4901, a review of current Flying Start eligible LSOA post codes is underway. This is with a view to include any new postcodes that have been added to the existing LSOA's since 2012/13 to those that are eligible.
21. To expand the programme further to reach the additional 338 children, the Welsh Government guidance is clear that Local Authorities should use the WIMD data to identify the areas for expansion.

22. This work has been completed and the next highest ranking LSOA's with children aged under 4 in income deprived households are listed below.
- a) Cathays 8
 - b) Pentwyn 2
 - c) Grangetown 4
 - d) Splott 5
 - e) Fairwater (Cardiff) 7
 - f) Pentwyn 5
 - g) Adamsdown 5

Expanding into these areas would enable a further 409 children to benefit from the programme. Whilst this is slightly over the required expansion number of 338 children, this can be delivered within the funds available.

23. It should be noted that Flying Start is targeted at areas rather than individual families, other than a limited outreach programme for vulnerable children. A piece of work has been conducted to understand whether there is a correlation between beneficiaries in the Flying Start areas and those in receipt of Universal Credit (UC). A review of this shows that in the existing Flying Start LSOA's, 47.6% of those eligible, are in receipt of UC. Once the new LSOA's are added in, this will rise to 50.7%.
24. The Welsh Government has set Local Authorities the following timescales for the expansion:
- a. A business plan setting out how the expansion will be delivered, was due for submission 13th June 2022.
 - b. Local Authorities and Health Boards are expected to be offering Flying Start services to newly eligible families from September 2022.
25. The Welsh Government has made available to Cardiff Council £642,479 for 2022-23 and £980,806 for 2023-24, respectively, through the Childrens and Communities Grant, to deliver the phase 1 expansion. No further guidance has been received for expansion plans beyond the first phase.
26. There may be some issues with recruiting sufficiently qualified staff by September 2022, across the health visiting, parenting, speech and language and childcare sectors, to deliver all four elements of the programme in accordance with the guidance.
27. Delivering sufficient childcare places for all newly eligible 2-year-olds will be dependent on there being
- a. Capacity for places within local childcare providers, in the proposed LSOA's
 - b. Sufficient Welsh Medium childcare providers within the proposed LSOA's
 - c. The timescales for procuring childcare places with newly identified childcare providers

Local Members

28. Ward Members for the areas of expansion have been informed of the proposals.

Reason for Recommendations

29. To seek Cabinet approval for the proposed approach to prioritising the areas for expanding the reach of the Cardiff Flying Start Programme, in line with Welsh Government Guidance.

Financial Implications

30. The Flying Start Expansion outlined in this report is to be funded from an additional grant award to the existing Flying Start allocation within the WG Children & Communities Grant for 2022/23 and for the subsequent financial year.
31. The additional grant award has been confirmed by Welsh Government, but the variation letter confirming the expansion funding from September 2022 has not yet been received.
32. The grant allocations beyond 2023/24 have not yet been confirmed and therefore there is a risk, that should the grant funding levels for 2024/25 be reduced, that there may not be sufficient funding to meet the financial requirements in respect of this expansion delivery from April 2024. In the event that this scenario materialises, either an alternative funding source would need to be identified or the expansion delivery would need to be able to be terminated.

Legal Implications

33. The purpose of this report is largely to provide an overview of the expansion of the Flying Start programme. It is to authorise the proposed phased approach to the commissioning and recommissioning of grant funded services and arrangements under the Flying Start Programme. Specific legal advice on implications arising from the expansion is expected to be provided in further reports as those issues arise during the further development of the programme.
34. Legal Services has not specifically advised on this matter to date. It is expected that the matter will comply with the Council's Contract Procedure Rules and all aspects of procurement law. Likewise, all matters should be decided in a fair, equitable and transparent manner.
35. It is noted that the Directorate will put in place a myriad of different and complex arrangements including for example the extended provision of finding provision of sufficient Welsh Medium childcare providers within the proposed LSOA's and procuring services from external providers.
36. Legal Services note that some of the proposed longer-term arrangements are still being developed and that could range from joint working

arrangements, delegations of functions and letting contracts for services. Legal advice should be sought at the appropriate time to ensure that any such proposed arrangements are in compliance with all relevant legislation.

37. To the extent that any number of the proposed arrangements are grant-funded then prior to concluding any such arrangements the terms and conditions attaching to such grants should be checked to ensure compliance with the same.
38. Detailed advice should be sought as to whether the proposals give rise to any employment law issues (TUPE).

Equality Duty.

39. In considering this matter, the Council must have regard to its public sector equality duties under the Equality Act 2010 (including specific Welsh public sector duties). This means the Council must give 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.
40. When taking strategic decisions, the Council also has a statutory duty to have due regard to the need to reduce inequalities of outcome resulting from socio-economic disadvantage ('the Socio-Economic Duty' imposed under section 1 of the Equality Act 2010). In considering this, the Council must take into account the statutory guidance issued by the Welsh Ministers (WG42004 A More Equal Wales The Socio-economic Duty Equality Act 2010 (gov.wales) and must be able to demonstrate how it has discharged its duty.
41. An Equalities Impact Assessment aims to identify the equalities implications of the proposed decision, including inequalities arising from socio-economic disadvantage, and due regard should be given to the outcomes of the Equalities Impact Assessment (Appendix xx).

Well Being of Future Generations (Wales) Act 2015

42. 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.
43. 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 2022-25. 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.

44. 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

45. 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>

General

46. The decision maker should be satisfied that the procurement is in accordance within the financial and budgetary policy and represents value for money for the council.

47. The decision maker should also have regard to, when making its decision, to the Council's wider obligations under the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.

HR Implications

48. Additional resources will be required. Corporate processes and policies will be followed to recruit the resources. The trade unions and affected staff have been consulted on this expansion.

Property Implications

49. There are no direct property implications for this report

RECOMMENDATIONS

Cabinet is recommended to approve the approach for prioritising and identifying the new LSOA's to benefit from the Flying Start Programme.

SENIOR RESPONSIBLE OFFICER	Jane Thomas, Director, Adults, Housing and Communities
	8 July 2022

The following appendix is attached:

Appendix 1 Equality Impact Assessment

The following background papers have been taken into account

- *Appendix A – Welsh Government Expansion of Early Years Provision: Guidance for Phase One*
- *Flying Start Expansion Data for 2018 by Flying Start Coverage – Cardiff*
- *Planning Template – Expansion of EY provision and WL – Phase 1 – Cardiff*

Equality Impact Assessment
Corporate Assessment Template

Please consult with the Equality Team for any assistance with completing this assessment- equalityteam@cardiff.gov.uk

Policy/Strategy/Project/Procedure/Service/Function Title: Flying Start Expansion
New/Existing/Updating/Amending: New

Who is responsible for developing and implementing the Policy/Strategy/Project/Procedure/Service/Function? Expansion	
Name: Avril Hooper	Job Title: Operational Manager – Early Help
Service Team: Early Help	Service Area: Adults, Housing & Communities
Assessment Date: 28.06.2022	

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

Flying Start is the Welsh Government’s flagship early years programme for children aged under four and their families. It was first introduced in Wales in 2006, initially as a pilot based on the original Sure Start programme. It has now been in place for sixteen years.

The programme is underpinned by the United Nations Convention for the Rights of the Child and aims to make a decisive difference to the life chances of children under 4yrs in the areas in which it runs. It seeks to improve a range of children’s well-being and lifelong learning outcomes.

Childrens’ Outcomes

- Social/Emotional skills
- Cognitive skills
- Language & communication
- Physical health
- Early identification

Long Term Outcomes

- Reduction - poor skills
- Reduction – family breakdown
- Reduction – poor child/maternal health

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.]

Flying Start is a Welsh Government national programme of family support services, externally funded, aimed at creating positive outcomes for young children in the

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medium and long term. It is targeted at children aged 0-3 years 11 months old in the most disadvantaged communities and is a prescriptive programme, based on international evidence of what works.

Flying Start is nationally defined as a geographically targeted programme. In 2006, the Welsh Government required Local Authorities to target the pilot programme at a small number of Primary School Catchment areas with the highest proportion of pupils eligible for free school meals.

In 2012-13 the programme was expanded and the Welsh Government guidance for targeting the programme changed. Local Authorities were requested to continue to target the selected school catchment areas, but for the expansion, they were requested to use income benefit data, as a proxy indicator for poverty, to target the areas with the highest proportion of children aged 0-3 in income benefit households.

Since 2012-13, Flying Start areas have been identified using the Welsh Index of Multiple Deprivation (WIMD), data supplied by the Welsh Government. Data from the Department of Work and Pensions (DWP) and HM Revenue and Customs is fed into the WIMD data and is used and broken down by areas known as Lower Super Output Areas (LSOA's).

The Council is capped by the Welsh Government on the number of 0–3-year-old children that can benefit from the programme. For Cardiff, this is currently 4901 children under 4 years of age.

Only families with children under four living in households within the identified LSOA's can benefit from the programme, unless they are vulnerable children identified by their health visitor for the Flying Start Outreach Offer.

The Welsh Government provides the Council with a grant to deliver the four core elements of the programme to targeted families, based on a value of £2,400 per head, up to the capped number.

Within the grant there is an expectation that at least 75% of the grant is used to deliver the programme within the targeted LSOA's and up to 25% of the grant can be used to offer outreach to vulnerable children not resident in these areas, but who meet the outreach criteria.

Flying Start brings together education, childcare, health, and social services and combines the voluntary, private and statutory sectors to offer preventative interventions that influence child outcomes.

The Flying Start offer to eligible families consists of the following:

- **Enhanced Health Visiting**

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- 1:110 Health Visitor to children ratio
- **Funded High Quality Childcare for 2-3 yr olds**
 - 2.5 hrs a day x 5 days x 42 weeks
 - Level 3 minimum qualification for practitioners & Level 5 for leaders
 - Qualified teacher oversight
- **Parenting Support**
 - Evidence based /Psychology led
 - Parenting Programmes
 - Parenting Groups
 - Bespoke 1:1 support in the home
- **Speech, Language & Communication Support**
- **Early identification of children with ALN or emerging needs**
- **An Outreach offer**, for targeted vulnerable children in their first one thousand days, including children in homeless hostels; gypsy travellers, children of young parents, refugees, and asylum seekers.

In December 2021, the Welsh Government entered into a cooperation agreement with Plaid Cymru, setting out how they will work together over the next three years where there is a common interest. As part of this agreement there was an extended commitment to deliver a phased expansion of early years provision to include all two-year-olds, with a particular emphasis on strengthening Welsh medium provision.

Flying Start has been determined as the most suitable vehicle to deliver this commitment in a phased way.

The expansion is a result of a directive from Welsh government, and they would (or should have) carried out an EIA indicating that the expansion will have a positive impact on children and parents / care givers

Local Authorities have received new guidance and indicative funding for the phased expansion of Flying Start, with a view to commencing the expansion from September 2022. The expansion is to include all four key elements of the programme (Enhanced health visiting; funded childcare; parenting support language and communication support).

The expansion programme for Cardiff requires a growth in the programme to reach an additional 338 children aged 0–3-year-olds.

As well as this expanded number, there is room to expand the existing scheme, within the existing LSOA's, where these have changed.

The reach of the current programme is 4285 children (May 2022) and there is capacity to extend the existing scheme to 4901 children. This is without the additional 338 expansion target. The programme is currently below the maximum number of children,

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due to several factors:

- a. a falling birth rate within the targeted LSOA's
- b. changes in LSOA's since 2012/13. Some LSOA's have been divided due to an increase in size resulting from new housing developments, leading to the addition of new post codes or in other cases, where buildings have been demolished or where they have changed from business use to residential.

This EIA is focusing on the impact of the expansion process and its impact on those outcomes for children targeted across the programme, and the areas in which the services are being developed.

The Welsh Government has identified the percentage of Income Benefit Households within all Cardiff Lower Super Output Areas as a measure of 'disadvantage' and as such has a positive impact on families in those expansion areas.

Data on beneficiaries of the programme is held by the Cardiff and Vale University Health Board, and they are the data controller.

3 Assess Impact on the Protected Characteristics

3.1 Age

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

	Yes	No	N/A
Up to 18 years	x		
18 - 65 years	x		
Over 65 years	x		

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

The Flying Start Programme is designed to target young children and their families. In some circumstances, children are placed with kinship carers who are grandparents or older family members, so could fall into the over 65 year's categories. Parents / care givers will be positively impacted by the programme as they will receive advice / guidance and support and potentially learn new skills.

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

Children who are placed with older family members who are kinship carers and outside of the Flying Start postcoded areas are considered under the outreach programme, along with other influencing criteria. Other services which form part of the Flying Start programme can then be accessed for support.

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3.2 Disability

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

	Yes	No	N/A
Hearing Impairment	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.

Children with diagnosed additional needs are discussed at the Early years Forum on a fortnightly basis and additional support is provided at the designated childcare setting where needed, or by the designated health visitor.



Cardiff Parenting
booklet 2021_ENG 02

Cardiff Parenting 0-18 is for any family expecting a baby, or with a child or young person aged 0-18 living in Cardiff. You could be a parent, a stepparent, a carer or a family member looking after a child. The adult or the child must live in Cardiff and may or may not have other, additional needs.

The local programme provides a comprehensive parenting offer to all families across the city. For parents/carers of children aged up to 3 years 11 months, living in a Flying Start postcode, there are additional groups available, specific for the early years:

- Your Baby is Amazing
- Stay & Play
- Mini Talkers, Mini Explorers
- It's Child's Play
- Parents Plus Psychology-led Service

To date, this has enabled all children to have their needs met and to access all aspects of the Flying Start programme. Childcare and parenting support settings make reasonable adjustments to environment, such as the layout of rooms etc.

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Childcare and parenting staff are encouraged to use a total communications approach, i.e., Makaton or BSL if families require this.

Training is provided to all Flying Start staff to support children with additional needs and disabilities.

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

Families outside of the Flying Start postcoded areas with mental health, substance misuse and other issues can be referred to the outreach programme for consideration or to the wider Cardiff Family Advice and Support service www.cardiffamilies.co.uk

Information that we provide to eligible families could be provided in alternative formats, so that we are able to meet the needs of disabled service users (both children and caregivers)

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
Transgender People (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.

The service provided is universal and can be accessed by all eligible children and their caregivers.

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

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?

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	Yes	No	N/A
Marriage		x	
Civil Partnership		x	

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

The service provided is universal and can be accessed by all eligible children and their caregivers

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

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	x	x	
Maternity	x	x	

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

The programme would have a positive impact on pregnancy, maternity, and paternity, as the health checks, parenting groups, home support etc. will be available immediately from birth, taking in the maternity period.

We are creating a proof-of-concept model for the development of a specialised parent-infant relationship team/ parent-infant mental health team, to promote adult and infant mental health & wellbeing.

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

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

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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.

In the current academic year 2021-22, families of children who have accessed the service have spoken 19 different languages, including English and Welsh.

In the last 12 months, families of children who have accessed the service have spoken over 31 different languages, including English and Welsh.

Provision is made via WITS for an interpreter to be available for families, so they understand the flying Start Offer and in particular, the childcare element they are signing their child up to.

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

3.7 Religion, Belief or Non-Belief

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive]** 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.

Religious needs are met within childcare settings and all religions are celebrated.

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Culturally appropriate snacks are provided and any food requirements are adhered to.

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

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		

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

The service provided is universal and can be accessed by all eligible children and their caregivers.

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

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/Lesbians		x	
Heterosexual/Straight		x	

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

The service provided is universal and can be accessed by all eligible children and their caregivers

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

3.10 Socioeconomic Duty

Is the change anticipated to reduce or contribute to inequality of outcome as a result of socio-economic disadvantage? (e.g. will the change negatively impact on those on low-incomes or those living in deprived areas)

	Yes	No	N/A
Socioeconomic impact	x		
Please give details/consequences of the differential impact, and provide supporting evidence, if any.			
The programme will have a positive effect as its aim is to address the inequalities of children living in disadvantaged areas and to support them in having better outcomes over time.			
What action(s) can you take to address the differential impact?			

3.11 Welsh Language

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

	Yes	No	N/A
Welsh Language	x		

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

The Flying start programme supports the Welsh Language (Wales) measure 2011 offering all public documents and correspondence in both Welsh & English and offers all parents/carers the option of which language they wish to be communicated in; Welsh or English.

The childcare and health teams are working in partnership with colleagues from Mudiad Meithrin to further develop our approaches to promoting the benefits of speaking more than one language from an early age.

Our Health Visitors and skill mix professionals' direct families to and encourage access to the local Welsh medium playgroups and TI A FI groups.

All families receive bilingual Welsh Government funded book bags (Bookstart) at the age of 6 months and Health Visitors discuss the benefits of bilingualism at every stage of development.

The Speech and Language team actively promote the advantages of multilingualism at a universal level (for example through social media channels) and on a targeted level at each contact with families. Sessions are offered through the family's language of preference. Language development is supported across all languages used by the family. Advice is adapted to reflect each child's linguistically diverse environment. Multilingualism is promoted through all training delivered by the team.

Our contracted Welsh medium Flying Start settings immerse children into the Welsh language from their very first day. Our English medium settings actively promote the use of the Welsh language in everyday provision using incidental language, stories, and songs. All settings recognise other languages used by children and their caregivers and do this through the use of displays and the availability of different language books, along with welcoming families into the setting to take part in planned activities. All settings celebrate Cardiff's diverse culture and range of faiths which provides opportunities for children to hear and use a range of languages.

The Early Years Education Improvement Officer and Senior Childcare Business Support Officer are members of the Cardiff Welsh in Education Strategic Plans (WESP) forum and works with partners to support the county in working to their outcomes in relation to Welsh Language provision, Education and services for the communities.

Stay & Play groups form part of our Parenting offer and include song time in Welsh to make parents aware of bilingualism from an early age, and to encourage caregivers to talk and to sing to their baby or toddler in Welsh, English or another home language.

Storytimes and books are available in English, Welsh and other community languages

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and our online (social media) recorded story times are also in Welsh and English.

There are 5 Welsh Medium childcare settings in various locations across Cardiff which offer Welsh Medium provision and Health Visitors and Flying start staff actively promote the benefits of Welsh medium provision, encouraging attendance at Welsh medium settings where requested.

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

4. Consultation and Engagement

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

Not required

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

Groups	Actions
Age	None required
Disability	None required
Gender Reassignment	None required
Marriage & Civil Partnership	None required
Pregnancy & Maternity	None required
Race	None required
Religion/Belief	None required
Sex	None required
Sexual Orientation	None required
Welsh Language	None required
Generic Over-Arching [applicable to all the above groups]	None required

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

6. Further Action

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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: Avril Hooper	Date: 28/06/2022
Designation: Operational Manager: Early Help	
Approved By: Jane Thomas	Date: 28/06/2022
Designation: Director: Adults, Housing & Communities	
Service Area: Adults, Housing & Communities (Early Help)	

- 7.1 On completion of this Assessment, please ensure that the form is submitted to the Equality Team mailbox so that there is a record of all assessments undertaken in the Council- equalityteam@cardiff.gov.uk.

For further information or assistance, please contact the Equality Team- equalityteam@cardiff.gov.uk

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